



## Notice of meeting of

### **Traffic Congestion Ad-Hoc Scrutiny Committee**

**To:** Councillors Merrett (Chair), Holvey, Hudson (Vice-Chair),  
Moore, Morley, Pierce, Simpson-Laing

Mr M Smith (Co-opted Non-Statutory Member)

Mr M Page (Co-opted Non-Statutory Member)

**Date:** Monday, 19 November 2007

**Time:** 6.00 pm

**Venue:** The Guildhall, York

### **AGENDA**

#### **1. Declarations of Interest**

At this point Members are asked to declare any personal or prejudicial interests they may have in the business on this agenda.

#### **2. Minutes (Pages 3 - 10)**

To approve and sign the minutes of the meeting held on 16<sup>th</sup> October 2007.

#### **3. Public Participation**

At this point in the meeting members of the public who have registered their wish to speak regarding an item on the agenda or an issue within the committee's remit can do so. Anyone who wishes to register or requires further information is requested to contact the Democracy Officer on the contact details listed at the foot of this agenda. The deadline for registering is Friday 16<sup>th</sup> November at 5 pm.

**4. Interim Report (Pages 11 - 58)**

To consider a report which updates Members on the work carried out for this scrutiny review. *[Annex E to this report will follow]*

**5. Any other business which the Chair considers urgent under the Local Government Act 1972**

Democracy Officer:

Name: Tracy Wallis

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For more information about any of the following please contact the Democracy Officer responsible for servicing this meeting:

- Registering to speak
- Business of the meeting
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### **Scrutiny Committees**

The purpose of all scrutiny and ad-hoc scrutiny committees appointed by the Council is to:

- Monitor the performance and effectiveness of services;
- Review existing policies and assist in the development of new ones, as necessary; and
- Monitor best value continuous service improvement plans

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City of York Council

Committee Minutes

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MEETING	TRAFFIC CONGESTION AD-HOC SCRUTINY COMMITTEE
DATE	16 OCTOBER 2007
PRESENT	COUNCILLORS MERRETT (CHAIR), HOLVEY, HUDSON , MOORE, PIERCE, SIMPSON-LAING  MR M SMITH (CO-OPTED NON-STATUTORY MEMBER)
APOLOGIES	COUNCILLOR MORLEY  MR M PAGE (CO-OPTED NON-STATUTORY MEMBER)
IN ATTENDANCE	COUNCILLOR D'AGORNE

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**19. DECLARATIONS OF INTEREST**

Members were invited to declare, at this point in the meeting, any personal or prejudicial interests they might have in the business on the agenda.

Councillor Merrett declared a personal non-prejudicial interest in agenda item 4 (Interim Report for Traffic Congestion Ad-Hoc Scrutiny Committee) as an honorary member of the Cyclists' Touring Club and a member of Cycling England.

**20. MINUTES**

It was agreed that the minutes from the meetings held on 4<sup>th</sup> September 2007 and 25<sup>th</sup> September 2007 would be approved at a later meeting.

**21. PUBLIC PARTICIPATION**

It was reported that there had been no registrations to speak at the meeting under the Council's Public Participation Scheme

**22. INTERIM REPORT**

The Assistant Director of City Strategy presented a report to the Committee that outlined some of the issues that cause impediments to traffic flows on the highway network. He reported that some measures had more impact on traffic flows than others. He also stated that the Traffic Management Act 2004 imposed a network management duty on all Local Traffic Authorities.

“ It is the duty of a local traffic authority to manage their road network with a view to achieving, so far as may be reasonably practicable having regard to their obligations, policies and objectives, the following objectives:

- a) Securing the expeditious movement of traffic on the authority's road network; and
- b) Facilitating the expeditious movement of traffic on road networks for which another authority is the traffic authority."

The report was split into the following sections:

- Traffic Management
- Utility Works on the Highway
- Road Works on the Highway
- Accidents on the Highway
- Junctions
- Signals and Crossings
- Traffic Calming Measures
- On Street Parking
- Public Events, School Terms
- Inner City Goods Deliveries

#### Traffic Management

Members asked for clarification in relation to the Freeflow project mentioned at paragraph 11 of the circulated report and the Co-opted Member explained that it was aimed at curing congestion by:

- improving bus journey times
- better use of information
- better use of traffic lights and more subtle use of signage

The project involved several cities, universities and businesses and had the potential for drawing in a tremendous amount of expertise that would not usually be available to York. It was hoped that York would be able to profit from the various methodologies the project would offer. The funding for the project would be a public/private collaboration.

It was noted that day to day traffic management in the city relied upon a complex system of information gathering and control. There were two main components of the management of traffic flows, urban traffic control (UTC) and urban traffic management and control (UTMC). At the moment York's links with external sources were fairly basic and therefore there was plenty of room for improvement and development.

Members discussed the use of CCTV as a tool for traffic management and it was noted that it was primarily used for policing. The cameras were not necessarily in the most beneficial places to aid traffic management and there were no CCTV cameras on the outer ring road. Staff from the traffic team monitored the cameras at peak times but not at non-peak times. CCTV could be more beneficial to traffic management if the CCTV screens could be monitored on a more frequent basis. There were also arguments for monitoring traffic during non-peak times, such as Saturdays and Sundays, although it had to be realised that traffic flow problems may

occur in different places at the weekend compared to those during weekday peak times.

There were opportunities to use more intelligent traffic signal strategies and the variable message signs around the city were modest in size so there were limitations as to what kind of messages could be displayed. The Assistant Director of City Strategy reported that more use could be made of the variable message signs to inform and warn road users; but they had to rely on the information that they were given; for example the Police updating them promptly on accidents. Some Members suggested the introduction of a telephone number that the public could ring to report accidents or traffic flow problems. The Officer agreed that this could be a way of obtaining information but stressed that it had to be the 'right information', especially if the Council were going to act on it immediately. There were strict guidelines about the information that could be displayed on the variable message boards and the wording used was very important. New initiatives needed to be properly resourced and the Officer indicated that installation of the variable message boards was relatively easy but running and operating them on a daily basis was much more difficult and resource consuming.

### Utility Works on the Highway

The Officer reported that the Utilities Companies had improved with regard to 'opening' and 'closing' on the highways and co-ordination meetings were in place to ensure any future work caused the minimum of disruption to the travelling public. There were, sometimes, still problems with the quality of the reinstatements and the Council did 'default' the companies if the workmanship was sub-standard; but the Officer pointed out that the Council's ability to check and influence the Utilities Companies was fairly limited. It was noted that the Highways Authorities and Utilities Committee (HAUC) set the standard for reinstatements and City of York Council applied this. It was costly and time consuming to challenge Utility Companies if they did not make good their work. Some Members felt that it may be worth the cost and time if it led to an improvement in the quality of the reinstatements.

The Assistant Director of City Strategy said that they checked a sample of the reinstatements but as they had at least 5,000 'notices of opening' per year it was impossible to check the quality of them all. It was also noted that poor quality reinstatements did not always show immediately.

### Road Works on the Highway

It was reported that the Highway Authority also carried out works on the highway and the Local Authority needed to be notified of these. This currently included planned schemes of a significant nature such as resurfacing or improvements. There was a well established procedure in place and highway works within the city centre were not carried out in the two weeks leading up to Christmas, the two weeks immediately after Christmas, race days or school holidays. Every effort was made to be mindful of traffic flow patterns and where possible major works were carried out overnight but each situation was judge on its own merits. From

April 2008 the Traffic Management Act will require the Council to notify the co-ordination team of small scale works on the highway such as reactive maintenance. This will almost certainly mean that arrangements for carrying out this work will need to be modified.

### Accidents on the Highway

The report noted that the Police had a major influence upon the management of road traffic accidents as they took the responsibility for the scene. The Local Authority had reasonably good levels of communication with the Police but there was room for improvement in co-ordinating joint responses.

Members felt that the Police were taking a more leisurely approach and were closing roads more frequently and for longer after accidents. The Officer thought this may be due to the need for more investigation at the scene, especially if it were thought that a crime or driving offence may have been committed. If this is the case then the highway would become a 'crime scene' and the handling of the situation by the Police would be more rigorous.

### Junctions

The Assistant Director for City Strategy reported that junctions were a key factor in congestion management and various control measures could be employed to enhance traffic flow with a view to minimising traffic congestion. However, main road junctions also tended to be a focus for pedestrian, cyclist and public transport movements and were the best place to be able to give some priority to these categories of road user. Members discussed the fact that some Local Authorities were removing traffic lights as it was thought to improve traffic flow but it was felt by some that this was dangerous for cyclists especially if the sightlines at the junction were not good. The possibility of adjusting the traffic lights to 'blinking amber' during night time periods was discussed but it was not clear if this could be implemented at local level or whether it would have to be at national level.

### Signals and Crossings

The term 'controlled crossing' covered facilities where pedestrians and sometimes cyclists were given priority over traffic to enable them to cross a road in safety. The common examples were Zebra, Pelican, Puffin and Toucan crossings. Members felt that these were lacking in some parts of the city. It was suggested that a database of how the different crossings were set up and their response rates would be a useful tool. The Officer said that it depended on the type of signal; pelican crossings had to be set to a certain cycle but if a more intelligent crossing was needed then a puffin crossing should be used. Members asked if there would be a significant cost in switching from one type of signal to another and the Officer said that it would depend on the age and type of the crossing already in place. The Officer agreed that investigation into this should be a priority but suspected that a complete change to puffin crossings would be very costly.



## Traffic Calming Measures

Traffic calming was specifically aimed at getting motorists to drive at lower and steadier speeds but it was noted that it was difficult to provide traffic calming that suited everyone. Members discussed the effectiveness of speed tables, removable speed ramps that can be screwed into the road surface and the materials of which they were made. The Officer commented that traffic calming was becoming more accepted by road users.

## On Street Parking

It was agreed that inconsiderate and often illegal parking could be a major source of interruptions to the flow of traffic on the Network.

## Public Events, School Terms

It was recognised that school related travel could account for up to 20% of traffic during school term times. The City actively encouraged working towards minimising the impact of the 'school run' and encouraged alternative modes of transport such as walking and cycling. The Officer said that the main aim was to promote healthy ways of getting to school. Some Members felt that if this did not work then parking tickets should be issued to those that flouted the rules by parking illegally and unsafely outside or near schools. Members agreed that they would like to know what schools were taking action to encourage alternative methods of transport to and from school including the adoption of green travel plans and walking buses. The Officer said that this would be a significant piece of work but Members felt that the issues around 'school runs' were very important and they needed to look at the details surrounding driving, walking and cycling to school. It was realised that the Children's Services department within the Council may already have some of this information and the Scrutiny Officer agreed to look into this.

It was noted that the faith schools tended to have larger catchment areas and, therefore, it might be that a larger proportion of the students were driven to school as they had longer journeys to make.

## Inner City Goods Deliveries

Inner city goods deliveries had a significant impact on the activities and operation of the city centre.

Having discussed all aspects of the briefing note on Traffic Management and Impediments to Traffic Flow Members considered how they could make significant changes to the traffic flow and which of the above categories were the most important in terms of reducing congestion.

The Assistant Director for City Strategy believed that the city was doing well in terms of network management but there was still room for many improvements in the use of technologies and the impact they could have on traffic management. The possibility of more bus priority signals, giving

signalling advantages to preferred modes of transport and improved reliability of public transport could all be factors that could have a possible impact on traffic flow. It was acknowledged that relationships with the Police could be improved; especially in terms of reporting accidents and road closures. Improvements could be made to junctions and it would be possible to look at adapting or upgrading some of the older signals to puffin signals. Improvements could be made to on-street parking and it was a matter of having the right number of parking attendants in the right places at the right time. He did, however, feel that York should be a welcoming and not an aggressive place to visit. The Officer felt that the most significant impact that could be made was on the 'school runs'. Some Members felt that occasionally there could be a 'parking blitz' outside a particular school whereby all or many parking attendants were sent to one school one day and another the next to see if issuing parking tickets would help to discourage parents from driving their children to school. The Officer felt that it was the continual pressure on the schools to encourage alternative modes of transport that would be the most successful with occasional 'blitzing' from parking enforcement.

Discussions were had around the idea of setting up league tables for schools to indicate where they were in terms of how the children got to school. It was also noted that one of the largest impediments was parental attitude and the perceived belief that it was safer to drive children to school.

Members then went on to discuss objectives (vi) and (vii) and recommended that the consultants be asked if they had any information, drawn from either national or local data, as to what was meant by 'quality of life'. There were discussions around what Members hoped to gain from the report; some thought that there was a need to focus on more specific questions whilst others thought that a general overview that focussed on the economic impact of traffic congestion on York would be more useful.

Members had expressed an interest in attending the second annual Road User Charging Seminar. It was accepted that no one was available to attend this but Members felt that it would be useful to see the papers from the Seminar. The Assistant Director of City Strategy agreed to coordinate this.

It was agreed that the following would be discussed at the next meeting:

1. The cost of the use of consultants
2. The costs of carrying out a survey of residents views; the Scrutiny Officer and the Assistant Director of City Strategy agreed to produce a brief report regarding this)

RESOLVED: That Members will consider and discuss the following at the next meeting:

1. The revised quote from the consultants in regard to objectives (vi) and (vii)

2. To further consider the cycling issues raised at the meeting held on 4<sup>th</sup> September 2007
3. Receive an update from the Scrutiny Officer regarding:
  - a possible survey of residents' views.
  - schools' approaches to the use of alternative transportation.

REASON: To ensure full consideration of all the objectives.

Councillor D Merrett, Chair  
[The meeting started at 5.20 pm and finished at 7.25 pm].

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**Traffic Congestion Ad-Hoc Scrutiny Committee**

19 November 2007

**Interim Report****Background**

1. In coming to a decision to review this topic, the Scrutiny Management Team recognised certain key objectives and the following remit was agreed:

2. **Aim**

To identify ways including Local Transport Plans 1 & 2 (LTP1 & LTP2) and other evidence, of reducing present levels of traffic congestion in York, and ways of minimising the impact of the forecast traffic increase.

**Objectives**

Having regard to the impact of traffic congestion (based on external evidence and those measures already implemented in LTP1 or proposed in LTP2), recommend and prioritise specific improvements to:

- i. Accessibility to services, employment, education and health
- ii. Air Quality, in particular looking at the five hotspots identified in the LTP2
- iii. Alternative environmentally viable and financially practical methods of transport
- iv. CO<sup>2</sup> Emissions
- v. Journey times and reliability of public transport
- vi. Economic Performance
- vii. Quality of Life
- viii. Road Safety

**Information Gathered**

2. At meetings held on 25 September and 16 October 2007, Members considered a draft table containing the findings in relation to objectives (i)-(v). This table included:
  - the possible solutions identified by this committee in regard to the issues raised in relation to objectives (i)-(v);
  - the recognised impact of the suggested solutions;
  - draft recommendations
3. Members agreed to provide further information for inclusion in the table shown at Annex A. As no updates have been received to date, the extension to the

timeframe for this review previously agreed by this committee may no longer be viable. Once Members have had the opportunity to respond, an updated version of the table together with an interim report will be presented to SMC requesting an extension to the timeframe for this review.

4. At the meeting on 16 October Members also considered a paper on 'Impediments to Traffic Flow' which highlighted a number of issues not covered by the objectives. In regard to the problems identified with school runs and on-street parking in the vicinity of schools. Information on the national and local perspective on school travel can be found in Annex B. Members also requested that a school be identified that had a good record in encouraging alternative transport modes so that the measures they had put in place could be looked at - see Annexes C-D.

### **Outstanding Issues**

5. Having considered a quote from Consultants in regard to objectives (vi) and (vii), Members requested a revised quote based on a more focused remit to ensure the findings were less about providing statistics and more about identifying what the Council could practically do to make improvements (revised quote to follow).
6. In order to further consider the cycling issues raised at the meeting held in September 2007, the Assistant Director of City Development & Transport has provided a paper – see Annex E.
7. It has also been suggested that residents be consulted on the draft recommendations arising from the findings of this Ad-hoc Scrutiny Committee, so that their views can be included in the final draft report. Members requested some further information on the best way to do this and a meeting has been arranged with Marketing & Communications on 15 November 2007. An update will be provided at this meeting.
8. Members need to bear in mind that as any draft recommendations made by this Ad-hoc scrutiny committee have to be agreed by the Executive, any consultation based on them will need to be handled sensitively.
9. It is recognised that it will be necessary to increase the scrutiny budget available for this review, in order to finance the commissioning of consultants, and completion of a residents survey. Any request for this will need to be included in the interim report to SMC referred to in paragraph 3 above.

### **Options**

8. Having regard to the aims and objectives of this topic remit, and having considered the information provided in this report, Members may wish to agree:
  - any further information to be added to the table relating to key objectives (i) – (v) ;

- how to proceed with the investigation of objectives (vi) & (vii) in light of the revised quote provided
- how much of an increase in scrutiny budget to request from Scrutiny Management Committee to cover:
  - i) the cost of the use of Consultants
  - ii) the costs of carrying out a survey of residents views

### Corporate Priorities

9. It is recognised that any recommendations made as a result of this scrutiny review could contribute to Corporate Priority no 2 – To increase the use of public and other environmentally friendly modes of transport.

### Implications

10. There are no known HR, Equalities, Legal, Crime and Disorder, or IT implications associated with this report, but there will be some financial implications associated with recommendation (iii). As yet the exact amount is unknown.

### Recommendations

11. Members are asked to:
- i. Note all of the information provided, and agree arrangements for finalising any further information to be included in the table, as referred to in paragraph 3 above
  - ii. agree how to proceed with the investigation of objectives (vi) & (vii)
  - iii. agree whether to request as an increase in scrutiny budget for this review

Reason: To ensure full consideration of all the objectives

### Contact Details

**Author:**

Melanie Carr  
Scrutiny Officer  
Scrutiny Services  
Tel 01904 552063

**Chief Officer Responsible for the report:**

Colin Langley  
Interim Head of Civic, Democratic & Legal Services

**Interim Report Approved**  **Date** 9 November 2007

**Wards Affected:**

**All**

**For further information please contact the author of the report**

**Background Papers:** Interim reports dated 4<sup>th</sup> & 25<sup>th</sup> September 2007 and 16<sup>th</sup> October 2007

**Annexes**

- Annex A – Draft table of findings, identified solutions with impact evaluation, and draft recommendations
- Annex B – National & local perspective on school travel
- Annex C – Information on modes of transport used by pupils in York schools
- Annex D – Example of school travel plan (Park Grove Primary School)
- Annex E – Paper on the cycling issues faced in York



**Table of Issues/Findings, Identified Solutions, Possible Impacts & Draft Recommendations**

<b>Objectives (i) - Accessibility to Services, Employment, Education &amp; Health Services</b>			
<b>Issue/Findings</b>	<b>Identified Solutions</b>	<b>Possible Impacts</b>	<b>Draft Recommendations</b>
Bus routes meant to be reviewed every five years (now due) but would benefit from more regular reviews to react to changes in the location of services, new businesses and housing developments, etc	Continued close working with the Quality Bus Partnership to encourage improvements in the bus service	Better bus service overall, with increased usage, but possible positive & negative effects in particular localities. Possible alterations in subsidy levels by CYC for socially necessary bus services in York.	
Extending the Park & Ride service would improve access to York Hospital outside of peak hours			
Gaps in bus services would be reduced if the number of buses in use during 'school run' times was increased	Continued close working with the Quality Bus Partnership to encourage improvements in the bus service	Better peak service but potentially substantial additional costs for extra vehicles, and demand for increased subsidy by CYC for the bus services in York.	
Improved safety measures for taxis eg CCTV in Cars would encourage greater use			
Need to publicise good practices by employers across the city i.e. Green Travel Plans	CYC to lead by example i.e. by implementing own Green Travel Plan	Influencing Council staff's travel to work mode, and public and employer attitudes to how the journey to work is undertaken, thereby spreading the benefit and achieving modal shift and reducing peak hours congestion.	
Sustainable Tourism – a tourist tax with monies collected being used in total to deal with accessibility issues			

Identifying under used bus services and implementing soft measures to encourage their use			
Improved interchange points are needed in the city centre			
Additional mapping work would be required over and above that which is already planned as part of LTP2 to show the positive effects on traffic congestion in York of the measures identified as a result of this review	Carry out additional mapping works	Clearer view of accessibility issues in the City, and better focus of future plans (bus services, cycle & walking routes, etc.) on where the most difference can be made. However any additional work would have an impact on staffing resources and other priorities.	

<b>Objectives (ii) - Air Quality - in particular looking at the five hotspots identified in the LTP2</b>			
<b>Issue/Findings</b>	<b>Identified Solutions</b>	<b>Possible Impacts</b>	<b>Draft Recommendations</b>
51-72% of emissions affecting air quality are from vehicles			
The number, type and age of vehicles on York roads is relevant to the levels of pollutants recorded			
There are five technical breach areas within York's city centre: Lawrence Street Fishergate Nunnery Lane Holgate Gillygate			
Fulford Main Street is one area of concern outside of the city centre			

<p>Air Quality threats: Current and future car parking policies</p> <p>Ongoing large scale developments ex York Northwest</p> <p>Proposed changes to CYC staff travel incentives</p> <p>Workplace parking in private sector</p> <p>Climate change policies</p> <p>Changes to local bus fleet</p> <p>Lack of funding</p>			
<p><b>Objective (iii) - Alternative Environmentally viable and financially practical methods of transport</b></p>			
<p><b>Issue/Findings</b></p>	<p><b>Identified Solutions</b></p>	<p><b>Possible Impacts</b></p>	<p><b>Draft Recommendations</b></p>
<p>Reducing the environmental impact of freight transport in the City.</p>	<p>Provision of a transshipment centre outside the City, thus transferring the environmental impact outside of the city centre where it may be of lesser concern.</p>	<p>Reduction in the number of large delivery vehicles to, from and in the city centre, reducing congestion and air pollution and improving the pedestrian area, but there is significant evidence that it would not be self financing and would require substantial local authority subsidy, and may meet resistance from businesses.</p>	<p>The introduction of a transshipment centre is not a priority at the moment, but is worth examination in the future and should not be dismissed</p>
<p>York has a high level of short commuting trips (56% were less than 5km in 2001)</p>			
<p>Cycling's share of the travel market in York has remained largely static in recent years</p>	<p>Additional soft measures should be introduced to encourage walking and cycling over and above those initiatives included in LTP2</p>	<p>Should achieve real modal shift and reduction in traffic congestion and air pollution. Impact on resources and budget and other priorities.</p>	

Although buses are not the cleanest vehicles, continuing to try and keep fleets up to date, with low emissions and using optimum fuels is the best way forward	Continued close working with the Quality Bus Partnership to encourage improvements in the bus service	Increased subsidy by CYC for the bus services in York	
<b>Objectives (iv) - CO<sup>2</sup> Emissions</b>			
<b>Issue/Findings</b>	<b>Identified Solutions</b>	<b>Possible Impacts</b>	<b>Draft Recommendations</b>
York has 10 to 15 exceedences of PM <sub>10</sub> which is well below the government objective of 35 exceedences allowed per year	unless there are major changes in York the levels of PM <sub>10</sub> are at an acceptable level and therefore there is no solution required	n/a	n/a
PM <sub>2.5</sub> are measured at a national level and not by Local Authorities at present, and therefore there is no record of the level of PM <sub>2.5</sub> in York.	Officers confirmed that, if required, they could undertake a short term project at minimal cost to measure levels of PM <sub>2.5</sub> in the city.		
<b>Objectives (v) - Journey Times &amp; Reliability of Public Transport</b>			
<b>Findings</b>	<b>Identified Solutions</b>	<b>Possible Impact</b>	<b>Draft Recommendations</b>
Timetables need to more closely reflect actual journey times (particularly at peak times) in order to improve the public's perception of bus reliability			
Journey times are affected by delivery vehicles in the city centre			

Not all buses in York are BLISS enabled (cost of installing the BLISS system on a bus route is in the region of £10k)			
Changes to Park & Ride Services should be made clearer to the public			
Relative cheapness of the Park & Ride fares relative to local bus services creates a perverse incentive for local residents to drive to Park & Ride sites			
traffic flow is 8-10% lower during school holidays, making a significant difference to reliability			
There are still a number of buses in operation that are not DDA compliant			
Not all bus stops have timetables and shelters thus reducing the attractiveness of the bus package			
Dwell time, cross town ticketing issues, congestion and money in the capital programme all lead to bus service unreliability			
Identifying bottlenecks and re-locating bus stops would help to reduce congestion and improve bus reliability			
<b>Objectives (vi) - Economic Performance</b>			
<b>Findings</b>	<b>Identified Solutions</b>	<b>Possible Impact</b>	<b>Draft Recommendations</b>

<b>Objectives (vii) - Quality of Life</b>			
<b>Findings</b>	<b>Identified Solutions</b>	<b>Possible Impact</b>	<b>Draft Recommendations</b>
<b>Objectives (viii) - Road Safety</b>			
<b>Findings</b>	<b>Identified Solutions</b>	<b>Possible Impact</b>	<b>Draft Recommendations</b>

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## **School Travel – The National and Local Picture**

### **Introduction**

Nationally, more than one in four trips to school are now made by car. Car use has risen rapidly, and has nearly doubled in the last 20 years. In urban areas in term time, around one in five cars at 8.50am are taking children to school. One out of every four cars on the road in the morning rush hour in York is on the school run.

Many schools struggle with traffic congestion at their gates. Children arriving by car miss out on valuable opportunities to learn road safety life skills in addition to getting some physical activity. The lack of physical activity is contributing to a growth in childhood obesity and longer term health problems.

### **Accident Statistics**

As pedestrians, children are safer than they were 15 years ago, but they are still more at risk on UK roads than in many other European countries, including the Netherlands, France and Germany. Experience of walking and cycling develops critical road safety skills. Although York's road safety record for the school journey compares favourably with national figures, 'School Travel Plans' and 'Safer Routes to School' projects can address both real and perceived safety fears and make the journey for vulnerable road users a more pleasurable and active experience.

### **The Main Aims of York's School Travel Strategy**

- 'Car dependency - To address the national trend towards greater car dependency on the school run'.
- 'Safer and Healthier Travel to School – To promote safer, more environmentally sustainable and healthier ways of getting to school, with particular emphasis on walking and cycling'.

### **Objectives :**

- Increase awareness of the negative effects of increasing car use amongst school communities, particularly parents, guardians and children.
- Increase levels of walking, cycling and public transport use on journeys to school.
- Support the promotion of healthy lifestyles by encouraging more walking and cycling to school.
- Increase opportunities for children to travel independently.
- Reduce traffic, congestion and pollution associated with the school run.
- Reduce casualty accidents and threats to personal safety on school journeys.

### **School Travel Plans**

In the last six years many local authorities, including York have worked with schools to make the journey safer and encourage healthier and more sustainable travel through the introduction of 'School Travel Plans'. By March 2007, over 70% of schools in York had a travel plan. The national and local target is to achieve 100% by the year 2010.

The number of schools in York comprises:

- 54 primary schools (infant, Junior and primary)
- 11 secondary
- 4 Special school

Of the primary schools, 41 have completed School Travel Plans, and 8 have been completed at secondary schools. Examples include:

- **Archbishop of York Junior School** – walking increased from 40% in 1999 to 60% by 2004. Car use fell from 50% to 33%. Several initiatives helped. There was no cycling allowed on the school journey in 1999 but by 2006, 5% of children cycled. Park and Stride sites and a walking bus was set up. New cycle parking shelters were funded through the 'Safer Routes to School' programme. In addition, an old bus lay-by was removed and replaced with a new footway which was constructed in 2006.
- **Badger Hill Primary School** - cycling up from 3% in 1999 to 11% by 2004.
- **Joseph Rowntree School** – cycling up from 13% in 1999 to 20% by 2004.
- **Park Grove Primary School** – copy of school travel plan attached at Annex D

#### **Examples of Initiatives Introduced:**

- Walking buses
- 'Park and Stride' schemes
- Promotion of Walk to School week and Bike Week
- Cycle training offered to all schools
- Pedestrian training offered to all schools

#### **DfES School Travel Plan Capital Grants (2004/5 to 2007/8)**

Every LEA maintained school with a signed off adopted travel plan meeting minimum standards has been awarded a DfES capital grant to improve travel facilities on the school site. This is typically £5,000 for a primary school and £10,000 for a secondary (allocations based on pupil numbers). A further £1,000 was made available to every primary school to help with setting up a walking bus. Those already with a walking bus also benefited from this grant.

#### **Our support package to schools**

We help with co-ordinating travel surveys and survey analysis, provide a School Travel Plan template and support drafting a plan. This can lead to postcode mapping of where pupils live and for related curriculum activities, classroom based activities and assemblies and identification of suitable resources and links with Road Safety Officers for educational inputs. It can, through the 'Safer Routes to School' programme involve the design and implementation of highways and infrastructure measures through direct liaison with Engineering Consultancy.

#### **Sustaining school travel work**

We endeavour to help schools sustain the school travel plan over time. We provide ongoing telephone support and periodically return to schools to refresh initiatives and make adjustments to any that are no longer working. We also introduce fresh ideas to prevent initiatives in established travel plans from becoming stale.

#### **Partnership Working**

We aim to be proactive in developing good communication links between our Transportation Group and other directorate in order to raise the profile of school travel work across the authority and seek opportunities for a joined up approach.

In addition to immediate colleagues in Transport Planning and Road safety we communicate with Network Management, Highways Development Control, LEAs

capital strategy and improvements to school facilities (Property Services), Curriculum Advisers, notably Geography/ESD, PSHE/Citizenship

**The Future**

In future, priorities for investment, particularly for 'Safer Routes to School' projects, will place more emphasis on 'active' school travel plans.

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**Mode of Travel Spring Census 2007**  
**Breakdown by Transport Type per School with Percentages**

SchoolName	Not Recorded	%	Bus Type Not Known	%	CAR	%	Car Share	%	Cycle	%	Dedicated Service Bus	%	Other	%	Public Service Bus	%	Train	%	Taxi	%	Walk	%	Total Pupils
St Pauls Nursery School					40	39.6%	1	1.0%	5	5.0%					3	3.0%			3	3.0%	49	48.5%	101
Acomb Primary	2	0.8%	1	0.4%	74	30.3%	8	3.3%	8	3.3%			1	0.4%	4	1.6%					146	59.8%	244
Hempland Primary	248	70.1%			22	6.2%	2	0.6%	18	5.1%											64	18.1%	354
Carr Junior					37	19.1%	2	1.0%	1	0.5%											154	79.4%	194
Carr Infant					48	22.5%			2	0.9%			1	0.5%					1	0.5%	161	75.6%	213
Derwent Junior																			3	3.3%	88	96.7%	91
Derwent Infant			1	1.1%	7	7.4%															87	91.6%	95
Dringhouses Primary					61	18.4%	1	0.3%	52	15.7%											217	65.6%	331
Fishergate Primary					45	20.5%			21	9.6%									3	1.4%	150	68.5%	219
Haxby Road Primary					13	5.2%									2	0.8%			13	5.2%	220	88.7%	248
Knavesmire Primary					61	24.1%			14	5.5%									1	0.4%	177	70.0%	253
Park Grove Primary					61	25.3%	2	0.8%	23	9.5%									3	1.2%	152	63.1%	241
Copmanthorpe Primary					52	15.9%	5	1.5%	7	2.1%			1	0.3%					2	0.6%	260	79.5%	327
Poppleton Road Primary					72	20.3%	3	0.8%	17	4.8%					1	0.3%			1	0.3%	261	73.5%	355
Yearsley Grove Primary					37	10.0%			28	7.6%									2	0.5%	302	81.8%	369
Scarcroft Primary			1	0.3%	42	13.0%	2	0.6%	14	4.3%			1	0.3%	1	0.3%					261	81.1%	322
Westfield Community Primary			1	0.2%	200	30.7%			40	6.1%			2	0.3%	5	0.8%			22	3.4%	382	58.6%	652

Clifton Green				23	6.7%		1	0.3%							2	0.6%	316	92.4%	342		
Burton Green Primary	2	0.9%		41	17.7%	1	0.4%	19	8.2%				1	0.4%			167	72.3%	231		
Woodthorpe Primary			2	0.4%	93	20.5%	7	1.5%	24	5.3%		1	0.2%	1	0.2%		1	0.2%	325	71.6%	454
Hob Moor Primary					58	19.2%			2	0.7%				7	2.3%		1	0.3%	234	77.5%	302
Poppleton Ousebank Primary			3	0.7%	55	13.0%			6	1.4%	23	5.4%							336	79.4%	423
Ralph Butterfield Primary					160	53.2%	2	0.7%	13	4.3%									126	41.9%	301
Skelton Primary					30	28.6%			9	8.6%									66	62.9%	105
Osaldwick Primary			1	0.6%	44	26.2%	5	3.0%	21	12.5%				3	1.8%		1	0.6%	93	55.4%	168
Huntington Primary	8	2.0%			229	56.8%			8	2.0%									158	39.2%	403
Rawcliffe Infant					96	40.0%	3	1.3%	26	10.8%									115	47.9%	240
Stockton on the Forest Primary					37	52.9%	1	1.4%	11	15.7%									21	30.0%	70
Wigginton Primary					99	36.0%			17	6.2%						1	0.4%		158	57.5%	275
Headlands Primary					54	24.0%	3	1.3%	11	4.9%						1	0.4%		156	69.3%	225
Clifton Without Junior					104	32.3%	12	3.7%	35	10.9%									171	53.1%	322
Rufforth Primary					26	47.3%	2	3.6%								2	3.6%		25	45.5%	55
Bishopthorpe Infant					66	45.5%			3	2.1%	2	1.4%							74	51.0%	145
Lakeside Primary			1	0.3%	70	18.3%			45	11.7%				2	0.5%				265	69.2%	383
Tang Hall Primary					30	16.8%			2	1.1%				2	1.1%		2	1.1%	143	79.9%	179
Badger Hill Primary					51	35.7%	4	2.8%	12	8.4%			1	0.7%	2	1.4%			73	51.0%	143
St. Barnabas' CE Primary					24	20.5%	1	0.9%	4	3.4%				1	0.9%				87	74.4%	117
St. Pauls CE Primary					36	22.4%	2	1.2%	6	3.7%				4	2.5%				113	70.2%	161
Dunnington Primary					105	42.0%	1	0.4%	13	5.2%									131	52.4%	250
Elvington Primary					50	35.0%	3	2.1%								4	2.8%		86	60.1%	143
St. Oswald's CE Primary					65	23.5%	7	2.5%	20	7.2%				1	0.4%		10	3.6%	174	62.8%	277
Lord Deramore's Primary					103	48.8%	12	5.7%	24	11.4%				2	0.9%		1	0.5%	69	32.7%	211
Naburn CE Primary					23	31.1%					13	17.6%	2	2.7%					36	48.6%	74

Robert Wilkinson Primary					41	8.0%	8	1.6%	2	0.4%											462	90.1%	513
St. Mary's CE Primary					54	47.4%	7	6.1%			44	38.6%					2	1.8%		7	6.1%		114
Archbishop of York's CE Junior			1	0.5%	59	31.9%	2	1.1%	10	5.4%	12	6.5%	1	0.5%	1	0.5%					99	53.5%	185
Heworth CE Primary	14	11.3%			14	11.3%			11	8.9%											85	68.5%	124
St. Lawrence's CE Primary			1	0.4%	60	26.3%	8	3.5%	9	3.9%							1	0.4%			149	65.4%	228
Wheldrake CE Primary					38	19.2%	3	1.5%	7	3.5%	23	11.6%									127	64.1%	198
English Martyr's RC Primary					92	44.7%	12	5.8%	22	10.7%	1	0.5%									79	38.3%	206
Primary	1	0.4%	1	0.4%	120	46.0%	2	0.8%	32	12.3%											105	40.2%	261
St. George's RC Primary	6	3.3%			84	45.9%	7	3.8%	18	9.8%	1	0.5%			1	0.5%			2	1.1%	64	35.0%	183
Primary					102	38.9%			11	4.2%	67	25.6%									82	31.3%	262
Our Lady's RC Primary					106	54.1%	1	0.5%	28	14.3%					1	0.5%			1	0.5%	59	30.1%	196
New Earswick Primary					51	24.2%	3	1.4%	9	4.3%											148	70.1%	211
Canon Lee			12	1.3%	51	5.4%	15	1.6%	78	8.3%			2	0.2%	12	1.3%	1	0.1%			770	81.8%	941
Huntington					115	7.6%	32	2.1%	98	6.5%	571	37.7%	2	0.1%	79	5.2%			8	0.5%	609	40.2%	1514
Fulford Secondary	1286	99.8%			1	0.1%															1	0.1%	1288
Oaklands					51	7.1%	14	1.9%	82	11.4%					15	2.1%			3	0.4%	553	77.0%	718
Burnholme	100	22.8%	3	0.7%	28	6.4%	1	0.2%	53	12.1%					12	2.7%	1	0.2%	2	0.5%	239	54.4%	439
Lowfield School			6	1.7%	23	6.4%			16	4.5%			1	0.3%					2	0.6%	310	86.6%	358
Millthorpe			34	3.3%	61	5.9%	34	3.3%	166	16.2%			3	0.3%	63	6.1%	1	0.1%	7	0.7%	657	64.0%	1026
Archbishop Holgate			245	29.3%	96	11.5%			59	7.1%			1	0.1%					12	1.4%	422	50.5%	835
Joseph Rowntree					108	8.9%	12	1.0%	281	23.1%			1	0.1%	361	29.6%			2	0.2%	454	37.2%	1219
Manor School	641	100%																					641
All Saints			1	0.1%	69	5.7%			66	5.5%	58	4.8%			773	64.3%	33	2.7%	4	0.3%	199	16.5%	1203
Applefields					2	1.4%			1	0.7%					5	3.4%			138	93.2%	2	1.4%	148
Hob Moor Oaks																			75	100%			75
	<b>2308</b>	<b>9.7%</b>	<b>315</b>	<b>1.3%</b>	<b>4070</b>	<b>17.2%</b>	<b>253</b>	<b>1.1%</b>	<b>1641</b>	<b>6.9%</b>	<b>815</b>	<b>3.4%</b>	<b>21</b>	<b>0.1%</b>	<b>1365</b>	<b>5.8%</b>	<b>36</b>	<b>0.2%</b>	<b>339</b>	<b>1.4%</b>	<b>12531</b>	<b>52.9%</b>	<b>23694</b>

## Mode of Travel Spring Census 2007

### Breakdown by Transport Type per School

Estab	SchoolName	Not Recorded	Bus Type Not Known	Car	Car Share	Cycle	Dedicated Service Bus	Other	Public Service Bus	Train	Taxi	Walk	Total Pupils
1000	St Pauls Nursery School			40	1	5			3		3	49	101
2000	Acomb Primary	2	1	74	8	8		1	4			146	244
2001	Hempland Primary	248		22	2	18						64	354
2002	Carr Junior			37	2	1						154	194
2003	Carr Infant			48		2		1			1	161	213
2005	Derwent Junior										3	88	91
2006	Derwent Infant		1	7								87	95
2007	Dringhouses Primary			61	1	52						217	331
2008	Fishergate Primary			45		21					3	150	219
2009	Haxby Road Primary			13					2		13	220	248
2011	Knavesmire Primary			61		14					1	177	253
2012	Park Grove Primary			61	2	23					3	152	241
2013	Copmanthorpe Primary			52	5	7		1			2	260	327
2014	Poppleton Road Primary			72	3	17			1		1	261	355
2015	Yearsley Grove Primary			37		28					2	302	369
2016	Scarcroft Primary		1	42	2	14		1	1			261	322
2017	Westfield Community Primary		1	200		40		2	5		22	382	652
2018	Clifton Green			23		1					2	316	342
2024	Burton Green Primary	2		41	1	19			1			167	231
2027	Woodthorpe Primary		2	93	7	24		1	1		1	325	454
2028	Hob Moor Primary			58		2			7		1	234	302
2029	Poppleton Ousebank Primary		3	55		6	23					336	423
2058	Ralph Butterfield Primary			160	2	13						126	301
2169	Skelton Primary			30		9						66	105
2176	Osbalwick Primary		1	44	5	21			3		1	93	168
2180	Huntington Primary	8		229		8						158	403
2201	Rawcliffe Infant			96	3	26						115	240
2227	Stockton on the Forest Primary			37	1	11						21	70
2240	Wigginton Primary			99		17					1	158	275
2241	Headlands Primary			54	3	11					1	156	225
2253	Clifton Without Junior			104	12	35						171	322
2349	Rufforth Primary			26	2						2	25	55
2386	Bishopthorpe Infant			66		3	2					74	145
2428	Lakeside Primary		1	70		45			2			265	383
2429	Tang Hall Primary			30		2			2		2	143	179
2431	Badger Hill Primary			51	4	12		1	2			73	143
3002	St. Barnabas' CE Primary			24	1	4			1			87	117
3003	St. Pauls CE Primary			36	2	6			4			113	161
3151	Dunnington Primary			105	1	13						131	250
3152	Elvington Primary			50	3						4	86	143
3156	St. Oswald's CE Primary			65	7	20			1		10	174	277
3158	Lord Deramore's Primary			103	12	24			2		1	69	211



Estab	SchoolName	Not Recorded	Bus Type Not Known	Car	Car Share	Cycle	Dedicated Service Bus	Other	Public Service Bus	Train	Taxi	Walk	Total Pupils
3159	Naburn CE Primary			23			13	2				36	74
3212	Robert Wilkinson Primary			41	8	2						462	513
3222	St. Mary's CE Primary			54	7		44				2	7	114
3229	Archbishop of York's CE Junior		1	59	2	10	12	1	1			99	185
3302	Heworth CE Primary	14		14		11						85	124
3305	St. Lawrence's CE Primary		1	60	8	9					1	149	228
3380	Wheldrake CE Primary			38	3	7	23					127	198
3400	English Martyr's RC Primary			92	12	22	1					79	206
3401	St. Aelred's RC Primary	1	1	120	2	32						105	261
3402	St. George's RC Primary	6		84	7	18	1		1		2	64	183
3403	St. Wilfrid's RC Primary			102		11	67					82	262
3404	Our Lady's RC Primary			106	1	28			1		1	59	196
3901	New Earswick Primary			51	3	9						148	211
4003	Canon Lee		12	51	15	78		2	12	1		770	941
4063	Huntington			115	32	98	571	2	79		8	609	1514
4153	Fulford Secondary	1286		1								1	1288
4226	Oaklands			51	14	82			15		3	553	718
4227	Burnholme	100	3	28	1	53			12	1	2	239	439
4228	Lowfield School		6	23		16		1			2	310	358
4229	Millthorpe		34	61	34	166		3	63	1	7	657	1026
4500	Archbishop Holgate		245	96		59		1			12	422	835
4508	Joseph Rowntree			108	12	281		1	361		2	454	1219
4602	Manor School	641											641
4702	All Saints		1	69		66	58		773	33	4	199	1203
7032	Applefields			2		1			5		138	2	148
7033	Hob Moor Oaks										75		75
		<b>2308</b>	<b>315</b>	<b>4070</b>	<b>253</b>	<b>1641</b>	<b>815</b>	<b>21</b>	<b>1365</b>	<b>36</b>	<b>339</b>	<b>12531</b>	<b>23694</b>

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# Park Grove Primary School School Travel Plan February 2006

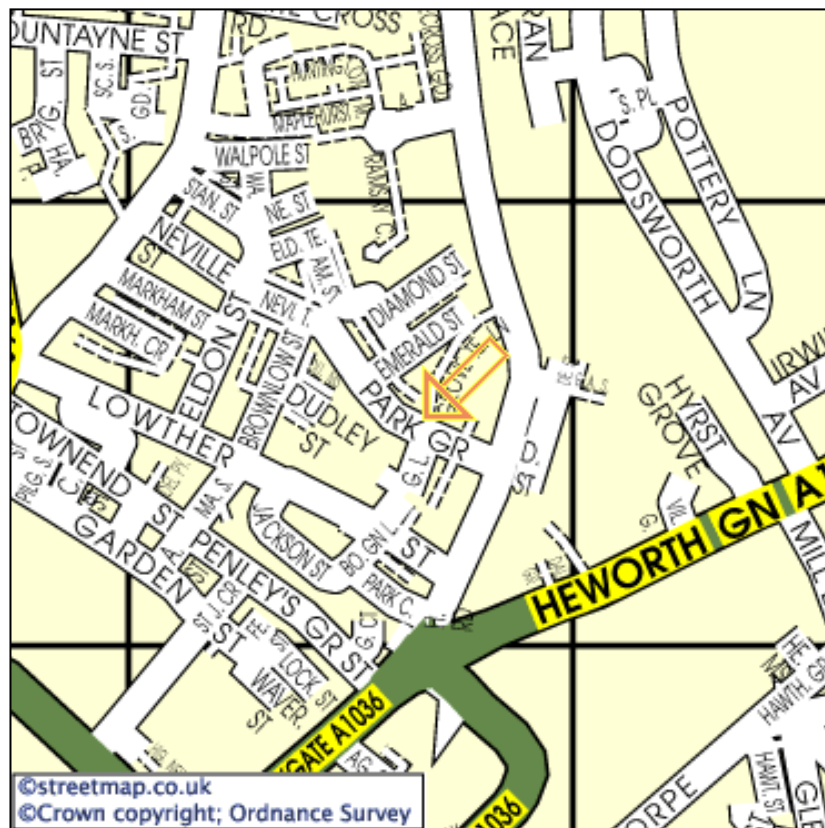


## Introduction and Background to the School

### School Location

Park Grove Primary school has 227 pupils and 35 staff. The school premises are also used by Phoenix Under 5's and Koosh Club which runs before and after school activities.

The school is an inner city community school with its main entrance being located on the quiet residential street of Park Grove. A second pedestrian access is located on Lowther Street. There is a third access to the school which is located at the end of Dudley Street but this is currently closed to both pedestrian and vehicular traffic. The location of the school relative to the surrounding area is shown below.



### Background to the School

- The school has 2 entrances which are currently in use; on Park Grove and on Lowther Street
- The school has 14 parking spaces

- There are no school crossing patrols
- There are 2 areas of cycle parking providing 16 spaces
- We have cycle training in Years 5 and 6
- We have pedestrian training in years 3 and 4
- There is not a public bus service that runs past the school although there are services which run down both Haxby and Huntington Roads
- The school provides Road Safety Education in all years.

### **The Aims and Objectives of Our School Travel Plan**

1. To reduce the number of cars used for the school journey
2. To increase the number of children travelling to school by more sustainable methods - walking, cycling, lift sharing
3. To reduce the level of congestion, danger and pollution caused by road traffic around the school
4. To improve safety of access around the school site
5. To improve safety on all routes to school
6. To raise the awareness of health and the environment

### **What we have done already**

We have taken part in 'Walk to School Week' for a number of years whereby children are encouraged to walk to school and rewarded with stickers.

Pupils in Years 5 and 6 take part in cycle training during the Spring term. We incorporate safety in the environment and personal safety training in our PHSE for all ages.

### **Surveys and Data**

Travel surveys have been done in school on 3 separate occasions in the 2005/06 Autumn term.

1. The City of York Council  
The Council conducted their annual travel survey in October 2005. This is shown below along with historic travel data collected at the

school since 2002; the findings show a decline in walking to school corresponding with a marked increase in cycle use.

#### Usual Mode of Travel to School (%)

	Walk	Cycle	School Bus	Bus	Car	Other
2002	68.7	4.4	1.1	0	25.8	0
2004	68.4	4.7		1.0	25.9	
2005	61.9	12.4		1.5	23.8	0.5
<b>% difference 2002-2005</b>	<b>-6.8</b>	<b>8.0</b>	<b>-1.1</b>	<b>1.5</b>	<b>-2.0</b>	<b>0.5</b>

Source: City of York Council

#### 2. Walk to School Week

During 'Walk to School' Week in November 2005 each class kept a diary of their journeys to school and found the following travel patterns over a week.

#### Travel to School Findings from Walk to School Week (%)

	Mon	Tues	Wed	Thurs	Fri	Total
<b>Walk</b>	59	59	61	57	65	<b>60%</b>
<b>Bike</b>	11	14	11	11	16	<b>13%</b>
<b>Car</b>	29	26	25	30	19	<b>26%</b>
<b>Bus</b>	2	1	1	1	1	<b>1%</b>
<b>Skateboard</b>	0	0	0	1	0	<b>0</b>
<b>Scooter</b>	0	0	2	0	0	<b>0</b>
<b>Total</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100%</b>

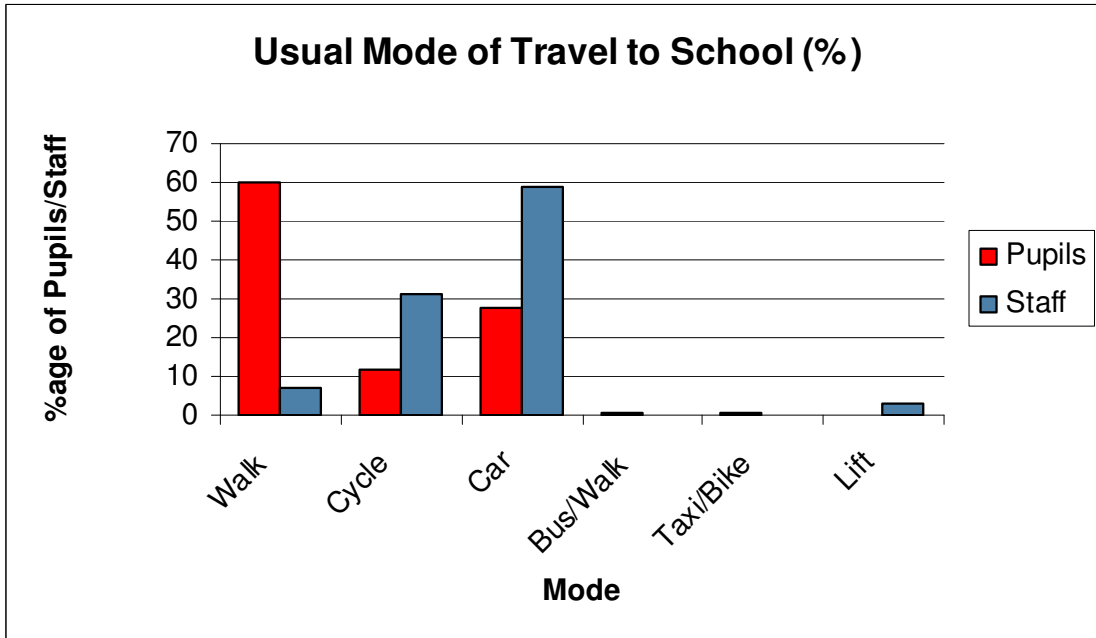
Source: Park Grove School Travel diaries

#### 3. Hands Up Survey

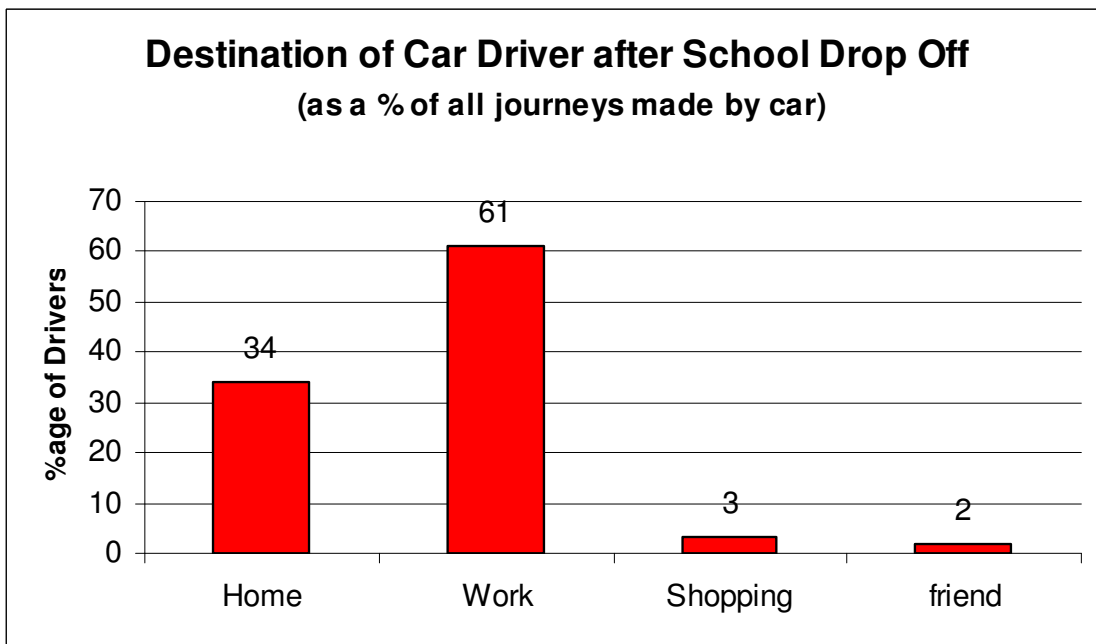
The school also conducted its own 'Hands up Survey' in November 2005 in which questions were asked on the usual way that children travelled to school, whether their parent went on to work after dropping off at school and how the children would prefer to travel to school. The total number of children who took part in the survey is 214. The findings are shown in the graphs below.

The usual mode of travel to school is walk (60%) followed by car (28%).

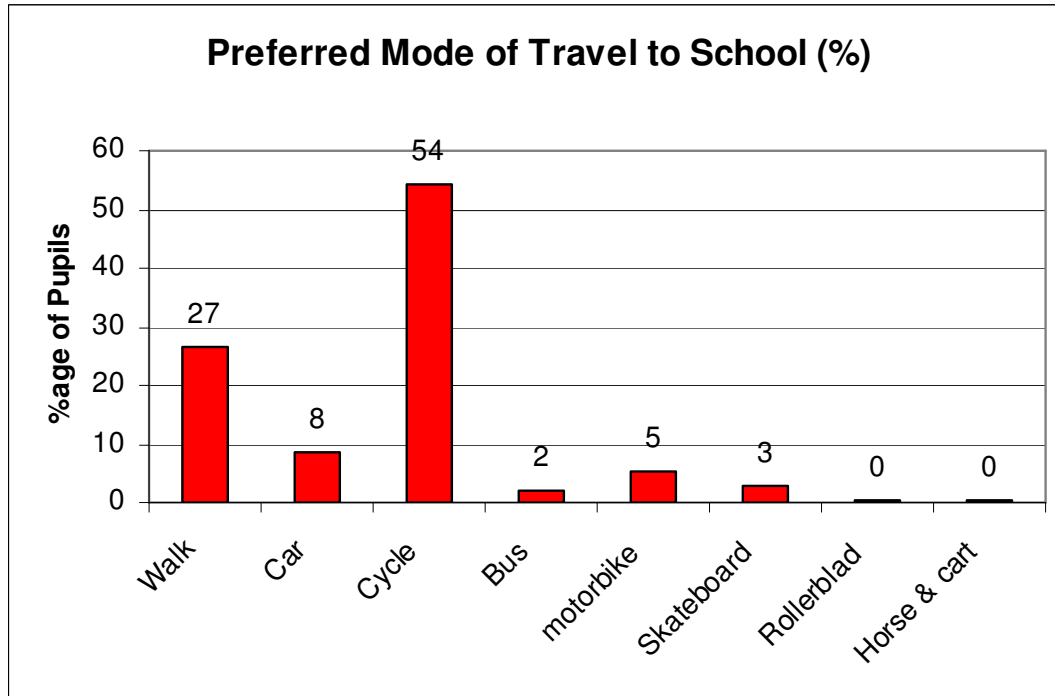
The 29 staff were also asked how they travel to school and these results are also displayed below :



We asked the children who came to school by car where their parents went after dropping them off. Over 60% (36) of them went on to work with 34% (20) returning straight home after the school run.



When asked how they would prefer to travel to school, the children stated that they would prefer to cycle to school.



### Parents Survey

A questionnaire was circulated to all parents at the school of which there 91 returns representing were 112 children. The following information was found.

#### How far do you live from school?

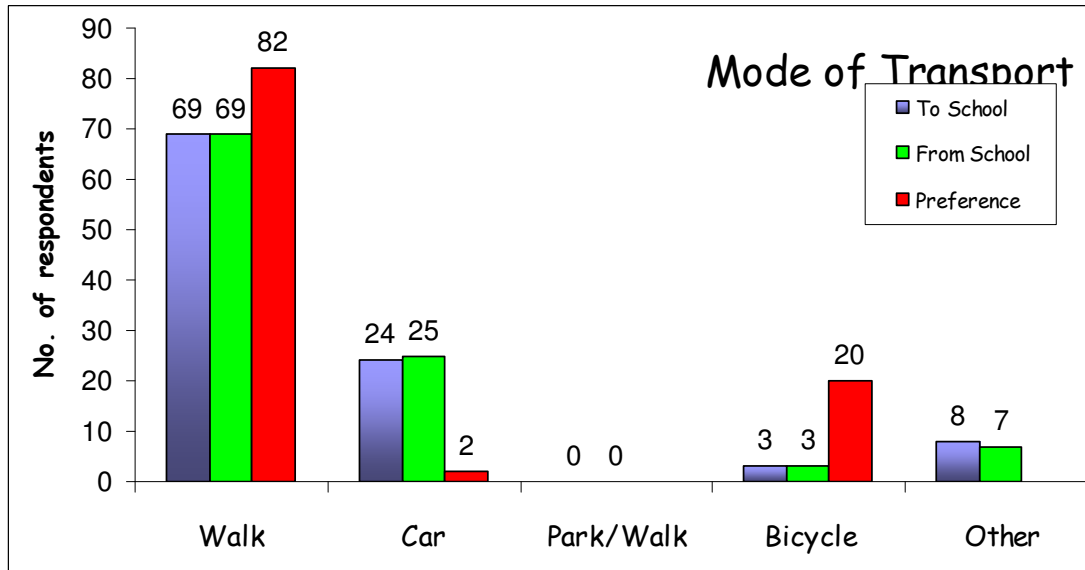
- 65 respondents live within 1 mile of the school
- 23 live within 1-2 miles and 15 live between 2-3 miles of the school

#### How long does the journey to school take with your children?

- 39 respondents take less than 10 minutes
- 56 between 10 and 20 minutes with 12 taking over 20 minutes



### How does your and how would you prefer your child to travel to school?



25 of the respondents used the car as the main method of taking their children to and from school although in an ideal world parents would rather they walked or cycled to school and of these 13 had one child in the car, 9 had 2 children and 13 carried 3 or more children.

#### What was the reason for using the car to travel to/from school?

Only 9 of the car users made the journey specifically to drop off or collect the children from school. The remainder combined the trip with a journey to or from work or for another purpose such as dropping children at other schools. One respondent currently car shares.

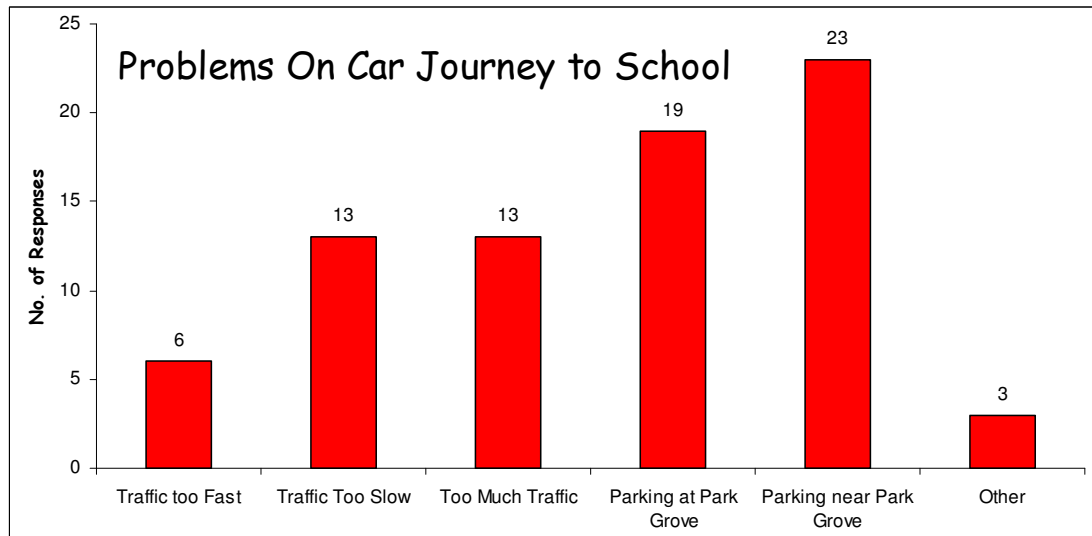
The specific comments received from parents regarding their journey to school are contained within Appendix A to this report.

#### What problems do car users experience on their journey?

The main problems experienced by those using the car are related to parking at or in the vicinity of the school.

Car users were also asked whether they would 'park and walk' to school if a facility existed for them to do so. 8 of the respondents thought it was a great idea, 10 thought that they would consider it depending upon its location.

Car users were also asked whether they would consider car sharing, 17 said that they would.



### How safe is your Journey?

Of those that walk or cycle to school, 62 of the respondents felt fairly or very safe. 23 felt unsafe and 4 felt that their journey was dangerous.

### School Catchment Area

#### Walking Routes to School

The main walking routes to school are as follows:

- From Bootham area, through Bootham Park and the hospital, crossing at the junction of Wigginton Road and Haxby Road before entering the school via Lowther Street.
- From Fountayne Street/Brigg Street/Scaife Street area through the Jaipur Spice car park, crossing Haxby Road at the pedestrian refuge and then along Neville Street.
- From Vyner Street/Rose Street/Hambleton Terrace crossing Haxby Road at the zebra crossing outside Blockbuster video then along Haxby Road to either Stanley Street or Neville Street.
- Along Huntington Road from the Fossway area and then using either Grove Terrace Lane or Emerald Street to Park Grove.
- From Heworth area along Heworth Green, crossing Huntington Road at the roundabout junction with Monkgate and up any of Park Crescent, Lowther Street or Park Grove.

## Summary of Survey Findings and Data Collection

1. Distance travelled - majority of those travelling by car live some distance from school.
2. Staff have a great deal of equipment and resources that they bring into school.
3. Child care issues - dropping of/collecting children on way to/from work. Parents say they do not have sufficient time to get to work if they also have to walk their children to school despite the fact that they would rather the children could walk.
4. There are a number of locations where crossing could be provided or improved which would contribute to the safety of the school journey.
5. In an ideal world both parents and children would prefer to be able to cycle or walk to school.

## Working Group and Consultation

The school has formed a working group consisting of:

- Thomas Frere - Parent Governor
- Sarah Woolven - Parent Governor
- Alastair Jakeman - Parent Governor
- Alison Cox - Parent/PTA Representative
- Helen Bartle - Year 6 Teacher

Consultation has been carried out with :

- City of York Council - Ann Sunderland and Catherine Heinemeyer, School Travel Officers , Pete Zanzottera
- Howard Smelt-Webb Local Community Police Officer
- Councillor Brian Watson
- Councillor Janet Looker

## Problems and Issues at our School

For each mode of transport we have considered the issues and problems from the point of view of safety health and the environment. We have used our survey data, parents' surveys and consultations to obtain a full picture of the issues facing the school journey and what it is that stops people walking, cycling and lift sharing on the journey to and from school. The problems are listed here.

### Walking

- Too great a distance for some children - many families are not within walking distance.
- Lack of safe crossing places on Haxby Road and Huntington Road.



Parents and Children on Haxby Road



Crossing Haxby Road at the Jaipur Spice



Crossing Huntington Road

- Some parents are too busy to walk
- Some parents combine the school drop off with the journey to work or other activity

- Busy crossing at junction of Haxby Road/Wiggington Road. Long wait time for the green man.
- Parents are loathe to let children walk to school alone.
- Speed of traffic at Monkgate roundabout makes crossing difficult
- Weather
- No entry sign at the junction of Park Grove and Brownlow Street is regularly flouted which is dangerous to pedestrians



Crossing Haxby Road at junction with Wiggington Road



Crossing Huntington Road at Monkgate Roundabout

### Cycling

- Distances too great for some children
- Lack of cycle parking and storage at school
- Many parents worry about the safety of cycling
- Lack of off road cycle routes
- Difficulty crossing roads particularly accessing Lowther Street from Haxby Road/Wiggington Road junction



- Conflict between cars and cyclists outside the school and in the car park itself
- Lack of knowledge of safe routes for cyclists



Cyclist using main car park entrance at school

### Cars

- Excess traffic at the start and end of the school day.
- Pedestrian, vehicle and cycle conflict at main school entrance.

Parking outside school on Park Grove in morning

- Poor and sometimes dangerous parking outside the school combined with no safe crossing places on Park Grove
- Pollution outside the school
- Parking around school is a danger to the children



Parking in school car park at start of the day

- Causes congestion for other non-school road users and local residents
- Double and triple parking in the school car park
- Speeds frequently exceeded on Lowther Street



- The one way section of *Park Grove* is regularly flouted
- Junction of *Crichton Avenue* with *Burton Stone Lane* is felt to be dangerous
- No safe places to cross on *Huntington Road*

### Solutions and Targets Action Plan

Proposal	Action	Timescale for Implementation	Reason for Undertaking Proposal	Responsibility
Set up and maintain a travel notice board in a prominent position within the school.	Determine appropriate location for notice board	Easter 2006	To advertise upcoming events such as Walking to School Weeks / National Bike Week. To maintain awareness of the school's commitment to sustainable travel choices.	Travel Plan Group
Letter to parents detailing the aims and objectives of the Plan prior to implementation.	<ul style="list-style-type: none"> <li>▪ School to produce letter detailing aims / objectives of Travel Plan detailing findings of survey.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Beginning of April 2006</li> <li>▪ Subsequently at the start of each academic year for all new pupils.</li> </ul>	To raise awareness among parents of the school's commitment to sustainable travel choices and the role they can play in realising the aims / objectives of the Travel Plan.	Travel Plan Group



Proposal	Action	Timescale for Implementation	Reason for Undertaking Proposal	Responsibility
<b>Assemblies</b>	Add 'safe journeys' topic to the assembly rota.	Introduce on rota from Summer term 2006	Raising awareness of sustainable travel and health within school.	School Representative
<b>Literacy Activity</b>	As part of non-fiction writing topics children to produce leaflets explaining the benefits, personal and environmental, of cycling and walking to school. Parents to be involved in this writing; <ul style="list-style-type: none"> <li>- through homework activities.</li> <li>- sending the end piece of work home.</li> <li>- displaying leaflets in school entrance areas.</li> </ul>	Non Fiction Units	Raising awareness of sustainable travel and health within school.	School representative
<b>Numeracy Activity</b>	Children to collect data showing how their peers travel to school and use this information to create a range of suitable diagrams depending on age range e.g. pictograms, bar charts, pie charts etc.	Data Handling Units		School Representative
<b>Road Safety Awareness</b>	Publicise road safety activities occurring in school across all year groups e.g. newsletter to include information about the year groups who are taking part in cycle proficiency etc.	Ongoing		School representative
<b>Car Park Management</b>	Send letter to parents advising them that they will be unable to use the school car park when dropping or collecting children at the start and end of the school day. Investigate a system of parking permits for authorised staff	Summer Term 2006		Headteacher
<b>Car Park Management</b>	Review the operation of the car park at the start and end of the school day. If the situation has not improved then the school will seek to close the gates to the car park at these times.	Autumn Term 2006		
<b>Cycle Parking</b>	Increase the amount of cycle parking to 44 spaces. Ensure cycle parking is covered	Autumn Term 2006	To encourage staff and pupils to travel to school by bike	School Travel Group/City of York Council

Proposal	Action	Timescale for Implementation	Reason for Undertaking Proposal	Responsibility
<b>Cycle Routes</b>	Investigate the segregation of cyclists and vehicles by opening up the Dudley street entrance to the school for cyclists and pedestrians only. Look at providing additional cycle parking opposite the Dudley Street entrance in the area outside Phoenix Under 5's.		Removes cycle/vehicle conflict	
<b>Informal Car Sharing</b>	Develop informal database of willing parents	September 2006		School Travel group
<b>Walk and talk</b>	Develop informal database of children who live in close proximity to each other	September 2006		School travel Group
<b>Safe Routes to School</b>	Develop map of safe cycling routes to school	September 2006	To encourage cycling	CYC
<b>Bikers Breakfast</b>	Provide breakfast to all those cycling to school on a day in Bike to School week	?	To encourage cycling	School
<b>Discount at Cycle Retailers</b>	Offer discount on bikes/equipment or a try before buy scheme	September 2006	To encourage cycling	CYC
<b>Lowther Street</b>	School zone Provide safe crossing places Cycle lanes		To improve road safety and remove the feeling of danger that currently exists for cyclists and pedestrians	CYC
<b>Haxby Road</b>	Convert zebra crossing to a puffin Provide a controlled crossing at play park/Neville Street		To improve road safety and to encourage children to walk to school independently	CYC
<b>Huntington Road</b>	Provide safe crossing place on Huntington Road between Monkgate roundabout and Park Grove. Review Monkgate roundabout to reduce speed of vehicles exiting roundabout towards Huntington Road		Road safety	CYC

Proposal	Action	Timescale for Implementation	Reason for Undertaking Proposal	Responsibility
<b>Junction of Haxby Road/Wiggington Road/Lowther Street</b>	Review pedestrian crossing times and sequence. Provide safe route for cyclist through the junction.			

## Targets

Targets	How will we know when we have met it?	When by?
Cycling Increase the share of cycling to 15% this year	Annual Travel Survey	Spring Term 2007
Cars Prevent car usage increasing in the academic year 2006/2007 and to reduce it in the following year	Annual travel Survey	Spring term 2007

## Monitoring and Review

We shall monitor and review our school Travel Plan in the following ways.

- Repeat our hands up survey annually in the spring term.
- Termly progress report to parents via our school newsletter
- Annual review and update of school travel plan
- Regular contact/discussion with school travel officers at City of York Council

## Appendix A - Parental Comments regarding the Journey to School

- Parents say they do not have sufficient time to get to work if they also have to walk their children to school despite the fact that they would rather their children could walk.
- An increase in the amount of covered cycle parking and cycle training provided at school.
- A change in school hours would avoid traffic congestion
- Junction of Crichton Avenue with Burton Stone Lane is felt to be dangerous and difficult to cross.
- Provide more parking spaces on Lowther Street to enable parents to drop children at school thereby reducing the congestion on Park Grove.
- Using the alleyways can be unsafe. Broken glass in alleyways is quite common. The alleyway that runs between Emerald Street and Huntington Road is regularly used.
- Zebra crossing on Haxby Road - cars do not always stop and therefore parents do not feel that the children can use it unaccompanied. A common feeling was whether this could be converted to a Puffin crossing.
- An increase in the number of cycle lanes particularly on Huntington road, Haxby Road and Lowther Street. Cyclists regularly use the footway especially on Huntington Road.
- No where safe to cross Haxby Road by the playpark/Clarence Gardens. Many parents requested a Puffin Crossing or a school crossing patrol at this location.
- Cars flouting the one way section on Park Grove and also Markham Street - requires an improvement in enforcement.
- Huntington Road/Haleys Terrace - requires pedestrian phase in lights as well as school crossing patrol
- Children at different schools necessitate driving
- Subsidise cycle equipment for children and parents
- Provide a green light for cyclists only at Water End/Shipton Road junction

- Monkgate roundabout. Concern regarding speed of traffic leaving the roundabout, lack of crossing facilities and it being dangerous for cyclists.
- 20 mph zone within 1 mile of the school was suggested
- Long waiting times for pedestrians at junction of Haxby Road/Wiggington Road. Can be dangerous when cycling from this junction and down Lowther Street as car drivers can be very impatient.
- Narrow footway on Lowther Street at the Clarence Street End.
- Footways often dirty
- Pave the end of Union Terrace at the junction of Bootham Hospital grounds
- Speed of traffic on Penley Grove Street and Lowther Street
- Buses do not always run to time meaning that children can be late arriving at school
- Narrow footway on Lowther Street at the Clarence Street End. Footways often dirty
- Car sharing was suggested by one parent
- Make parking within school for staff and disabled only
- Open the playground to parking at pick up and drop off times
- Require safe place to cross Heworth Green
- Require cycle route to connect Bootham Park to the Groves - possibly up Wiggington Road
- Wider gate/ more pedestrian friendly gate on Lowther Street entrance
- Walking Bus
- Bridge Lane can be very dark in winter despite improvements to lighting
- Family cycle training
- School crossing patrol on Lowther Street.

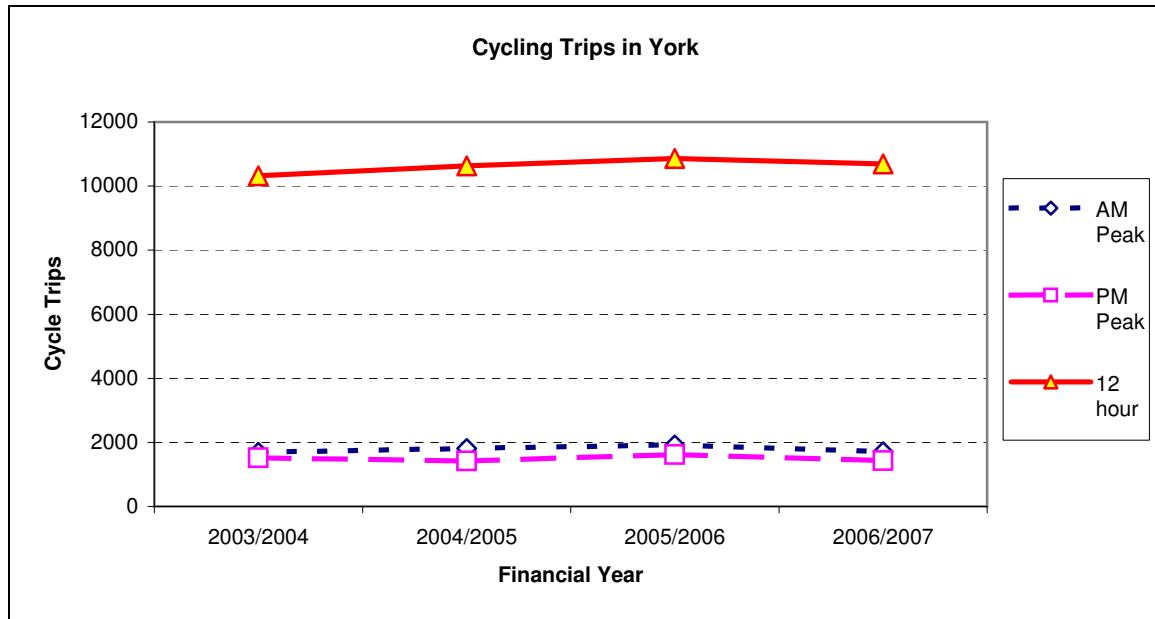
## Overview of Cycling in York

1. This briefing paper provides Members of the Traffic Congestion Ad Hoc Scrutiny Committee with an overview of cycling in York and the projects the council is currently involved in, aimed at improving cycle facilities and increasing the numbers of people cycling which both have the potential to reduce congestion by removing car trips.

### Cycle Usage

2. York has historically generated high levels of cycle usage, this was partly due to its size and flat terrain and partly because the majority of the larger employers were located close to the city centre and therefore within easy cycling distance of where their workforce lived. In the 2001 census 12% of York's residents travelled to work by cycle compared to 2.8% for England and Wales as a whole. This represented a fall from the figure in 1991 which was 16%. This needs to be viewed against a national decline in cycle usage and a significant increase in households in York with access to a car, which has grown from 58% in 1981 to 66% in 1991 and onto 73% in 2001.
3. Employment patterns have changed dramatically in the past couple of decades and many of the manufacturing jobs in the city have either transferred elsewhere or disappeared altogether. Many of the jobs in York now are tourism related or in professional type fields such as finance and the sciences. Some of York's residents do not necessarily have the skills to undertake these jobs, so there are higher numbers of people commuting into York to fill the posts and commuting out of York to find blue collar employment.
4. The trends of cycle use over the past four years are as shown in the table and the chart below. These are taken from counts on radial routes to the city centre and off-road counters at various locations on the network.

	AM Peak	PM Peak	12 hour
2003/2004	1686	1520	10320
2004/2005	1806	1420	10634
2005/2006	1918	1623	10864
2006/2007	1713	1429	10690



5. As can be seen above there had been a steady growth in the AM peak and over the 7am to 7pm period until it dropped off slightly last year. The PM peak seems to be a bit more erratic with no obvious trend, this may be due to peak spreading with people finishing work at different times rather than just at 5pm.
6. The methods for monitoring cycling levels will need to be updated and different monitoring sites identified to reflect differing trips patterns with more orbital trips taking place. Many trips now do not pass near the city centre and therefore do not currently get picked up by surveys or counters. One of the most obvious example of cycle routes implemented recently to cater for orbital trips is the East-West Millennium Route, which avoids the city centre by crossing the Millennium Bridge.

#### Targets and Monitoring

7. Several cycling-related targets have been set as part of the recently adopted second Local Transport Plan (LTP), namely:
  - Modal split of journeys to work – provisional increase from 12% to 13% set
  - Modal split of journeys to school – provisional target of no increase in car trips set but no specific target for cycling currently
  - City-wide cycle usage – a 3% increase in overall trips over the five year period
  - Percentage of customers arriving at York Station by a sustainable mode – an increase from 62% to 70%
  - Proportion of new developments over 0.4Ha contributing either financially or physically to pedestrian, cycle or public transport networks – an approximate target of 75% set provisionally



8. All the initiatives below will contribute in some way to one or many of the above targets and will help to reduce congestion.

#### Cycle Infrastructure

9. The cycle route network is now approximately 140km in length with 80km off-road and 60km on-road (either cycle lanes or signed routes). 26km of these routes were created during the first LTP period (15km off-road and 11km on-road). The major routes provided in this period were:
- Millennium East-West Route (Foxwood to University)
  - Haxby to Nestle via New Earswick
  - Naburn Lane
  - Millfield Lane (Poppleton to Manor School)
  - Holgate Park to Wilton Rise
  - Leeman Road to Holgate Road
  - Water End
  - Clifton Moorgate
  - Clifton Moor to Sutton Way (via Clifton Backies)
  - Monks Cross (various routes around the estate and on its approach roads)
10. The current network has been developed over many years, however, some sections were provided in a very ad-hoc manner. This was mainly due to the council securing short sections of route as contributions from adjacent development sites as the opportunity arose. Concerted efforts are now underway to fill in many of the gaps in provision across the city and to deal with tricky junctions as recommended during the previous scrutiny of the Cycling topic. Schemes currently in development for implementation in the near future include the Clifton Bridge cycle scheme, the route through the Hospital grounds, the Outer Ring Road – Haxby/Wigginton to Clifton Moor route, and the Heslington Lane route (part of which was completed earlier this year).
11. There are currently over 1,300 publicly-available cycle parking spaces in the city centre (within or immediately adjacent to the inner ring road), 370 of these are located at the rail station itself. Many more are also located in other areas of the city and its suburbs such as at shops, leisure facilities and all five Park & Ride sites (three of which also have cycle lockers). Since 2001/02 1,850 cycle parking spaces have been provided out of the Transport Capital Programme at 41 of York's schools (32 Primary Schools, 9 Secondary School sites) on a rolling programme which is still ongoing and will be rolled out to an additional five schools during 2007/08.
12. During the first LTP period approximately £3.2 million was spent on cycle-related schemes. This figure does not include Safe Routes to Schools measures but does include school cycle parking (£560K). This works out at an average capital spend per year of £646K.

### Measures to Promote Cycling

13. The council are currently working to encourage cycling through several means:
- By providing national-standard training (now rebranded as Bikeability) to both children and adults to give them the confidence and skills to use their cycles for everyday journeys (in the past year we have trained 1,143 pupils at beginner level, 1,164 at intermediate level and 205 at advanced level)
  - Through the provision of infrastructure in the form of cycle routes or cycle parking (as above)
  - Travel plans – where either the employer or the school actively encourage cycling by providing facilities on site and/or by providing incentives such as cycle allowances
  - Promotional products or events – free cycle route maps, slap-wraps and cycle tagging events in partnership with the Safer York Partnership (SYP) and North Yorkshire Police. Four cycling campaigns were undertaken during the first LTP period “Cycle to Work for a Healthy Heart”, “How far will you go...”, “Cycle on by / Walk on by” and “Choose cycling”. Further campaigns will be investigated if resources can be identified to develop them including a “Considerate Road User” campaign as suggested by the Scrutiny panel previously.

### Cycling Policy

14. York has had a Cycling Strategy since 1988, which has been revised on at least two separate occasions since to coincide with the production of the two LTPs. Both of these plans had at their heart a “Hierarchy of Transport Users”, this placed cyclists third only to pedestrians and people with disabilities in terms of strategic importance and well above motorists.
15. Cycling has the potential to contribute to all the shared priorities in the LTP in the following ways:
- Tackling congestion by giving people a viable, sustainable mode for their journeys. This will be achieved by filling in many of the gaps in the cycle route network to make it more coherent and continuous thus improving reliability of cycling trips making this more attractive than driving.
  - Accessibility will be improved by better cycling links being provided to work, school, healthcare, retail and for leisure trips. Integration between cycling/rail and cycling/ buses will be addressed with new links and better cycle parking at interchanges, plus cycle carrying facilities on buses and trains. Cycling/walking will be addressed with better cycle parking throughout the Footstreets zone. Careful planning of new mixed-use development sites and linking these into the cycle route network will help reduce the need to travel and help promote travel by sustainable modes.
  - Safety will be improved by provision of more cycle skills training to children and adults. Filling gaps in the network, especially at junctions, will help improve awareness of cyclists by motorists and reduce levels

of danger. Construction of off-road routes will remove the potential of cycle/vehicle conflicts especially for new cyclists and children.

- Air quality will be improved by removing motorised trips from the network which will help the remaining traffic move more freely thus producing less emissions.
- Quality of life will be improved by improvements to health levels due to more physical activity. Access to healthcare sites will also be improved. Better cycling access to new developments will give residents or employees better travel options from the outset allowing them realistic alternatives to the car.
- The local economy will be enhanced by providing cycle routes to and cycle parking at key destinations such as employment sites, retail sites and leisure sites. This also reduces the need for space-hungry car parking.

### Future Initiatives

16. The council are working in partnership with Bikerescue, York's bike recycling initiative, to convert the former Lendal Bridge Sub-Station to a secure, staffed cycle parking compound with other cycle-related functions such as cycle hire, left luggage, changing facilities, cycle and accessory retail. Several other sites for similar secure compounds (probably unstaffed) are being investigated along the lines of a Cycle, Park & Walk concept (based on the Park & Ride concept) with sites on main cycle routes into the city centre around the periphery of the Footstreets zone.
17. Other initiatives under development for cyclists include relaunching the Cycling Forum with a view to giving stakeholders the opportunity to help shape future cycling policies and proposals and to encourage partnership working with common goals. This is also seen as an extension of the partnerships between the council and the York Cycle Campaign, the CTC and Sustrans, all of whom have a role in the promotion of cycling. Cross-party involvement in this forum is seen as essential to help users engage with elected representatives and to ensure as wide an ownership as possible.
18. If and when this forum is reconvened one of its first tasks will be to help undertake a review of the previously adopted proposed cycle route network to assess whether the routes originally proposed are still appropriate and to identify other routes which are now suitable in the light of developments which have taken place in the intervening period.
19. Other multi-agency partnerships will be investigated to give a much broader ownership of cycling across not only council departments but across other public and private sector organisations. The recent Cycle Theft Task Group set up by the SYP is a prime example of good working in partnership, with representatives of the council, SYP, North Yorks Police, cycle retailers, insurance companies and other stakeholders, such as the University of York, all on board and working towards the same goal.

20. There are also aspirations to develop a continental-style cycle hire scheme for York, which would operate in a similar way to the existing car club.

#### Cycling's Contribution to Reducing Congestion

21. Cycling can play a vital role in reducing congestion by providing a alternative mode to the car for many shorter trips (less than five miles). It is estimated that 75% of all personal trips are less than five miles long. Over 95% of York's residents live within a five mile radius of the city centre, with the exceptions being those who live in Strensall, Kexby, Elvington, Wheldrake and Hessay.
22. Some people may argue that in providing facilities for cyclists by removing roadspace from motorists (cycle lanes, advanced stop lines) this in itself compounds congestion, however, giving people an alternative that in many cases may be quicker and easier in an urban setting has the potential to tempt some people out of their cars and onto their bikes.
23. Along similar lines some cyclists would argue that on occasions it can be easier and safer to cycle along congested roads because they don't encounter speeding traffic and that congestion in itself acts as a disincentive to driving.