

## **Velo Mondial conference paper**

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**If its Tuesday, It must be Scunthorpe - some highlights of an English Regional Cycling officer**

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Tim Pheby of **Transport Initiatives** LLP



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**Contact Tim Pheby**  
**20 Nunthorpe Crescent**  
**York**  
**Yo23 1DU**

***tim.pheby@transport-initiatives.com***  
**+44 (0) 1904 628 789**

***www.transport-initiatives.com***

*Transport Initiatives LLP*

*Registered in England and Wales*  
*Partnership number OC310831*  
*VAT registration no. 855 4208 21*

## **1. Background**

1.1 In October 2002 I started work as the Cycling Development Coordinator for Yorkshire and the Humber for the English Regions Cycling Development Team. (ERCDDT). Yorkshire is one of the most well known parts of the UK with a mixture of large urban areas – Leeds, Sheffield and small historic cities & towns – York and Harrogate and large rural areas including two national parks in North Yorkshire. It also includes seaside resorts such as Scarborough and the major ports of Hull and Grimsby and mining and steel towns such as Barnsley and Scunthorpe.

1.2 The Cycling Development Team had been set up to support the National Cycling Strategy Board (NCSB) for England. The Department for Transport (DfT) had placed a contract with AEA Technology plc in May 2002 to set up a cycling development team for the English regions. The (ERCDDT) had the task of helping to deliver the National Cycling Strategy target of quadrupling the number of trips made by bicycle from 1996 levels by 2012. From around 16 trips per year to 64.

1.3 There were 13 members of the ERCDDT 10 based in each Government sub-region and 3 specialist advisers plus a management support team of 5 and 4 specialist advisers.

## **2. The First year assessment 2003 – Profomas and hills**

2.1 At the start of the contract the regionally-based Coordinators assessed each Highway Authority's cycling strategy and Local Transport Plan (LTP), and the subsequent Annual Progress Reports (APR). The Local Transport Plan is a large document which local authorities in England UK use to bid for funding from Central Government and the APR is a yearly report on how this money has been spent with progress toward targets reported.

2.2 At the initial training session we went through the various Profomas we were going to use to assess the LTP's and APRs and my gut feeling at the time was that they were a bit long and complicated. For example for the Local Transport Plan there were 25 questions to answer with 4 different scoring systems. The breadth of questions meant that the whole LTP document had to be read which in some cases were several hundred pages, plus annexes. The end result was a score out of 125, the higher the score the better cycling was covered in the documents.

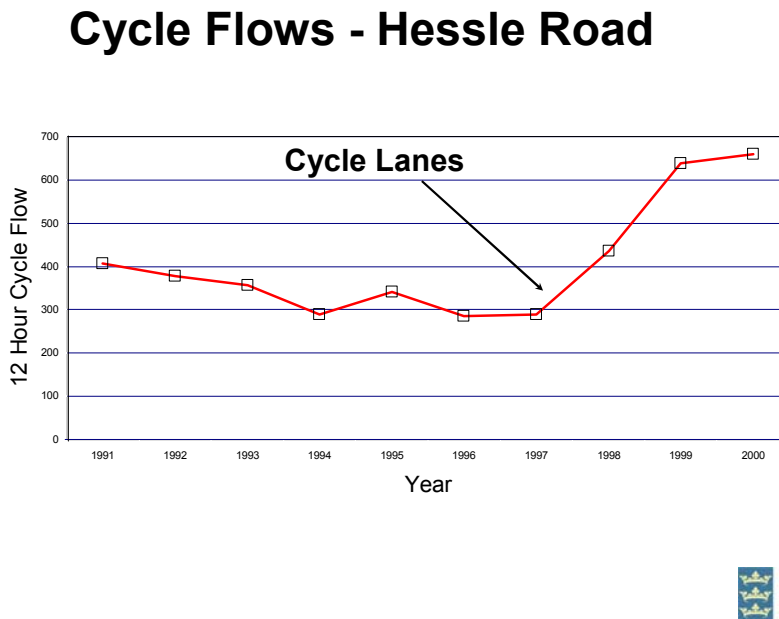
2.3 My background was engineering – building things, changing the world rather than policy analysis but I soon knuckled down to the task with colour coded post it notes to mark different areas. However it soon became apparent that my gut feelings were right and the task took a lot longer than anticipated. By the end March 2003 I'd audited all the LTP and APR's in my region. That was 8 of each covering the 15 highway authorities and 2 highway agents in the region. This analysis was very thorough but now that we had some points score for each of the various documents we had to put it in some context, more later. Due to the time this was taken I was concerned that I'd be pushed to meet the next 2 deadlines – the end of May for auditing a selection of schemes and the end of June for writing a report on cycling for each of the 15 highway authorities.

2.4 While I was assessing the written word I was also going out and meeting the cycling officers and stakeholders in the region. Having worked for 13 years in York which is compact and flat this felt like going out into the big wide world.

2.5 One of my first visits was to Huddersfield in West Yorkshire birthplace of Harold Wilson British Prime Minister in the 1960,s. As I rested my Brompton folding cycle by his statue at the station I eyed the hills around me with trepidation. I was met by the cycling officer and her boss on mountain bikes for a tour. We headed out of the station and up Bradford Road, one of the steepest main roads in the region. The cycling officer and her boss dropped into there lowest gear and shot up the hill, I puffed and panted on my Brompton and got off and walked after a few moments not being used to such steep hills on a small wheel bike. By the end of the ERCDDT contract I had got

my West Yorkshire legs and could get up most hills! They showed me various facilities on the tour including some good width mandatory cycle lanes on the Leeds Road and off road path on the Spen Valley disused railway which had increased cycling from a low base. What they could not show was any increase in on road cycling and monitoring in West Yorkshire was very patchy with cyclists being counted on the main busy roads at over 190 sites. However they only recorded a few hundred cyclists at these sites.

2.6 I also visited Hull a very flat city which I had been to socially but not for work as local authority officers tend to stick to their geographical patches. Here Andy Mayo showed me a presentation done of the work in Hull since 1996.



2.7 It was very impressive in both what it showed – a great increase in the number of cycle lanes, paths and advanced stop lines but more importantly the outcomes of this work. He showed a graph of dramatically increased cycle use on Hessle road by taking a traffic lane out and painting a cycle lane with a buffer zone.. Cycle use had doubled from 300 per day to over 600 per day. It had also reduced vehicle speeds and cycle and pedestrian accidents. This was very impressive and showed that cycle use can increase by reallocating road space to cyclists. I'd not seen this information in the Councils APR and pointed this out as an omission. A graph appeared in the next years APR.

2.8 These two visits highlighted the contrasts in the region for cycling – one area Hull flat with low car ownership and plenty of cyclists with 14% journeys to work by cycle. The other hilly with high car ownership and very low cycling levels around 1% journeys to work. However from the figures I'd seen on their monitoring it seemed that more people cycled on one road in Hull compared with 190 roads in West Yorkshire! Maybe the monitoring in West Yorkshire was not quite right.

2.9 Another memorable visit was to Scunthorpe an industrial town in North Lincolnshire. The trip was a whirlwind as it came very near the June 30<sup>th</sup> deadline for writing up the initial cycling assessments of each of the 15 authorities. I called in Rob Marshall one of my fellow coordinators for the Eastern region to help who with only 10 authorities was ahead of me. He came up for the day and while I met with the transport planner and engineer, Rob started out auditing some facilities. The engineer I met mentioned Bristol Road as a scheme we might want to look at. (I had decided that I'd audit 3 schemes in each authority making 51 in all as I'd also included a

couple of highway agencies in this.) Rob & I drove out to Bristol Road and found another gem. A standard 7.3m wide road with 1.5m wide cycle lanes and no centre line. This was one of the treatments that we had been encouraging local authorities to look at and here one was. We got out our folding cycles and cycled up and down the road to assess its cycle friendliness. Pictures were taken, road and lane widths measured and forms quickly filled in.



*Cycle lanes – no centre lines - Bristol Road, Scunthorpe*

2.10 I found Rob's car invaluable for whizzing around Scunthorpe and North Lincs. I'd been doing most of my visits by train or bus but had to resort to using the car for audits in the larger authorities clocking up 150 miles one day around the East Riding visiting schemes in Bridlington, Driffild and Beverley.

2.11 Another hilly authority visited was Sheffield in South Yorkshire. Here a number of bridges had been built over rivers as part of planning gain from new developments. This included the Spider Bridge which hung from the arch of a railway bridge over a river.



2.11 With all the forms and audits now complete it came to writing up the reports. These were to be short reports – 4 sides of A4 paper - structured under 10 headings

**Assessment Criteria:**

- A Local Transport Plan/Cycling Strategy
- B Annual Progress Report 2004
- C Council Commitment
- D Infrastructure
- E Cyclist Training
- F Marketing & Promotion
- G Stakeholder Engagement
- H Wider Engagement
- I Planning for Cycling
- J Targets and Monitoring

2.12 For each criterion we wrote a short summary paragraph and then a bell score of 0 to 5 was awarded from a combination for the scores from the LTP/APR and audits we had carried out. An example of the report for the City of York (the authority with the best cycling assessments for 2003 and 2004) is shown as **Appendix 1**. The bell scores are omitted from the public documents available on the NCS web site [http://www.nationalcyclingstrategy.org.uk/la\\_review.html](http://www.nationalcyclingstrategy.org.uk/la_review.html)

2.13 Writing these reports came very near the deadline of June 30<sup>th</sup> which was not going to move and many long days and nights were spent over the keyboard. Working from home has its advantages – you don't clock off at 5pm and can set your own working hours and if it's nice you can work outside. Luckily the weather that summer was balmy and I spent a fair amount of time on the patio with the laptop and piles of forms to summarize.

2.14 Due to the time lag in analysing the LTP and APRs and the collation of all the points from these documents centrally I found it hard to work out how the point's scores related to the bell scores. However after a few nights burning the midnight oil I got all my 15 reports drafted and dispatched onto our shared data base and emailed to colleagues to check.

2.15 There then followed a break while the DfT/NCS and AEAT decided what to do with all these reports and how to publish them. It was eventually decided that we'd send them to the local authority's first to check and change any factual errors. This process opened up a lengthy series of exchange of letters in some cases plus meetings to clarify various points of detail. Some authority's produced lots of additional evidence under each heading and I started to wonder how the process we had gone through could be improved. If the local authorities could provide all this information why not get them to assess themselves rather than us collate it all.

2.16 Finally in December 2004 – some 5 months after they were first drafted - the reports were published on the NCS web site without the scores with the local authorities getting the version with the bell scores on. Of course many local authorities wanted to know how well they had done. They also wanted to know who was top and I had to play a straight bat. But they talked to each other and found out.

2.17 We also produced cycling action plans for each authority picking up on areas that they were not doing or which could be improved. I used a template from the CTC Benchmarking process for my area as it was laid out using the same headings as we had used for the assessments. See **Appendix 2** for a copy of a East Riding of Yorkshire's cycling action plan which appeared in their Local Transport Plan Annual Progress Report.

2.18 During this time we had various meetings to feedback how the process had gone and how it could be improved and I suggested at one of them the idea for the local authorities to assess



themselves against the 10 headings in the reports. This had come at up a meeting in Leeds with their transport planning team and seemed to me the way forward. I also suggested that we produce a table or matrix of the bell scores for each category to aid this self assessment and make it more transparent. I recall drawing it on a flip chart at the meeting to explain my idea.

2.18 Various members of the team were duly sent off to produce guidance notes on their specialist areas and I helped with the Infrastructure guidance. This guidance was worked on over the winter of 2004 and released to local authorities in spring of 2004. See the NCS web site for the full guidance.

### 3. Second year of assessments 2004 – smoother road

3.1 To quote from the summary report “In summer 2004 the English Regions Cycling Development Team (ERCDT) conducted a progress review of English highway authority performance in providing for cycling, based on the following sources of information:

- Assessment of all 2004 APRs, and of revised LTP's and cycling strategies where available
- A Self-assessment form submitted by local authorities – based on guidance documents produced by the ERCDT
- Stakeholder comments form – a standard form sent to all CTC right to ride reps and cycle campaign groups
- Meetings with most authorities – all were met in Yorkshire
- Progress on cycle action plan
- Audit of some cycle schemes.

3.2 As in the 2003 assessment, each authority was awarded 'bicycle bell' scores out of 5 for its performance on each of ten criteria, the same ones as in the initial 2003 assessment, this year using a matrix that included all the different elements of each criterion.”



3.3 This time the process was a whole lot smoother and the local authorities sent in a lot of information to back up there self assessment. Some went through the whole of the 91 performance criteria shown on **Annex 3** and wrote detailed notes on each one. Some feedback of note from new cycling officers is that they found the process useful as a tool to talk to other officers about what they were doing for cycling. I had a box of files in my office to show how much work the put in. (see photo)

3.4 I chose to visit Hull for my first cycling progress review 2004 meeting. Here the cycling officer went through the guidance matrix and had marked on were they thought they were. I agreed with most of what he had put down but we had discussions about some points. Generally he thought it was much clearer that the first years assessment. On the train home I realised that I could not recall what he had marked on the matrix guidance. So I scribbled down a summary sheet and typed it up on my lap top and sent it to him to complete along with the report. This bell matrix summary sheet is shown as **Appendix 3**. It was

very useful to identify areas that the local authority was strong at and other were it was not which could then be included in the recommendations for the report.

3.5 Hull was also visited in the summer by the National Cycling strategy board lead by new Chairman Phillip Darnton as they were impressed by Hulls progress on cycling from our reports. I was invited to attend the day and spoke of what I'd found. Andy Mayo did his presentation and



then we had a cycle around Hull. One of the highlights was cycling through the Avenues a large traffic calmed area which one of the board members rated with visits to other European cycle friendly cities. We also visited a zebra crossing by a park approach by cycle paths. Cyclists were advised to dismount but about half did not. In the UK it is illegal to cycle across a Zebra crossing and it would require a change in the legislation to allow cycling. Some of the board members dutifully got off their cycles while others did not and tried out the crossing on cycles. The traffic stopped!

*Cycling Zebra – Princess Ave Hull UK*

3.6 Another visit that I was pleased with was to Scunthorpe again. This time it was not so hectic and we went thorough the Bell score guidance & summary sheet. When we got to Section F: Marketing and Promotion F1: Maps routes and guides, they produced a cycle map of Scunthorpe. This had been one of my recommendations in the 2003 cycling assessment and it was great to see it come to fruition. This helped them increase their bell score for this category and showed how we were starting to have an effect.

#### **4. Regional Cycle Benchmarking**

4.1 During 2004 I started another assessment process know as Cycling Benchmarking in the region. This had been started by the Cyclists Touring Club (CTC) who had run a national project in which York had taken part while I worked for them. After initial training with the CTC each coordinator convened and facilitated a cycling benchmarking group of local authorities in their region. This involved working with the CTC to recruit local authorities to the group, attend and participate in the training day to introduce delegates to the peer group benchmarking process. I recruited 11 local authorities in my region including Harrogate Borough Council which was the birthplace of the CTC.

##### **4.2 My role involved**

- Liaising with the host local authority about the content of the visit and the site visit to look at facilities.
- Attendance on the day ensuring the programme ran to time and to answer any questions about the process.
- Running a structured feedback session on the second morning using the performance improvement grid to identify what the group consider good practice.

4.3 Feedback from this project from delegates has been very positive (“the best training I have attended”) and the process identified a number of best practice cycle schemes and projects around the country. The first benchmarking meeting was in Harrogate and the process was a lot more social than the ERCDT assessments. Firstly it was a group peer review rather than an inspection or self assessment and secondly I got to take them all out for a meal in the evening after the first day of the visit! The Indian restaurant we visited in Bradford had picture of Tony Blair the UK’s current Prime Minister on the wall. This was a good time to network and catch up on news and wind down.

4.4 The outputs from this process were recorded on flip charts under 4 headings:

- Do more – things the group rated as well done
- Do differently – things that with tweaking could be improved
- Start doing – things that the authority could start doing to encourage cycling
- Stop doing – the ugly stuff – which would discourage cycling

4.5 The Do more list was then scored out of 10 with scores over 8 being considered best practice. Some items received a line of 10’s across the board. This list was then put into 9 categories using the same headings as the ERCDT analysis but combining the LTP/Apr categories into a policy section.

4.6 For each host authority which was sharing its policy and practice you could gauge how seriously they treated each visit. If senior officers and councillors addressed the group it would raise the profile of cycling in the authority. Detailed packs were produced with cds of photos of the site visit, promotional maps and leaflets and policy documents. Site visits included use of a bike bus to tour East Riding of Yorkshire, a train assisted visit out to Shipley in Bradford a world heritage centre with canal side cycle route leading into it and a visit to a cycle park at a school in Doncaster



photo.

4.7 The feedback on the process was very positive especially from the hosts who had received a number of 10 scores for various items. For the York visit they had a record number of Do more items – 4 pages of flip chart. This for me vindicated York’s position as the best performing cycling authority in the region from the 2003 & 04 assessments.



4.8 However it was a labour intensive process and running both the Benchmarking and Cycling Progress review processes at the same time I think in hindsight made heavy demand on staff time for local authorities and the assessors/facilitators.

4.9 This process too lead to a cycling action plan to encourage authorities to develop areas of cycling policy and practice they had been rated poorly on or suggested they start doing. As I'd used the same template for the ERCDT action plans this made it easier for authorities to develop them.

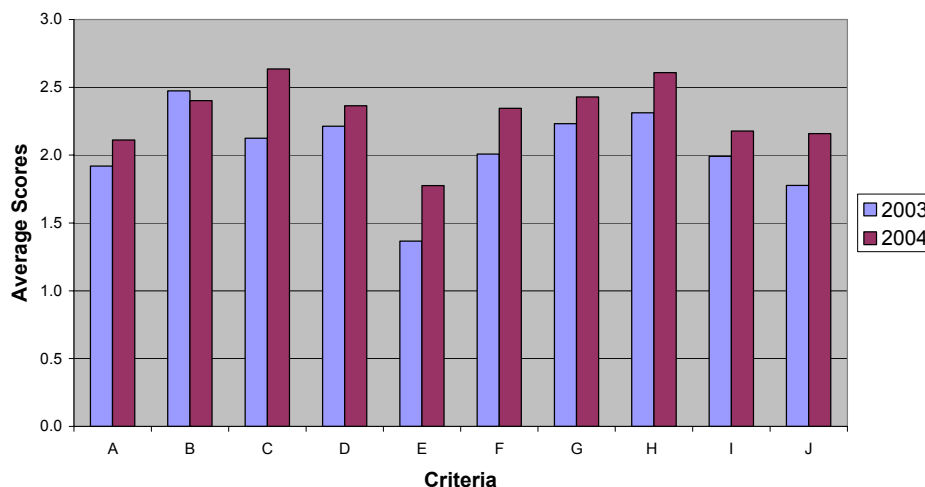
## 5.0 Results of the ERCDT 2004 cycling assessment

5.1 The progress review covered 111 of the 116 English highway authorities outside London. The following broad changes from 2003 in the overall bell scores across England were :

- 13 authorities had a lower bell score
- 7 authorities an unchanged bell score
- 91 authorities increased their total score.

The graph shows improvements with D – Infrastructure being the least improved due to the time it gets to build schemes.

**Average Bell Scores by Criterion, 2003-4**



### Best Performers Overall

#### **National**

City of York

#### **By Government Region**

- |                        |                        |
|------------------------|------------------------|
| ▪ East of England      | Cambridgeshire         |
| ▪ East Midlands        | Leicester City         |
| ▪ North East           | Gateshead / Sunderland |
| ▪ North West           | Sefton                 |
| ▪ South East           | Surrey                 |
| ▪ South West           | Bristol / Devon        |
| ▪ West Midlands        | Worcestershire         |
| ▪ Yorkshire and Humber | City of York           |

### Highest Improvers

1. West Berkshire, +10 bells (143% improvement)
2. Luton, +8 bells (57%)
3. Peterborough, +8 bells (50%)
4. Calderdale, +8 bells (47%)
5. Torbay, +6 bells (46%)

5.1 I was pleased that City of York was rated the highest authority as I used to work for it and was proud of a number of schemes I had been involved with e.g. the Magic Roundabout. I was also pleased with the progress that Calderdale had made in one of the hilliest authorities in the area.

5.2 Their main town Halifax was put up for the Sustainable Towns bid and they had very keen team members in transport and traffic sections. Their main gains were in the softer areas such as promotion where they organised a series of events compared to very little the year before. They also promoted cycling to their staff and had an approved Council travel plan with cycle benefits for staff. A reception was organised in the House of Commons for the winners and highest improvers.

#### Examples of good practice in each criterion

<b>Criterion</b>		<b>High performing Las</b>
A	Local Transport Plan/Cycling Strategy	Oxfordshire , Derby City Council
B	Annual Progress Report 2004	Worcestershire, Cambridgeshire
C	Council Commitment	Shropshire, Kirklees
D	Infrastructure	Bristol, Hull
E	Cyclist Training	York, West Sussex
F	Marketing & Promotion	Cornwall, Southampton
G	Stakeholder Engagement	Leicester City Council, Newcastle
H	Wider Engagement	Sefton, Stockport
I	Planning for Cycling	Somerset, Norfolk
J	Targets and Monitoring	Devon, Nottingham City Council

5.3 Again Hulls cycling friendly infrastructure was one of the best in the UK and York's cycle training top performer.

#### Examples of the impact of the ERCDT

- 2003 ERCDT assessment cited, in a positive way, in 32 Year 4 (2004) APRs, covering 43 local authorities (including joint metropolitan APRs)
- 21 authorities where ERCDT recommendations have resulted in new cycling-related appointments.
- Numerous cases where ERCDT support has led directly to improvements in infrastructure provision, marketing / promotion (16 known strategies), cyclist training and stakeholder engagement (24 new Cycle Forums).

5.4 Therefore while it could be shown that the ERCDT after a slow start was starting to have an impact on the way local authorities were addressing cycling issues and had identified some schemes which had increased cycling it had not yet had time to make an impact to increase cycling generally.

## **6.0 Summary Conclusions**

6.1 This paper has described 2 processes carried out in England in 2003 and 2004 to assess the cycling policy and practice of Local authorities.

6.2 Firstly the ERCDT cycling assessment in 2003 and self-assessment of local authority cycling performance review of 2004. Secondly the regional benchmarking peer group assessment.

6.3 It has focussed on the experiences of the regional cycling coordinator for Yorkshire who carried out both these assessment processes in this region.

6.4 Both methods identify areas of strengths and weakness in a local authority which it can use to continue what it's doing well and change things it is performing poorly in and start doing things that work elsewhere.

6.5 The ERCDT cycling assessment process in my view improved dramatically over the 2 years it took place. It initially got bogged down in a complicated process of assessing policy documents. The move to a self assessment was an improvement and could be better by having less performance indicators. With over 90 indicators this was more than any other mode of transport was analysed in England. Less is often more. It could also focus more on examples where cycling has increased and use these to encourage others.

6.6 For the Regional benchmarking the process was much simpler and more tried and tested, however I felt it tried cover too much in a day and a half visit. It could be adapted to cover specific themes e.g. cycling promotion over a shorter period. Also most of the do more examples listed were under the infrastructure heading as people remembered what they saw and little was recorded from presentations shown. It has generated a lot of lists of potential best practice schemes which are now available on the Cycling England and CTC websites

<http://www.ctc.org.uk/DesktopDefault.aspx?TabID=3776>

## **Review of the NCS and ERCDT**

6.7 Despite the ERCDT starting to show it was having an impact the contract was wound up in May 2005 after a review by the Department for Transport of the NCS and ERCDT. The NCS has been replaced by Cycling England with broadly the same membership but with a budget of £5m a year and a mission to get "more people cycling, more often, more safely".

6.8 The ERCDT has not been directly replaced but Cycling England has recently appointed a team of 6 advisers to give advice to local authorities on cycling up till April 2006 in the second round of Local Transport Plans covering 2006-2012. They have also advertised contracts for Cycling Training, Professional Development courses and advice to public bodies on cycling.

## **Tim Pheby**

*Tim Pheby* was the ERCDT regional officer for Yorkshire and Humber from Oct 2002 to Dec 2005 and prior to that worked as a traffic engineer for York City and Camden Councils. At York he devised a manual for new and contract staff to guide them through scheme design, consultation and implementation processes. Tim was the first salaried full-time campaigner for the London Cycling Campaign during the 1980s.

Tim has extensive experience in innovative traffic engineering design (e.g. award-winning "Magic Roundabout" in York and the first use of speed cushions in UK). He has practical experience of effective consultation skills in innovative design and project management of Safe Routes to School and local safety programmes. Tim is an excellent communicator with extensive experience of presentations to conferences, seminars and training courses including PTRC European Conferences and CTC Regional Benchmarking.

Tim is a partner in Transport Initiatives a partnership formed by 9 members of the ERCDT and is working on a variety of projects with local authorities and consultants on cycling. He was appointed as an adviser on cycling for local authorities by Cycling England in Oct 2005.

## **Appendix 1 – City of York Cycling Progress Review 2004**

## **Appendix 2 – East Riding of Yorkshire Cycling Action Plan 2004**

## **Appendix 3 – Bell Matrix Summary Sheet**

## **Appendix 4 – Performance Improvement Grid (PIG Form)**

## **References**

### **Article**

Paul Rosen, Ken Spence, Mark Strong, Patrick Lingwood **2004 ERCDT Progress Review Summary of Results**

Contributors: Steve Essex, Doug Fremlin, Conrad Haigh, Marcus Jones, Sally Killips, Ted Liddle, Rob Marshall, David Miller, Tim Pheby

### **Website**

**CTC Benchmarking Best practice case studies can be found on**

<http://www.ctc.org.uk/DesktopDefault.aspx?TabID=3776>

**ERCDT assessments of Local Authority Cycling Progress 2003 and the Progress Review 2004 together with the Bell Guidance notes can be found on**

[http://www.nationalcyclingstrategy.org.uk/la\\_review.html](http://www.nationalcyclingstrategy.org.uk/la_review.html)



## Appendix 1 – City of York Cycling Progress Review 2004



### 2004 Progress Review - Local Authority Performance on Cycling

<b>Local Authority:</b>	<b>City of York Council</b>
<b>Government Office:</b>	<b>Yorkshire &amp; the Humber</b>
<p><b>Summary of the local authority's progress on cycling since the 2003 ERCDT assessment</b></p> <p>York has made progress in one area of activity this year, namely council commitment. It now has an approved travel plan, with cycling incentives, which it is promoting to staff. Officers have been on a fact finding mission abroad to see how a similar sized city has increased cycling and what lessons can be learnt. An internal seminar has been held to revive cycling. Its challenge is to put measures in place to encourage more cycling.</p> <p>Other areas of work remain fairly steady, but York could improve the frequency of monitoring of school trips and manual cycle counts, as well as using more automatic counters to get a better picture of cycle use.</p> <p>The CTC Right to Ride representative comments that they recently addressed the Planning &amp; Transport Scrutiny Panel as part of their review on cycling. This will hopefully assist in the next LTP.</p>	

### Review of Progress on Key Criteria

#### **A: Local Transport Plan / Cycling Strategy**

York is reviewing its cycling strategy as part of preparation for LTP 2, and plans to have it finalised by December 2004.

#### **2004 Recommendations**

- Involve ERCDT in cycling strategy review in order to incorporate best practice from the region.

#### **B: Annual Progress Report (APR)**

York's APR pays some attention to cycling, with some areas well covered. It reports a fall in the numbers cycling to the city centre and a rise in cycle casualties – both are of concern. The number of schemes delivered was well below that planned.

**Delivery of schemes.** While less than half the 42 proposed schemes were installed, York spent £675k on cycling in 2003/04, up on the £611k programmed. In addition, developers helped fund a number of schemes. New schemes include off-road routes, a toucan crossing, cycle lanes, signing improvements and parking stands. Several schemes were delayed due to consultation and land negotiations. One off-road route required a botanical survey, while anti-skid surfacing for others was delayed by access and weather problems. These schemes have been either carried over or reprogrammed for 2004/05. The council considers the easy schemes to have been implemented and is looking with the ERCDT and cycling groups for ways of introducing more radical and innovative schemes. For 2004/05 it plans to spend £354k plus £110k for a quality cycle route, considerably less than the previous year.

**Progress on targets & monitoring.** York's core cycling target of 6.9% of all journeys into the city centre to be made by cycle in the morning rush hour appears fairly unambitious (the base year is 5.6%). Numbers fell to 1,057 in 2004 from 1141 in 2003. Figures for the 12-hour city centre counts confirm this fall. Poor weather on the count day, and increased bus and walking levels, are given as possible reasons. Cycling levels on York's Millennium Bridge rose to 112 in 2003 from 93 in 2002 in the morning rush hour. Cyclists crossing the 4 city centre bridges fell slightly over the same period. Cycling casualties, which had been falling since 1999, rose to 137 in 2003, up from 108 in 2002, and above the 128 average for 1994 to 1998.

**Local performance indicators.** The same city centre counts mentioned above are used for local indicators, but shown as percentages rather than figures. York could develop some clearer local use indicators. Cycle parking use is counted in the city centre, within the inner ring road and at the railway station. The first two confirm the fall in cycle use but there was a rise at the station. It is thought that private cycle parking may have displaced users in the city.

Two officers visited Odense in Denmark to understand how they had increased cycling. Focus groups were held on their return. These indicate that a continental segregated network would be the biggest factor to

encourage people to return to cycling. This is likely to be part of the new cycling strategy to be published in the LTP in 2005.

The freight strategy mentions the freight bikes used in York, and cycling is mentioned in the Air Quality Action Plan. The ERCDT progress review form is included in the APR, which shows how cycling is considered in the document. However, the fall in cycling levels and the rise in cycling casualties are of concern and warrant further investigation.

#### **2004 Recommendations**

- Investigate rise in cycling casualties to see if there are any common factors or problem locations.
- Consider setting more challenging local targets for cycle use using more reliable data – increase frequency of surveys from one day a year and use automatic counters on off road routes.

#### **C: Council Commitment**

Despite its highly experienced cycling officer leaving in 2004, York reports that it is spreading ownership of cycling across the Transport Planning Team, and a lead officer is dealing with cycling.

The council has adopted and implemented a travel plan. A promotional leaflet has been circulated to all staff highlighting the increase in cycling allowance to £14.86 a month (for more than 46 miles), the purchase of 20 new pool bikes and the availability of cycle training and interest free loans to buy a cycle. It is also improving cycle parking at a number of workplaces.

In addition to the money spent on cycling schemes, over £1m is reported to have been spent on safety and Safe Routes to Schools schemes. A route maintenance budget of £23k has also been agreed for 2004/05 and two Sustrans rangers have been part-funded to look after the off-road network.

As well as the visit to Odense cited in the APR, officers attended a course on "Practical Cycle Audits" and the Local Authority Cycle Planning Group meeting in Nottingham in May. An internal seminar "Reviving Cycling in York", involving officers from across the council has been held to look into the reasons for the fall in cycling and brainstorm ideas to increase it. In Jan 2004 the council hosted a national conference to share its experience as Local Transport Authority of the Year 2003. Cycling was an element of this conference.

The CTC Right to Ride representative comments that a late night shopping experiment which affected cycling through the pedestrian zones was introduced without adequate internal consultation. However, this was abandoned after a few months. They like the attendance by council officers at the local cycle campaign meeting rather than a more formal meeting. They are concerned that the cycling officer retired recently and that a dedicated replacement, which is what they want to see, is not planned.

#### **2004 Recommendations**

- Put cycle audit course into practice.
- Ensure ownership of cycling extends to sections delivering the capital programme.

#### **D: Infrastructure**

As well as the schemes listed in the APR section above, a planned programme of schemes aims to complete the gaps in the network in order to tackle the remaining barriers at key locations in the city.

Six 20 mph zones have been introduced as well as traffic calming measures in Safe Routes to Schools and school safety zones. This year will see the development of an off-road cycle route along the Malton Road corridor into the city centre, with a bus lane replacing an existing on-road cycle lane as part of the Park and Ride bus priority measures.

The Millennium Bridge has been featured as a case study in the recently published DfT publication "Walking & Cycling – An Action Plan".

Cycle audit training has been carried out and the council intends to start auditing new schemes.

School parking design guidelines have been produced internally, based on Sustrans information sheets and local knowledge. A Cycle Network Design Guide is also proposed.

The length of cycle route now stands at 135.5km with 57.3km on-road and 78.2km off-road.

The CTC Right to Ride representative has concerns that the use of anti-motorcycle barriers on the Millennium route would prevent cycle trailers and battery scooters for the disabled using the path. The next LTP is a chance to fill the gaps in the draft cycle network, which has not been formally endorsed by the relevant committee. He considers that some development schemes are fragmented.

#### **2004 Recommendations**

- Introduce priority crossings at side roads with speed tables for cyclists and pedestrians at a number of locations e.g. off Poppleton Road by the ABB site and on Malton Road.

<ul style="list-style-type: none"> <li>• Tackle the Fishergate and Station Road gyratory systems, which are barriers to cycling.</li> </ul>
<p><b>E: Cyclist Training</b></p> <p>York reports that it is the only local authority accredited to run the new national standard cycle training courses. It has seen a 35 per cent increase in cycling to school, whilst school-aged cycling casualties are falling (in contrast to the overall cycling casualties).</p> <p>All primary and secondary schools in York run the relevant course levels. In 2003/4, approximately 3000 children received cycle training.</p> <p>The council has a Public Service Agreement target to increase the number of children cycling to school in year groups 6 to 9. To help promote this, a parent's guide resource pack has been produced titled "Your Child the Cyclist". It includes the city cycling map and tackles "5 hot potatoes" of cycling including wearing of helmets and cycling on the pavement.</p>
<p><b>F: Marketing and Promotion</b></p> <p>The council's free cycle route map was updated and republished. It continues to be widely distributed across the city to schools, businesses, cycle shops, council offices etc.</p> <p>A 'choose cycling' campaign was launched and run throughout the summer of 2004. It stresses the benefits of cycling such as health, rather than concentrating on safety aspects. Promotional material has been produced which is aimed at different age groups, e.g. stickers for children, postcards.</p> <p>A mobile exhibition stand has been used at the CTC York Rally, Race for Life, the city centre and at events organised by partners such as the PCT and other council departments e.g. Leisure Services. A survey of the "choose cycling" campaign showed that 40% recalled the postcards, 53% said the central message was to cycle more and over 80% supported the council's involvement in it. The CTC Right to Ride representative comments that new signposting has placed cycling in the public psyche.</p> <p>Some events were organised for Bike Week including a cycle challenge for schools and businesses. 15 teams entered including the district hospital, and prizes were given to the teams that cycled longest and furthest.</p> <p>Market research was carried out as part of the reporting process to the council's scrutiny panel. This included questions in the "Talkabout" residents' survey panel. This research has been used to understand the needs of cyclists, shape policies and develop the capital programme.</p>
<p><b>G: Stakeholder Engagement</b></p> <p>The council continues to consult widely with cycle groups, former cyclists and non-cyclists.</p> <p>Work was undertaken in 2003/4 to examine cycle policy and practice and to look at ways of encouraging cycling. Methods used included questionnaires, focus groups and seminars, and a report to the council's scrutiny panel was produced.</p> <p>Individual schemes are consulted upon and amended in the light of comments received.</p> <p>To prepare for the next Local Transport Plan, consultation was undertaken to understand the issues to be addressed and people's views on the measures to be implemented. A questionnaire was distributed to residents and stakeholders which included questions on the cycle network and congestion charging.</p> <p>Over the past year a variety of stakeholder events have been held including; a public consultation event with councillors at the Barbican leisure centre; focus groups including parents, current and former cyclists; a staffed "choose cycling" exhibition unit; and cycling display at the central library.</p> <p>The council reports it is improving communication about cycling across departments, for example there are references to cycling in the Air Quality Action Plan.</p> <p><b>2004 Recommendations</b></p> <ul style="list-style-type: none"> <li>• Consider setting up a cycling forum to ensure regular engagement with cycle groups to supplement other engagement.</li> </ul>
<p><b>H: Wider Engagement</b></p> <p>Workplace travel plans - the council now has a full time dedicated workplace travel plan officer. 22,000 employees are covered by travel plans, around 27% of the total workforce. 31 travel plans are in place, 14 of which were implemented during 2003/4. The council produce a travel plan newsletter, Interchange, which</p>

includes cycling information.

School travel plans – through the school travel plan officer the number of plans has increased, with a further 11 agreed in 2003/4. Cycle routes and cycle parking are included in these plans and safe routes to school schemes. The council reports a significant increase in the number of children cycling to school, although the school travel survey was not reported on this year as it is carried out every 2 years. It also produces a school travel plan newsletter, Travelzone, which includes cycling information.

Health partnerships – the council has been working in partnership with the PCT on health promotion activities, and elements of its promotional work emphasise the health benefits of cycling. Officers attended a healthy schools conference to encourage children to think about alternative forms of transport.

Transport operators – more cycle racks have been installed at the railway station but an improved access from the riverside path has not yet been implemented.

#### **2004 Recommendations**

- School travel – consider increasing frequency of school travel survey to yearly.
- Railway station – implement improved access to the station from the riverside route.

#### **I: Planning for Cycling**

Planning briefs for large developments continue to be circulated for comments on cycling and integration with other modes, for example the development briefs for the Hungate site, Germany Beck and York Central. Master Plans have been prepared for developments where clusters of sites occur, examples being Monk's Cross out of town retail park and Foss Basin; in both cases cycling was an integral part of the briefs and of section 106 agreements.

Developer funding has been used to deliver the Haxby Road school safety zone – a traffic calming scheme where a cycle lane has been narrowed slightly – and the Naburn Lane cycle track, where the surface was poor and had to be resurfaced.

The council has produced a Highway Design Guide which has a section on provision for cyclists. The council also continue to impose strict minimum cycle parking standards and maximum car parking standards for new developments and changes of use. The CTC Right to Ride representative comments that while the planning guidance is robust for cycle parking for new developments, some developers pay lip service to them and this needs addressing.

#### **2004 Recommendations**

- Consider applying cycle audit to new development schemes.

#### **J: Targets and Monitoring**

As the APR section above indicates, monitoring of cycling levels shows mixed results. Overall levels have declined, although rush hour numbers into and out of the city centre show an increase over 2002/3. Monitoring of the Millennium Bridge also shows an increase in cyclists. The council suggests that reductions are due to more orbital journeys avoiding the city centre. These might be picked up with automatic counters on off-road routes.

Average cyclist casualties in York over the past five years are down 8% on the 1994/98 average, although the figures for this year are up. Monitoring of cycle parking shows an increase at the railway station of four per cent for 2003/04 but a fall in the city centre. Market research done last year has produced a large amount of customer feedback on routes across the city which could be used to improve them.

#### **2004 Recommendations**

- Increase frequency of manual cordon counts to counter effects of bad weather on cycle use.
- Report on existing automatic counters and consider installing more to get a better picture of cycle use in the city especially on orbital routes, including off-road ones.
- Use the market research feedback to help identify sections of the cycle network to be improved.

## Appendix 2 - CYCLING ACTION PLAN PRO FORMA – using new guidelines assessment from May 2004

Local Authority – East Riding of Yorkshire	Updated on 17 June 2004	Present score 18	Target score 22 by March 2005*
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Criteria & Recommendations	Actions required	Priority Low, Med, High	Action by	Resources Required / Source of funding	Timescale	Present score	Target score by Mar 2005*	Notes
<b>C: Council commitment</b>						2	2	
Appoint a dedicated cycling officer to ensure the cycling strategy is put into practice more effectively	Recruit staff	High	ERYC	Revenue	July 2004			Now appointed Assistant Engineer (Cycling)
Consider appointment of dedicated School and Workplace travel plan officers	Recruit staff	High	ERYC	Revenue and 2-year Govt grant	July 2004			Topped-up Govt funds to advertise 2 School Travel Plan posts (engineering)
Introduce internal cycle awareness training for new and existing staff	None at present, but we will test interest with staff travel plan	Low	ERYC	Revenue				The staff travel plan results could raise this as a priority
Provide an adequate cycling incentives for staff in the Council travel plan to increase use of and set an example and ensure they are promoted	Identify incentives from staff travel plan	High	ERYC	Revenue				We have analyzed the responses from the staff questionnaire and developed an action plan.
<b>D: Infrastructure</b>						2	2	
Apply IHT 'hierarchy of measures' to cycle provision so that traffic and speed reduction, junction improvements and road space reallocation are considered before off-road solutions.	We've accelerated our programme of ASLs to get back on-track to install them at each traffic signal. More on-road cycle lanes (5km) are planned for 2004/5. In 04/05, we plan to spend up to 400k on cycling infrastructure.	High	ERYC	Capital	Mar 2005			We adopt the 'hierarchy of measures' but it does not always reflect what the public wants. We change plans in light of what people say. Doubled the cost of car-parking in major towns and composing a speed management plan.
Improve access to town centres by reviewing the one-way streets	Was reviewed, but abandoned at this time	Low	ERYC	Capital				Continuous contra-flow cycle lanes could not be



around the pedestrian zones and allow cycle access outside core pedestrian hours	as would require wider pedestrianisation and a relief road.							achieved due to narrow medieval streets. There is also no acceptable alternative for on-street parking. As with many other cities, we do not allow cycling in pedestrian zones.
Continue to apply cycle review to existing roads and cycle audit to new proposals to ensure they are cycle friendly and hazards are not created	Continue as required.	Med	ERYC	Capital	Mar 2005			Staff and our design consultants are aware of the cross-section requirements. Consider using COPEC guidance
<b>E: Cycle training</b>						2	4	
Set a stretching target to expand primary school cycle training provision, learning from best practice in other authorities, particularly how they have linked school training closely to safe routes programmes; and introduce advanced training at secondary schools.	The target is to reach 100% primary school cycle training by 2005.  We already offer secondary school cycle training, but there is no take-up.	High	ERYC	Revenue	Mar 2005			67% of primary school children received six 1-hour training sessions in 2003, up from 34% in 2002. Training complies with best practice and is subsidized. We offer free training to some schools and those in Areas of Multiple Deprivation.
<b>F: Cycle Promotion</b>						1	1	
Learn from best practice in promoting cycling to develop the considerable potential for cycle tourism in the County	Now participating with Hull City in cycle promotion.	Med	ERYC / CTC	Revenue	Ongoing			54 bus-back adverts on "Stuck in a queue? Go cycle" in May and June 2004 for Bike Week
<b>G: Stakeholder Engagement</b>						3	3	
Develop improved consultation techniques and learn from best practice	Increase wider membership of cycle forum and develop public participation	High	ERYC / CTC	Capital	Mar 2005			The local representative of British Cycling Yorkshire is now invited to the forum
<b>H: Wider Engagement</b>						1	2	
Implement a Council staff travel plan at Beverley, Goole and Bridlington.	Staff travel plan in hand for July 2004. 48 primary schools and	High	ERYC	Capital/ Revenue	Mar 2006			Staff travel plan is on-track 2 school travel plan

Accelerate programme of safer routes to school programmes. Pilot bus/bike trailer project Install new cycle stands at railway stations	4 secondary schools to have school travel plans by 2006. Install cycle stands at railway stations							officer posts advertised. Yorkshire Coast bus/bike now operating. Third-party liability for cycle stands resolved.
<b>I: Planning for cycling</b>						2	3	
Develop cycle parking standards in parking review	Cycle parking standards are now considered in planning applications	High	ERYC		Mar 2004			Achieved
Protect the road user hierarchy that puts cyclists above motorists in urban areas	Refuse planning applications that harm the road user hierarchy	High	ERYC	Revenue	Ongoing			Successfully protected a cycle route from adjacent development at public inquiry in January 2004
Wider consideration for cycling infrastructure in new developments	Implement the sustainable audit checklist prepared for development control	High	ERYC / Developer		Ongoing			Set out in APR 2003
<b>J: Targets &amp; Monitoring</b>						2	2	
Ensure baseline cycle count data is established for more main towns to enable progress toward targets to be monitored	After consulting GOYH, we created a cordon for cycle counts in Beverley as a pilot.	High	ERYC	Revenue	Mar 2005			The pilot will determine if this approach is reliable and cost-effective for measuring cycle use in small market towns.



## Appendix 4 – Bell Score Summary Sheet

English Regions Cycling Development Team

## Cycling Progress Review 2004

### Bell score summary sheet

		Bell scores					
C:	Council Commitment	0	1	2	3	4	5
C1	Staff Resource						
C2	Professional development						
C3	Financial resources						
C4	Other documents						
C5	Travel plan						
C6	Regional Benchmarking						
C9	Organisational support						
C10	Political support						
C11	Leadership						
D:	Infrastructure						
	Network & Planning	0	1	2	3	4	5
D1	Overall approach						
D2	Core principles						
D3	Design guidance used						
D4	Cycle review						
D5	Cycle audit						
D6	Consultation						
D7	Nature of cycle network						
D8	Signing of network						
D9	Cycle parking						
D10	Maintenance of roads						
<b>Area Wide measures</b>							
D11	Access through ped zone						
D12	Town centre /inner area						
D13	Main urban routes						
D14	Urban distributors						
D15	Local roads						
D16	Residential areas						
D17	Safe routes to school						
<b>Impact of measures</b>							
D18	Increase cycling trips 2011						
D19	Cycling modal share 2011						
<b>IHT Standards</b>							
D20	Adherence to hierarchy						
D21	Traffic reduction						
D22	Speed reduction						
D23	Traffic & junction man						
D24	Redistribution						

### Local Authority

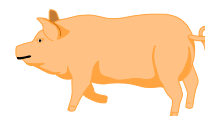
### Date

		Bell scores					
F:	Marketing and Promotion	0	1	2	3	4	5
F7	Integration internally & partners						
F8	Strategy & Programme						
F9	Understanding the market						
F10	Budget						
F11	Role of signs & infrastructure						
F12	Leadership						
F13	Impacts						
G:	Stakeholder Engagement	0	1	2	3	4	5
G1	Consultation with cyclists						
G2	Consultation with others						
G3	Engagement with cycle groups						
G4	Involve cycle groups in policy						
G5	Consult -non cycling measures						
G6	Consultation culture						
H:	Wider Engagement	0	1	2	3	4	5
H1	Workplace travel plans						
H2	School travel plans						
H3	Safe Routes to School						
H4	Road Safety						
H5	Health Organisations						
H6	Transport Providers						
H7	Other Partnership work						
I:	Planning for cycling	0	1	2	3	4	5
I1	Local Plan UDP						
I2	Guidance & training						
I3	Process & Implementation						
I4	Cycle network						
I5	Cycle parking						
I6	Planning gain - S106/S278						
I7	Residential development						
I8	Commercial development						
I9	Travel plans - through planning						
I10	Recreation						
I11	Cycle audits						

E:	Cyclist Training	0	1	2	3	4	5
E1							

J:	Targets & Monitoring	0	1	2	3	4	5
J1	National target - 3x by 2010						
J2	Local cycling targets						
J3	Casualty reduction target						
J4	sustainable transport targets						
J5	Baseline						
J6	Techniques						
J7	Understanding monitoring						
J8	Strategy & Programme						
J9	Budget for Monitoring						
J10	Impacts						
J11	Presentation of results						





## Appendix 4 – Performance Improvement Grid (PIG)

<b>Do More</b> <b>(You do it well)</b>	<b>Stop Doing</b> <b>(It doesn't help)</b>
<p>This is done well; This is a good result; This is a benchmark, best in class; It should be done in more places; We would like to copy it ;  This has a significant impact on performance indicators;  How did you do that, we want to know more?</p>	<p>Our evidence is that this is not successful; When we did it it did not work to our satisfaction; It will not achieve a positive effect on key performance indicators; Save the money and effort for other areas</p>
<b>Do Differently</b> <b>(It needs doing, but it could be improved)</b>	<b>Start Doing</b> <b>(It would help)</b>
<p>Benchmarking suggests there is a better way; This has to be done but there are alternatives; There is evidence that a different approach will have a greater impact; We need help in this area, can you help?; Try this.....</p>	<p>There are benchmarks you are not working towards; They exist in the following authorities...; Have you tried .....?</p>