

7 WIDENING TRAVEL CHOICES

Introduction

- 7.1 In its Transport White Paper the Government declared that providing people with more travel choice was a major objective for local authorities to address in developing their transport strategies. The dominance of motorised travel, especially the car, limits choice and opportunity, particularly for those without a car. To address these problems there is a clear need to improve conditions for ‘vulnerable’ road users such as pedestrians and cyclists, as well as developing a public transport system that is integrated and accessible to all potential users. The following paragraphs detail the Council’s current sustainable transport policies and proposals that aim to provide people in York with more travel choice. In addition targets for the level of walking have been included in the Strategy for the first time.

Walking

The Council will seek to promote more walking and to improve conditions for the convenience and safety of pedestrians by reducing walking times and enhancing the pedestrian environment taking into account pedestrian access, security and the needs of those with mobility handicaps.

- 7.2 Walking is a means of transport that almost everyone is involved in as part of their journey. It is also the most sustainable form of travel. Increasing the level of walking provides a wide range of health benefits including improved fitness, lowering the risk of heart attacks, shedding excess weight as well as reducing stress.
- 7.3 Over the past decade the City of York has been at the forefront of promoting pedestrian friendly initiatives and as a result 13% of journeys to work were made on foot (1991 Census) within the new administrative boundary. The subsequent years have seen a significant growth to 16% (June 2000). Key initiatives that have been developed include the establishment of the Footstreets Pedestrian Priority Zone, the development of a ‘Hierarchy of Road Users’, and the development of a Pedestrian Strategy to promote more and safer walking in York and the identification of a network of priority routes together with higher levels of expenditure of footway maintenance.

Footstreets Pedestrian Priority Zone

- 7.4 Pedestrian facilities in York City Centre were greatly enhanced through the establishment of the “Footstreets” pedestrian priority zone in 1987, which covers over thirty streets and is one of Northern Europe’s largest pedestrian zones. It has also proved highly popular with users creating a safer and more attractive City. Evidence from the City Centre Audit carried out for the City Council by Chartered Surveyors Hillier Parker in 1993 showed significantly higher growth in pedestrian flows on pedestrianised streets compared with those that are not

pedestrianised with a corresponding increase in rental values. This year High Petergate has been added to the Footstreets linking the Minster to the inner ring road.

City of York Pedestrian Strategy

7.5 In 1992 the Council adopted a Pedestrian Strategy aimed at encouraging more walking activity in York and an awareness of the benefits of this mode of travel. This was one of the first strategies developed by local authorities specifically aimed at addressing pedestrian issues and together with the York Cycle Strategy has formed the basis for developing sustainable transport in the City. The Strategy has been reviewed and updated this year and is included as Appendix B. The objectives of the Strategy are to:

- (i) *encourage and promote more walking in York in order to:*
 - (a) reduce the level of traffic congestion on the City's roads and the associated pollution effects;
 - (b) promote walking as a healthy and pleasurable, leisure activity;
- (ii) *improve facilities and provide a high quality environment for the pedestrian;*
- (iii) *improve safety for the pedestrian in York; and*
- (iv) *promote sustainable planning policies which place the interests of the pedestrian as a priority.*

7.6 At the heart of this Strategy is the aim of providing a City-wide network of priority pedestrian routes which are safe, convenient and easy to use (see Figure 4.6). In developing this Network it is intended to:

- link the City Centre, residential areas, schools, local shops and facilities, open spaces and the surrounding countryside;
- develop high quality pedestrian routes which are characterised by a high standard of pedestrian facilities including wider pavements (where possible), more frequent and safer road crossings, improved sign posting, lighting and well maintained surfaces using appropriate materials;
- link up with traffic calming schemes to provide a safer and more pleasant environment for all road users; and
- improve access for the elderly and people with mobility problems by providing dropped kerbs, tactile paving and rotating cones or audible beepers at pedestrian crossings.
- The total number of accidents for the City of York has fluctuated during the last five years. Table 7.1 shows a summary of the annual casualty statistics for City of York for 1992 to 1999. Improving safety for pedestrians remains an area of concern for the Council.

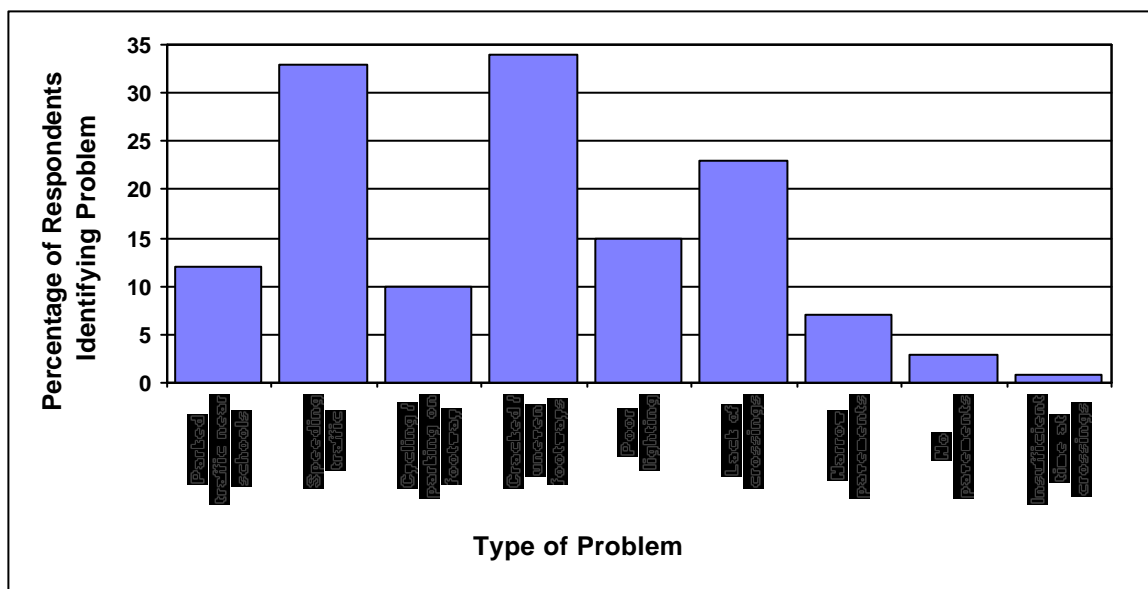
Table 7.1: Annual Total of Accidents by Severity, City of York Area 1992-1999

Year	Total All Accidents	Accidents involving Pedestrians			Total Pedestrian Accidents as a % of All Accidents
		Killed	KSI	All Severities	
1992	629	1	23	106	16.8
1993	589	5	37	101	17.1
1994	592	4	35	94	15.9
1995	668	3	30	90	13.5
1996	647	1	42	103	15.9
1997	639	0	26	95	14.8
1998	608	2	20	106	17.4
1999	666	0	24	107	16.1

[Note 1: Figures prior to April 1996 interpreted from former North Yorkshire County Council and York City Council
 Note 2: Figures for 1999 are provisional]

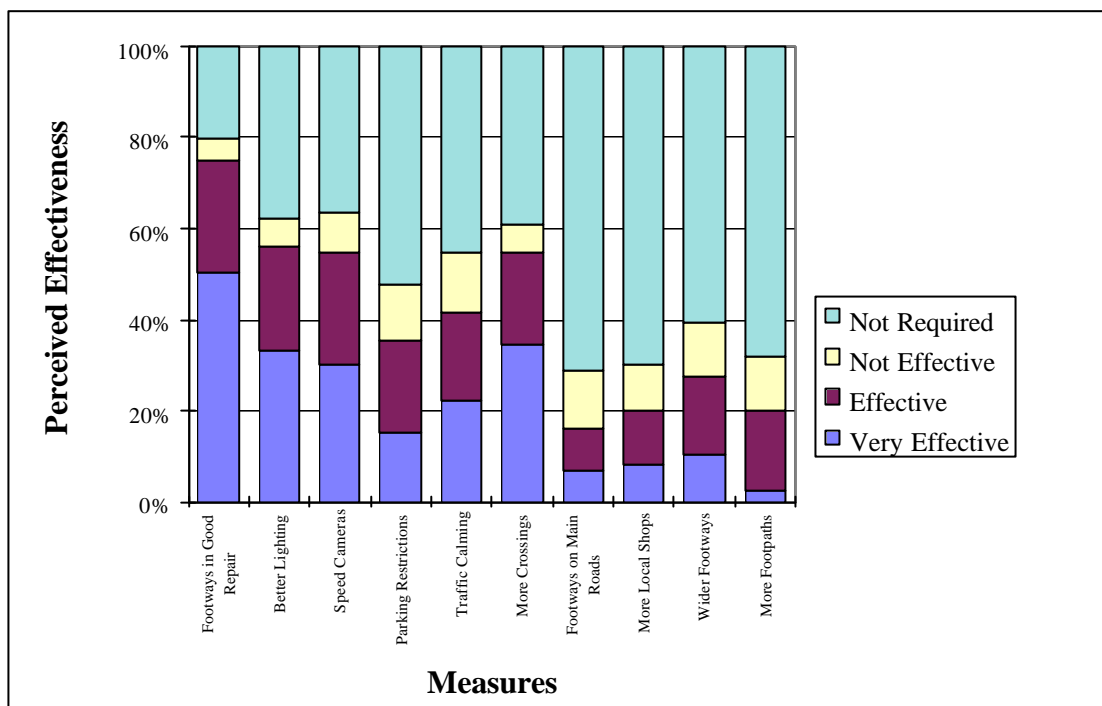
7.7 In 1996/97 the Council undertook a comprehensive survey of suburban and rural areas to determine walking patterns and behaviour in terms of the principal walking routes and the problems faced by pedestrians when undertaking journeys on foot. The types of problem perceived as serious included speeding traffic, cracked/uneven pavements, a lack of pedestrian crossing facilities, poor lighting, parked traffic near schools and cycling/parking on pavements. These views are illustrated more fully in Figure 7.1 below.

Figure 7.1: Perception of Pedestrian Problems In York



7.8 As part of the survey respondents were asked their views on what measures would be most effective in solving perceived problems for pedestrians (see Figure 7.2 below). Those measures which were considered most effective to improve conditions for pedestrians included maintaining footways in good repair, better street lighting, providing more pedestrian crossings to improve pedestrian safety, and use of speed cameras. These surveys have proved useful in determining priorities and proposals for inclusion in the LTP.

Figure 7.2: Effectiveness of Measures to Solve Perceived Problems for Pedestrians



7.9 During 1997/98 a draft Pedestrian Route Network was identified by consultants aimed at extending the concepts of the Pedestrian Strategy and Route Network to the rest of the new Unitary Authority area, incorporating both suburban and rural settlements. This draft Network has subsequently been modified in consultation with Council Officers and has been used as the basis for a large-scale consultation exercise including ward and Parish Councillors as well as local interest groups. A key element in developing pedestrian facilities in rural areas is improving pedestrian crossing facilities of the York Outer Ring Road. In 1999/00 two new outer ring road crossings have been constructed opening up walking opportunities to the north and west of the city. This will assist links between the urban area, the major suburban settlements, edge of town shopping and leisure facilities and the countryside. In support of guidance contained within PPG13 the completion of the Pedestrian Route Network aims to encourage a modal shift away from car use towards more sustainable forms of transport, by promoting safe, convenient and accessible pedestrian routes.

- 7.10 One initiative that the Council has always been keen to develop is the establishment of 'Home Zones' in the City. Two pilot schemes are being introduced this year at a cost of over £50,000. We will be seeking an increase to this programme over the period of the LTP.
- 7.11 Recognising the importance of maintaining footways in a good state of repair, the Council has given priority to footways in its own Reconstruction & Reinstatement programme and basic maintenance budgets in recent years. It will be spending approximately £1.3 million per annum over the next five years to maintain the standard of the footway surfaces throughout the City. In particular, the Council has sought to direct any additional funding towards footways that customers have identified as being a high priority. The Council is committed to providing a footway environment that is of the highest quality possible.
- 7.12 There are a number of initiatives that have been developed in relation to pedestrians in York. These include the following:
- as part of the review of the York Transport Strategy the York Pedestrian Strategy has been reviewed taking account of national developments such as the publication of Encouraging Walking by the DETR and Taking the Strategy Step by the Pedestrians Association;
 - the draft PRN is currently being further developed following consultation and it is intended that this will be finalised by the end of 2000, culminating with the production of a pedestrian route map for York;
 - further experimental work will be undertaken on the design of segregated, shared-use cycle and footpaths in consultation with user groups, particularly those representing people with disabilities with a view to improving safety for pedestrians. This is dealt with in detail in the Cycling Strategy in Appendix C;
 - the potential to extend the Footstreets Zone and its hours of operation will be reviewed; and
 - the Council will continue to improve and develop the Public Rights of Way Network.
- 7.13 The current levels and targets for walking for the end of the LTP period are set out in Table 7.2 below:

Table 7.2: Current Walking Levels And Targets

	Current proportion	Target proportion
Journey to School	54.6%	59.6%
Journey to Work	16.4%	17.4%

Cycling

The Council will seek to promote more cycling and improve road safety by building on the routes and facilities already in place to create a safer and more pleasant environment. Where necessary space will be reallocated away from motorised road users to achieve the best facilities and most direct routes which are both safe and convenient and which do not have a detrimental effect on pedestrians.

- 7.14 Cycling is one of the most environmentally friendly forms of transport. York has continued to exhibit a high level of cycling, with 19% of journeys to work being made by cycle (2000 survey) within the new administrative boundary. This level is much higher in the main urban area, and is much greater than the national average. It is essential that the level of cycling activity is increased in line with targets set for 2006. Increasing the level of cycling provides a wide range of health benefits including improved fitness, lowering the risk of heart attacks, shedding excess weight as well as countering stress.

City of York Cycling Strategy

- 7.15 The original Cycle Strategy for York was adopted in 1988 to improve road safety and promote the use of the bike. This Strategy has been reviewed and updated and is included as Appendix C. The aims of the Strategy are to:
- improve facilities for cyclists in York and through this, increase mobility for people without access to a car;
 - improve safety for cyclists in York; and
 - encourage a transfer of journeys from private cars to cycles in co-ordination with other traffic and transport measures in order to:
 - reduce congestion;
 - improve the urban environment;
 - reduce energy consumption and CO₂ emissions;
 - improve air quality; and
 - promote good health and leisure activities.
- 7.16 The cornerstone of this Strategy is the designation of a 200 km network of safe cycle routes (see Figure 4.7) made up of routes across public open spaces, riverside paths, disused railway lines, with-flow and contra-flow cycle lanes, shared use footways, full signing, signalised cycle crossings, approach lanes and advanced stop lines. 70 km of cycle network have now been created at a cost of more than £1.7m. Funding has been mainly from a mix of local authority capital budgets, developer contributions and grants from other organisations including Sustrans. To complement the development of the network, cycle parking has been installed at key locations including both central York (over 1000 spaces) and suburban shopping areas, work places and leisure amenities.

- 7.17 Until 1998, regular cycle counts had been limited to census information, market research and an annual “Bridges and Boundaries” survey. The latter is a cordon count around the whole city plus a count on each of the 6 bridges across the River Ouse including those on the Outer Ring Road. It is recognised that the information so gained is not robust enough to monitor in detail the effectiveness of the Local Transport Plan cycling proposals. For the first time in March 1999, 6 automatic cycle counters have been installed at busy cycle route sites around the City. A key benefit of these is that it will be possible accurately to monitor the effect of the new cycle and pedestrian Millennium Bridge over the Ouse. This bridge, due to open late in 2000 will link the south-west and south-east suburbs of the City for the first time and has potential for significant modal shift. In addition the permanent counter sites will allow us to monitor long term trends as well as daily and seasonal patterns of cycle use.
- 7.18 The conclusions that can be drawn from the previous monitoring are very positive. The Bridges and Boundaries surveys reveal that we are now seeing an increase in the level of cycling. Comparing the three-year averages for 1996-98 with 1993-95 we see the following:
- 1% increase in the number of cyclists crossing the three central bridges; and
 - 0.5% overall increase in the level of cycling.
- 7.19 More impressive are the figures for the morning peak hour:
- 16% increase in the number of cyclists crossing the three central bridges; and
 - 10% increase on all routes.
- 7.20 The most recent survey, carried out in May 2000, shows 19% of journeys to work by all residents in the District to be by bicycle. This is a significant increase from the 16% figure for the whole District at the 1991 census and represents real progress towards the main aim of the Strategy.
- 7.21 In the coming 5 years the Council, through its cycle route network, secure parking facilities and safety measures, will be looking to make a major contribution towards meeting the National Cycling Strategy’s target to double the overall level of cycling by 2002.
- 7.22 The current levels and targets for cycling for the end of the LTP period are set out in Table 7.3. These are equivalent to the 2 percentage point increase in the National Cycling Strategy over a comparable time period demonstrating that, despite starting from such a high base, we are nevertheless committed to achieving the NCS targets.

Table 7.3: Current Cycling Levels and Targets

	Current proportion	Target proportion
Journey to School	5.2%	7.2%
Journey to Work	18.6%	20.6%

- 7.23 An assessment of cycle casualty statistics in York shows that it is possible to enjoy increased levels of cycling whilst reducing accident casualties. Table 7.4 indicates the casualty figures for cyclists over the period 1995 to 1999 split by severity. There is clear downward trend in total casualties, particularly serious and slight injuries.

Table 7.4: Cyclist Casualties in City of York District Area (1995-99)

Casualties	Year				
	1995	1996	1997	1998	1999
Fatal	2	1	2	1	2
Serious	26	14	23	7	21
Slight	115	125	126	76	96
TOTAL	143	140	151	84	119

Note: The figures for 1998 are not currently considered robust. No systematic error has been uncovered by North Yorkshire Police but it is felt that more years' data are required before a conclusion of such a reduction can be drawn. The 1999 figures are provisional.

- 7.24 Table 7.5 looks at earlier statistics for the former York City Council area which constitutes the main urban area of the new District and is where the majority of schemes have, so far, been implemented. This reveals that a reduction in casualties has also been achieved in the urban area.

Table 7.5: Cyclist Casualties in former York City Council Area (1991-94)

Casualties	Year			
	1991	1992	1993	1994
Fatal	3	0	2	1
Serious	18	26	23	12
Slight	100	75	69	88
TOTAL	121	101	94	101

- 7.25 The issue of safety in relation to the dominance of the motor vehicle has an important effect on people's willingness to cycle or let their children cycle on the highways. The Council continues to address such concerns by the development of new cycle facilities and through the Safe Routes to Schools initiative that aims to create an environment where children can cycle safely.

- 7.26 Maintaining and improving the Cycle Route Network to a high standard (including during winter) is important to ensure that people keep using their bikes. Uneven surfaces, particularly on the highway, can represent a danger to cyclists. In recognising such problems the Council will survey kerbside carriageway conditions and cycle route surfaces with the aim of prioritising the allocation of maintenance funds. In 1999/00 a total of £50,000 was spent on 2400 metres of such treatment, with a similar allocation set for 2000/01. The work involves relaying a 1.5 metre strip of carriageway surfacing and the setting of utility boxes and gully grates that are a particular hazard to cyclists. This has proved to be a very popular enhancement in the City and one that the Council will continue to support through its revenue highway maintenance budgets.
- 7.27 Up to now most of the provision for cyclists has been largely within the main urban area. The major exceptions have been the York to Selby path and the York to Beningbrough path constructed by Sustrans. The City of York Council intends to extend the cycle network District wide with particular emphasis on linking outlying villages to the City Centre as well as to the major, edge of City retail/leisure and employment sites and other villages. In 1998/99 the main emphasis was on developing a major new scheme on Tadcaster Road and a new path across Walmgate Stray linking the University to the site of the Millennium Bridge. In addition, the draft district-wide cycle route network developed in the previous year has been included in the Deposit Draft Local Plan. The large majority of the network has met with support whilst a number of objections remain to be dealt with at the Local Plan Public Inquiry which is expected to resume in June 2001. Possible schemes include routes to Dunnington, Upper and Nether Poppleton, Haxby, Wigginton and Strensall. These will develop linkages with York's current cycle network, especially in locations where traffic levels are high. Particular attention will be given to the completion of all sections of the National Cycle Network. Where routes go beyond the District boundary, notably parts of the National Cycle Network to Hull, the north and Harrogate, the Council will discuss proposals with neighbouring local authorities.
- 7.28 During the current financial year the major focus is on:
- the creation of new cycle paths along Naburn Lane, Millfield Lane and the completion of the shared use footways along Clifton Moorgate together with a number of minor schemes city-wide;
 - working closely with Sustrans to construct a major east-west route using the new Millennium Bridge; and
 - the development of cycle routes through the University grounds, a new tennis centre and a major, city centre, mainly retail development negotiated on the back of planning applications.
- 7.29 The key issues to be tackled over the next five years include:
- steering the proposed District-wide network through the Local Plan Public Inquiry;

- reviewing design standards for cycle lanes and facilities to ensure they meet potential cyclists needs and consider even more positive approaches to the redistribution of road space;
- carrying out a major study to prioritise facilities and routes on the proposed network;
- reviewing policy on, and existing examples of, shared use paths in the light of continued experimentation and the forthcoming revised Government guidelines and pedestrian and disabled concerns; and
- developing cycle promotion initiatives for inclusion in Travel Plans and travel awareness programmes.

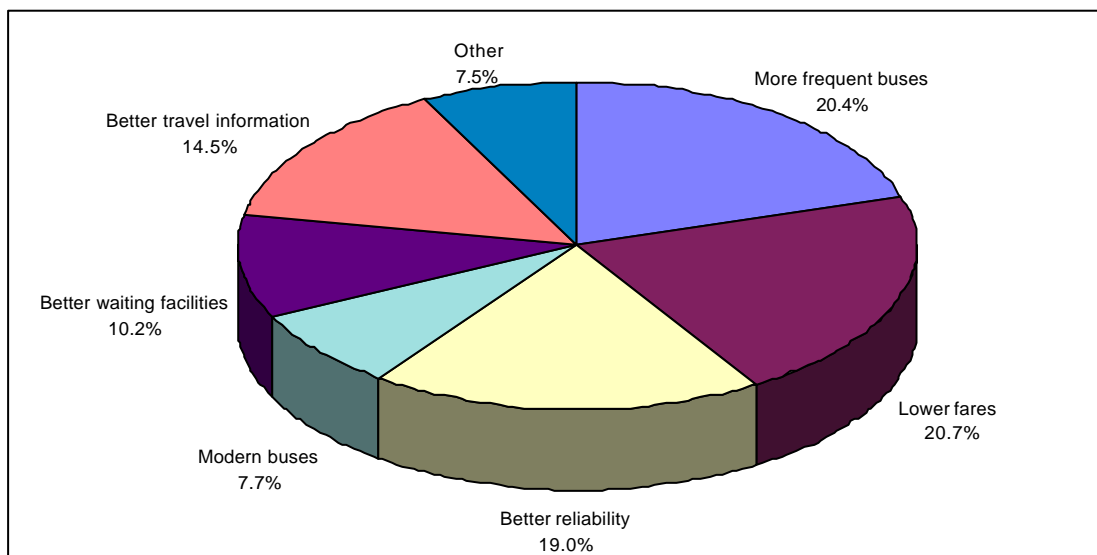
Buses

The Council will promote the use of buses through developing:

- ***Quality Partnerships with bus operators;***
- ***improving bus service information; and***
- ***investment in bus priority measures and other facilities.***

7.30 Consultation with York residents revealed that a viable bus service is considered vital to mobility in the City. The key elements identified to improve local bus services are improved bus frequencies, cheaper fares and better reliability of services as shown in Figure 7.3.

Figure 7.3: Elements Required To Improve Bus Services In York



7.31 It is clear from these views that people in York perceive the bus system is failing at present to provide a viable alternative to the car.

- 7.32 The Council is working in partnership with local bus operators to enhance the role of buses across the District. This will be achieved through the continuing development of several key elements, namely:
- ‘Quality Partnerships’ with local bus operators;
 - bus infrastructure improvements (including bus priority measures);
 - bus information improvements; and
 - the development of an enhanced bus network for the District.

A Strategy to Develop the Local Bus Network

- 7.33 The strategy for the development of the local bus network focuses on two objectives:
- the transfer of trips from car to public transport (not from walking and cycling);
 - maintaining mobility for those without cars and for whom walking and cycling are not suitable, for example, the elderly or people carrying goods.
- 7.34 First Group provides 90% of the bus passenger journeys in the City. Consequently, First Group was asked to contribute to the development of the LTP, and have proposed a strategy for the development of an enhanced network throughout the District. This strategy is based on a study by the TAS Partnership that examined the potential for future market growth based on an assessment of current and future trends. Central to this new strategic approach is an enhanced new Quality Partnership between the Council and First York, which has the potential to be the most advanced Local Authority Bus Quality Partnership in the UK.
- 7.35 The proposal is to create high frequency ‘Metro’ services supported by a network of conventional ‘Easylink’ local services. This will radically re-shape the way bus services operate in York. The ‘Metro’ services would potentially include established and proposed Park and Ride services.
- 7.36 The ‘Metro’ services will be established on six routes serving ten bus corridors into the City. The likely routes are shown in Figure 7.4. The ‘Metro’ concept is to provide direct, high frequency services on main radial routes into the City operating on a limited stop basis. There will be a strong brand applied to the services, with branded buses and infrastructure. The frequencies will be at least every ten minutes, with more frequent buses at times of the day when necessary to meet demand for Park and Ride.
- 7.37 These ‘Metro’ services will support a network of more conventional ‘Easylink’ services. These lower frequency services will cater for those areas that have lower demand, but will seek to provide accessible services, with good penetration of residential areas, for those people to whom a good local bus service is vital to their personal mobility.
- 7.38 Building on the Council’s experimental ‘Connexions’ services, funded by the Rural Bus Challenge, feeder services from more remote rural communities within the District will connect with the ‘Metro’ services.

- 7.39 Another element of the proposal from First Group, to sit alongside the new network is the establishment of a new fare structure. A simple fare structure, based upon a series of concentric zones is proposed. Simplified single and return fares and a series of travelcards for regular passengers will enable boarding times to be reduced, and help to enhance the reliability of the services, in addition to making local bus fares more easily understood in York. First Group at the Council's request are proposing introduce smart card ticketing from 2001 enabling them to offer a wider variety of ticketing products and discounts for regular customers.

Quality Partnerships

The successful delivery of a bus strategy for York requires the active involvement of the bus operators. The Council will support bus operators' strategies for passenger growth within a partnership framework. A prerequisite for any partnership is communication to and involvement of customers

- 7.40 Partnership has been a major feature in the recent development of bus services in York. In 1995, the Council entered into a ground breaking contractual partnership with First Group to operate Park & Ride services from three sites using now low floor buses. A "Customer Contract" was established for these services to guarantee a specified level of service for customers. This partnership has been successful in increasing patronage by more than 50% since the contract was first initiated. Following a review of the network of subsidised bus services in 1997, a Customer Contract for socially necessary bus services (Yorkbus or Y services) was jointly signed by the participating bus companies explaining the standards that the public can expect from publicly funded bus services. Further details on these contracts are detailed in Appendix D.
- 7.41 In July 1999, the Council and First York entered into a Quality Partnership covering the entire City bus network. The basis for this partnership was the common objective to encourage greater use of public transport in and around York in order to reduce problems caused by traffic congestion. In the first year of the Partnership, First Group added 12 new low floor vehicles into the City network and achieved the 1% target increase in overall bus patronage, the Council have provided new bus shelters and implemented a public transport information strategy. A key priority of all service quality initiatives in York is to ensure standards are communicated to customers.
- 7.42 The Quality Partnership involves the following partnership statement jointly signed and is displayed on key bus shelters throughout the City. It commits the Partners to:-
- ensuring that customers are able to access information on how to use the bus services;
 - ensuring as far as practicable that all advertised bus services operate on time;

- monitoring and periodically reporting the reliability of bus services;
- reviewing bus services taking into account customer comments, ensuring they best meet customer's travel needs;
- over a phased period, introducing high quality, easy access buses;
- developing and implementing traffic management schemes giving buses priority over private cars;
- improving passenger shelters at popular bus stops; and
- exploring innovative ways of using new technology to make travel easier and to reduce congestion and pollution.

7.43 The Park & Ride partnership is due for renewal in late 2000. Following their successful tender to continue to provide the service, discussions are in progress with First Group with a view to creating a Quality Partnership which embraces Park & Ride and all bus services. This would involve the First Group and the Council collaborating to extend throughout the City, the service quality and frequency elements which have been so successful in generating additional Park & Ride patronage and which are the ambition of the 1999 Quality Partnership with First York. Initial advice has been sought from the TAS Partnership, who are monitoring Quality Partnerships for DETR, to develop a ground breaking approach to collaboration and partnership between a local authority and a commercial bus operator.

7.44 Most other bus operators in York provide services into the City from adjoining Districts. The Council will include these operators in its partnership approach to improve the quality of bus services.

Bus Infrastructure

7.45 In line with the objectives in 7.33, the Council is working towards ensuring that the City's bus network is fully accessible to everyone. In the longer term this will make bus services more attractive to both car users and those with no alternative means of transport. This will help to both reduce traffic, and help reduce social exclusion. Measures will be undertaken to improve accessibility to bus services through infrastructure improvements such as raised kerbs that 'meet' low floor bus entrances, to improve bus shelters and to provide clear and understandable information.

Infrastructure on 'Metro' services

7.46 In order that the 'Metro' services provide an attractive alternative to car drivers, the proposals for the 'Metro' service network will require a number of 'Metro Super Stops' on the main radial routes, and at the main route and inter-modal interchange points. Each of these 'Metro Super Stops' will include, as a minimum:

- Clear and comprehensive signage;
- Raised and profiled kerb for level access;
- Adequate lighting and treatment for personal security concerns;
- Comprehensive and understandable information displays; and
- Kerbside access protection through Clearway orders.

7.47 Where location and space allow, 'Metro Super Stops' will also include:

- High quality shelter, with integral seating;
- Provision for 'kiss and ride' drop off and collection by car; and
- Provision for cycle parking and storage.

Network infrastructure

7.48 As a first step towards making the whole bus network across York more accessible, Ove Arup & Partners were commissioned earlier this year to review the bus stop infrastructure across the District. This study highlighted a number of areas of weaknesses where infrastructure improvements are required. A rolling programme of improvements based on this work will be developed for implementation during the next five years taking on board the consultant's recommendations. This programme will include the following improvements:-

- improved bus stop design (and protection) to allow better access for buses and pedestrians;
- improved bus shelter provision to allow better waiting facilities for passengers; and
- information case provision

Bus Stop Access

7.49 Through the process of Quality Partnerships, the number of low floor buses in service will increase. Complimentary works are needed to ensure that the kerb heights are correct for ease of transfer from footpath to bus.

7.50 Wherever practical we are working to standards set out in guidance notes produced by TMS Consultancy on behalf of County Surveyors Society (CSS), Association of Transport Co-ordinating Officers (ATCO) and Confederation of Passenger Transport (CPT). These guidance notes are aimed at ensuring a sufficient standard to allow the development of highly accessible, good quality, local bus services. We aim to do this by:

- Reducing the gap between the kerb and the bus in future bus corridor schemes and other developments by raising or dropping kerbs at bus boarding points to ensure that they fall between the recommended 125mm and 160mm; and
- Developing bus infrastructure in areas where parked cars are a problem to dissuade cars from parking on or near bus stops and allow buses pull parallel to the kerb. We aim to achieve this by introducing clearer bus stop cage markings, bus boarders and through the introduction and enforcement of stricter Traffic Regulation Orders.

7.51 We have recently commissioned Ove Arup & Partners to undertake further work on the design bus stops at 30 sites which are currently known to have problems with accessibility.

Bus Shelter Provision

- 7.52 City of York Council are continuing to upgrade the quality of passenger waiting facilities by installing new and upgrading existing bus shelters throughout the City through a partnership with JC Decaux UK Ltd.
- 7.53 National research on bus shelter design has indicated that users of bus shelters, particularly women rated personal safety above all requirements. Fully enclosed shelters with no lighting were not favoured. The types of shelter selected by City of York Council and JCDecaux UK Ltd were chosen on this basis and are of an open fronted design and include integral lighting for safety. All bus shelters include a large format timetable case and most include seating.
- 7.54 By early 2001 this project should be complete and a total of 137 new shelters will have been installed, benefiting bus passengers throughout the city. As part of this project a number of the more useable redundant shelters will be re-located to other locations around the city which have not previously has shelters.

Bus Shelter Challenge Fund

- 7.55 The Council will continue to make 50% grants available to Parish Councils and Ward Committees towards the cost of improving existing or providing new passenger waiting facilities.

Timetable Information Cases

- 7.56 Due to the nature of York's streets, the provision of bus shelters is not always possible at every stop. This is often due to restricted footpath widths or the immediate proximity of listed buildings. However, we understand the importance of providing the capability of displaying similar information to that provided at other bus stops with shelters throughout the city. We have provided high quality bus stop flags, poles, and timetable cases at key stops throughout the city centre where bus shelter provision is impractical. These have the capability of being fitted with audio timetable information and lighting in the future.
- 7.57 The inventory of bus stop infrastructure produced by Ove Arup Consultants highlighted a total of 745 bus stops that do not have timetable cases. We understand the importance of providing information at bus stops and are working towards providing timetable information cases at these locations.

Park And Ride

The Council will:

- *maintain and develop a series of bus-based Park and Ride facilities on the key radial routes into the City as part of the Council's overall policy of promoting environmentally friendly forms of transport and restraining the use of the car within the urban area;*
- *develop Park and Ride sites as rural bus interchanges; and*
- *work in partnership with the Park and Ride contractor, cycling groups and commercial interests to develop cycle parking facilities at the Park and Ride sites.*

7.58 Experience in York has shown that a high quality bus Park and Ride can make a significant contribution to controlling City Centre traffic congestion. In 2000/01 three Park & Ride services operating from purpose built sites will carry 1.1 million paying passengers. On an average weekday, Park & Ride will keep over 1,000 cars out of York City Centre, this figure can double on busy weekends and holidays.

7.59 Park and Ride is a central component within the York Transport Strategy. It contributes to the parking and demand management policies by providing a high quality, cheaper and attractive alternative to parking in the City Centre. The services are primarily aimed at long stay commuters and tourists however, because of the ease of parking and access to the heart of the City Centre, Park and Ride also attracts a significant number of shorter stay shoppers. Current surveys indicate the following breakdown of customer journey pattern:

Work	31% of passengers
Shopping	28% of passengers
Leisure/tourist	38% of passengers

7.60 Park and Ride started in York in the late 1970s to provide extra parking capacity on the edge of the City Centre at Christmas. In the mid 1980s a part time service operating on Saturdays and busy school holiday was introduced from a college car park on the popular south western approach to the City. The 1987/88 Traffic and Parking Study by consultants MVA identified Park and Ride as the key component in catering for continued traffic growth and perceived shortage of City Centre car parking provision. It recommended the provision of 4 purpose built sites offering a total of 4000 spaces on the key radials into the City to cater for tourist and commuter demand six days a week. The first permanent Park and Ride site in York at Askham Bar (opposite the part time site) opened in 1990. It currently intercepts more than 25% of peak hour traffic on the south west approach to the City. By 9am the Askham Bar Car Park is usually two-thirds full. The second permanent full time site on the A1079 Hull Road to the east of York opened in 1994. It intercepts 10% of traffic during the morning peak hour on the eastern corridor. A third service began from a shared site at Clifton Moor retail park on the north side of the City in 1996, moving in

February 2000 to a purpose built site at Rawcliffe Bar on the A19 northern corridor. The locations of the existing sites and the proposed Fulford Road site are shown in Figure 7.5.

- 7.61 Since 1995, Park & Ride services have been provided under contract with the Council by First Group. The Company not only operates the modern, low emission, accessible buses but also runs the Park and Ride site (including providing security) and undertakes the marketing of the service. Smart card ticketing has been a feature of Park & Ride services in York since 1995. A new smart card scheme has been agreed to operate from late 2000 which will be “rolled out” into the First York local bus network in early 2001. The partners share the financial risk involved in providing the service and therefore have a joint incentive to promote passenger growth.
- 7.62 The “corridor approach” adopted in previous TPP Packages was directly related to the development of Park and Ride facilities. The current Transport Strategy recommends the operation of five Park and Ride sites providing 5000 spaces by 2006. The predicted use from this proposed parking provision is essential to limit the growth of car traffic within the City of York and to meet the Council’s target of reducing peak hour traffic coming into York to 1992 levels. This translates to a journey to work modal share of 3% for Park and Ride. A travel diary survey of households in the City undertaken in 1997 revealed that this target had been achieved for York residents.
- 7.63 The three current Park and Ride facilities offer a total capacity of around 2600 spaces. A further 250 spaces will be provided at Rawcliffe Bar following the completion of the improved A19/Outer Ring Road roundabout in 2001. The current Transport Strategy proposes an expansion of the Askham Bar site to 1000 spaces and the development of facilities to serve the south east (Fulford Road) and the north east (Malton Road) and western (A59) corridors.
- **Fulford Road Corridor** - as a planning requirement for the construction of the Designer Outlet adjacent to the A19/ A64 junction in 1998, a high quality express bus service linking the City Centre and Rail Station with the Designer Outlet was established called Designer Line 99. The aim is to provide a link for visitors and staff travelling from the City Centre outwards and a quasi Park and Ride for shoppers at the Outlet Centre who can then travel by bus rather than car into the City Centre. In order to continue the expansion of the Park and Ride service discussions are in progress with McArthur Glen, the developers of the Designer Outlet Centre, about the setting up of a full time facility on their site to serve the A19 (S) in Fulford. The Council has undertaken the Fulford Road Corridor Study in order to provide bus priority facilities to support the Park & Ride service. Having established a Park and Ride service on a shared site (the Designer Outlet has 2700 spaces) we will establish a customer base prior to a decision being taken on siting of a permanent dedicated Park & Ride facility in this vicinity. An alternative option is an expansion of the existing site to accommodate projected parking demand. Current Park and Ride users travelling on the A19 (S) divert to either Grimston Bar or more usually Askham Bar. The development of a dedicated service from this south eastern corridor will take pressure off Askham Bar. The impact of a Designer Outlet Park and Ride service on parking

demand at Askham Bar will need to be reviewed prior to a decision being reached on developing an expansion site on the Tadcaster Road.

- **Malton Road Corridor** - traffic modelling work has indicated a strong demand for a Park and Ride facility on the north east corridor with a required capacity of 1200 spaces, the LTP programme includes proposals for a dedicated facility to be constructed in the Monks Cross area. In order to achieve the Council's traffic and congestion reduction targets, the aim is to construct this facility in 2002/03. This is the shortest timescale to permit the identification of a site, consideration of the traffic and environmental effects, undertake consultation and complete the planning process. The aim will be to construct the Park and Ride and bus priority measures concurrently.
- **A59 Corridor** - traffic approaching York from Harrogate and the A1(M) North do so using the A59. Currently these vehicles are directed towards the Rawcliffe Bar site. Demand modelling indicates that a further site will be needed on the northern approaches from 2004/05 to maintain available parking capacity. The programme proposes the construction of a Park & Ride site in the vicinity of the A59 / A1237 junction from 2004, providing about 1,200 parking spaces.

7.64 The Council in partnership with the Tourism Group of First Stop York has recently adopted a Tourism Signing Strategy. The key feature of the Strategy is to direct car borne visitors approaching the City to the nearest Park and Ride site. The aim is to fund the enhanced signing through private sector contributions and the LTP, which will reflect the strategic importance of Park and Ride in reducing car traffic in the City Centre. In addition, the Council is implementing a system of variable message signs in 2000/01. These signs will direct motorists coming into York to use Park and Ride when air quality is poor or predicted to be poor in the City Centre. At other times they will also be able to give messages indicating the benefits of Park and Ride in order to reduce the number of cars coming into York.

7.65 Cycle parking stands have been installed when the permanent Park and Ride sites were constructed in order to encourage Cycle and Ride. Subsequently, cycle paths and other facilities have been provided to link the Park and Ride sites with nearby residential areas. A number of requests have been made by motorists wishing to leave their cars at the Park and Ride sites and complete their journeys by bicycles brought with them. Due to parking capacity problems at Askham Bar this service has only been made available at Grimston Bar. The Rawcliffe Bar facility has been constructed with cycle stands and lockers enabling motorists to leave their bikes at the site, as part of a sustainable journey to work initiative. It is also hoped to attract a cycle hire operation at Rawcliffe Bar. This would be for use by people wishing to cycle into York or out into the country on the adjacent National Cycle Network route.

Rural Bus Initiatives

7.66 In 1998 Government introduced new funding to develop rural bus services. In order to prioritise the allocation of the available funding, criteria were developed in line with the

guidance set out in Government advice and the Council's Transport Strategy. During the summer of 1998 the Council determined proposed minimum & optimum levels of service for each rural parish in the District and consulted parish councils on the proposals. These received support from the parishes, some of whom also took the opportunity to highlight particular perceived shortcomings in their existing public transport services. The Council's Planning & Transport Committee approved the proposed minimum & optimum service levels and set priorities for improving services where necessary.

7.67 In co-operation with neighbouring Local Authorities, the Council used its Rural Bus Grant allocation to improve services for the following communities:

- a minimum Monday to Saturday service level provided to Elvington together with some elements of optimum level;
- an optimum service level provided to Wheldrake (except weekday evenings – minimum level);
- an above optimum service level provided to Hessay;
- an optimum service level provided to Dunnington;
- a Monday to Saturday services to Acaster Malbis and to fringe of Copmanthorpe (remote from main bus services) improved above optimum level;
- a Monday to Saturday services to Murton improved above optimum level;
- a Monday to Saturday services to Skelton augmented by service providing new links to nearby retail/commercial/leisure developments and the hospital; and
- a Monday to Friday service giving access for residents of Poppleton and Knapton to shopping facilities at Clifton Moor and Acomb and further/ higher educational facilities at York College.

7.68 The Council was also successfully awarded funds under the Rural Bus Challenge. In January 2000 it began two innovative "Connexions" services which link village communities with the Park & Ride system and nearby facilities. The services benefit the following communities:

- Acaster Malbis, Bishopthorpe and villages in North Yorkshire County Council - providing access to Askham Bar Park & Ride, York College, Tesco and facilities in the market town of Tadcaster; and
- Wheldrake, Elvington, Dunnington - providing access to Grimston Bar Park & Ride, University of York, Designer Outlet, York College and Monks Cross.

7.69 The services were developed in partnership with adjoining Councils and have been well received by local people. It is intended to make a further bid to the Rural Bus Challenge to inaugurate a service from villages north of York into Rawcliffe Bar Park & Ride.

Voluntary & Community Transport

The Council will actively assist the development of the voluntary and community sector in providing transport services for people who find alternative means of getting around the City difficult.

- 7.70 The main Community Transport provider in York is York Wheels which provides a voluntary car scheme and offers accessible minibus hire. York Wheels operates with the assistance of a funding agreement with the Council and a facilities agreement with York Health Services Trust. Age Concern and Red Cross also provide transport services. Dial & Ride and Social Services transport is directly provided by the Council.
- 7.71 The services provided by the voluntary and community transport sector are vital to people who do not have their own transport and are unable to use mainstream public transport. However, the organisations currently operate with limited resources and struggle to meet demand. The organisations jointly identify the need for co-ordination and collaboration. The Council is supporting the development of a Community Transport Forum that will help the organisations to maximise their resources. Links are also made with Rural Transport Development Officers for the surrounding rural areas to York with the aim of promote initiatives such as minibus brokerage.
- 7.72 The Council attained pilot status for Best Value in 1998 and undertook a fundamental review of the purchasing of transport services during the 1998/2000 pilot period. The review identified that the placement of directly provided Dial & Ride and Social Services transport services within the voluntary and community transport sector provide social and economic benefits to the City. Merging the Council fleet with the resources available to the community transport sector will expand the capability to provide door to door services for people of limited mobility. We aim to assist the sector develop the capacity to provide transport services under a service level agreement with the Council. The Agreement would establish the standards of service required and how the performance of the community transport sector would be measured.
- 7.73 Taxis and Private Hire vehicles are purchased extensively to provide home to school transport and transport for a variety of social services customers. The Best Value review involved a competitive tendering exercise aimed at obtaining value for money and establishing clear standards of service delivery. The tender strategy favoured the use of 8 seater accessible minibuses resulting in an expanded provision of these vehicles in the City. The Best Value approach has identified how the purchasing strength of the Council can obtain value for money and indirectly influence the provision of commercial taxi and private hire services. The purchasing of transport will be centralised within the Council's organisation to maximise resources, co-ordinate provision with public and community transport and enable closer integration with transport policy.

Rail

The Council will seek to encourage the use of rail by:

- *working in partnership with the railway industry, funders and users to enhance existing facilities and services;*
- *developing new facilities and services on under-utilised railway corridors where this will contribute towards the Council's transport and economic objectives; and*
- *integrating rail services with other modes to create seamless transport journeys.*

Background

7.74 York is a railway hub located on key North - South, East - West and Cross Country rail corridors. The station plays a vital role in facilitating national inter-city and inter-urban journeys and offers a wide variety of connection opportunities. York is a major source of rail journeys in its own right and more than 4 million passengers start or finish their journeys here each year and over 2 million passengers change trains. Local services operate between York and Hull, Sheffield, Leeds and Harrogate. Harrogate services serve Poppleton station, to the North West of York, currently the only other railway station in the Unitary District.

Policy framework

7.75 Railtrack's Network Management Statement (NMS) is published annually. It sets out Railtrack's renewal plans, investment plans and options for enhancing the national railway infrastructure. Strategies have been devised for the routes serving York as shown in Table 7.6:

Table 7.6: NMS Route Strategies

No	Description	Route
2	East Coast Main Line	London to Edinburgh
7	North Trans-Pennine	Liverpool to Leeds, Hull and Scarborough
36	Yorkshire	-

7.76 Passenger rail services and rail stations in York are operated by several train operating companies. All have operating franchises for a fixed period as shown in Table 7.7.

Table 7.7: Train Operating Companies

Operator	Route	Franchise end date
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GNER	London - North East - Scotland	2003
Northern Spirit	Trans – Pennine, local services	2004
Virgin Cross Country	South West, North East, Scotland	2012
Midland Mainline	York – Midlands	2006

7.77 The Shadow Strategic Rail Authority (SSRA) provides strategic direction for the rail industry, encourages investment and manages passenger rail franchises. Of relevance to the Council are the SSRA's policies relating to:

- Franchise replacement;
- Rail Passenger Partnership (RPP); and
- Infrastructure Investment Fund.

Enhancing existing services and facilities

7.78 The Council works with rail industry partners and other authorities to enhance existing services and facilities. This has included public transport interchange at York station (Chapter 9 Paragraph 9.10).

Poppleton Station

7.79 The Council has developed existing facilities by contributing towards the cost of lighting the station car park. The Council is now identifying a further upgrade to the facilities in conjunction with Northern Spirit using a financial contribution secured from the developer of York Business Park. It is hoped this upgrade can be implemented by April 2001.

Harrogate - York line

7.80 The Council participated in a 1999 study which evaluated the potential for improvements to the Harrogate to York railway line in conjunction with Harrogate Borough Council and North Yorkshire County Council. Of those examined, the most cost effective service improvements on this corridor were shown to be new stations in the Harrogate area. The Council will continue to participate in the group with a view to investigating the potential for RPP funded service enhancements.

National rail policy

7.81 The Council has prepared detailed responses to the SSRA in respect of the following consultations:

- the 1999 Assessment of the Type and Level of Services the Network should provide; and
- re-negotiation of Passenger Rail Franchise Agreements.

Developing new facilities and services

7.82 In York, existing rail corridors and railway services currently pass through many established residential and commercial areas without directly benefiting these. The Council seeks to harness the suppressed potential of these under utilised public transport corridors where they exist to contribute towards the Council's transport and economic objectives. This policy is being achieved by:

- safeguarding land for possible new railway stations;
- developing new railway stations where significant user and non user benefits can be demonstrated.

7.83 Potential station sites at Haxby Station Road/Gates, Strensall Lords Moor Lane/York Road, York District Hospital, York Business Park and Copmanthorpe have been identified in the Council's Draft Deposit Local Plan.

North East York Rail Scheme

7.84 The objectives of this Scheme can be classified as immediate, intermediate and ultimate as shown below:

Table 7.8: North East York Rail Scheme Objectives

Period	Objective
Immediate	To provide residents of Haxby, Wigginton, Strensall, Bootham, surrounding communities and staff and users of York District Hospital with an alternative to the private car which can compete at peak time on journey time and quality.
Intermediate	To raise the profile of an integrated public transport system and encourage people to try an alternative thereby reducing congestion and pollution.
Ultimate	To achieve a significant modal shift away from the private car and ensure that the economic vitality of the city centre is not compromised.

7.85 The Scheme comprises three new rail stations at Strensall, Haxby and York District Hospital and a new Strensall - York - Strensall rail service.

7.86 A funding bid to DETR for construction of Haxby and Strensall railway stations on the York to Scarborough line was included in the 1999 TPP. However, the TPP settlement letter directed the Council to the Office of Passenger Rail Franchising's (now SSRA's) forthcoming Rail Passenger Partnership (RPP) fund. A Pre-Qualification Bid submitted to SSRA in October 1999 was approved. Work with Northern Spirit resulted in a draft Formal Bid submission to SSRA for RPP in July 2000. Subsequent guidance from SSRA will result in the completion of the Formal Bid. The Bid also quantifies the impact of a station at York District Hospital.

7.87 Benefits demonstrated for the Scheme have been quantified in the Formal Bid to SSRA resulting in the Scheme demonstrating a positive benefit to cost ratio. Demand forecasts for Operating Year 3 included in the Formal Bid to SSRA are as follows:

Table 7.9: Annual Demand Forecasts 2004/05 (Single Trips)

	Case 1 - 40 minute service				Case 2 - 20 minute service			
	Haxby	Strensall	YDH	Total	Haxby	Strensall	YDH	Total
Transfer from Car	32,585	23,046	52,438	108,069	43,420	30,728	54,442	128,590
Transfer from Bus	102,204	61,456	26,720	190,380	123,580	70,808	27,722	222,110
Generated Trips	33,400	21,042	20,040	74,482	41,750	25,384	20,374	87,508
Total	167,334	105,544	99,198	372,076	208,750	126,920	102,538	438,208
Passenger Miles (mill pa)	1.627	1.170	0.701	3.498	2.032	1.408	0.725	4.165

7.88 Modelling techniques indicate a transfer from bus to rail. This function occurs on account of the considerably faster journey time offered by rail. However a key advantage in developing a rail based public transport enhancement on this corridor is in response to high levels of car ownership and use in Strensall and Haxby demonstrated in work place statistics and public questionnaire work. Also the popularity of destinations such as Leeds which are already rail served. Advantages of rail in this context can be summarised as follows:

Table 7.10: Advantages of Rail Schemes

	Rail based corridor enhancement
✓	The perceived "high quality" of rail to non public transport users will be a key factor in encouraging residents of these areas to use public transport rather than their private car.
✓	Allows public transport provision to be increased without adding vehicles to historically constrained and congested roads and may help tackle air quality problems in Gillygate.
✓	Convenient "railhead" for travellers who would not otherwise use public transport to use rail for travel not only to York but other rail served destinations e.g. Leeds and Manchester Airport.
✓	Provides faster journey times than can be achieved by buses crossing the A64/A1237 ring road and conservation constraints making bus priority measures difficult to achieve.
✓	Enhances existing high levels of cycle use in York through provision of cycle stowage facilities at stations and on trains thus allowing seamless journeys by cycles and train

7.89 RPP is intended as part of a funding partnership and may not cover all the Scheme's capital cost. Railtrack have stated that they will not make more than a modest up-front capital contribution. Any Schemes submitted for RPP funding must be included in the relevant LTP. Therefore an allowance within the LTP capital programme in 2001/2 has been safeguarded to contribute towards the cost of the optimum car parking option for Haxby and detailed pre-tender design work at Haxby, Strensall and York District Hospital rail stations. York District Hospital rail station remains 50% funded from the capital

programme. This contribution supports the partnership approach to funding that is a pre-requisite for successful RPP bids.

7.90 Two funding scenarios have been set out as follows:-

- capital costs of the new stations paid for by Railtrack and recouped through a 30 year leasing charge.
- capital costs of the new stations fully covered by grant and other sources and no finance charges for capital.

7.91 Further work in support of the Scheme has been completed in 1999/2000. This enabled the location of the station sites to be finalised and included:

- Transport Impact Assessment
- Environmental Impact Assessment
- Capital cost review
- Public questionnaire survey
- Public consultation

Copmanthorpe Railway Station

7.92 Following representations by the Parish Council and local residents the Council included an indicative site for a station in Copmanthorpe in the City of York Deposit Draft Local Plan. Following a meeting between local representatives, the City of York Council, the local M.P., Railtrack agreed to undertake a pre-feasibility study into a station at Copmanthorpe. The station is located adjacent to the trunk road network, within a mile of an existing bus based Park and Ride site and on the expanding North Trans Pennine rail route. The results of the pre-feasibility work will be requested when available. However, due to the station's location on two main lines construction costs would be high. Capacity issues on the existing railway may be a further constraint. An allowance is made for feasibility work in Year 3 of the capital programme and construction in the Year 4 and 5 of the capital programme.

York Business Park Railway Station

7.93 The 1997 Consultant's study indicated that a station at York Business Park, on the Outer Ring Road to the north of the city may have potential in the longer term. When consent was given to the York Business Park development adjacent to the ORR and Millfield Lane an area of land adjacent to the York to Harrogate Railway was allocated for a station. No developer funding was specifically set aside for the development of a station. The viability of a station will depend on the growth in the Business Park and type of development. However the 1999 York to Harrogate line study indicated that stations in the Harrogate area offered more potential in the short term. An allowance for feasibility work is made in Year 5 of the capital programme. Ongoing discussions are being held with the site owner/developer to protect and safeguard land for car parking and access.

Taxis & Private Hire Vehicles

The Council will seek to improve provision and priorities for taxis and private hire vehicles as part of an integrated public transport system, working closely with local taxi operators and representatives of the taxi trade.

- 7.94 Taxis are an important element of the overall public transport system. They can form a useful link at the start or finish of a public transport journey, provide opportunities when/where conventional public transport services are not available or wherever medium sized goods need to be conveyed door to door. Taxis in York are already considered as part of the overall public transport network and are generally permitted to use bus lanes and bus priority facilities. The Council, in consultation with representatives of the taxi trade will look to develop the role of taxis within an integrated public transport system through:
- (i) reviewing the operation of City of York taxi ranks and developing proposals to improve usage of under-used ranks; and
 - (ii) improving the quality of taxi services by developing a taxi charter detailing service standards.
- 7.95 In July 2000 a total of 608 vehicles were regularly providing taxi services in York, comprising 158 Hackney Carriages and 450 private hire vehicles and there were a total of 16 taxi ranks within the City of York. Comprehensive taxi demand surveys were undertaken in June 1997 which showed that there was no significant unmet demand for Hackney Carriages in York. The survey also concluded that significant use of taxis is made for journeys to and from York Railway Station, representing approximately 40% of all taxi passengers.
- 7.96 Hackney Carriage rank locations were reviewed in 1998. In reviewing the taxi ranks operating in the City of York area the Council has worked closely with the representatives of the taxi trade in relation to developing proposals to improve those under-used ranks identified in the demand survey.
- 7.97 The Council held a taxi focus group discussion in June 1998 to seek views about taxi provision in the City. This found that people are unclear where they can go to get a taxi in the City Centre because only certain ranks are well used by taxis. Discussions have taken place with customer focus groups representing taxi users to discover their aspirations for service delivery and their main concerns are outlined below:
- confusion between taxis and private hire vehicles;
 - a perception that fares are often increased if drivers think they can get away with it;
 - difficulties in locating a taxi in the City Centre;
 - driving and dress standards; and

- service provision for disabled persons which is a particular area of concern for these users.

7.98 It is intended to develop a Customer Charter which clearly sets out what the customer can expect from the service including tariffs, vehicle condition, driver behaviour, driver appearance and how to complain if the customer is unhappy. Consultation is in progress with representatives of the Hackney Carriage and Private Hire trade with a view to publication in 2000/ 01.

7.99 The Council supports the introduction, over time, of fully accessible taxis and will seek to encourage their early introduction. We will use Council publicity media to make people with disabilities aware of the companies who offer accessible vehicles.

7.100 The Council recognises that if taxis are to play their role in an integrated public transport system they will need to build on their already significant role in supplementing other existing public transport services, particularly rail journeys. In developing taxis as a mode it is important that services do not merely replace other public transport modes or sustainable modes such as walking and cycling. Ensuring that taxis play a role in an integrated transport system is likely to be achieved via the development of integrated ticketing for multi-modal journeys. Accordingly, it is intended to encourage local operators to offer integrated taxi-train and bus/coach. In 2000, a contract between rail and taxi operators was agreed enabling rail passengers to purchase taxi travel with their rail ticket.

Motorcycles & Powered Two Wheelers

To support the use of powered two-wheelers as an alternative to the motor car by improving the security of parking and providing priority over other private motor vehicles where appropriate.

7.101 Powered two-wheelers including mopeds and motorbikes are a form of transport which use road space efficiently. They require less highway and parking space than cars and, in the case of mopeds and small motorcycles, are lower energy users.

7.102 Powered two-wheelers enable people who are less inclined or able to cope with the exertions of cycling and walking, or where public transport, cycling or walking opportunities are limited or unrealistic, to undertake journeys to access employment or social opportunities which might otherwise not be available to them. Powered two-wheelers consequently provide a flexible and relatively low cost alternative to car travel. Current levels of motorcycling on the journey to work are identified in Table 7.11 below.

Table 7.11 Current Motorcycling Levels And Targets

	Current proportion	Target proportion
Journey to Work	3.0%	3.5%

- 7.103 In recognition of the contribution that powered two-wheelers can make to reducing urban traffic congestion the Strategy allows priority to motorcycles and other powered two wheelers over other private motorised forms of transport on certain suburban routes where congestion relief and residential protection measures are proposed. The current modal split targets for the urban area of York reflect an intention to increase current levels of powered two-wheeler use (shown in Table 7.11).
- 7.104 Designated free spaces for powered two-wheelers are available in Council car parks and on street. This provides a significant economic advantage to motorcyclists in comparison to car drivers, for whom most publicly available spaces are charged. Additionally, the Council provides secure motorcycle parking in nine of its car parks at half the charge of car parking.
- 7.105 However, according to the Royal Commission on Environmental Pollution emissions from some motorcycles can be worse than cars as catalytic converters are not available on most models. Other studies of vehicle emissions also give rise to significant concerns that in general, powered two-wheelers may not be better for local air quality than cars. Evidence suggests that generalisations on emissions from any class of vehicle need a caveat dependent upon fuel type, age of vehicle and size of engine.
- 7.106 There are at present no proposals to allow powered two-wheelers access to bus and cycle lanes or advance stop boxes designated for use by cyclists. Research in to the use of such facilities by powered two-wheelers is being undertaken by other authorities, and will be monitored. It is clear however that the high levels of cycling that exist within York (more than six times the level of motorcycling on the journey to work) will require such proposals to be examined very closely in terms of road safety, and any possible conflicts between road users thoroughly.
- 7.107 An assessment of casualties amongst motorcyclists over the last five years suggests that there is little change in recent years, though casualty numbers are lower than at the start of the period (see Table 7.12).

Table 7.12: Motorcyclist Casualties in City of York District Area (1995-99)

Casualties	Year				
	1995	1996	1997	1998	1999
Fatal	1	0	2	1	2
Serious	36	25	13	14	20
Slight	85	67	71	71	74
TOTAL	122	92	86	86	96

Water Transport

The Council will look to develop river transport, including the movement of freight and passengers, as part of the public transport network, by water.

- 7.108 The Council supports the movement of freight and passengers by water as a means of encouraging alternative forms of public transport and providing viable alternatives to the use of the private motor car. In support of this policy the potential for ‘Park-&-Sail’ schemes, as well as river taxi services, will be considered more fully as and when appropriate sites come forward. There is a clear intention to investigate the role of water transport on the River Ouse during the lifetime of the LTP.
- 7.109 The River Ouse was once the main commercial artery of the City, supplemented by the River Foss. In the past the river has been used as a means of transport for a variety of purposes, including the movement of both freight and passengers. Until 1997 the Yorkshire Evening Press delivered bulk paper supplies to their premises via barges on the River Ouse. Riverboat services continue to carry passengers for leisure purposes although overall the river plays a minimal part in contributing to the local economy and transport infrastructure of the City. There is scope for increasing this mode of travel. This is being addressed as part of the development of a freight strategy for York (see paragraph 12.11).
- 7.110 The Council has been involved in discussions with various local boat operators who have expressed an interest in developing ‘Park and Sail’ and river taxi services in the City. The development of a ‘Park and Sail’ scheme will contribute towards reducing traffic congestion in York through removing lorry freight and car users from the City Centre. In developing any scheme, the Council will take account of:
- the commercial viability of operating a river bus/taxi system on the River Ouse;
 - the infrastructure investment requirements for such a system;
 - the likely impacts on other river users; and
 - the environmental and ecological impact on the river corridor.
- 7.111 A series of trials have been conducted by British Waterways on the River Ouse as a guide to the journey times that could be achieved by river buses. Cruising at regulation speed, the following journey times have been recorded:
- | | |
|--|------------|
| • Designer Outlet to King’s Staith | 25 minutes |
| • Clifton Bridge to King’s Staith | 13 minutes |
| • Outer Ring Road (Rawcliffe) to King’s Staith | 29 minutes |
| • Poppleton to King’s Staith | 41 minutes |
- 7.112 At present there are six passenger boats operating on the River Ouse, with capacities ranging from 98 to 198 passengers.

- 7.113 In order to take forward passenger transport on the Ouse, a market study will first be required, and followed up by an engineering study should this be appropriate.

Cars

The Council will seek to provide suitable, safe and uncongested routes to enable those journeys which might best be undertaken by the private car to be carried out without undue detriment to the environment or quality of life of the people of York.

- 7.114 There is a clear role for the private car in the economic and social life of York. However this role is one that needs to be exercised with caution as the current unrestrained use of the car is at the root of many of the issues that face York and its residents, namely traffic congestion, air pollution, road accidents and environmental intrusion.
- 7.115 Currently freedom is exercised by private motorists to travel where they wish and at whatever time of day or night that they wish to do so. This inevitably means that more vehicles than can be accommodated at any one time attempt to use popular routes to employment and other key destinations. The resulting congestion often leads drivers to seek alternative routes through residential areas, to avoid problems on their normal routes, often at inappropriate speeds. There are also local air quality problems associated with this 'rat running'. This leads to demands from residents for traffic calming measures to be introduced. The Council currently has requests for traffic calming concerning some 350 streets on its database indicating the widespread concern with this issue.
- 7.116 The lack of transport choice between residential areas and employment and shopping destinations leads to people using their car, with acceptance of congestion as a fact of life. Without the provision of real choice neither congestion nor any of the other traffic-related problems can be tackled. The Strategy seeks to provide this choice and hence to influence drivers who can as easily make their journey by alternative means. It is, nevertheless recognised that some journeys will never be conveniently possible by using alternatives to the car, and that some people will continue to drive whatever the alternatives.
- 7.117 In recognising this it is clear that the negative effects of the private car, such as safety problems through the use of inappropriate routes and local air quality issues, needs to be minimised. This therefore means that the city needs a network of good quality strategic routes upon which congestion is relatively light and which connect readily to all the main trip generators.
- 7.118 The improvement of these key routes and the protection of residential areas from 'rat running' is the cornerstone of the LTP approach to the use of the private car. The Strategy seeks to manage traffic by the provision to motorists of accurate up to date real time information about where congestion is forming and which routes are uncongested. Thus the principle of choice is extended to the private car user who can, once informed of the actual situation on the intended route, elect to continue using that route or can divert to other less

congested but equally suitable roads. The use of on street variable message signs and the Internet are the principle means whereby this information can be made available to drivers.

Innovative Modes

- 7.119 The existing public transport network in York is largely bus-based. However, the Council will investigate the potential for other emerging modes during the period of the LTP. Possible options might include bus-based rapid transit such as guided busways as successfully used in the Leeds Superbus project. This form of transit is most useful where there is space to provide full segregation to allow buses to bypass specific areas of congestion. There is little such space in York.
- 7.120 Light rail with dedicated tracks, both on and off-street, overhead wiring and significant stop infrastructure is another option. The suitability of such a system is tempered by consideration of the environmental impact of overhead wiring and rails in the historic areas of the city and the physical ability to accommodate the infrastructure.

People Movers

- 7.121 Various conceptual proposals for People Mover systems exist. Scope may exist for private funding of such a People Mover system in York by linkage to a specific development, for example the “teardrop” site to the North West of the station or expansion of existing developments to the north of the City. Interest has been expressed in an individual People Mover system being developed by the University of Minnesota, USA.