

**Notice of a public
Decision Session - Executive Member for Transport**

To: Councillor D'Agorne (Executive Member)
Date: Tuesday, 16 November 2021
Time: 10.00 am
Venue: The George Hudson Board Room - 1st Floor West Offices
(F045)

AGENDA

Notice to Members – Post Decision Calling In:

Members are reminded that, should they wish to call in any item* on this agenda, notice must be given to Democracy Support Group by **4:00pm on Thursday 18 November 2021**.

*With the exception of matters that have been the subject of a previous call in, require Full Council approval or are urgent which are not subject to the call-in provisions. Any called in items will be considered by the Customer and Corporate Services Scrutiny Management Committee.

Written representations in respect of items on this agenda should be submitted to Democratic Services by **5.00pm on Monday 15 November 2021**.

1. Declarations of Interest

At this point in the meeting, the Executive Member is asked to declare:

- any personal interests not included on the Register of Interests
- any prejudicial interests or
- any disclosable pecuniary interests

which he may have in respect of business on this agenda.

2. Minutes

(Pages 3 - 10)

To approve and sign the minutes of the meeting held on 19 October 2021.

3. Public Participation

At this point in the meeting members of the public who have registered to speak can do so. Members of the public may speak on agenda items or on matters within the remit of the committee. Please note that our registration deadlines have changed to 2 working days before the meeting, in order to facilitate the management of public participation at our meetings. The deadline for registering at this meeting is at **5.00pm on Friday 12 November 2021**.

To register to speak please visit www.york.gov.uk/AttendCouncilMeetings to fill in an online registration form. If you have any questions about the registration form or the meeting please contact Democratic Services on the details at the foot of the agenda.

Webcasting of Public Meetings

Please note that, subject to available resources, this meeting will be webcast including any registered public speakers who have given their permission.

The meeting can be viewed live and on demand at www.york.gov.uk/webcasts. During coronavirus, we've made some changes to how we're running council meetings. See our coronavirus updates (www.york.gov.uk/COVIDDemocracy) for more information on meetings and decisions.

4. Coppergate Temporary Traffic Regulation (Pages 11 - 70) Order Proposal

The Coppergate Temporary Traffic Regulation Order (TTRO) restricting traffic to one-way only, with cycling contraflow, introduced as an Emergency Active Travel measure in June 2020 ends on 19 December 2021. A decision needs to be made on whether the temporary one-way restriction should continue (subject to approval by the Secretary of State) or the operation of the street should revert to the previous two-way arrangement.

A technical assessment of the impact of the closure has been made by Council Officers and consultation with local residents and businesses has been undertaken in October/November to ensure their views are considered prior to making a decision.

5. Urgent Business

Any other business which the Executive Member considers urgent under the Local Government Act 1972.

Democracy Officer:

Robert Flintoft

Contact details:

- Telephone – (01904) 555704
- Email – Robert.flintoft@york.gov.uk

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

- Registering to speak;
- Business of the meeting;
- Any special arrangements;
- Copies of reports and;
- For receiving reports in other formats

Contact details are set out above.

This information can be provided in your own language.

我們也用您們的語言提供這個信息 (Cantonese)

এই তথ্য আপনার নিজের ভাষায় দেয়া যেতে পারে। (Bengali)

Ta informacja może być dostarczona w twoim własnym języku. (Polish)

Bu bilgiyi kendi dilinizde almanız mümkündür. (Turkish)

یہ معلومات آپ کی اپنی زبان (بولی) میں بھی مہیا کی جا سکتی ہیں۔ (Urdu)

 (01904) 551550

Coronavirus protocols for attending Committee Meetings at West Offices

If you are attending a meeting in West Offices, you must observe the following protocols.

Good ventilation is a key control point, therefore, all windows must remain open within the meeting room.

If you're displaying possible coronavirus symptoms (or anyone in your household is displaying symptoms), you should follow government guidance. You are advised not to attend your meeting at West Offices.

Testing

The Council encourages regular testing of all Officers and Members and also any members of the public in attendance at a Committee Meeting. Any members of the public attending a meeting are advised to take a test within 24 hours of attending a meeting, the result of the test should be negative, in order to attend. Test kits can be obtained by clicking on either link: [Find where to get rapid lateral flow tests - NHS \(test-and-trace.nhs.uk\)](https://www.nhs.uk/conditions/coronavirus/covid-19/testing/rapid-lateral-flow-tests/), or, [Order coronavirus \(COVID-19\) rapid lateral flow tests - GOV.UK \(www.gov.uk\)](https://www.gov.uk/guidance/order-coronavirus-covid-19-rapid-lateral-flow-tests). Alternatively, if you call 119 between the hours of 7am and 11pm, you can order a testing kit over the telephone.

Guidelines for attending Meetings at West Offices

- Please do not arrive more than 10 minutes before the meeting is due to start.
- You may wish to wear a face covering to help protect those also attending.
- You should wear a face covering when entering West Offices.
- Visitors to enter West Offices by the customer entrance and Officers/Councillors to enter using the staff entrance only.
- Ensure your ID / visitors pass is clearly visible at all time.
- Regular handwashing is recommended.
- Use the touchless hand sanitiser units on entry and exit to the building and hand sanitiser within the Meeting room.
- Bring your own drink if required.
- Only use the designated toilets next to the Meeting room.

Developing symptoms whilst in West Offices

If you develop coronavirus symptoms during a Meeting, you should:

- Make your way home immediately
- Avoid the use of public transport where possible
- Follow government guidance in relation to self-isolation.

You should also:

- Advise the Meeting organiser so they can arrange to assess and carry out additional cleaning
- Do not remain in the building any longer than necessary
- Do not visit any other areas of the building before you leave

If you receive a positive test result, or if you develop any symptoms before the meeting is due to take place, **you should not attend the meeting.**

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City of York Council

Committee Minutes

Meeting	Decision Session - Executive Member for Transport
Date	19 October 2021
Present	Councillors D'Agorne
Apologies	

24. Declarations of Interest

The Executive Member was asked to declare, at this point in the meeting, any personal interests, not included on the Register of Interests, or any prejudicial or disclosable pecuniary interests that he might have had in respect of business on the agenda.

The Executive Member confirmed while he didn't have any interests to declare, he did note that item 5 on the agenda related to an area within his Ward of Fishergate and he had spoken to residents in relation to the item.

25. Minutes

Resolved: That the minutes of the Decision Session of the Executive Member for Transport and Planning held on 21 September 2021 be approved and signed by the Executive Member as a correct record. With the additional of the resolved to idea 23. To read 'that officers are to consult with Ward Councillors at the preliminary design stage'.

26. Public Participation

It was reported that there had been eight registrations to speak at the meeting under the Council's Public Participation Scheme. However, two speakers withdraw before the meeting.

Cllr Melly noted that she felt that the Council needed to be more ambitious with its York Bus Service Improvement Plan. She highlighted issues of inequality raised by disability groups in the city and why the plan saw buses three times less frequent in the evening. She also raised concerns that the plans lack of

ambitious as she saw it would mean the Council would miss out on some funding.

Cllr Fenton welcomed engagement on the proposed changes to Tadcaster Road and asked that Ward Councillors continue to be engaged. He welcomed the proposals for cycle paths on both sides of the road and he noted that he felt even greater residents by in could be gained for crossing proposals should miss understandings be explained in consultations.

Andrew Mortimer spoke in relation to streets that had not been included in recent residents priority parking zones. He noted that local residents were unsure what had happened or been agreed if they were not to be included within the zone and asked that communications be made to explain decisions to all residents consulted. He also noted that parking in non-included streets would get worse and asked that they reconsulted.

Roger Pierce spoke on behalf of Walk York in relation to the plans for Tadcaster Road, he raised concerns that the plans were a set backward for pedestrians but would be a benefit for cycling. He also raised concerns about shared footways. Finally he asked why nearside traffic lights were being used when he stated that more residents prefer far side lights.

Martin Emerson spoke in relation to the residents priority parking zone inclusions reported in the paper, he requested a re-consultation for those properties that were recommended for exclusion despite the low response rate in favour. This was due to the impact parking had on bus stops in the area and the spill over of traffic that could be seen from areas within the zoom, he noted concerns that cares would struggle to park when visiting residents.

Alan Robinson raised on behalf of the York Bus Forum a number of points relating to the York Bus Service Improvement Plan. This included that currently not all buses went to the station, something he felt was important to ensure seamless travel by bus and rail. He raised concerns that plans for the station frontage would not currently be capable of handling bus traffic. He welcomed more audio visual displays but asked that further work be undertaken for fare integration across operators in the city.

27. Directorate of Place 2021/22 Transport Capital Programme – Monitor 1 Report

Officers provided a regular update on the 2021/22 Directorate of Place Transport Capital Programme. The Executive Member enquired about costs being noted in the report as higher than had been expected, officers noted that cost inflation within the construction industry had contributed to these higher costs. In regards to the Active Travel program it was confirmed that additional resources had been secured and strong progress was expected.

The Executive Member enquired about the report in relation to the reporting of implications and equalities, officers confirmed that each programme within the Capital Programme would be assessed separately and reported in reports brought to decision sessions.

Resolved:

- i. Approved the amendments to the 2021/22 Directorate of Place Transport Capital Programme.

Reason: To implement the council's transport strategy identified in York's third Local Transport Plan and the Council Priorities, and deliver schemes identified in the council's Transport Programme.

- ii. Approved the increase in budget allocation and the progression of the improvements to the footway on University Road, funded by Ward Funding and from the Pedestrian Minor Schemes budget ahead of any potential future restriction to the highway.

Reason: To address the defective footway following a review by the Director of Environment, Transport and Planning as indicated in paras. 26 to 29.

28. Petition by residents of Kexby Avenue and Arnside Place seeking the introduction of Residents Parking

Officers provided an update on the R39B Residents Priority Parking Zone, it was confirmed that following a petition it was recommended to include Kexby Avenue to the zone, as well as,

leaving out Thief Lane due to a low response rate was not recommended to be included and that Arnside Park could be included for visitors parking but as a unadopted road would not be fully incorporated into the zone.

The Executive Member enquired about parking on Thief Lane and whether there would be an impact for cares attending residents on the street, officers noted that Cares were entitled to apply for a city wide parking permit which would grant access to the Zone. It was also requested that as was pointed out in public participation, that the Council write to those balloted but not going to be included within a scheme to be updated on the outcome, in the same way those that would be included would be.

Resolved:

- i. Approved the drafting of a further Order to extend the R39B Residents' Priority Parking Zone to include properties in Kexby Avenue.

Reason: This recommendation is supported by the majority of people from Kexby Avenue who signed the petition were in favour and is supported by the outcome of the further consultation.

- ii. To not include 13-57 Thief Lane within the R39B Residents Priority Parking Zone.

Reason: This was not contained within the petition. The response to the consultation is low with four responses, 3 in support and 1 against from 23 properties.

- iii. Arnside Place and Thief Lane be granted permission to purchase visitors parking permits within the R39B Resident's Priority Parking Zone.

Reason: R39B Residents Priority Parking Zone cannot not cover Arnside Place as it is a private street. It was decided that residents would benefit from being able to access visitors passes and equally residents from the Zone could also park in Arnside Place.

29. Tadcaster Road Sustainable Modes Improvement Scheme

Officers introduced the report and noted that 500 responses had been received during the consultation period. It was noted that officers felt that the proposed recommendations would provide for the corridor the best use of available funding, it was noted that a larger scheme could have considerable costs which did not currently have funding.

The Executive Member considered the plans outlined with the report, discussions covered potential impact to bus travel times, which were assessed to be minimal, nearside/farside traffic light crossing signals which officers noted was set for a review. LTN1/20 guidance was also raised and it was noted that the Council had incorporated but that the whole of the scheme could not within budget meet the criteria set out in the guidance.

Resolved:

- i. Approved Option C - to support the officer recommendations for design revisions as summarised in the table at para 119.

Reason: To address the comments raised during the consultation.

- ii. Approved the progression of the detailed design with approval of the final layout to be brought to a future meeting of the Executive Member for Transport Decision Session.

Reason: To ensure the final design addresses the comments raised in the consultation.

- iii. Approved the procurement of the works with the Tadcaster Road core works maintenance scheme and delegate to the Director of Place (in consultation with the s151 Officer and Director of Governance or their delegated officers) the authority to take such steps as are necessary to procure, award and enter into the resulting contracts.

Reason: To ensure best value for money and to minimise disruption to local residents.

- iv. That the scheme once detailed design and further costing work has been undertaken a report to the Executive Member for Transport will be prepared to determine priorities.

Reason: To determine the priorities for delivery as the budget may not be sufficient to deliver the whole scheme.

- v. Approved entering into a Funding Agreement with West Yorkshire Combined Authority (WYCA) in respect of the Transforming Cities Funding (TCF) and delegate to the Director of Place (in consultation with the s151 Officer and Director of Governance or their delegated officers) the authority to take such steps as are necessary to negotiate and enter into the final agreement.

Reason: To enable the scheme to be funded by the Transforming Cities Fund.

30. York Bus Service Improvement Plan

An update was provided on the National Bus Strategy set out from government in March of 2021, it was noted that Council was required to submit its plan to the Department for Transport (DfT). Officers also noted that they were still awaiting on the government to announce the investment pot for the strategy. The Councils proposed plan was outlined and the Executive Member welcomed the opportunity to work with bus operators.

The importance of sustainable and convenient last mile travel and times of bus services were discussed. It was noted that continued monitoring could be undertaken over when buses were in demand and that post covid travel patterns could reflect a change in demand.

Resolved:

- i. Approved the programme set out in the Plan, delegating authority to the Head of Highways and Transport to submit the plan to the Department for Transport.

Reason: To allow for a timely delivery of York's Bus Service Improvement Plan.

Cllr A D'Agorne, Executive Member for Transport
[The meeting started at 10.02 am and finished at 12.01 pm].

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**Decision Session – Executive Member for
Executive Member for Transport**

16 November

Report of the Director of Transport Environment and Planning

Coppergate Temporary Traffic Regulation Order Proposal

Summary

1. The Coppergate Temporary Traffic Regulation Order (TTRO) restricting traffic to one-way only, with cycling contraflow, introduced as an Emergency Active Travel measure in June 2020 ends on 19 December 2021. A decision needs to be made on whether the temporary one-way restriction should continue (subject to approval by the Secretary of State) or the operation of the street should revert to the previous two-way arrangement.
2. A technical assessment of the impact of the closure has been made by Council Officers and consultation with local residents and businesses has been undertaken in October/November to ensure their views are considered prior to making a decision.

Recommendations

3. The Executive Member is asked to:
 - 1) Instruct Officers to submit a request to the Secretary of State for Transport to extend the current Coppergate TTRO for an initial 6 months and to submit a request for a further 6 month extension if needed to complete the bus routing study and any permanent TRO statutory processes and also to instruct officers to carry out the necessary legal procedures following approval of the extension(s) by the Secretary of State, including the advertising of the continuation direction.

Reason: to enable the current restriction to remain in place pending a decision on the potential introduction of a permanent change to the TRO.

- 2) Instruct Officers to undertake the necessary feasibility work to enable a decision to be taken on whether to progress a permanent change to the TRO through the statutory processes.

Reason: To enable progression of a bus routing study and consideration of layout options prior to a decision on whether to progress the statutory process to introduce a permanent TRO change

- 3) Instruct Officers to make changes to the temporary layout to make more secure and widen to accommodate non standard cycles.

Reason: to ensure the temporary arrangement is secure and provides more space for cycles.

Background

4. The current traffic management intervention on Coppergate was introduced in June 2020 as a temporary measure primarily to provide more space for pedestrians on the narrow southern footway between the Piccadilly junction and the Coppergate Centre to enable social distancing on this busy route during the pandemic.
5. The Executive took the decision in August 2021 to undertake an informal consultation on whether a request should be made to the Secretary of State to extend the TTRO. The Executive also approved the removal of the temporary pedestrian barriers following the removal of social distancing requirements.
6. The current restriction enabled with a Temporary Traffic Regulation Order comprises two main elements:
 - a. One way operation in an uphill direction (ie westwards towards the River Ouse) for vehicle traffic

- b. A contraflow cycle lane, originally delineated at the eastern end with temporary wands (socket and bayonet fit, allowing their removal)
7. Coppergate is a valued low traffic bicycle and bus route through the heart of the city centre. When the road is open in both directions for all modes (restricted to buses/taxis 8:00am to 6:00pm), 12-hour counts (7 am-7 pm in March 2017) recorded 3056 journeys using Coppergate. The three highest movements were bicycle (35% - 1084), followed by buses (27%- 829), and taxis (25% - 779). For all modes except bicycle and bus (where it is split approximately evenly), more journeys (average 55%) travelled in the direction of Clifford Street. For example over 80% of large goods vehicles which use the street travel in the Piccadilly to Coppergate direction.
8. Counts taken in 2019 when one-way restrictions were in place (when a scaffold was erected for property repairs) show a reduction in the total number of journeys made on Coppergate (to 2067) with the number of motor vehicle movements reduced by approximately 40%. Cycle movements were approximately 20% lower. Note: the vehicle counts were on single days and may have been impacted by the weather or incidents on the network.
9. Road Safety – The last 10 years of accident records for Coppergate operating two way have been reviewed. Of the 18 casualties at the Coppergate/Piccadilly junction 14 were pedestrians, and of those;
 - Six were walking along the footways of Coppergate and were struck by buses,
 - One stepped onto the Coppergate carriageway to get past oncoming pedestrians into the path of a bus,
 - One was crossing Coppergate (possibly on a red man) and was struck by a bus turning into Coppergate from Parliament Street
 - One was crossing Coppergate (possibly on a red man) and was struck by a bus which turned left from Piccadilly into Coppergate
 - The remainder were either at the Pavement signalised crossing or on Parliament Street

10. Provisional accident data for the period between the 1st June 2020 up to 31st August 2021 whilst the restriction was in place, shows that there have been no reported casualty accidents.
11. The accident record suggest that there appears to be a pedestrian/vehicular conflict issue on Coppergate potentially due to the narrowness of the carriageway and footways which is made significantly worse when large vehicles are passing other vehicles travelling in the opposite direction or overtaking vehicles delivering to the businesses along the road.
12. Temporary traffic management measures have been put in place to delineate the contraflow cycle lane. The traffic management cylinders have been vandalised/removed on a regular basis leading to an ongoing revenue cost being incurred. The cylinders have recently been removed and replaced with cones as a safety precaution. The narrow width of the contraflow lane, also restricts access to some types of cycle. Alternative more robust temporary traffic management arrangements with a wider contraflow cycle lane would investigated if a decision is taken to apply for an extension to the TTRO.
13. A city centre bus routing study is due to be commissioned shortly to feed into the development of the Local Transport Plan. It is proposed that a decision on the progression of any permanent changes to the restrictions on Coppergate should be deferred until the outcome of this study has been reported. The progression of a permanent order would involve further advertisement and the public would have the chance to comment / object to any such proposal.
14. Funding – There is an allocation of £100k in the Capital programme which could be used to progress any changes to the layout.

Options

Option 1 - Continue with current arrangement (one way with cycle contraflow)

Option 2 - Revert to original layout (2 way flow)

Consultation

15. Consultation with residents and business owners took place between 21st October and the 4th November. The consultation was promoted via letters delivered to businesses, a press release and social media articles. During the consultation contact was made with the stakeholders groups such as taxi and bus operators and York Cycling Campaign to raise awareness and invite participation.
16. A number of complaints were raised by email from stakeholder groups and individuals about the notice, duration and quality of the consultation. These comments will be reviewed and amendments made to future consultations where possible/practical.
17. Respondents could provide their feedback via an online survey, phone or email. 290 survey responses and 13 emails were received during this period. 279 of the survey responses were from individuals and 11 were from organisations or businesses. A summary consultation report is available in Annex A.
18. Of the total survey responses 51% wanted to revert to the two way operation whilst 49% preferred the one-way arrangement to stay in place and supported an application to the Secretary of State to extend the scheme.
19. Of the responses which supported the one way restriction better environment for pedestrians was the most popular reason (91%) followed by better environment for cyclists (89%). This was a view also supported by walking and cycling stakeholder groups and the Civic Trust.
20. Of the responses which support reversion to two way operation the adverse impact on taxi services (80%) and bus services (81%) were the most popular reasons. This was also the view of taxi and bus operators. 26% of respondents who wanted the one way restriction removed also identified poorer access for loading as a reason. In

addition (10%) of the respondents who wanted the restriction removed cited the narrowness of the contraflow cycle lane as the reason.

21. Concerns were expressed that the one way system made increased bus and taxi journeys times, led to increased congestion and air pollution on other streets, had resulted in use of bus stops without shelters, made it more difficult for people who needed to use a vehicle due to mobility needs to travel and increased fares for people travelling by taxi.
22. A wide range of suggestions for how the scheme could be improved if extended were received from individuals and groups. A copy or weblink to the comments issued has been provided in Annexes C & D. The main comments/suggestions included:
 - a. Widening the pavement and reducing street clutter
 - b. Widening the cycle lane
 - c. Clearly demarking both bike lanes with colour or protection to reduce the risk of pedestrians coming into conflict with people on bikes.
 - d. Improved signage to make it clear cyclists could turn into the road from both ends.
 - e. Improving bus facilities on Piccadilly (near Banana Warehouse) be improved, to make them more attractive, lighter and feel safer.
 - f. Removing access for all motorized vehicles and permitting only people on foot and by bike.
23. If the decision is taken to request an extension of the TTRO the comments and suggestions will be incorporated into any changes to the temporary measures where possible and into the development of future designs.

Analysis

Option 1- Retain One Way operation

24. Summary of the Impact on Road Users –The one way operation on Coppergate has increased the journey time for buses/taxis which previously used the route during the day but it has improved the

amenity of the street by removing eastbound traffic and improved the environment and safety of cyclists/pedestrians in the area.

25. Traffic Levels – The number of vehicles on Coppergate is reduced by approximately half by the one way restriction. The restriction also has a wider impact on traffic levels on the Pavement/Stonebow/Peasholme Green corridor as the route through the city centre via Clifford Street/Tower Street/Piccadilly is no longer as attractive.
26. Pedestrians – Reduced conflict with vehicles owing to lower vehicle numbers and greater carriageway width. There is also the potential to widen footways if a permanent change was made to the arrangement.
27. Cyclists – Reduced conflict with vehicles owing to more space available for vehicles to pass. No vehicles pressurising cyclists travelling in the eastbound direction. Comments have been received about the width of the contraflow route restricting use by some types of cycle. Changes to the layout could be considered in the temporary and potentially permanent arrangement if this option is approved.
28. Bus Services - Continued longer journey times for bus services having to use Tower Street and the Inner Ring Road to gain access to Piccadilly. It introduces an additional journey time of c. 3 minutes for buses and their passengers which are required to detour via Tower Street and Piccadilly. The additional journey distance via Tower Street increases the annual bus mileage by approximately 30,000 bus miles leading to approx. 70 tonnes of additional CO2 emissions.
29. The increased distance travelled is a challenge to the use of electric buses on the routes.as the additional travelled distance makes it harder to achieve a day duty without needing to recharge the bus. First have indicated, in their response to CYC's Enhanced Partnership consultation that they wish to be able to operate on Coppergate in both directions again.

30. Diverted buses are no longer able to use the bus stops adjacent to the Merchant Adventurer's Hall and instead use the bus stop by Banana Warehouse. This bus stop has far poorer facilities for passengers, it has no shelter, seating or real time information. York Bus Forum have a campaign to improve this stop which they view as the most unsatisfactory in York.
31. The buses diverted away from Coppergate are displaced onto Clifford Street and Tower Street where they are an increased source of noise and disturbance. At present, none of the displaced buses stop on Clifford Street or Tower Street, although there is space for them to do so.
32. Taxis - Continued longer journey times for eastbound taxi services having to make use of Tower Street and Inner Ring Road to gain access to Piccadilly and Pavement/Stonebow.
33. Private vehicles – There is no eastbound route for private vehicles during the un-restricted period (6:00pm to 8:00am). The overall numbers of private vehicles is reduced by approximately half. It is anticipated that the majority of these trips will transfer to the inner ring road increasing traffic levels and potentially delays on this route.
34. Deliveries – All deliveries have to arrive from the Piccadilly end of Coppergate however it should be noted that approximately 80% of the larger delivery vehicles travelled along Coppergate in this direction even when the two way flow was permitted. Difficult of access for deliveries was raised by respondents in the consultation.
35. Road Safety – Based on provisional accident statistics for 2021 no reported accidents have taken place during the TTRO period. Provisional accident statistics from June 2020 to August 2021 The one-way operation reduces the potential for pedestrian/vehicle conflict significantly due to the reduced number of vehicles and increased space for vehicles on the carriageway. If the route was made permanent , there is potential for wider footways to be provided on the key stretch between Piccadilly and the Coppergate Centre.

36. Network Resilience – The one-way operation reduces network resilience to planned works and incidents. For example, the temporary restrictions on Coppergate had to be removed for one weekend in January to facilitate the removal of a crane from a development site on Piccadilly. If the one-way restriction wasn't temporarily removed, the bus network would have endured significant delays and passengers would need to use bus stops a significant distance from their destination. This is because the bus routes from Ouse Bridge to Stonebow or Walmgate would be displaced to the Inner Ring Road. A second example is in the event of very high flood levels which close Tower Street at Tower Gardens, in this incident the eastbound buses would have to be rerouted via Nunnery lane/Skeldergate Br or Lendal Bridge.
37. Cost Implications – Pending a decision on whether the one way operation would be made permanent interim changes would need to be made to the layout of the temporary traffic arrangements to address some of the comments that had been received – for instance the cycle lane width. The potential cost of permanent changes would be considered as part of further development work if this option is approved. It is anticipated that additional funding would be required to be identified if a future footway widening scheme was approved.

Option 2 – Revert to Two Way Operation

38. Summary of the Impact on Road Users – reverting to the two way operation on Coppergate would decrease the journey time for by buses/taxis which previously used the route during the day but would remove the environmental benefit for cyclists and pedestrians which have accrued during the temporary one way operation.
39. Traffic Levels – The number of vehicles on Coppergate would revert to similar levels recorded prior to the temporary restriction being in place. Traffic levels would also increase on the Pavement/Stonebow/Peasholme Green corridor.

40. Pedestrians – Traffic levels would return to pre-temporary restriction levels with the potential for conflict between vehicles and pedestrians being increased. There is very limited potential for the footways to be widened with two way operation of the road, particularly at the busiest section between the Coppergate Access and the Piccadilly/Coppergate junction.
41. Cyclists – With two way traffic flow Coppergate would still operate as a relatively low traffic cycle route however the provision of measures to provide more space/segregation for cyclists would not be possible due to the narrow carriageway width.
42. Bus Services – Current extended bus times would revert back to previous levels. Eastbound bus stop locations would revert to the original site on Piccadilly. The journey time reductions and quality of bus stop provision would be a significant benefit to the passengers who use the eastbound services.
43. Taxis – The journey times for eastbound taxi services would revert to previous levels providing advantage for these service particularly for routes from the Station through to the east of the city. During the restricted period Inner Ring Road to gain access to Piccadilly and Pavement/Stonebow.
44. Private Vehicles – The eastbound route for private vehicles during the un-restricted period (6:00pm to 8:00am) would be put back in place. Journey times for eastbound motorists would therefore be reduced during these times. There could be a reduction in the eastbound traffic levels on the Inner Ring Road during these hours as traffic would redistribute however as the route is only operational off-peak the reduction in journey time delays on the inner ring road would be limited.
45. Deliveries – Deliveries would be possible from both ends of Coppergate giving more routing flexibility however it should be noted that approximately 80% of the larger delivery vehicles travelled westbound on Coppergate even when the two way flow was permitted.

46. Road Safety – It is likely that the accident rate in the area would revert to the previous levels due to the increased vehicle numbers and narrow carriageway/footway widths. It would not be possible to widen the footways on the key stretch between Piccadilly and the Coppergate Centre Access if two way flow is permitted.
47. Network Resilience – Two way operation of Coppergate provides an alternative route for buses through the centre of the city if there is an incident or planned works on Piccadilly or if Tower street is closed during a Flood event
48. Cost Implications – There would be no cost implications of this option as the layout would revert to the previous arrangement.

Next Steps

49. Option 1 – If this option is approved then the next step will be to submit an application to the Secretary of State to extend the current TTRO for 6 months (and a request for a further 6 months if required) to complete the bus routing study and enable a permanent TRO to be progressed through the statutory processes. It is estimated that this work will take 6 – 9 months.
50. Option 2 – If this option is approved then the next step will be to arrange the removal of the current Traffic Management measures and work with the bus operators to reroute the bus services to the original arrangement.

Summary of Analysis (Consultation and Technical Review)

51. Coppergate is a narrow street with restricted footway width on a key pedestrian route between the main footstreet area and the Coppergate Centre/Cliffords Tower. It is a key bus and cycle route but when operated in two directions the narrow carriageway leads to a poor environment for pedestrians and cyclists and an increased risk of vehicle/pedestrian conflict. Approximately 49% of respondents to the consultation supported the retention of the one way restriction citing the improved pedestrian/cycling environment as the reason for their response. However the one way operation leads to increased journey

times and CO2 emissions for bus and taxi services. Air quality is anticipated to be improved in the immediate Coppergate area due to the lower number of vehicles on the street however additional vehicles will be using the diversion routes which may have a negative impact on those routes. Approximately 51% of the respondents to the consultation supported the removal of the temporary one way restriction citing increased journey times as a reason for their response.

52. Although slightly more respondents to the consultation supported the removal of the one way restriction, on balance, in accordance with the Council's Local Transport Plan, which has pedestrians and cyclists at the top of the transport hierarchy, and owing to the environmental and safety benefits of the reduced traffic levels in the area it is recommended that a request to the Secretary of State for an extension of the current Temporary Traffic Regulation Order should be made. However owing to the impact of the one way restriction on bus journey times in particular it is considered that further investigation of bus routing options should be undertaken prior to a final decision being made on whether to progress the statutory consultation on a permanent change to the TRO.

53. If the Secretary of State rejects the request for an extension to the TTRO the temporary restriction would be removed and the street would revert to two way operation from 19 December. However if the request is rejected it is still recommended for the safety and environmental reasons identified, that further investigation is undertaken on bus routing and the layout of the street prior to a report being presented to the Executive Member and a decision being taken on whether to progress a statutory consultation on a permanent change to the TRO to restrict traffic to one direction at a later date.

Council Plan

54. Both outcomes, would support the 'Greener and Cleaner City' and 'Getting around Sustainably' components detailed in the Council Plan. Reverting to the original arrangement would mean improve the effectiveness and resilience of the Public Transport network, whilst

extending the one-way system would provide a more attractive environment for pedestrians and cyclists.

55. In the long term, the extension of the one-way system, could potentially mean permanent changes are made to provide a safer and more attractive environment for people travelling on foot and by bike which would mean the scheme also support the councils 'Good health and wellbeing objective'

Implications

56. There are the following specialist implications

- **Financial**

The cost of extending the TTRO will be met from existing budgets. There is an allocation of £100k in the transport capital programme which will be used to fund the cost of the interim changes to the traffic management layout if the TTRO extension is approved. If a permanent TRO is ultimately agreed this may require further funding to implement which will be considered as part of a future budget process.

- **Human Resources (HR)** No specific impacts identified.

- **Equalities**

The proposal has a neutral or slightly beneficial impact on some protected interest groups – see Annex B- Equalities Impact Assessment. Additional benefit could be achieved if the footways are widened if a permanent change is made to the TRO in the future.

- **Legal**

The Council, as a traffic authority, has the power to make temporary Traffic Regulation Orders under the Road Traffic Regulation Act 1984 and in accordance with the procedure contained in The Road Traffic (Temporary Restrictions) Procedure Regulations 1992. The traffic authority must be satisfied the traffic on the road should be restricted or prohibited for a reason set out in section 14(1) of the 1984 act.

Consideration should be given to the responses received to the informal consultation and to the assessment undertaken in respect of impact of the proposal upon those with protected characteristics before deciding whether to seek extension of the order by direction of the Secretary of State.

The Public Sector Equality Duty

Under Section 149 of the Equality Act 2010 a public authority must in the exercise of its functions have due regard to the need to eliminate discrimination, harassment, victimisation and any other prohibited conduct; advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it and foster good relations between persons who share a relevant protected characteristic and persons who do not share it. This is known as the Public Sector Equality Duty. A fair and proportionate balance has to be found between the needs of people with protected characteristics and the interests of the community as a whole.

- **Crime and Disorder** No specific impacts identified.
- **Information Technology (IT)** No specific impacts identified.
- **Property** No specific impacts identified.
- **Other - No specific impacts identified.**

Risk Management

57. If the recommended option is approved there is still a risk that the Secretary of State could reject the request for an extension to the Temporary TRO. This would mean that the current restriction would have to be removed on 19 December and there would be period when two way operation would be in place pending a decision on the way forward following further investigation work. .

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Report **Date** 8 November 2021
Approved

Specialist Implications Officer(s) List information for all

Financial:
Name
Title
Tel No.

Legal:
Name
Title
Tel No.

Wards Affected: Guildhall

All

For further information please contact the author of the report

Background Papers:

Annexes

Annex A – Consultation Summary Report
Annex B – Equalities Impact Assessment
Annex C – Summary of Consultation Email Correspondence
Annex D – Response to Consultation from York Civic Trust

List of Abbreviations Used in this Report

CYC – City of York Council
TTRO- Temporary Traffic Restriction Order
TRO- Traffic Regulation Order

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City of York Council

Coppergate Temporary Traffic Regulation Consultation

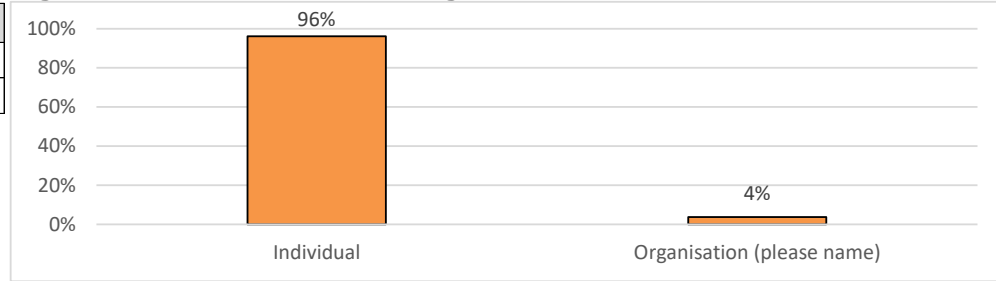
Nov-21

The Coppergate Temporary Traffic Regulations survey ran from 21 October to 4 November 2021 with a total of 320 respondents participating. No questions were mandatory. The survey sought feedback on whether the temporary one-way restriction should continue (subject to the approval of the Secretary of State) in the short term or the layout should revert to the previous two-way arrangement. This report which assesses the public responses will be presented to the Executive Member for Transport Decision Session on 16 November where a decision will be taken.

Coppergate Temporary Traffic Regulation Consultation

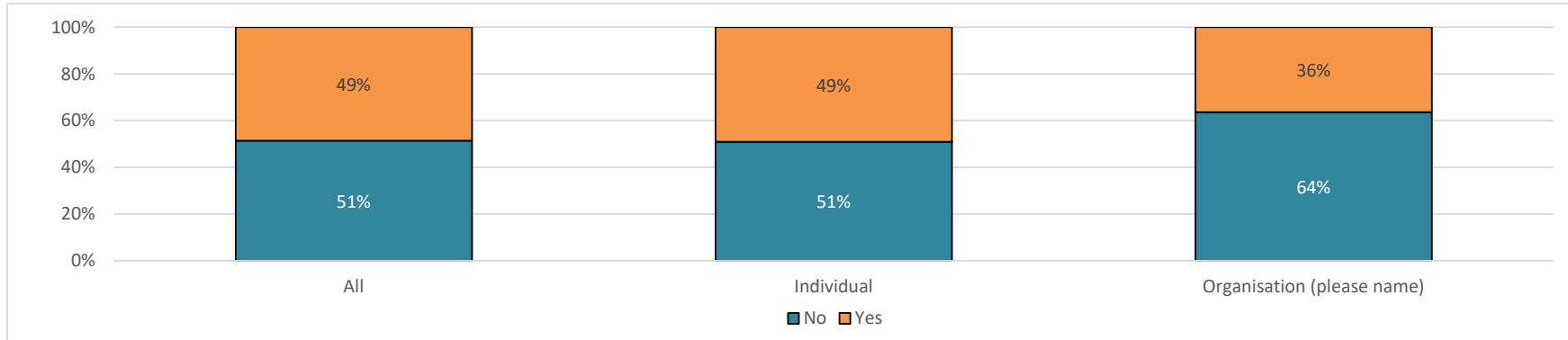
Question: Are you responding as an individual or as an organisation?

Answer Choices	Responses	% of total
Individual	279	96%
Organisation (please name)	11	4%
Total	290	



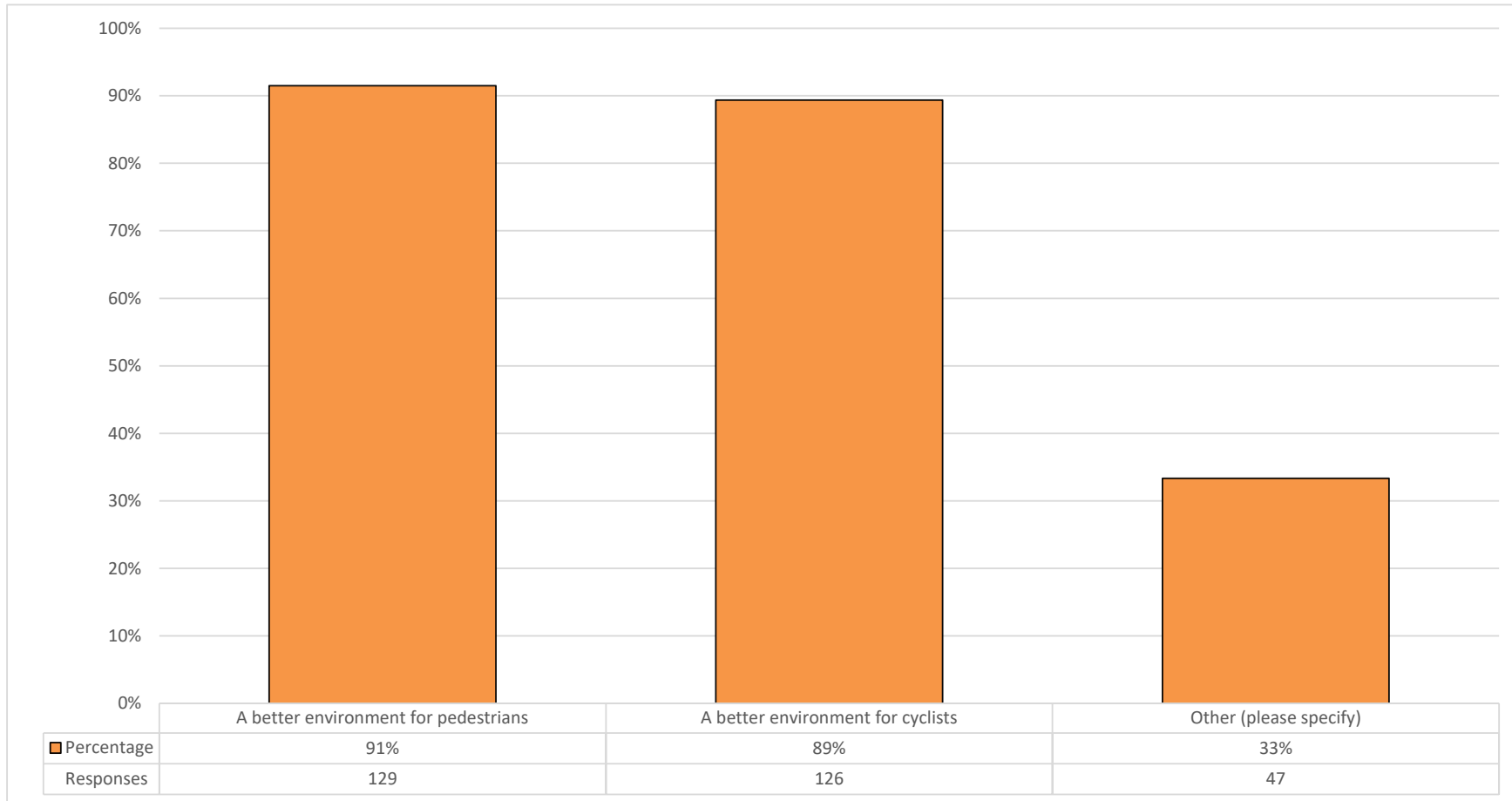
Question: Do you think the current one way restriction on Coppergate should continue?

Answer Choices	All Responses		Individual		Organisation*	
Yes	141	49%	137	49%	4	36%
No	149	51%	142	51%	7	64%
Total	290		279		11	

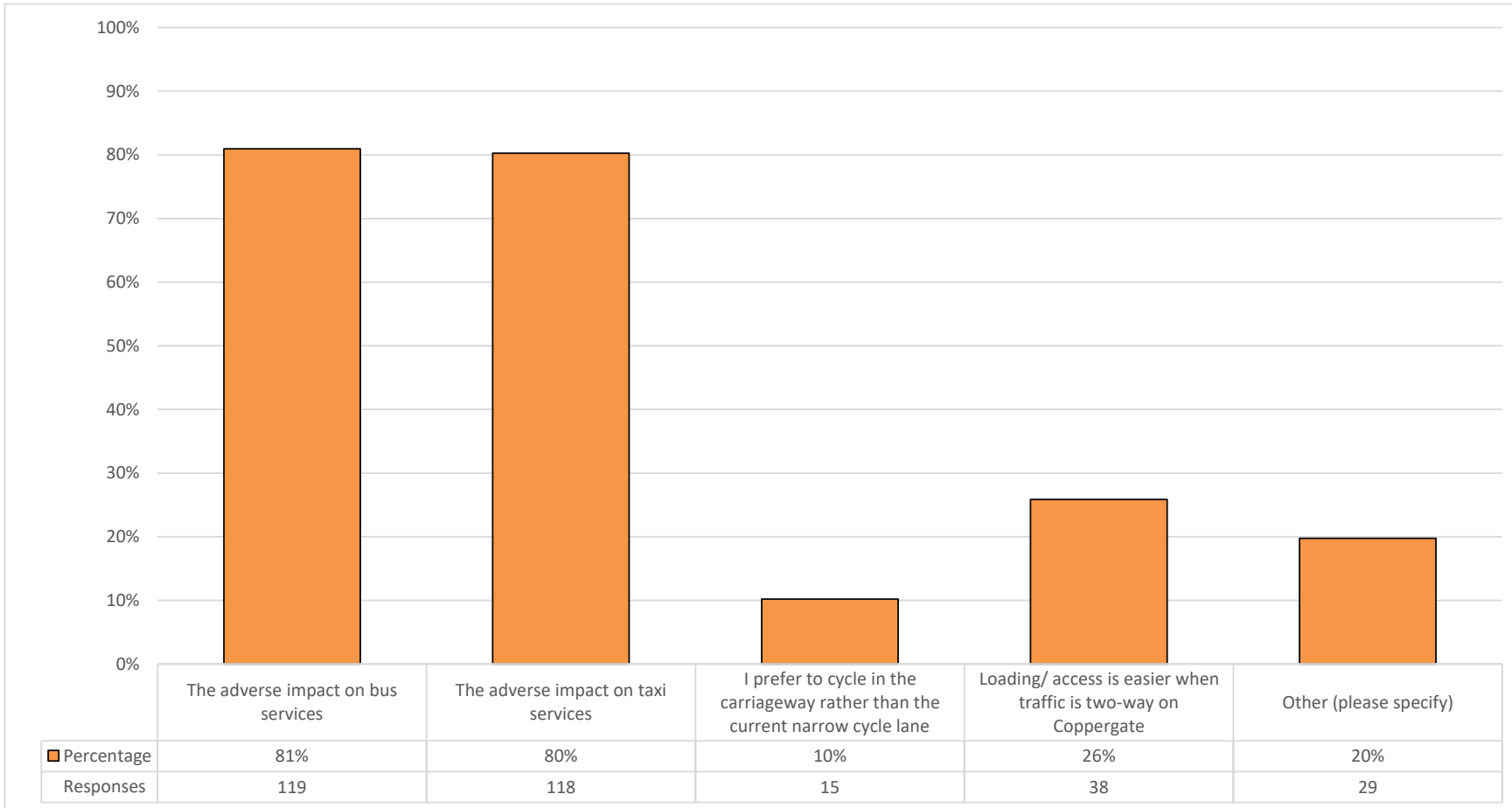


* Organisations detailed were largely taxi and bus companies. Full list available in report annex.

Question: Do you think the restrictions should continue because of: Please select all that apply



Question: Do you think the restrictions should not continue because of: Please select all that apply



Coppergate Temporary Traffic Regulation Consultation

Question: Please can you provide any other comments?

184 Comments Received

A cycle contraflow might work but current arrangement is an obstacle course, worse than 2 way traffic and confusing for pedestrians who end up in the cycle lane.
A more permanent delivery arrangement should be made to account for the businesses on Coppergate, but I think this should be part of a city wide review of all deliveries and footstreets.
A safer route for cyclists has been created, although sometimes pedestrians step into the cycle lane in the vicinity of the church.
Air pollution increases due to extra miles
All bus stops should provide some seating and shelter. It is disgraceful that waiting passengers can be expected to stand in the rain.
All efforts should be made to ensure safety for pedestrians and cyclists- this will encourage more people to travel sustainably
All roads In York should be re-open.
Although I think the scheme should continue, work needs to be done to decrease the 'conflict' between cyclists and pedestrians. Clearer demarcation, wider cycle lane, and wider pavement next to the church should be achievable. Improved bus stops can be created with the development of piccadilly
Although the temporary restriction made sense during the height of the pandemic, this should not be used as a method to bring a permanent restriction into place "under the radar".
As a cyclist I feel much safer to but wish pedestrian crossing to Coppergate from Tower street to be relocated. Feels unsafe for cyclist to turn onto Coppergate from Tower street when pedestrians think road is completely pedestrianised and aren't looking for traffic.
As a regular passenger on the first York no. 10 service to Stamford Bridge it's not ideal having the stop near banana warehouse. There is no shelter, poor lighting and a bit out of the way for female passengers particularly with dark nights approaching. Why can't the no.10 pick up in merchant gate like it used to do.
As a regular taxi customer i have experienced hold ups getting around the diversion route sometimes adding £2 and 5 to 10 minutes to the journey.
As a taxi driver this closure makes drive a lot further around the castle burning more fuel contributing to pollution. Also, like other road closures in York it is harming our livelihoods as it can take much longer to get to our fares. I see no legitimate reason to keep this road one way.
As in the previous comment
As someone who cycles regularly both ways along Coppergate I can confirm that it is safer for both cyclists and pedestrians as it is.
As someone who uses the route 10 bus regularly the alternative stop at Banana Warehouse is unsuitable and a very unpleasant place to wait for a bus.
Better than having cars using Copper gate. But pedestrians not aware of bikes. Bike route should be painted green.

Coppergate Temporary Traffic Regulation Consultation

Question: Please can you provide any other comments?

184 Comments Received

But to realise real benefits to pedestrians and cyclists, the contraflow cycle lane needs widening to gov guidelines width. The footpath on the same side also needs widening. Some infrastructure like a traffic island to highlight the contraflow to oncoming traffic should be included.

By making it one way, creating traffic congestion at Clifford street, with busses especially

Cara in centre should only be for residents in the centre!!

City centre traffic is already too heavy, less vehicles in all parts should be sought, no measure that may increase these levels, should be considered.

Closer of Coppergate is a bright example how such a small street can prevent smooth traffic flow

Coppergate is far too narrow for two way traffic. This is a perfect opportunity for City of York Council to make a clear statement of intent to change the city environment for the better. Increased bus and taxi journey times are an insignificant consequence, and actually a contrived, emotive and reactionary response to the unavoidable truth. Please be responsible!

Coppergate is an excellent through route for cyclists and by preventing it for motor traffic one way improves the environment for all. However it is the narrow pavements that need attention and it is not easy to imagine how this can be achieved without making bus traffic difficult. That needs a more substantive reimagining of public transport across this eastern part of the city centre.

Coppergate is too narrow for two way bus flows and safe space for pedestrians and cyclists. Much of the pavement is below the absolute minimum standard, and needs to be widened.

Coppergate should be closed to all vehicles in both directions during the day and become an extension of the footstreets (possibly with a two-way cycle route retained down the middle), and continue to operate one-way only outside the footstreet hours.

Current system failed the test.

Customers complain and use taxi less because journey times taking longer.

Coppergate Temporary Traffic Regulation Consultation

Question: Please can you provide any other comments?

184 Comments Received

CYC declared a climate emergency, but none of it's active travel plans have actually been built and delivered. There's too much talk and not enough bold action. Drivers will inevitably create a 'bikelash' in response to any measures to reduce private car use in the city centre, but ultimately improving the environment for active travel will win votes - if CYC actually delivers the proposed improvements for cycling, in particular. A third of journeys are less than 3 miles - that's insane! We don't have the hills of somewhere like Sheffield to contend with; we have the geography and density to become a leading city for cycling, but we can't get there without accepting that traffic flow will be impacted - we should aim to design for people travelling actively and sustainably. The idea that buses are negatively impacted by a road that gives them exclusive priority during it's hours of operation is ludicrous. Riding round to Piccadilly takes literally two minutes, and they've already gained the time at the other end of the journey by having priority through Coppergate. It all sounds like trying to pit people against each other. The collective groups of passengers, pedestrians and cyclists form a huge majority of people who are best served by the bus and taxi priorities, and safe cycling route remaining and in fact being further enhanced.

Don't know why it's restricted during the day to buses and taxis, should be open to all cars all the time, would ease traffic on Barbican road when I drive to hazel court depot

Either for us as a taxi driver and for customers would be more easy to go both ways

Enforce the restrictions to bus an taxi that was in place,the closure puts pressure on other roads increasing cost to those services

ensure pedestrians are given more space as paths are narrow. make sure cyclists have seperate lane and dont use paths

Every one way street should have a cycling contra flow. In particular Fossgate.

First Bus is already an extremely unreliable service and forcing the busses into a longer route has caused their inability to be on time to go from bad to worse. York cannot continue to pressure its residents to use poor public transport but cut off important roads which make the public transport more usable.

Footway on southern side to be widened, a lot of collisions between pedestrians and busses have occurred on this side

Forcing people to drive further around the inner ring-road is not helping congestion or air-pollution. It is actually making things worse.

Having just spent a weekend in London hiring Boris bikes it is clear York has slipped considerably behind it's once claim to be a cycling city. Even London provides dedicated painted and segregated bike lanes including in their city centre. If you make it easy for bikes and pedestrians and harder for cars then all the evidence in every city in Europe who has had the balls to make a radical change is that their is a modal shift and an improved quality of life, health and environment. York isn't leading but can follow the numerous examples of successful change - this is just a small start but I'd wholeheartedly support a wider painted and segregated bike lane akin to the London cycle highways - but just get on with it!!!

Having made coppergate one way has improved both Clifford street and picadilly junctions overall too.

I am a cyclist and have had near accidents on that road as it is too narrow for 2 way traffic and cyclists

Coppergate Temporary Traffic Regulation Consultation

Question: Please can you provide any other comments?

184 Comments Received

I am a Hackney driver, this has increased fares for customers, and waiting times on St Saviourgate, as any job beyond Coppergate the return journey is increased by 10-15 minutes and a mile in daytime traffic

I am having to go the long way round most days and this is not environmentally friendly and cost more in fuel and cost my customers more as well

I don't see any need for the continued one way system

I don't see the point to be one way

I feel that all it's done is move the extra traffic to other parts of the city so there is no benefit for the temporary restrictions to be in place.

I frequently use this route on my bike in both directions and it is safer than it used to be when there were delivery lorries and buses and taxis going in both direction. On a bike it often felt unsafe. Wider pavements would be good as pedestrians can suddenly walk in the road and a collision could be possible. Particularly if visitors are unaware of which direction to look for vehicles and cycles.

I hope that improvement to the bus stop on Piccadilly can be included.

I like the look of York Cycle Campaign's thoughts on the matter regarding widening the pavement on the church side, and installing a clearly-marked bike lane that is protected by a little island at the junction.

I mainly use the buses which go down coppergate, and find for them it is better as well. The road is too small for two buses to pass and with all the pedestrians and cyclists

I regularly cycle down the road and it is much better to not have traffic on both sides of such a narrow street.

I regularly take a taxi from the train station to hungate. since the one way system has been imposed it costs an extra £1+ to the make the journey. This one way system has cot me at least £50+. Can i claim this money back off the council?

I support the York Cycle Campaign's proposals for a permanent cycle contraflow and widened pavements on Coppergate and I hope that the extension of the current temporary provisions will be a step towards implementing this permanent scheme.

I think its an important space for pedestrians in that part of town and joins up two important parts of the city and also an important cycle route. The current configuration feels awkward and inefficient so alternative configuration that provide clearer routes and more pedestrian space should be designed.

I think that Coppergate should be closed in both directions to all motor vehicles and turned into a Pedestrian and Cycle Street, like Fossgate, but bidirectional for cycles.

Coppergate Temporary Traffic Regulation Consultation

Question: Please can you provide any other comments?

184 Comments Received

I understand that the current restrictions have a negative impact upon bus services. However, as a regular cyclist in the city centre, I really appreciate how much nicer it is cycling down Coppergate than it was previously. I wonder whether some compromise might be possible to maintain the advantages for cyclists without having a negative impact on public transport. To this end, I propose making a slightly different restriction: opening Coppergate to buses and cyclists only. This would remove taxis from the road (which in my experience previously accounted for the majority of daytime traffic), while still allowing buses to make an efficient journey.

I use the bus from the railway station to Stonebow, and do not mind the small extension in journey time caused by travelling along Piccadilly. However, if this becomes permanent, the provision of additional bus shelters on Piccadilly and Stonebow will be necessary. Currently, the stops on both sides of the road in front of the Merchant Adventurers Hall cause congestion. Buses stopped simultaneously on both sides of the road prevent a third bus getting through unless they are right up to the kerb.

I use this nearly every day and it's great!

I wholly endorse the proposal that has been well presented by the York Cycle Campaign that maintains the one-way for vehicles / two way for cyclists, but complies better with LTN1/20. As well as providing much needed additional space for pedestrians, their proposal clearly delineates space between pedestrians (on a wider footpath), cyclists (in a properly marked mandatory cycle lane) and one-way motor traffic. This arrangement reduces conflict between different modes, supports further active travel patterns around the city centre and furthers the Council's stated goal of removing private car usage within the city walls

I would like to have seen this implemented under ETRO rather than TTRO as it could allow extended consultation and a decision with ease after initial 6 months. Footways need widening on south west side throughout but if feasible also on north east side between Piccadilly and Coppergate walk to give more pedestrian safety. A segregated, protected (kerbed) contra flow cycle lane to improve and enhance active travel, improving footfall (through desire to be in area) and safety and measures to discourage pedestrians crossing at all but signal controlled crossings (wands, ornate bollards at footway edge) The suggestion of poorer bus stop facilities on Piccadilly is an issue that York CC can easily rectify with further improvements to the street scene and bus stop facilities along the length of Piccadilly. It's an area that needs investment so potentially a further active travel scheme you could bid for during the next round. Be bold and remove vehicular access further.

I would prefer the one-way retained with a permanent and slightly wider cycle contraflow. If it's not retained I would question whether taxis should be allowed.

If this one way system was introduced to clear the air of pollution then surely you're adding more pollution into the air by making cars and buses travel further burning more fuel in our city. If it was introduced for social distance reasons then given the current restrictions have been lifted then so should the one way system

Coppergate Temporary Traffic Regulation Consultation

Question: Please can you provide any other comments?

184 Comments Received

In my view the road should revert to 2-way but remain for buses only as before. I'm generally in support of schemes like this one but keeping public transport quick and convenient is important for environmental and accessibility reasons. Additionally the contraflow cycle lane has been confusing as pedestrians sometimes interpret the cones as marking out space reserved for pedestrians. I feel this should be thought about more during future trials to avoid dangerous conflicts - the cones also make it hard for cyclists to change course and avoid a collision if a pedestrian steps into the cycle lane believing it to be an extension to the pavement.

Is better for businesses and church, jorvik centre etc if the neighbourhood is pleasant for pedestrians and not overwhelmed by road traffic

It causes extra congestion on Clifford Street and at the one way system going from Skeldergate Bridge towards Fishergate

It feels safe for cycling and more appealing to tourism

It has been much pleasanter with this arrangement - and it's much easier to spot motorists who ignore the restrictions for busses and taxis only

It is a lot further and more expensive to go via Piccadilly and buses and taxis add to the already heavy traffic on the inner ring road. It's also further for bus passengers to walk from Piccadilly, many of whom have mobility issues.

It is costing our users more money due to longer journeys

It is difficult to walk along Coppergate because of the sloping (towards to the road) and uneven pavements

It is obvious that cycling and walking should be encouraged in central York and the use of motor vehicles discouraged. The cycle lane and pavement should be widened per York Cycling Campaign suggestions

It just makes it easier & quicker, some journeys take me an extra 15mins sat in traffic due to copperpgate been one way, more roads seemed to be closing or made one way which are only causing more traffic build up in areas that was ok befor all the roads became closed or one way. Coppergate Taxis & Buses only like it use to be for many many years

It needs to open back up to two way traffic for buses and taxis

It seems (smells) much less polluted now. I am no longer overtaken by large motor vehicles (taxis, buses) on this street where there is no room to pass someone on a cycle safely. There are no longer taxis in the ASL. Impatient drivers made this street stressful and it felt hazardous before the current arrangement was put in place. Now I feel it would be safe to cycle with a child onboard or riding independently or if I were elderly. The contraflow cycle lane does need to be wider to take trikes and cargo cycles/e-cargo cycles though. Please retain the physical segregation between the cycle contraflow and the other traffic.

It will help keep the traffic moving for the buses and taxis to be allowed the use of coppergate

It would be nice if the bus stops now being used could be upgraded.

It's a main route that should be 2 way to reduce journey timed

It's almost as bad as the bishopthorpe road closure...

Coppergate Temporary Traffic Regulation Consultation

Question: Please can you provide any other comments?

184 Comments Received

It's safer to be not one Lane
It's made life much easier. It's a narrow road so one way works perfectly
Its ridiculous to go a long way round in a bus or taxi it costs people more and longer journeys mean, you guessed it more emissions in traffic jams in york. Sort it out!
Its so unfair on paying customers in our taxis having to pay more for there journeys, because of the one system. So we have to divert costing the customer more.
I've just seen a proposal for improvement the cycle campaign have come up with, this would be a much better arrangement than what's there or than putting it back to how it was
Let's hope this one way system continues and leaders take it as a signal to improve cycling and pedestrian safety across the city.
Look on YouTube at videos on cycling in the Netherlands to see how it's done
Making journey times longer with the current setup only leads to higher air pollution
Measures should be implemented to provide physical bus priority on Tower Street, from The eye of York access to the mouth of Piccadilly.
More roads made available for motorists the better to reduce the traffic and the pollution.
More schemes like this in our narrow streets please. We need to encourage pedestrians and cyclists and discourage cars.
Motor transport needs to be kept out of the city centre wherever possible
Mr D'Agorne is ruining Traffic infrastructure in york some on e please stop him
Much better for linking main square to coppergate
Much easier for cycling and pedestrians using the crossings
Much safer for non motor traffic and pedestrians and better for environment.
My issue with the route is number of pedestrians walking out in front of cyclists
narrow pavements are still poor for pedestrians and need to be widened -- if the one-way restriction is permanent.
Need to put residents first rather than tourists. Not all residents can or want to use buses or bikes.
Needs to open instead of charging more to get around
No
No need for this street to be closed to bus and taxis anymore, adds to traffic problems elsewhere
no.10 bus stop at bannana warehouse unsuitable, no cover and dark in the evenings
Nobody wins closing every road in York.
Now that the one way has been operating for several months pedestrians and road users have become adjusted to the arrangement. I think it makes the area safer for pedestrians and cyclists who should have priority in a predominantly footstreet area. I feel that the arrangement reduces the bus traffic by half which will also reduce the damage to buildings close by.

Coppergate Temporary Traffic Regulation Consultation

Question: Please can you provide any other comments?

184 Comments Received

<p>One of the negatives was poor bus shelters, on the alternative route. I'd like to see that addressed as part of the retention of the 1 way system. Then it's win win.</p>
<p>One way system offers more safety for pedestrians crossing between Parliament Street and the Coppergate centre. Bidirectional travel for cyclists along Coppergate is the only safe option when travelling between Stonebow and Ouse Bridge.</p>
<p>Paths far too narrow at church side. Should be made wider in any changes. Current temporary solution is a mess and confusing for pedestrians.</p>
<p>Permanently widened pavements here would be great. I think the current layout is under-valued due to the temporary feel of cones, barriers and wands. With widened pavements and clear surfacing, the whole street would function really well. It would be great to see the pedestrian crossing to the Coppergate centre become a zebra/continuous footway to give pedestrians priority over buses and cycles.</p>
<p>Please implement a one way scheme in accordance to LTN1/20: 0.6m wider pavement alongside the church; wider 2m cycle lane with coloured surface; 3.2m wide one way traffic lane to prevent close passing. The Coppergate scheme has the potential to be an excellent travel route for active and public transport modes if it adheres to LTN1/20. I hope York can make this one of the first of many LTN1/20 standard schemes that would really benefit all residents, visitors and businesses in the city. Please move generally to safer, quieter and more human friendly streets throughout the city. Thank you.</p>
<p>Please please please re-open traffic to both ways!</p>
<p>Please retain the one way system.</p>
<p>Posing these questions as a "cyclists vs. buses" issue is misleading and counter to the purpose of developing a transportation policy that actually benefits residents of York and visitors to our lovely city. Perhaps in future these consultations could be framed more positively in terms of bettering the environment, rather than intentionally trying to pit one interest group against another. The goal should be to reduce automobile traffic in city centre, reduce pollution and congestion, and maximize opportunities for individuals to spend time and money at local businesses. Focus on the shared objective, not conflict.</p>
<p>Prior to the system our shop at the traffic lights was plagued by pollution, noise and vibrations from heavy traffic and damage to our medieval building. The crossing was dangerous for our customers. The pavement too narrow. We would like the council to go a step further and completely ban traffic - giving the road over to pedestrians and cyclists. Pedestrianisation would better connect the Coppergate Centre and Parliament Street shopping areas, helping to keep York a vibrant retail destination. It would also resolve the problem of maintaining the buildings safely and regularly - at the moment the temporary traffic scheme makes it prohibitive. Damage to our building, after it was hit by a bus or lorry was £70,000, a high proportion of which was for the traffic diversion scheme. We also believe that pedestrianisation would help revive all the empty shops on Coppergate, with cafes and outdoor seating.</p>
<p>Provide a wide enough bike lane</p>

Coppergate Temporary Traffic Regulation Consultation

Question: Please can you provide any other comments?

184 Comments Received

Providing a contraflow cycle lane meeting the requirements of LTN1/20 would be possible and easy. This would leave adequate space to expand the pavement as well.
Providing safer cycle infrastructure in york city centre will reduce traffic from cars as people will feel safer and more confident to use bicycles for local journeys
Provision of a bus stop by the Postern for buses currently on diversion would be of benefit to the travelling public, particularly those using Wetherspoons or staying in the Travelodge.
Rather than consider the TTR as a burden, use it as a trigger to invest in unique bus stop designs at the Banana bus stop. That area is in need of investment, so using a Covid necessity, that is inconvenient to some, to create more footfall for retail would be the solution. Making the area more interesting or pleasant by applying an art work as a bus shelter - following up on the assets of Sparx or Merchant Adventurers would be a welcome improvement. Yorks foreseeable future is tourism expansion, so an enhanced taxi stop replacing the on road piccadilly parking would be logical and placate the excess costs that Taxi drivers are incurring with the diversions.
Removing the measures at this stage would be a backwards step for active travel and the most vulnerable road users.
resurface the road and make it clear which road users should be where
Retaining the one way system with a cycling contraflow will allow the provision of a wide footpath and a correct width cycle lane ie 2m creating a better environment for both cyclists and pedestrians.
Roads are made to transport people and goods, why are we shutting them?
Safer and cleaner
Separate ways should be made for cyclists. The bus should take priority for access. The traffic restrictions in York are bad enough for people trying to navigate the city
Should the road reopen in both directions, a no stopping order should be in place for taxis to not stop on the road
Stop closing roads
Stop closing roads!
Stop closing roads. Roads are designed for cars!
Stop needlessly closing roads.
Stop public money on this experiments
taxi is more expensive so affects me financially and also affects the traffic round cliffords tower
The A1036 is always busy and can barely cope with the existing amount of traffic and Coppergate could absorb a part of it
The background information for this consultation was unbalanced and appeared to be based on opinion (no actual evidence was presented).
the bus stop near tesco is disgusting and the pavement is too narrow

Coppergate Temporary Traffic Regulation Consultation

Question: Please can you provide any other comments?

184 Comments Received

The closure adds to journey time for both taxis and buses. It also adds to taxi fares as you have to travel further and more time added. If the council wish for the public to use more public transport to reduce emissions then Coppergate needs to be 2 way once more!

The contraflow cycle lane is not clearly defined, making it confusing and dangerous for pedestrians and cyclists. The scheme is unsightly and insensitive to the surrounding area, and there are no proposals included for rectifying this in this survey, making it hard to support a permanent change. The extending of bus services and taxi rides is presumably resulting in *more* environmental damage, but shifting the primary area of impact elsewhere (and offsets any reported reduction in traffic in the city centre).

The current arrangement leads to conflict between cyclists and pedestrians as signage is not clear enough. Changing the colour of the contraflow surface to mark it for cycling would be a huge improvement. Also, the contraflow is now the only way for a bicycle to enter the city centre from the south. The approach on Tower St needs to be made clearer for all traffic. The current signage has a big no right turn sign, seen by everyone, with small writing "except for cyclists" underneath, easy to miss. A hover zone for the right turn here would increase safety.

The current arrangement makes for much safer facilities for active travel on foot or by cycle. The extra journey time for busses and taxis is minimal. The bus shelters on Piccadilly near Banana Warehouse need to be improved, whether or not these routes are moved. The cycle lane needs to be built properly in line with LTN guidelines. I recommend that the plans are based on the same principles as the new contraflow cycle lane in Park Row Leeds.

The current situation is making traffic worse on surrounding roads, especially with buses having to detour

The current temporary design is very poor. It needs finishing to modern specifications.

The cycle route has been much improved since the introduction of this scheme. I feel much safer now and the air is cleaner! It is really great to turn off into Coppergate now - so this should stay. We need to move away from inner city car traffic anyway.

The division round is half a mile, that's thousands of unnecessary miles each year causing more traffic jams and more pollution.

The idea in principle is sound, but the execution has been poor. The barriers installed have been subject to vandalism and rogue removals. A better more secure barrier should have been used. The wanded section was also too narrow and gave the impression that it was a footpath extension. Having a mandatory lane marked as a contraflow would have been a clearer approach for all

The implementation was not good... nothing made it clear that it was a cycle lane. Most of the time it was seen as an extended pavement.

The initial idea was to give pedestrians a bit more available social distancing (Like they did on the Fishergate loop, which also reverted back to how it was some months ago). I cannot see how, keeping it as is, is benefitting ANYBODY, only making situations worse

Coppergate Temporary Traffic Regulation Consultation

Question: Please can you provide any other comments?

184 Comments Received

The measures were introduced due to social distancing which we are no longer required to do. There is no further requirement for these measures

The narrow pavements on Coppergate have long been very disconcerting to the able and inhibiting for people with reduced mobility. I've been nudged on the shoulder by a bus's wing mirror, and I've seen far worse. It is essential to widen the pavements. Add to this that Castlegate has (unexpectedly!) developed a good outdoor pavement cafe environment and the possibility for reclaiming significant space in Nessgate becomes very attractive. (Personally I think Ouse bridge should be given the same treatment as Coppergate, or closed to cars entirely).

The pavements are too narrow for dual flow traffic. I've seen the large heavy wing mirrors of buses miss pedestrians' heads by inches. An accident is waiting to happen if you revert to the original.

The pavements on Coppergate are a sub-standard width, pedestrians have been hit by buses in the past whilst on the pavement. Cyclists struggle to get to the advanced area because they can't get past buses so have to sit behind breathing in diesel fumes. These two modes are supposed to be top of your hierarchy of road users.

The pavements on this street are very narrow and can be crowded around the Coppergate Centre where pedestrians need to step into the road to pass each other. This is dangerous, especially for vulnerable people. There is very little space on the pavement for passage of wheelchairs and pushchairs. Pavements can be extended with one way traffic, limited to buses and taxis. Cyclists do not have a safe route along this road with two way traffic, as the road itself is very narrow.

The point of coppergate is that is is meant to have limited access to bus/taxis and emergency vehicles this shoud continue

Question: Please can you provide any other comments?

184 Comments Received

The principles behind the scheme were admirable, space for pedestrians along Coppergate was in high demand and short supply long before the pandemic with the pavement on the church side measuring only 1.4m in width. However, the execution of the trial fell short and didn't meet expectations, providing the much needed space. The temporary barriers that were meant to increase space for pedestrians were installed hard against the kerb. This meant that no extra space was provided and instead pedestrians were hemmed in. These barriers eventually disappeared during summer 2021. The wanded section alongside the church led to even more confusion leading to potentially dangerous situations. Many pedestrians, through no fault of their own, took the wands as being to increase the width of the narrow pavement as is needed and were using it as such. At best this caused frustration as cyclists met pedestrians coming the other way, at worst it saw pedestrians stepping into the road unaware that cyclists were coming up right behind them. The wands were also prone to damage/vandalism with the orange section being removed leaving behind a discrete black base bolted to the road posing a trip/collision hazard to pedestrians and cyclists. Recently all the wands have been removed and replaced by against the widths recommended. The scheme has reallocated road space at the narrowest part of Coppergate outside the church. The pavements are 1.4m wide on the nearest side to the picture and 1.9m on the far side of the road. The eastbound cycle lane was 1.1m. DfT guidance LTN 1/20 states that a cycle lane, including those that are contraflows (where a cycle lane goes against a one-way street), should ideally be at least 2.0m wide. This is nearly double the width that was provided. If the eastbound cycle lane was increased to 2.0m it would make the westbound lane 3.8m wide, but LTN 1/20 also states that traffic lanes of between 3.2-3.9m in width are not acceptable due to the increased risk of close passes. Instead it recommends that when on a bus route they should be 3.2m wide. Dropping the lane to this width would give 0.6m of spare space that can be re-allocated to the narrow footpath alongside the church. If the road space of Coppergate were to be reallocated following the guidance in LTN 1/20 the original aim of increasing available width for pedestrians could be achieved – the need for which remains even though social distancing restrictions have been relaxed. It will also have the benefit of providing safer provision for cyclists travelling into and through the city centre. The council's consultation acknowledges that the scheme has seen reduced vehicle levels in this area of the city centre and improved the environment for cyclists, but suggests that it has had the knock on effect of buses having to use stops of poorer quality by the former Banana Warehouse on Piccadilly. As Piccadilly is currently subject to a significant master planning exercise, which includes improvements to the Piccadilly stops, poor quality bus stops shouldn't be seen as a barrier to improving the wider environment but as a driving force to ensure quality improvements to bus stops are made in a timely manner. I believe that by revisiting the original aims of the temporary scheme and designing to national guidance for cycling, a better solution can be found.

The restrictions seem unnecessarily complex with the threat of complaints from drivers being "caught". The wands need to be replaced with proper segregated cycle lane. The cones being pinched have led to many near accidents.

The road Always been two way.to Allow free movement of buses taxis and regulated bodies.

Coppergate Temporary Traffic Regulation Consultation

Question: Please can you provide any other comments?

184 Comments Received

<p>The temporary cones for cyclists aren't working very well as the pavement is too narrow on that side and pedestrians have to walk in the road. The pavement really needs widening a lot and the bike lane needs to be better defined</p>
<p>The temporary contra flow for cyclists needs to be improved. it is currently too narrow and only protected by wands. given that this was a two way road there is no reason for the cycle lane to be so narrow.</p>
<p>The temporary cycle bollards at the junction with Pavement needs to be thought through better if this is going to become permanent. The width and length of this space and clearer signage needs to be thought through. Also, this issue needs to be part of a City wide review and a proper decision needs to follow publication of LTP3. Also, this public consultation is too brief and offers only a simple binary choice without reference to proper evidence. Where for instance, is the input from disability groups and cyclists? You mention Taxis and buses as if they share the same priorities. I suggest that we need to rethink the perceived balance between diffierence users in the light of the climate emergency and post-covid reconstruction.</p>
<p>The temporary measure has been pretty confusing for everyone, because it was not clear which parts of the road were allocated to which modes of transport. However, the road is clearly not wide enough for two-way motor traffic and decent pavements. A permanent restriction to one way motor traffic then opens up lots of options - e.g. cycle lane controflow and / or bigger and better pavements.</p>
<p>The temporary scheme should be improved, using guidance from LTN 1/20</p>
<p>There is no pleasure in waiting for a bus which now has to depart from the banana warehouse</p>
<p>There is no reason to continue with this restriction it should have been removed in June after covid restrictions were lifted</p>
<p>This council of idiots think they can make York the UK's cleanest ,greenest carbon free city.....not a chance if the city is to survive economically.... traffic standing in queues caused by all the nonsensical road closures/ one ways is causing more damage to the environment than moving traffic.....wake up and smell the coffee!!!!</p>
<p>This is a busy crossing point for pedestrians to the Coppergate centre. Less traffic is better. However the current cycle lane needs improving.</p>
<p>This restriction has cost customers more money in taxi fares by having to go further to get to their destination. It also has a negative effect on the environment due to the extra distance on journeys.</p>
<p>This restriction improves the city center, particularly for more vulnerable people. It was not a pleasant street to walk up previous to the restriction, due to overcrowding and forcing pedestrians to step into the road.</p>
<p>This restriction makes it cost more for taxi customers, also the build up of traffic from buses and taxis in Piccadilly is not good for the air pollution</p>
<p>this restrictions was put in place for social distance measures only. the social distance measures have now ceased. the restrictions should be reinstated with immediate effect. the public transport busies and taxis now have to clog tower street and piccadilly with standing traffic</p>

Coppergate Temporary Traffic Regulation Consultation

Question: Please can you provide any other comments?

184 Comments Received

Time for COYC to put their monet where their mouth is and support the transport hierarchy. That means pedestrians and cyclists first, then buses. Private cars ought to be excluded altogether.
To many streets in York is been closed in the last 2 years ,traffic in York is nightmare
TOO MANY ROADS ONE WAY OR SHUT ACCESS NEEDED FOR PEOPLE WITH WHEELCHAIRS , WALKING AIDS AND THE OLDER GENERATION
Traffic has been backed up as far back as Castle Mills Bridge. Traffic is aggressive pushing out of the end of Coppergate and is often then left in the middle of the road blocking oncoming traffic from the direction of Ouse Bridge.
Traffic restrictions are making it harder and harder for disabled people such as myself to get into the centre, and having Coppergate one-way makes it more expensive for me to use taxis across town.
Until an adequate outer ring road and improvements to the traffic flow on the inner ring road are undertaken the traffic problems will persist. Look to Chester and Norwich for examples of dealing with traffic flows, both similar sized cities as York but don't seem to have the traffic problems York continually inflicts on itself. Reduce car usage by all means, but to achieve that we need a public transport system that is user friendly and a traffic system that flows.
Vehicle emissions must have increased because of the increased journey lengths so not very environmentally friendly.
Vehicles now have to take a longer route which is causing more pollution. How can we fight climate change is the council is putting in place policies which cause more pollution! Re-open the road to allow traffic to go both ways.
Very narrow pavement at bottom, makes bus mirrors overlap on pavement, with opposite traffic. At least 2 accidents with mirrors hitting pedestrians. Cycles have no room with 2 way traffic. More congestion with 2 way at top and bottom at peak times.
we were told that the one way system was put in place due to the lockdown in the pandemic and was just a short term solution till everything got back to normal which it has been for awhile now so no need for it to stay one way
WITH OTHER PROBLEMS IN PICCADILLY LIKE LOADING AT SAINSBURRYS BUSES IN PARTICULAR ARE BADLY HELD UP
Would it be possible to improve the bus shelters elsewhere to support the one way system? Cyclists and pedestrians shouldn't have to be put back in the danger of a crowded road if bus users can be supported to use the extended route.
Yes--it's a rather shabby and depressing street at the moment. One-way makes it a pleasanter environment all round, and easier to cross the road from the Coppergate Centre.
York Council is hopefully focussing on both measures to reduce traffic in the city centre and improve access and safety for cyclists. This does both. Please could the cycle lane be wider and pedestrians actively discouraged from walking in it.
York footstreets and so-called restricted access roads are a joke as they don't appear to be policed in any way. Since the bollard went in Stonebow every car that uses that street has no visible reason as to why it should be allowed to do so, so any physical restriction like this helps pedestrian safety. Why is loading allowed between 10 and 4 when it would be safer for pedestrians before and after these times. Is there any way you can limit taxis and phv to those that are licenced in York only.

Coppergate Temporary Traffic Regulation Consultation

Question: Please can you provide any other comments?

184 Comments Received

Yorks EATF schemes have been very peicemeal and poorly implemented in my view compared to other local authorities e.g. Leicesiter. The pop up lanes on Castle Mills bridge should have been on both sides and side kept in did not join up with any other infrastructure. Bishopthorpe road reduced traffic but looked a mess - surely better temporary materials could have been used and we are still waiting for the A19 road lanes and Acomb Road lanes which must be protected not just white lines. York was a cycling city in the early 2000's but seems to have lost interest in promoting cycling in favour of the bus and car yet cycling can improve peoples health and the quality of the air they breathe while not adding to congestion or CO2 like motor traffic, Come on lets Get York Cycling again.

You do need to improve the cycle Lane boundary - poles or tall stakes should provide visible safe edges

You may create a better emissions area in coppergate but would like to know the levels elsewhere due to diversions ie tower street, skeldegate bridge, picadilly

You say it is to provide more space for pedestrians, how can it, when the narrowest part of the path has a temporary cycle lane. There is no extra room for pedestrians. Go back to how it was and leave alone

Your Age:

Answer Choices	Responses	%
Prefer not to say	4	2%
Under 16	1	1%
16-24	2	1%
25-39	29	16%
40-55	69	37%
56-59	25	13%
60-64	22	12%
65+	35	19%
Total	187	

Your Gender:

Answer Choices	Responses	%
Prefer not to say	8	4%
Male	127	68%
Female	50	27%
Non-binary/Gender Variant	2	1%
Total	187	

Is the gender you identify with the same as your sex registered at birth?

Answer Choices	Responses	%
Prefer not to say	12	6%
Yes	169	91%
No	4	2%
Total	185	

What is your ethnic group?

Answer Choices	Responses	%
Prefer not to say	17	9%
White	166	88%
Mixed/multiple	1	1%
Asian	1	1%
Black/Black British	0	0%
Other	3	2%
Total	188	

Sexual Orientation:

Answer Choices	Responses	%
Prefer not to say	38	21%
Bisexual	2	1%
Gay or Lesbian	1	1%
Heterosexual/straight	136	75%
Other	5	3%
Total	182	

Religion or Belief:

Answer Choices	Responses	%
Prefer not to say	33	18%
Buddhist	2	1%
Christian	53	29%
Hindu	2	1%
Jewish	0	0%
Muslim	1	1%
Sikh	0	0%
No religion	83	45%
Other	10	5%
Total	184	

Do you look after, or give any help or support to, anyone because they have long-term physical or mental health conditions or illnesses, or problems related to old age?

Answer Choices	Responses	%
Prefer not to say	15	8%
Yes	33	18%
No	136	74%
Total	184	

Do you have any physical or mental health conditions or illnesses lasting or expected to last 12 months or more?

Answer Choices	Responses	%
Prefer not to say	7	4%
Yes	29	16%
No	150	81%
Total	186	

If you answered “Yes” above, do any of your conditions or illnesses reduce your ability to carry out day-to-day activities?

Answer Choices	Responses	%
A lot	5	9%
A little	22	40%
Not at all	28	51%
Total	55	

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City of York Council
Equalities Impact Assessment

Who is submitting the proposal?

Directorate:	Directorate of Place		
Service Area:	Transport		
Name of the proposal :	Coppergate One Way Temporary Traffic Regulation Order – Request for Extension		
Lead officer:	Tony Clarke		
Date assessment completed:	3/11/2021		
Names of those who contributed to the assessment :			
Name	Job title	Organisation	Area of expertise

Step 1 – Aims and intended outcomes

1.1	<p>What is the purpose of the proposal? Please explain your proposal in Plain English avoiding acronyms and jargon.</p>
	<p><i>Proposal to request an extension to the Coppergate One Way Temporary Traffic Regulation Order</i></p>
1.2	<p>Are there any external considerations? (Legislation/government directive/codes of practice etc.)</p>
	<p>The Council has powers under the Road Traffic Regulation Act 1984 to make Traffic Regulation Orders and Temporary Traffic Regulation Orders (“TTRO”) – duration limited to 18 months. Application to Secretary of State required for an extension beyond 18 months.</p>
1.3	<p>Who are the stakeholders and what are their interests?</p>
	<p>All users of Coppergate as a highway.</p>
1.4	<p>What results/outcomes do we want to achieve and for whom? This section should explain what outcomes you want to achieve for service users, staff and/or the wider community. Demonstrate how the proposal links to the Council Plan (2019- 2023) and other corporate strategies and plans.</p>
	<p>Continued temporary reduction in motorised vehicle numbers along Coppergate which would improve environment for pedestrians and cyclists.</p>

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Step 2 – Gathering the information and feedback

2.1	What sources of data, evidence and consultation feedback do we have to help us understand the impact of the proposal on equality rights and human rights? Please consider a range of sources, including: consultation exercises, surveys, feedback from staff, stakeholders, participants, research reports, the views of equality groups, as well your own experience of working in this area etc.	
	Source of data/supporting evidence	Reason for using
	Public Consultation	To engage with residents and stakeholders to understand the impact of the change.

Step 3 – Gaps in data and knowledge

3.1	What are the main gaps in information and understanding of the impact of your proposal? Please indicate how any gaps will be dealt with.
Gaps in data or knowledge	Action to deal with this

Step 4 – Analysing the impacts or effects.

4.1	Please consider what the evidence tells you about the likely impact (positive or negative) on people sharing a protected characteristic, i.e. how significant could the impacts be if we did not make any adjustments? Remember the duty is also positive – so please identify where the proposal offers opportunities to promote equality and/or foster good relations.		
Equality Groups and Human Rights.	Key Findings/Impacts	Positive (+) Negative (-) Neutral (0)	High (H) Medium (M) Low (L)
Age	Potentially less conflict between vehicles and pedestrians. More footway space could be provided if permanent TRO implemented in the future.	+	L
Disability	Potentially less conflict between vehicles and pedestrians. More footway space could be provided for wheelchair users if permanent TRO implemented in the future.	+	L
Gender		0	

Gender Reassignment		0	
Marriage and civil partnership		0	
Pregnancy and maternity	Potentially less conflict between vehicles and pedestrians. More footway space could be provided for use of people with push chairs if permanent TRO implemented in the future.	+	L
Race		0	
Religion and belief		0	
Sexual orientation		0	
Other Socio-economic groups including :			
Carer		0	
Low income groups	Improved cycle route provision. Impact on bus users to be reviewed and mitigated where necessary.	0	
Veterans, Armed Forces Community		0	
Other			
Impact on human rights:			
List any human rights impacted.		0	

Use the following guidance to inform your responses:

Indicate:

- Where you think that the proposal could have a POSITIVE impact on any of the equality groups like promoting equality and equal opportunities or improving relations within equality groups
- Where you think that the proposal could have a NEGATIVE impact on any of the equality groups, i.e. it could disadvantage them
- Where you think that this proposal has a NEUTRAL effect on any of the equality groups listed below i.e. it has no effect currently on equality groups.

It is important to remember that a proposal may be highly relevant to one aspect of equality and not relevant to another.

<p>High impact (The proposal or process is very equality relevant)</p>	<p>There is significant potential for or evidence of adverse impact The proposal is institution wide or public facing The proposal has consequences for or affects significant numbers of people The proposal has the potential to make a significant contribution to promoting equality and the exercise of human rights.</p>
<p>Medium impact (The proposal or process is somewhat equality relevant)</p>	<p>There is some evidence to suggest potential for or evidence of adverse impact The proposal is institution wide or across services, but mainly internal The proposal has consequences for or affects some people The proposal has the potential to make a contribution to promoting equality and the exercise of human rights</p>
<p>Low impact (The proposal or process might be equality relevant)</p>	<p>There is little evidence to suggest that the proposal could result in adverse impact The proposal operates in a limited way The proposal has consequences for or affects few people The proposal may have the potential to contribute to promoting equality and the exercise of human rights</p>

Step 5 - Mitigating adverse impacts and maximising positive impacts

5.1	Based on your findings, explain ways you plan to mitigate any unlawful prohibited conduct or unwanted adverse impact. Where positive impacts have been identified, what is been done to optimise opportunities to advance equality or foster good relations?
Temporary improvements to cycle route traffic management and bus stops	

Step 6 – Recommendations and conclusions of the assessment

6.1	Having considered the potential or actual impacts you should be in a position to make an informed judgement on what should be done. In all cases, document your reasoning that justifies your decision. There are four main options you can take:
- No major change to the proposal – the EIA demonstrates the proposal is robust. There is no potential for unlawful discrimination or adverse impact and you have taken all opportunities to advance equality and foster good relations, subject to continuing monitor and review.	

- **Adjust the proposal** – the EIA identifies potential problems or missed opportunities. This involves taking steps to remove any barriers, to better advance quality or to foster good relations.
- **Continue with the proposal** (despite the potential for adverse impact) – you should clearly set out the justifications for doing this and how you believe the decision is compatible with our obligations under the duty
- **Stop and remove the proposal** – if there are adverse effects that are not justified and cannot be mitigated, you should consider stopping the proposal altogether. If a proposal leads to unlawful discrimination it should be removed or changed.

Important: If there are any adverse impacts you cannot mitigate, please provide a compelling reason in the justification column.

Option selected	Conclusions/justification
No major change to the proposal	The proposal has a neutral or slightly beneficial impact on some protected interest groups.

Step 7 – Summary of agreed actions resulting from the assessment

7.1 What action, by whom, will be undertaken as a result of the impact assessment.			
Impact/issue	Action to be taken	Person responsible	Timescale
N/A			

Step 8 - Monitor, review and improve

8.1	<p>How will the impact of your proposal be monitored and improved upon going forward? Consider how will you identify the impact of activities on protected characteristics and other marginalised groups going forward? How will any learning and enhancements be capitalised on and embedded?</p>
	<p>Review impact on bus users through temporary period and undertake bus routing study to understand long term impact.</p>

Annex C - Summary of Consultation Comments Received by Email

	Officer's response
<p>Long before Covid arrived on the scene I would often say to friends why don't they make Coppergate one-way, surely it's better the way it is now. So here's hoping it stays the way it is.</p>	Noted
<p>It makes common sense to put Coppergate back to 2 way traffic. Why make the journey for buses and taxis longer! How is that environmentally friendly</p>	Noted
<p>As a taxi driver, the journeys take longer & cost more</p>	Noted
<p>Keep the Coppergate restrictions in place and remove uncertainty by extending them to 24h 365days</p>	Noted
<p>I would like Coppergate to revert to the two-way arrangement</p>	Noted
<p>As a resident and a business owner I find the one way routing on coppergate to be of no consequence at all, it does nothing to improve the road for people using the street as pedestrians. The issue is still that the street was never designed to take the number of buses using it nor the size of the buses themselves. The fact that ½ the carriageway is used by cyclists and electric scooter riders in the opposite direction makes it just as bad as it's always been. I witness on a daily basis near misses with buses and other vehicles coming very close to pedestrians using the narrow and poorly maintained pavements. The pavements are in such a state that there are many areas where the angle of slope onto the road makes it unsafe for wheelchairs, pushchairs and difficult to use for elderly people, in other areas they are simply too narrow to allow pedestrians to pass each other safely. The crossings become so congested you can't get past them if people are waiting to cross, meaning people inevitably end up having to use the carriageway to get past them One of the other big issues is the damage to historic properties caused by the heavy vehicles (buses) using the street. The vibrations can be clearly felt in my building xxxx. We have issues with cracks appearing in the building over time due to the sheer volume of traffic "shaking" the building. I think the whole street should be closed to traffic from 10am in line with the bulk of the city centre. The street cuts off The Coppergate centre and The Castlegate/Cliffords Tower areas which are pedestrian and heavily used by locals and visitors alike. It seems silly that busses and taxis can't use the gyratory system from castle mills and Piccadilly which is what the wider streets there are more suited to.</p>	<p>Full pedestrianisation would have a much more significant impact on bus journey times and is not currently being considered.</p>

<p>If the council are truly committed to improving pedestrian access and making the city centre a more pleasant place to visit and live in more thought needs to be given to widening the current pedestrian zone to include coppergate.</p>	
<p>Many thanks for the opportunity to submit additional feedback to the consultation and to give my views on the Emergency Active Travel scheme.</p> <p>I support making it permanent. There is always what is termed a 'bikelash' against bold measures restricting private cars and enhancing cycling, so I don't think the council should bow to pressure from those wanting to reopen private car access.</p> <p>There have been some flaws in how this scheme was trialled which meant the full potential for people travelling actively and sustainably has not yet been realised. It was not effective at creating more space for pedestrians southbound, as clunky barriers were placed close to the kerb and had feet that protruded into the space. The cycle lane created on the church side was too narrow to serve as a one-way cycle lane so was not used two-way as intended. Pedestrians walking by the church often took space between the path and wands to be additional pavement rather than a cycle lane.</p> <p>Had CYC engaged with active travel advocates prior to installation these problems could have been averted. Many residents contacted the council to express their concerns over placement of barriers. CYC was slow to make modifications and reactive rather than proactive – it is noted of course the impacts of Covid on ability to respond and act on issues highlighted.</p> <p>I drive often, but to sustain my mobility following a serious injury a few years ago and for climate concerns I cycle whenever possible – it is a much more efficient way to travel around York. I would like many others to have the opportunity to cycle where they can, at least a few times a week and want CYC to take bold action to encourage people to get on their bicycles. The chief concern aside from theft has for a long time been road safety and schemes like this are important to improving that. It is crucial CYC do much more to push an active travel agenda and decrease the many, many single occupancy private cars in the city centre (exempting disabled people who rely on their cars and who cannot be independent without them).</p> <p>I do not accept that buses and taxis have been as negatively impacted as inferred – they likely benefitted from exclusive priority at the other end of their journeys. Coppergate round to Piccadilly is a 2 minute addition to a journey and remodelling of Piccadilly being done by CYC should ensure quality of shelter at the Banana Warehouse is not an issue. Why not create a</p>	<p>Comments Noted. Changes will be made to the temporary layout if an extension of the restriction is approved.</p>

<p>shelter which plays on the name/fits in with Spark? There are no bus stops on Coppergate and passengers alighting at nearby stops either end will inevitably have to walk a similar distance into the city centre regardless.</p> <p>The Coppergate scheme can be improved in the short term as an easy win for the council – York Cycle Campaign have produced visual examples of how this could be achieved. Coppergate Contraflow: A Standard Design – York Cycle Campaign is a design which protects cyclists, provides more space for pedestrians and protects them and historic buildings from noise, pollution and risks of heavy traffic. In the long term, Coppergate could link through to other gates; Castlegate and Fossgate being the nearest, to create a route that sits perfectly within a Local Transport Plan that will reduce emissions, congestion, and attract funding to boost active travel participation. This could be a citywide concept for safer routes to key destinations, including shopping streets, workplaces and schools.</p> <p>I propose a long term plan be drawn up for funding opportunities:</p> <ul style="list-style-type: none"> • Widening the pedestrian crossing to create a toucan (not necessarily signalled) at Clifford St/Coppergate junction • Installing a surface mini-roundabout at the Clifford St/Coppergate junction • Reduce crossing island which extends beyond give way markings at end of Coppergate • Reduce/remove refuge at top of Clifford St – install a less lengthy refuge outside Opera House (desire line crossing point) • Clearly sign 2-way cycle lane (mini-roundabout helps safe exit at Clifford St) • Give way/ priority markings needed at Clifford St/Coppergate junction to deter encroachment <p>I would like to see ward councillors across getting behind these schemes and engaging with residents about what will get them travelling by bicycle with their families, helping improve air quality and make our population as active and healthy as possible. The steady decline in cycling over the last 5yrs is testament to how unsafe people feel cycling in too much of the city. Now is the time to put some weight behind climate declarations and deliver for cycling in York.</p>	
<p>York Cycle Campaign complaint about the quality of the consultation</p>	<p>Noted</p>
<p>Link Provided to York Cycle Campaign proposal https://yorkcyclecampaign.bike/2021/10/29/coppergate/</p>	<p>Noted</p>

Civic Trust Response in support of One Way restriction	Noted– See separate Annex.
<p>I'm writing on behalf of WalkYork to support the retention in Coppergate of one-way buses + taxis, and two-way cycling arrangements. This creates the opportunity to widen the footways which are too narrow and, in places, too steeply sloping. And to reduce the severance between the city centre and Coppergate Centre, traffic noise and fumes.</p> <p>Motor vehicle use of Coppergate is low whilst pedestrian use is very much higher. The pedestrian traffic lights are widely ignored. Which is problematic for carers with young children teaching them to cross only on the green pedestrian light. Might it be possible to change the traffic lights to give priority to pedestrians?</p>	Noted
<p>Unaware of any consultation here, though it should be clear from previous emails that bikes of bigger sizes have to be considered in improvements to this area.</p> <p>As a matter of course, carrying goods for local businesses, unfortunately any changes which do not consult on the logistics of volumes of goods by bike has financial implications and we would have no choice but to forward these.</p> <p>It is extremely difficult to provide local businesses with an incentive to progress a climate positive supply chain if our infrastructure isn't updated with their needs in mind.</p>	Comments Noted. Changes will be made to widen the temporary layout if an extension of the restriction is approved.
<p>Thank you for getting in touch, however giving us such little notice means we cannot be genuinely involved in this consultation. We have been made aware that York Cycle Campaign have also been given severely inadequate notice at a time when the council is fully aware that groups such as York Disability Rights Forum are heavily engaged in discussions around the footstreet extensions.</p> <p>This appears to be another occasion when the Executive Member for Transport, or the council, has failed to engage in discussions with stakeholders and we have not been given a reasonable opportunity to feedback. Please do not presume that sending an email four days before the consultation closes counts as consulting with us.</p> <p>Further, the short paragraph on the consultations webpage links to information which doesn't provide any context for the decision being asked about. The preliminary information on the survey itself echoes the attached letter, making substantive claims without pointing to evidence to back up these claims. When attempting to complete the survey, I was unable to get past the first page of questions as it asked directly "Do you think the current one way restriction on Coppergate should</p>	Noted Further consultation will be progressed if an extension of the restriction is approved

<p>continue?" A question I have not got enough data or information to answer.</p>	
<p>If further information is available, or the deadline is extended, please let us know with adequate notice so that we can be actively engaged.</p>	

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York Civic Trust

Temporary Traffic Regulation Order in Coppergate Response to Consultation 2nd November 2021

This response to the Council's consultation on the future of the Temporary TRO in Coppergate has been prepared by York Civic Trust's Transport Advisory Group. The Group offers expertise in all aspects of transport policy and liaises closely with modal interest groups including Walk York, York Bus Forum, York Cycling Campaign and York Disability Rights Forum. We have also been invited to advise the Council on the development of its new Local Transport Plan, and have drawn on our broader recommendations in this response.

The consultation offers two options: to extend the Temporary TRO while improvements are made to ensure that the design is appropriate for longer term use, or to terminate the TRO and revert to the two way operation in place prior to June 2020.

We strongly recommend that the Temporary TRO be extended, and that urgent action be taken to design a more effective permanent scheme. We explain our reasoning below. We also offer the following specific recommendations, which are again justified below:

- 1. The Council should adhere to its hierarchy of users in designing the permanent scheme.**
- 2. It is demonstrably the case that Coppergate is of inadequate width to provide for safe pedestrian space and for vehicles in both directions. It is essential therefore that it remains one way for motorised vehicles.**
- 3. Footways should be widened to at least 1.8m on both sides, reduced to at least 1.5m on the NW side past All Saints Pavement.**
- 4. A signalised junction should be provided at the Clifford Street end, and all three crossings should allocate more time to pedestrians, thus reducing crossing delays.**
- 5. In the interest of disabled users, the opportunity should be taken in any redesign to achieve continuity of footway width, remove all obstructions and repave to avoid unsafe crossfalls.**
- 6. The carriageway layout should be designed to a standard width of 5.8m to provide for a 2.0m contraflow cycle lane, 0.3m of physical separation, and a 3.2m vehicle lane. Remaining width should be used selectively to widen footways or to permit loading.**

- 7. The junction with Clifford Street, or alternatively with Castlegate, needs to be redesigned to provide for safe access by cyclists.**
- 8. Throughout, the contraflow cycle lane needs to be signed as specified in LTN1/20.**
- 9. Improvements for buses and their passengers should be sought by:**
 - a. providing bus stops for diverted buses in Clifford Street as close to the junction with Coppergate as possible;**
 - b. upgrading the stops in Piccadilly to provide shelter, seating and real time information; and**
 - c. actively enforcing the existing bus gates in Piccadilly and Pavement.**
- 10. The Executive Member should ensure that all future Temporary TROs are approved with a clear specification for monitoring their impact, and that any resulting consultation is based on that objective evidence.**
- 11. More generally, the Council needs to take steps to ensure that its consultations are objective, and that all user groups are given equal opportunities for involvement.**

The temporary scheme as implemented

The scheme was implemented in June 2020 in response to the government's Emergency Active Travel Fund, and was to have been financed by it. Its main aim was to provide for social distancing for pedestrians in Coppergate. This required a reduction in carriageway width, which necessitated one way working, and the Council rightly concluded that cyclists should be exempt from that restriction. The scheme therefore included a contraflow lane for cyclists, who were also seen as beneficiaries.

Unfortunately, given the limited time for implementation, the scheme as implemented had a number of weaknesses. Specifically:

- the pavement widening for social distancing was provided by placing cones in the carriageway, with no temporary build-out of the kerb (as implemented effectively by other authorities); the resultant increase in pavement width was thus minimal;
- the contraflow cycle lane was only 1.1m wide, which is well below the minimum specified in government guidance; it was delineated by wands, which were not adequately maintained, and have since been replaced by cones;
- no safe provision was made to allow cyclists to access this contraflow lane from Clifford Street; indeed, in the early stages, there was no signing to indicate that they were permitted to do so;
- no signing was provided at the Piccadilly end to warn drivers (and particularly motorists outside restricted hours) that cyclists could be expected in the opposite direction, again in violation of government guidance;
- no signing was provided to alert pedestrians on the very narrow pavement alongside All Saints Pavement that the space inside the wands and cones was for cyclists; as a result pedestrians frequently spill into this area, putting themselves and cyclists at risk
- as the consultation indicates, no attempt was made to provide effective bus stops for passengers on diverted services.

We raised many of these concerns early in the scheme's operation, but no significant action has been taken to remedy them (other than to remove the cones once a decision had been taken that social distancing was not required). Nothing is said in the consultation about ways in which the scheme might be enhanced, and it appears that no further thought has been given to this in the 16 months since the temporary scheme was implemented.

Evidence on the scheme's impacts

It is a key principle of a Temporary TRO that data is collected before and during the scheme to assess its impacts. We would have expected that data to cover:

- changes in cyclist and pedestrian flows in the street
- delays to diverted vehicles (and principally buses and taxis)
- any resulting changes in patronage of buses or taxis
- attitudes of cyclists and pedestrians to the environment and safety in the street
- attitudes and experience of traders on the street
- any evidence on casualties and casualty rates on the street.

No such information is provided, and we are unclear whether any has been collected.

We were aware from the outset that a potential disadvantage would be delays to buses, and asked for information, which should be readily available from operators, on several occasions, but none was forthcoming. We are now told in the consultation that “the restriction has had a significant impact on bus and taxi services and their users owing to the longer distance travelled for services diverting via Clifford Street and Tower Street to Piccadilly”. No indication is given of the source of this statement, or what constitutes “significant”. We have instead carried out our own limited assessment. Comparing the time taken from Piccadilly to Clifford Street for buses using Stonebow, buses in the opposite direction take around 120s longer. For those using Merchantgate, the value is closer to 80s. These additional travel times are well within the allowance made by operators for congestion in the city centre and should not, in our view, be considered “significant”.

The consultation also says that “bus stop and shelter provision is also poorer, with a number of bus services needing to use the bus stop by Banana Warehouse on Piccadilly, which has no shelter or seating, in place of using stops on Piccadilly which are of better quality”. As noted above, this was a design weakness of the initial scheme, but should not be used as a justification for abandoning it. As York Bus Forum (YBF) has pointed out, stops could readily have been provided in Clifford Street, allowing inbound passengers more immediate access to the city centre. A stop for the #10 was finally provided by First York following a sustained YBF campaign.

The style of consultation

Any effective consultation should provide the evidence obtained in a clear and objective fashion, so that respondents can make their judgments without being influenced by officers' prior assessments. As the quotes above indicate, this has not always been the case in this consultation. It is not clear to us whether bus and taxi operators' views were sought in

advance of the consultation, but we are very much aware that no attempt was made in advance to seek the views of Walk York, York Cycle Campaign or York Disability Rights Forum. Unfortunately the statements quoted above give the impression that selective prior consultation has taken place.

Design considerations

The Council's hierarchy of users

The Council makes clear in its policy documents that it designs street space by giving priority to users higher in its hierarchy, which places pedestrians first, disabled users second, cyclists third, bus (and taxi) users fourth and private vehicles (which are not relevant here during restricted hours) below that. The clear message is that any modifications to Coppergate should be designed, within reason, to give priority to pedestrians, disabled users, cyclists and bus and taxi users in that order. We adopt this sequence below.

Pedestrians

The Chartered Institution of Highways and Transportation's 2015 publication *Designing for Walking* recommends that footways should be at least 1.8m wide, with a desirable width of 2.0m, and 2.6m alongside busy roads. It qualifies this by indicating that a reduced width of 1.5m is better than there being no footway, but this should not be a relevant consideration in city centres. In practice virtually none of the footway on either side of Coppergate is as wide as 1.8m. On the SE side it ranges from 1.8m to 1.2m, and as little as 0.9m past the unnecessary obstruction of the barrels outside the Three Tuns PH. On the NW side it ranges from 1.5m to a minimum of 1.1m past the corner of All Saints Pavement. These widths fail to satisfy current guidance, and are wholly inappropriate for a city centre street on which pedestrians should be able to browse frontage properties as well as walking past, without being forced into the carriageway.

The carriageway width at the NE end is below 6m, and thus below the government's minimum standard of 6.4m for a two way carriageway involving buses. The implication is that in this section, buses passing one another will need to be very close to the kerb, thus restricting further the space for pedestrians, and adding to their insecurity.

Signalled crossings are provided at the junction with Piccadilly and at the entrance to the Coppergate Centre. Crossing flows are often higher than person flows along Coppergate, yet delays for pedestrians are long, resulting in many crossing on red. Action should be taken to reallocate time at both signals and hence reduce crossing delays. Conversely the crossing at the Clifford Street end uses a zebra crossing, which can delay buses and taxis. We suggest replacing it by a signalised junction, which would also allow protected turns for cyclists, as discussed below.

It is demonstrably the case that the section of Coppergate NE of the entrance to the Coppergate Centre is of inadequate width to provide for safe pedestrian space and for vehicles in both directions. It is essential therefore that this section remains one way for motorised vehicles, and that the opportunity is taken to widen footways on both sides to 1.8m on the SE side and at least 1.5m on the NW side (where there are no frontage properties). The opportunity should also be taken to widen the footways SW of the

Coppergate Centre entrance to 1.8m on both sides, and to remove any obstructions limiting that width. A signalised junction should be provided at the Clifford Street end, and all three crossings should allocate more time to pedestrians, thus reducing crossing delays.

Disabled users

Disabled drivers are not permitted to use Coppergate in restricted hours, so for most disabled users access will be on foot or using wheelchairs. Those who cycle are considered below. The narrow footways, their variable width, frequent sections with substantial crossfall, and several unmarked obstructions make Coppergate extremely difficult for disabled pedestrians to use in safety.

The opportunity should be taken in any redesign to achieve continuity of footway width, remove all obstructions and repave to avoid unsafe crossfalls.

Cyclists

Coppergate is an essential route for cyclists traversing and accessing the city centre. The only alternatives for through movement involve using Lendal Bridge or Castle Mills Bridge, both of which have heavy traffic flows and are totally devoid of provision for cyclists. However, when operating two way, Coppergate offers no protection for cyclists, who have to share the unduly narrow carriageway with buses.

Under one way operation, cyclists using Coppergate in a SW direction travel with buses and taxis and provision for them appears generally satisfactory, though greater protection is needed to assist right turns into Nessgate.

Cyclists in the opposite direction have very poor provision at present. There is no protection for cyclists turning right from Clifford Street, and no action has been taken on the alternative proposal of routing them via Castlegate. Once on Coppergate they have no safe demarcated contraflow cycle lane until the crossing at the Coppergate Centre entrance. Beyond that the current contraflow lane is seriously substandard, and there are no warnings to pedestrians or drivers of the existence of contraflow cyclists.

Government guidance, in LTN1/20, makes clear that contraflow cycle lanes should be a minimum of 2.0m width, and that lanes shared with cyclists should be no more than 3.2m wide. The narrowest section at the NE end of Coppergate, between frontages, is around 8.8m, which is sufficient for two footways of 1.5m and 1.8m, a 2.0m contraflow cycle lane, 0.3m for physical separation using wands, and 3.2m for a single lane towards the SW. Towards the SW end the width between frontages is sufficient to provide for two 1.8m footways.

The carriageway layout should be designed to a standard width of 5.8m to provide for a 2.0m contraflow cycle lane, 0.3m of physical separation, and a 3.2m vehicle lane. Remaining width should be used selectively to widen footways or to permit loading. The junction with Clifford Street, or alternatively with Castlegate, needs to be redesigned to provide for safe access by cyclists. Throughout, the contraflow cycle lane needs to be signed as specified in LTN1/20.

Buses and taxis

While they are both of importance in providing sustainable access, buses and taxis come fourth in the Council's hierarchy, and should be treated as such. Given the impossibility of providing for safe two way vehicle movements in Coppergate, and the substantial benefits for pedestrians, disabled users and cyclists of the design proposals above, it seems to us inevitable that buses and taxis, and their passengers, will need to incur some additional travel time on the diversion route. As noted above, we do not consider an additional journey time of 120s as excessive in the circumstances. It is, for example, little more than the time for which pedestrians have to wait to cross at the Pavement/Piccadilly junction.

The key will be to find ways of enabling passengers to access the city centre as rapidly as possible, to be able to wait in comfort, and for delays to buses to be kept to a minimum.

We see three obvious steps to doing so:

- **providing bus stops for diverted buses in Clifford Street as close to the junction with Coppergate as possible;**
- **upgrading the stops in Piccadilly to provide shelter, seating and real time information; and**
- **actively enforcing the existing bus gates in Piccadilly and Pavement, which have been in place for some 30 years, but which the Council has failed to enforce for the last decade.**