
7th May 2013

Cabinet

Report of the Cabinet Member for Transport, Planning & Sustainability

Improving Movement and Public Realm in the City Centre

Summary

1. A number of key city centre improvements will be completed over the next 2 or 3 years which, taken together, will help to improve the city's public realm and public transport system.
2. The projects are part of the wider transformation of the economic, cultural and recreational offer in the city centre. It will take the city forward in the same way as the vision to create the city centre footstreets and move traffic away from the Minster over 20 years ago. Concern at that time was overtaken by opportunity and vision, and the success of those bold decisions is now being shared throughout the country.
3. Significant transport changes are taking place across the City including expansion of park and ride, the upgrading of bus interchanges in the city centre, the rolling out of 20mph limits in residential areas and the development of smart ticketing, including the All-York ticket. Many other measures funded through the Local Sustainable Transport Fund (LSTF) and Better Bus Area Fund (BBAF) are aimed at increasing walking, cycling and the use of public transport and are influencing how we think about travel. These changes are fundamentally changing the way we make our travel choices and addressing the situation that as an historic city we do not have the physical space to fit more cars on the highway.
4. The Reinvigorate York programme, BBAF and the Local Transport Plan are spearheading major public realm improvements in the city centre, which includes: the redesign of the station frontage interchange; enhancements to the walking route from the station past the council offices to the Minster; theatre royal interchange

Duncombe Place/Blake Street and Exhibition Square/St Leonard's Place/Bootham Bar improvement projects.

5. The independent City Centre Movement and Accessibility Study (JMP 2010, published 2011) highlighted that current traffic patterns are one of the biggest barriers to improving the environment and public realm of the city centre, which are seen as critical to economic success. Many European Cities have grown their economies by enhancing their cultural, social and physical assets.
6. Removal of through traffic from the 'heart of the city' with managed access provided for essential traffic on 'priority routes' (in particular Lendal Bridge) offers a key transformational opportunity to maximise access for pedestrians, cyclists and buses. Significantly reducing motorised traffic offers the scope to improve air quality in some key central locations, improve bus reliability and enhance the attractiveness of the city centre. As the city grows the public transport system will become more vital for residents and visitors to in and around the city. More predictable journey times and less traffic in the city centre will improve the reliability and efficiency of bus services.
7. This report sets out a proposal for a trial to establish a pedestrian, public transport and cycle priority route over Lendal Bridge; commencing in August 2013, operating a two-way restriction enforced by Automatic Number Plate Recognition (ANPR) cameras. The proposal is to operate a 10:30am to 5:00pm trial restriction, with an aspiration for a 7:00am to 7:00pm restriction.
8. More specifically the reduction of vehicular traffic along the route from Queen Street, past the station, the city walls, Lendal Bridge to York Minster Library Square, St. Leonard's Place, Exhibition Square, Bootham Bar and beyond, improves the place and setting of this world class historic environment, stimulating trade, creating jobs and growing the economy. Reallocating released road space facilitates the realisation of series of public realm improvements along this route, and is an important step towards achieving the 'Reinvigorate York' transformation.
9. In the longer term removal of traffic has the potential to open up opportunities for the York Central development, a bus interchange at the rail station and options over Queen Street Bridge.

10. The transformation of the city centre will include many small improvements and additions (new seating, lighting, paving), as well as major new initiatives to reduce traffic congestion and intrusion, promote alternative modes of access and improve the appearance and enjoyment of our public spaces and streets.
11. It will especially focus on the whole route between the Station, Minster and cultural quarter (including the art gallery, theatre royal etc) (see Plan 1 attached to this report), helping to make this first impression of York a memorable one, and will also spread towards Bootham Bar, to King's Square and Newgate Market, Parliament Street, Coppergate and Piccadilly, and further out to Fossgate and Micklegate. It will also bring benefits to local bus users by improving the arrival and departure points to the shopping area.
12. Improvements to public spaces are already happening – the recent uplift of Library Square; de-cluttering/ improvement of signage, fencing and bollards throughout the city centre; new and replacement lighting; new seating; improvements to footways and lighting between the Station and Lendal.
13. This is being taken much further with planned area improvements to King's Square this Spring/ Summer; to Exhibition Square and the Bootham Bar/ Gillygate and Duncombe Place/ St. Leonard's Place junctions; Fossgate, Parliament Street/ Coppergate/ Piccadilly junction and re-design of Newgate Market and Micklegate over the next two years.
14. A bold new lighting strategy for the city centre is planned, together with new waymarking for the city. More effective physical and, especially, electronic/ digital, wayfinding will be explored in order to provide benefit throughout the day and night, especially in terms of introducing peripheral areas of the city such as Micklegate, Gillygate and Goodramgate which do not get the same levels of footfall as the historic core.
15. There is also the potential for new environmental improvements strongly linked to the delivery of transport route and access priority changes. New access controlled measures at the entrance to the footstreets (including Spurriergate and High Ousegate junction) are now being explored alongside improvements identified through the Local Sustainable Transport Fund and Better Bus Area Fund.

The Economic Case for Investing in the City Centre

16. The quality of the city centre and its public spaces is absolutely critical to the continued economic prosperity of York, and particularly the city's ambition to become a top 5 UK city and top 10 mid sized European city¹. The city centre, as the 'face' of York, whilst still popular with many visitors and residents, is looking tired in places and will struggle in future years to compete with competitor cities across the UK and abroad.
17. Investment to uplift the city centre is important to encourage a greater proportion of the city's residents, as well as visitors, to spend time in the city. Experience in York (with the original footstreets implementation) and other cities who have taken bold decisions to invest in public streets and spaces, like Sheffield, Manchester and Bradford, have reported real uplifts in footfall, spend and business interest – as well as reaping the human benefits of a looked after and pedestrian-friendly place.
18. Local businesses have identified accessibility and movement in and around the city as being essential to improve. Key stakeholder groups such as Visit York, English Heritage, York Civic Trust York and the Future York Group have all identified the need to improve streets and spaces across the city centre to provide a high quality public realm that is spectacular by day and night. Making the city more business-friendly will increase demand and build private sector confidence.
19. The Council recognises that quality of place matters to businesses making decisions about where to locate and invest; matters to residents as a living place and a place to live; and matters to the visitor – to enjoy, to learn, to invest and to come back.
20. A new vision for the city (*York: New City Beautiful*²) – the first since the Esher Plan of 1969 – was published in 2010 with the help of York business and community leaders. It recognises that the city centre has a lively and diverse range of activities, including some of the most attractive small, niche retailing environments in the country, but that the physical fabric within which it sits does not showcase York's assets or provide a good platform for events, and presents challenging movement and accessibility issues. The

¹ York Economic Strategy 2011-15

² York New City Beautiful. Toward an Economic Vision 2010

Station to Minster route was highlighted as weak in terms of quality and legibility.

21. The York Visitor Survey 2011-12 found that the overwhelmingly top activity of our 7 million visitors each year is to “stroll around and enjoy the ambience of York”, together with “eating and drinking out”. Less than 2 million of the 7 million visitors actually go into the major attractions. This illustrates the vital importance of the quality of public spaces in attracting entrepreneurs, investors, students and people looking for jobs.
22. Resident surveys over a number of years have already shown support for measures to reduce traffic in the city centre. Recent surveys as part of the City Centre Area Action Plan (2008) consultation demonstrated specific support for restrictions on through traffic over Lendal Bridge. There does seem to be a strong public recognition of the damage that traffic is having in York city centre and the desire to move towards a city that is more traffic free.
23. The route from York Railway Station to the Minster is crucial. For many visitors to York it is the front door, their first impression of the city centre. At the moment it has some real interest and intrigue but no great clarity. The pedestrian environment and the sense of arrival in York is fairly poor.
24. The area houses many of the key cultural attractions of the city, including the Art Gallery, Yorkshire Museum and Gardens, King’s Manor, and Theatre Royal, but the environment and air quality of St. Leonard’s Place is generally poor. The route into the city centre from the Gillygate side could be much safer and more attractive for residents, shoppers and visitors. For bus users there are poor waiting facilities in St. Leonard’s Place and conflict with passing pedestrians
25. Similarly, the sense of arrival and setting of Exhibition Square and Bootham Bar should be noticeably improved for the benefit of residents and visitors, and there is traffic congestion all the way from the Station, over Lendal Bridge, to Museum Street and St. Leonard’s Place which must be addressed with new solutions.
26. More specifically the reduction of vehicular traffic along the route from Queen Street, past the station, the city walls, Lendal Bridge to

York Minster Library Square, Bootham Bar and beyond, would vastly improve the place and setting of this world class historic environment. It would help to stimulate trade in the same way as pedestrianisation of Parliament Street and connected streets 20 years ago and therefore help to create jobs and grow the local economy.

27. The route is illustrated on Plan 1. It shows the extent and importance of this key corridor to the Minster and cultural quarter from the Station.

The Opportunities and Rationale for Improving Movement in the City Centre

28. In the 1980's the City took bold decisions to implement the Footstreets area and close Deangate, removing 10,000 vehicle movements a day from in front of the Minster. That decision was not universally popular at all at the time but has since proven to be successful. It is supported by retailers, residents and visitors and defines the way in which everyone accesses and uses the city centre and Minster.
29. A generation later this is an opportunity to realise another place shaping initiative to reduce the amount of through traffic in the city, to fundamentally alter the look and feel of the north west of the city centre and unlock the potential to improve the untidy public realm at the station, Station Rise, Duncombe and St Leonard's Place, the theatre, Exhibition Square and Bootham Bar.
30. The opportunity for Members to consider is in relation to the re-prioritisation of Lendal Bridge for public transport (including taxis), cyclists and pedestrians. Reconsidering the priority on this link into the city will not only reduce the volume of traffic right through from the Station to Bootham Bar (where there is often queuing traffic) but also open up the potential to unlock a number of other exciting projects for the City. This proposal ensures the full potential of these other projects can be developed and that the sum of these projects is greater than their individual parts. Annex A contains a photo montage of the route from the Station to Exhibition Square as currently experienced by the different user groups.

Why Now?

31. The ability to deliver on a bridge reprioritisation proposal impacts directly on the scope of the Reinvigorate York projects at Exhibition Square/St Leonard's Place / Bootham Bar and Duncombe Place/Blake Street and the benefits that can be accrued, including the opportunity to showcase the city during the Tour de France event in 2014. Significant investment in the area (over £14m) is taking place around the art gallery, theatre and St Leonard's Place to create a cultural hub. The whole area therefore acts as a gateway to the city centre, the station and Minster and cultural quarter
32. Reprioritisation of traffic on the bridge is critical to enabling the full potential of this investment to be realised. It would create spaces not dominated by traffic, free up space currently used by traffic thus enabling it to be used as shared space or public realm and allows the spaces to be more coherently joined together. This will help realise opportunities to improve their appearance and use which, in turn, will positively contribute to the city centre environment and add to the economic and cultural offer of the city. However these areas can be maximally enhanced only if the majority of traffic is removed.
33. Equally importantly there is a one off opportunity with a number of critical transport projects (which will offer mitigation and complement the trial) are being delivered over the next two years, which bring with them external funding of approximately 22 million pounds; namely the i-Travel York project encouraging mode shift, Better Bus Area Funding delivering bus improvements, Access York to the A59 / Outer Ring Road roundabout upgrade and Poppleton Road/Boroughbridge Road bus lane improvements and new Park & Ride sites, also being delivered through Access York. Bids have also been submitted through the West Yorkshire Transport Fund+ for substantial improvements to the outer ring road and public transport (see paragraphs 42 and 43). Bids have also been submitted for funding to deliver Haxby station and A19 pinch point improvements (an additional £4.5 million). This is a significant injection of capital and revenue funding that can support and enhance the wider aspirations of the city and it is unlikely that such an investment opportunity for offsetting the impacts of the Lendal Bridge proposal would be available again. This is in addition to the Reinvigorate York funding and external investment

being delivered by stakeholders at the Theatre, St Leonard's Place and the Art gallery.

34. Reducing the amount of city centre traffic in York through re-prioritisation on bridge crossings or key links has been consistently advised for a long time. North Yorkshire's Medium Term Travel Plan and the MVA Traffic and parking study 1989 both had a specific action to close Lendal Bridge at all times to all traffic except buses, cycles, taxis and emergency vehicles.
35. Reprioritising traffic on Lendal bridge also presents opportunities to make significant improvement to public transport, creating a corridor that enables greater reliability and consistency. If the growth aspirations for the city are to be delivered then the public transport offer will need to be strengthened in order to provide for the additional demand for travel within a constrained highway network. The greatest benefit would accrue in the 7:00am to 7:00pm period.
36. Closures for road works on Lendal Bridge in the late 1970's, in Gillygate in the 1990's and Lendal Bridge again in 2000 demonstrated that public concerns that reducing capacity on the inner ring road would inevitably result in long-term 'grid lock' did not materialise.
37. It is accepted that the re-routing of traffic will potentially lead to some detrimental displacement effects, and worsening congestion on some routes dependant upon the travel choices people make as a result of the changes and will be influenced by the mitigation works underway in the form of business and personalised travel planning, re-routed bus services etc. It is also recognised that the resilience of the network to be able to cope with incidents and events will be reduced. In an emergency it would be possible to remove the restriction and open the bridge to general traffic although it may be better to protect the efficient running of the public transport service through maintenance of the priority route.
38. However, research into roadspace reallocation (Cairns et al 2002) looking at 70 schemes in 11 countries, suggested that predictions of traffic problems were often 'unnecessarily alarmist' and that subject to local conditions 'significant reductions in overall traffic can occur', on average across the schemes, 11%. It also makes the point that how the scheme is perceived and reported in the media is critical. If as a result of any trial or permanent

arrangement a significant reduction in overall traffic was achieved, as maybe likely, this would also contribute significantly to air quality improvements and targets.

39. Successive resident consultations have shown strong public support for reducing congestion in the city centre. In 2009 the Congestion Scrutiny Committee Survey revealed that *restricting congestion without charging* was most likely to be chosen as respondents' first choice measure to tackle congestion in the city (39% of respondents).
40. There is firm policy support for reducing traffic in the city centre and improving public spaces and streets. Reprioritising Lendal Bridge as a sustainable transport link is a specific recommendation in the 'York: New City Beautiful' study (2010) and the City Centre Movement and Accessibility studies (2011).
41. The recently successful £2.2M Better Bus Area (2012) fund bid included proposals for the investigation of bus priority corridors on Lendal (and Ouse) bridges. The proposal is to support the implementation of other major public realm initiatives as well as contribute to the economic aspirations of the city by enabling growth whilst accommodating existing traffic in an alternative way.
42. Alongside City Deals the Government has also changed the way in which local transport major scheme funding is organised. By devolving power and funding for transport major schemes from the DfT the Local Transport Body (LTB) becomes the organisation through which scheme prioritisation and funding decisions are made. City of York Council opted to become part of the West Yorkshire and York Local Transport Body geography. The WYTF+ therefore represents the West Yorkshire + York LTB major scheme funding pot.
43. The York package of schemes shares the same objectives as the (core) West Yorkshire package - namely the delivery of the maximum net increases in GVA and improving access to employment. The package of schemes include: outer ring road improvements, A19 bus lane and access improvements to the designer outlet, Clifton Moor P&R, City centre public transport improvements and access to York Central.
44. In order to achieve the economic and growth aspirations of the city it is essential that public transport is able to accommodate and

take up additional journeys on the network. Improving bus journey times and reliability through the city centre is crucial to delivering these wider aspirations.

45. The proposed bridge restriction and associated public realm improvements facilitates links to the Council Plan, supporting a number of key outcomes, as follows:

Priorities:	Key Outcomes
Create jobs and grow the economy	Enhanced the role of York as a World Class City recognisable, as a great place to invest, visit, do business and for talent to remain or locate to.
Get York moving	Far more people will choose to travel by bus, bike or on foot.
	York's transport system will offer quality alternatives to the car.
	It will be easier, safer and more efficient for York's residents businesses and visitors to move within the city.
Build strong communities	Improve the health of community by encouraging walking and cycling as a means of travel.
Protect vulnerable people	Improve accessibility by public transport to services.
	Improve safety and encourage independent travel.
Protect the environment	Reduce carbon emissions by encouraging a move to low carbon and active transport modes.
	Enhanced public realm and setting of the historic core environment.

46. The Local Transport Plan (2011–2031) sets out the transport strategy for York. It contains ambitious objectives over the long term, but is realistic in what is achievable over the next few years by making better use of existing infrastructure. The key themes and outcomes for the plan are captured in the table below.

Five Themes	Key Outcomes
Quality Alternatives	Comprehensive cycling and walking network
	Better quality and more reliable public transport
	Enhanced Park & Ride facilities
Strategic Links	Well maintained and managed strategic transport network
	New cycling and walking links between residential (urban & rural) and employment areas.
	Better rail services and connections
	Selective enhancements to the existing road network to increase capacity and improve safety
Behavioural Change	Greater awareness of options available for sustainable modes of travel (travel planning)
	Increased levels of sustainable travel to all key education, employment, leisure and retail destinations
	Improved road safety awareness
	People being more healthy and active
Transport Emissions	Reduced vehicle emissions
	Improved air quality
Public streets and spaces	Enhanced and safer walking and cycling access in public spaces, streets and developments
	Fewer vehicles travelling through and around the city centre
	Safer roads with fewer casualties
	Developments integrated into and enhancing the sustainable transport network

Enabling Improved Public Spaces through Improved Movement – Trialing restrictions on Lendal Bridge

47. In considering how the objectives of the Economic Strategy, Reinvigorate York initiative, Local Transport Plan, CCMA and other Council strategies could be delivered a number of options for reducing traffic and congestion in the city centre have been considered. Road User charging is an option but is not popular with residents or the business community (identified from previous Local Transport Plan and Scrutiny Committee consultation). In the last major survey an approach based on improving other modes and physically restricting other traffic was the favoured option.
48. Proposals for a one-way system on the inner ring road, with the removal of traffic signals, have been considered but discounted primarily on grounds of increased mileage on the network and inability to lock in the benefits for sustainable modes. High occupancy vehicle lanes or road user charging also have the potential to reduce the volume of traffic using Lendal Bridge, but by no means to the same level as the proposed restriction. Acceptability, cost and complexity of these schemes compared to the relatively simple bridge restriction option makes the latter the preferred option.
49. Four options around vehicular restrictions on bridges were considered
- Ouse Bridge (both directions)
 - Lendal Bridge (both directions)
 - Lendal Bridge (northbound only)
 - Ouse Bridge and Lendal Bridge (both directions)
50. Initial strategic level modelling was undertaken to look at redistribution of traffic on the network. This piece of work, together with the programmes and aspirations referred to in previous paragraphs, formed the basis for the analysis (attached Annex B). Multi-criteria analysis provides a means of assessing options based on a range of criteria both quantitative and qualitative (Annex C).
51. It is significant that on Lendal Bridge cars account for only 25% of person movements but comprise 80% of the vehicles, a disproportionate impact on the location and environs. 17% of

person movements are by bus, 12% by cyclists and 41% are pedestrians.

52. In summary, an Ouse Bridge restriction would have less impact on general traffic and would result in some improvements to bus services using this river crossing. As stated in Annex B, the Lendal Bridge restriction gives far higher benefits under most of the criteria. One way options have less impact on general traffic but do not achieve the aspirational goals of improving public transport or public realm, primarily in St Leonard's Place, Exhibition Square and at Bootham Bar.
53. This directed further work to be focused on Lendal Bridge. The proposal focuses on delivering a two-way restriction on Lendal Bridge but that does not preclude a northbound only restriction and forms part of the ongoing work considering the practicalities of moving the proposal forward.
54. The advantages of the northbound restriction are that it is easy and low cost to implement; reduces delays for public transport in the direction that experiences the greatest delays, and would have an immediate impact in the public realm environment by removing the seemingly ever present queue of traffic snaking back from Museum Street over Lendal Bridge
55. However, only delivering on the north bound restriction would not remove through traffic from St. Leonard's Place, Exhibition Square and Bootham Bar and could compromise the space, fall short of delivering the economic ambitions for the city, and fail to fully support the external investment currently being made in the area
56. It is the potential for enabling of strategic interchange, along with the significantly greater potential for economic and public realm improvement, that makes the two-way restriction on Lendal Bridge the preferred option. It is also considered that some of the bus related issues on the Ouse Bridge corridor (e.g. delays exiting Coppergate) will be resolved through better compliance through enforcement of the existing traffic regulations. Enforcement is dealt with in Annex D.
57. A restriction on Lendal Bridge to through traffic could cause some problems on a number of bus services at specific locations. Mitigation measures are being considered as part of the trial and

any permanent scheme (and are set out in more detail in Annex D). However, crucially, the proposal has the potential to generate substantial benefits to bus services. This is because such a closure will:

- Free buses from the congestion that they experience over the bridge itself
- Reduce traffic flows on links near to the bridge, where buses also experience congestion currently
- Reduce traffic flows and congestion on Ouse Bridge – bus services using either bridge benefits from the measure

58. Importantly, there are some potential ‘big wins’ for residents in terms of delivering more reliable bus services between 7:00am and 7:00pm and this timescale would provide a focus for current and future investment both from the council and bus operators.

59. The table below shows specific schemes which would benefit from or be enabled by a closure of Lendal Bridge.

Scheme	Benefit of Lendal Bridge closure
Rail Station Interchange	Lower traffic flows adjacent to Rail Station improve amenity of area for pedestrians and cyclists and enable a more ambitious scheme in due course, with higher benefits for bus passengers, at the Rail Station
Rougier Street Interchange and Lendal Bridge junction	Lower traffic flows will improve amenity of redeveloped facility and allow junction improvements for pedestrian at the Lendal Bridge end.
St. Leonard’s, Exhibition Square and Bootham Bar Interchange	Faster and more reliable journey times for buses and lower traffic volumes on St Leonard’s Place should allow Reliance and Stephenson’s services to travel to Station Rise or Rougier Street and terminate there, and the bus lay-by on Exhibition Square to be filled in allowing more of the Square to be made available as a pedestrian space. Also brings improvement to amenity of the new

	bus interchange
Leeman Road bus lane	It is likely that the queue on Station Avenue will reduce to point where bus lane not required. Space on Leeman Road could be used for other purpose – e.g. higher amenity coach drop off, bus layover location
Clarence Street bus lane	Adds significant value to this scheme as it reduces delays to bus services on and accessing Gillygate
General	Shows a clear willingness to take bold decisions, improving York's case for attracting funds to improve bus services further (for example, in the second round of Better Bus Area funding, or a bid for a transport interchange adjacent to the Rail Station).

60. These opportunities for improved spaces are set out in the following sections below, starting from the Station and Tea Room Square, and heading across to the new West Offices, Station Rise, Museum Street, Duncombe Place, St. Leonard's Place, Exhibition Square and Bootham Bar.

61. A dedicated Project Manager for the trial will be required to ensure that the project runs efficiently and that full consultation and monitoring processes are in place. A project manager will be in place as soon as possible upon agreement to proceed with the trial. Further information relating to the detail of the trial proposal as well as details relating to mitigation works, enforcement, monitoring and evaluation are set out in Annex D.

62. The overview for the proposal for the trial is set out here:

- To be delivered using experimental Traffic Regulation Orders (TRO). Under an experimental TRO the trial can run for up to 18 months before it must either be revoked or made permanent. The first six months of the trial constitutes the objection or representation period.
- To commence during the summer holiday period in August 2013

- A two-way restriction to be enforced with ANPR cameras based at the Rougier Street end of the bridge
- Access only provision to be made from the Bootham/Gillygate junction into St. Leonard's Place
- The right turn out of Lendal to be reinstated (this will mean that for the period of the trial there would be a significantly smaller pedestrian crossing point at this location, however as part of any possible permanent arrangement there is potential to shared space solution to the junction such as altered paving or a raised table)

The aspiration is for a restriction from 7:00am to 7:00pm. Three options for a trial have been considered.

- a) Commence with 10:30am – 4:00pm which will need to operate for at least 6 months, consider any objections before considering a further Order to change the time period.
- b) Commencing with 10:30am – 5:00pm which will need to operate for at least 6 months, consider any objections before considering a further Order to change the time period.
- c) Commence with 7:00am – 7:00pm which will need to operate for at least 6 months

63. The 'access only' arrangements on St. Leonard's Place will provide for access for businesses and residents and ensure they have 24 hour access to their premises. It will also enable legitimate access to the footstreets area.

64. These options, including the associated advantages and disadvantages are set out in more detail in Annex D. Taking account of the aspirations for a 7:00am to 7:00pm restriction and the advantages set out in Annex D, Option b) is the preferred option because it provides the most advantaged start with the least disadvantage. It allows for a logical first stage introduction that can demonstrate understanding, learning and addressing of issues whilst retaining consistency with the footstreets experimental hours. It also provides the foundation for considering how to take forward the more aspirational 7:00am to 7:00pm scheme.

Mitigation overview

65. The main points of the mitigations available are set out below. Further detail is included in Annex D.
66. The main focus is on providing a proactive traffic management service. Adjustment of the signal settings will be made to capitalise from the reductions on some routes and mitigate against impacts on others. Adjustment of the plans will enable more 'green time' to be given to some arms of the junction to reduce delay.
67. Additional network operator staff will be deployed to provide proactive management and control utilising equipment available e.g. CCTV. These staff will focus on monitoring the network and identifying problems which will enable any problems that develop to be dealt with immediately.
68. Through the BBAF provision is being made for bus wardens – who will monitor the situation on the ground and deal with issues directly with bus users and operators; and for a bus controller who will be based in the CCTV office. This person will monitor the CCTV specifically in relation to bus issues and seek to address them directly or avert potential issues before they escalate.
69. The BBAF will also be delivering a number of other public transport improvements including: a bus priority lane on Clarence Street to improve bus reliability and reduce delay, improved ticketing arrangements with the introduction of a smart card, improved interchange areas, improved information and provision of real-time information and improvements to the existing city centre bus priority area on Coppergate.
70. Early discussions with bus operators have indicated general support and a willingness to work with the council to trial additional services, re-routing of services, fare promotions etc. Discussions with operators are on-going. The new Park & Ride at Poppleton on the A59 will provide additional public transport capacity in 2014.
71. Through the LSTF a programme of personalised travel planning in the northern quadrant of the city is commencing in May 2013 and running for two years. Staff will be working with individuals to identify how, where and when they can change their travel behavior. Cycle facility improvements are being provided which will

provide a more joined up network by infilling gaps and providing new routes e.g. Haxby to Clifton Moor and a park & pedal scheme at the P&R sites has just been launched through the business travel planning initiative.

Improved Spaces Delivered by Reducing Traffic Flow

Station front/ Tea Room Square

72. The emphasis is on lifting first impressions of the city, with a particular emphasis on making travelling on foot to and around the city centre easy and enjoyable for residents whilst providing an attractive environment to attract business.
73. Working with East Coast, Network Rail, local bus and taxi companies, and other key groups the objective is to improve both the space and the functional aspects of the Portico, Tea Room square and the frontage of Station Road.
74. Making movement for pedestrians easy, clear, direct and safe is key. More than 7,000 pedestrians use the current crossings in Tea Room Square on a daily basis, and many more during peak visitor times and events such as York Races. The opportunity to provide a singular crossing (or space) that synchs with desire lines is anticipated.
75. The overall use of Tea Room Square needs to be refocused: it could provide space for short term public/ customer drop off and better management of servicing/ deliveries.
76. The use of the Portico is also important as is the potential to allow exiting vehicles to turn right, thus avoiding the need to travel around the square – which currently causes a great deal of congestion and frustration.
77. Waymarking, information and legibility all need to be greatly improved in the area. There is currently no real message to the visitor that it is just a 10 minute walk to the Minster or to the city centre shops. There is no obvious relationship with the City walls, and the nearby delights of places like Micklegate are not advertised or explained.

78. There are plans to improve bus waiting facilities and overall ease of movement, which will be funded by the Better Bus Area Fund. These aspirations will be closely linked in with the wider vision to improve the sense of arrival into York by rail, and enjoyment of the walk from the station to the Minster, other cultural attractions and wider city centre.

Station – Rougier Street

79. The emphasis on creating a vastly improved pedestrian experience right through from the Station to the Minster needs to continue past the immediate environment of the Station, as set out below.

80. Improvements to the Puffin Crossing outside the Station Hotel are planned, including widening, adjustment to alignment and de-cluttering.

81. The path via the Cholera Burial Ground can be enhanced through improvements to lighting and street furniture. There is also the potential to provide a hedgerow within the burial ground, and also to extend the grassed area, in order to provide screening from Station Road. This will make it a more pleasant space to sit and spend time in.

82. Station Rise and the War Memorial corner have recently been repaved and improved in conjunction with West Offices. This has transformed the area with a much better balance of use, again with an emphasis on quality public realm. Further enhancements to the space in terms of street furniture are under consideration.

83. The junction of Rougier Street/ Station Road and Avenue is clearly very busy, used by all modes of traffic. The level of pedestrian demand outstrips the space currently provided. The feel of the environment is not particularly comforting, with small central islands and guard railing.

84. Some initial ideas have been considered to improve the appearance and use of the junction, and the aspiration for a 7:00am to 7:00pm restriction to traffic movements over Lendal Bridge provides the key to what could be possible in terms of improved movement and appearance at this important junction. These are summarised below.

St. Leonard's Place/ Duncombe Place junction

85. In order to improve safety for pedestrians and create a better environment and setting for Duncombe Place, a shared paving surface should be created at the junction, with delineation of the Museum Street to St. Leonard's Place junction.
86. Vehicular access to Duncombe Place and Blake Street will be discouraged through new paving materials and improvement of public realm (see Plan 2, attached to this report), details of which will be considered through design options and consultation.

Exhibition Square

87. This is a great square in front of the City Art Gallery, which is itself undergoing major refurbishment and extension. It has fantastic views across St. Leonard's Place to Bootham Bar and the Minster but suffers from heavy road congestion and buses pulling in to the area in front of the square.
88. A reduction in the area of the bus pull-in is critical to enable improvements to the square – which could then be of appropriate quality and scale.
89. A reduction in vehicular traffic using St. Leonard's Place is also key to improving the appearance and use of the square and providing the right environment for pedestrian dominance and enjoyment for the whole of St Leonard's Place. In practical terms this means the current terminating bus services need moving to the Station Road/ Rise roundabout and, in the longer term, there would be potential to move them to the new bus interchange at the Railway Station – thus improving linkages for passengers. This is problematic in timetabling terms for the operators unless the proposed bridge priority is in place to remove the unpredictable delays currently experienced along the Lendal Bridge corridor.
90. Plan 3, attached to this report, illustrates two options to improve pedestrian safety and enjoyment of the Bootham Bar and Bootham/ Gillygate junction area, with road narrowing and better crossing facilities. The first option is strongly recommended to Members as a way forward, subject to more detailed analysis and consultation. It gives a better opportunity to provide a real sense of place in this historic and beautiful area

91. By re-establishing the line of the former Abbey Precinct Wall we can knit back the historic fabric of the area, and create a meaningful boundary between Exhibition Square public space and highway/ reduced area of bus pull-in.
92. This will then allow improvements to be made to the space itself, which might include new seating, planting and outdoor café area, relocation of cycle stands, re-consideration of the ETTY statue and fountain, and other initiatives to make more enjoyable use of the space – which will compliment the planned improvements and additions to the Art Gallery.
93. Initial consultation with key stakeholders - Museums Trust (Art Gallery), University (King's Manor), Theatre Royal, Rushbond (owners of former Council Offices), English Heritage – concludes that there is a great deal of interest and support for the plans, strengthened by agreed and substantially funded improvements to the art gallery, theatre and St. Leonard's Place buildings. More detailed analysis and options for wider consultation will be developed in the next few months.

Bootham Bar/ Gillygate junction

94. There are two options currently being considered in order to vastly improve the setting of Bootham Bar and to effectively define a new gateway into St. Leonard's Place from Bootham and Gillygate.
95. Both options reduce the area of the bus pull-in, and the Preferred Option 1 re-defines the Bootham to Gillygate carriageway and creates a new pedestrian-friendly shared surface between the junction and St. Leonard's Place (see Plans 2 and 3, attached to this report) which would create a much better setting for Bootham Bar and give a more pedestrian-friendly feel to the whole area.
96. A very limited scheme for Bootham Bar could be delivered separately but, in order to realise wider transformational change at Bootham / Gillygate and Exhibition Square, the aspiration for a 7:00am to 7:00pm restriction is critical to this.
97. Duncombe Place gateway is the final part of the strategic corridor from the Station to the Minster and forms part of the Exhibition

Square package. It would benefit from the Lendal trial, but is not dependent on this happening.

98. Timetables are indicative at this stage and subject to review in order to align with timescales for the Lendal Bridge trial and Better Bus Area Fund works once these have been agreed. The timescales reflect the need to allow for planned major utilities works in the area (January/ February 2014). The preferred option is to complete the physical works between February and June 2014 (nb. must be completed before Tour de France, July 2014) and for additional works to be completed after July 2014.

Consultation for the Lendal Bridge Trial

99. Stakeholder engagement will be required in assisting the formulation of the proposed trial and extensive stakeholder and public consultation would need to be undertaken during the trial and prior to any decision made to make the scheme permanent. An initial media and communications plan has been developed to engage, support and manage relations with the media and the full plan will be completed over the next month.

100. The initial focus will be to talk to businesses with a view to getting support and sign up to the trial and the access details and arrangements.

101. Essential areas of communications development include: press features and releases, leaflets and posters, website pages, Q&A information, twitter feed, presentations, discussions meetings with user groups, drop-in-sessions, and feedback / comment channels.

102. Key messages have been developed, and are included in the Communications Plan around:

- Creating York as a world class city and environment
- Considerable public realm improvements planned from the Station through to Exhibition Square / Duncombe Place, including dramatic upgrading of pedestrian spaces that will benefit enormously from removal of through traffic and provide for greater scope of improvement.
- Contributing to a higher quality more reliable bus network for the future to take the strain of travel in a growing city

- Significant stakeholder investment in the city which will be supported and enhanced by this project (i.e. without this project the full impact of this investment will not be realised)
- Supporting businesses in a difficult economic climate. There is evidence to demonstrate that a) people are attracted to shop/do business in a more attractive environment and b) there is some evidence to suggest that over time people arriving in city centre by sustainable modes spend more money than those who arrive by car.
- Improve access to the city centre for pedestrians and public transport, and providing a better 'arrival' into the city, particularly from the north side.
- Delivering improvements aimed at residents.

Benefits to residents:

- Better bus services through improved bus reliability
- Reduced traffic on the north side of the city centre
- More attractive environment
- More sensitive location of improved bus stops
- Alternative provision for parking at the P&R + new P&R opening
- Quality routes improved for public transport, cyclists and pedestrians.
- Lendal Bridge effectively becomes a bus lane (including taxis and cycles.) for the bulk of the day

103. Internal officer discussions have already taken place with regard to early engagement of businesses. The proposed approach is to:

- Engage with businesses directly affected by the proposals to give them an opportunity to understand the purpose of the proposal and discuss alternative routes for their deliveries and customer traffic.
- Engage with cultural and visitor sectors.
- Attend City Team and York Economic Partnership meetings

104. Initial high level consultation with bus operators has already commenced. This is with a view to both re-routing services as part of the trial to capture and understand benefits to bus users, and also to relocate some of the services, stops and turnaround

locations to free up space that could be then used for public realm e.g. Exhibition Square.

105. Discussions so far have been broadly supportive of the proposal and, in order to take advantage of the improved reliability on Lendal Bridge, First York have indicated that they would consider operating: fare promotions, marketing initiatives, experimental re-routing of commercial services (including P&R). Both Reliance and Stephenson's have responded positively to early discussions and have indicated that trialing the rerouting of services would be something they would welcome.
106. Resident surveys over a number of years have already shown support for measures to reduce traffic in the city centre. Recent surveys as part of the City Centre Area Action Plan (2008) consultation demonstrated specific support for restrictions on through traffic over Lendal Bridge. There does seem to be a strong public recognition of the damage that traffic is having in York city centre and the desire to move towards a city that is more traffic free.

Council Plan Priorities

107. Delivery of the proposals will help to achieve a number of the themes of the Council Plan, including :-

Create jobs and grow the economy – it is considered that the wider aims to improve the quality of York City Centre will contribute to the economic attractiveness of the city and boost investor confidence.

Improving journey times and journey time reliability on bus services in York will make it easier for people living in York to access a range of job opportunities in the city. It will allow employers access to a wider pool of labour. More effective bus services will also improve access to training opportunities in the city. Substantial traffic reductions on a key link in the city for tourists (for example, Lendal Bridge is on the direct walking route between the rail station and city centre retail and tourist attractions) will improve the amenity of York City Centre and increase the number of visitor trips to the city, and therefore visitor spend levels.

Get York Moving – improvements to streets and spaces will improve safety for pedestrian and cyclists, and help to create a better environment for people to consider using alternative modes of transport.

Measures to improve bus journey times and reliability will make an important contribution to the Council Plan's target of increasing bus use by 10% between 2011 and 2015. Modal shift from car to bus or active modes facilitated by a bridge restriction will contribute to efforts to reduce congestion across the city as a whole.

Build strong communities - removing through traffic from a key route in York will improve community infrastructure by improving the amenity of the city centre.

Protect vulnerable people – York's streets and spaces need to work for everyone, and there are many significant issues that need to be resolved involving communities of interest as defined by the 2010 Disability Act. Higher quality paving, more considered repairs and re-bedding of surface materials, increases in seating and better quality seating, improved lighting, and a new approach to wayfinding will all help to improve physical and intellectual access to services and facilities for all. To facilitate these positive outcomes an Access and Mobility Audit of the city centre has been undertaken by the Council funded through the EIF (using part of the Reinvigorate York £200k fund) and the technical document produced is informing current and future work. The consultants, Centre for Accessible Environments, have commenced work and will report back at the beginning of September. This report will be critical to all Reinvigorate York work.

Removing through traffic from a key route in York offers the potential to improve conditions for people with respiratory ailments through improvements to air quality in the important parts of the city centre - reducing the amount of time buses spend in the city centre and reducing the need for buses to accelerate from rest in standing/ slow moving traffic. Air quality will in all likelihood improve in the immediate area of Lendal Bridge and the city's worst hotspot in Gillygate, as a direct result of reducing the amount of non-bus traffic. This area is very heavily used by pedestrians and cyclists with over 6 million movements per year. However there may be some deterioration in air quality in other areas of the city including existing areas that breach the AQ standards but this

very much depends upon the travel choice that residents make as a result of the changes to the traffic network and bus offers.

Protect the Environment – proposals will be delivered in accordance with the Council's sustainable objectives, and will enhance the public realm, heritage and townscape of the city centre which will support the sustainable growth of the city and coordinate with the vision and objectives of the Reinvigorate York initiative.

Modal shift as a result of improving the bus service and improved conditions for active modes will in time help reduce carbon emissions by the city and improve the amenity of the city centre.

Implications

108. The following implications have been identified:

Financial Implications - The specific costs arising from this report are as follows:

The capital and revenue costs of designing and implementing the works around Lendal Bridge total £170k and will be funded from the capital programme and the revenue elements will be funded from the Better Bus Area Fund and from existing public transport resources. There are specific allocations for Public Transport Improvements (£100k) and City Centre Bus Gate Enforcement (£50k) identified in the capital programme which will be used to fund these works.

The associated ongoing operational costs of implementing and operating the trial are identified as follows:

Project Management £50k
Network Operating Staff £40k
Monitoring £20k
Signing and orders £10
Cameras £40k
Consultation £10k

The project management will be funded from the BBAF, the network staff, monitoring and consultation will be funded from existing public transport resources and the signing, orders and cameras will be funded from the capital programme.

There are other elements within this report that are not part of the recommendations. The Public Realm improvements outlined as part of the £3.3m Reinvigorate York programme will be subject to further reports to cabinet and funding approval. The estimated spend profile over the 3 years is £500k year 1, £1.3M year 2, and £1.5M year 3. Approximately £500,000 is allocated to Exhibition Square, and £150,000 to Duncombe Place.

Further work is required to consider what pedestrian crossing facility would be appropriate at the Lendal/Museum Street junction. If it is determined that a zebra crossing is required, the cost would be approximately £10k - £15k and can be funded from the capital programme.

There are also potential impacts of the trial on council car park income budgets. This will need to be carefully monitored over the trial period.

Human Resources (HR) - Depending on enforcement issues a potential requirement for new staff.

Equalities - As with any proposals affecting change to public streets and spaces there are significant equalities issues which will, in part, be addressed through the emerging Access and Mobility Audit. Members are asked to note that the proposed projects will be informed by this audit as well as existing equalities and Communities Impact Assessments (CIA) for the emerging public space strategy and the review of York's footstreets. These assessments will be a key element of the feasibility study for each project and, in the meantime, projects proposed here will be assessed against existing evidence, and with reference to national guidance.

Access to the city centre is still available to all users (subject to the operation of the footstreet hours) and all users are equally impacted where a different route to the city centre will need to be used. Exemptions to the bus only lane restrictions will be permitted where specific access to premises is required. Access to all current areas will remain but trip lengths will increase for some users (i.e. those not permitted to use the bus only lanes). Consultation and a

full equality impact assessment will be carried out prior to making the scheme permanent.

Members are well aware of their equalities obligations to have 'due regard' to the need to eliminate discrimination and to promote equality when making decisions and also its obligations to consider any crime and disorder implications of their decisions

Legal - Traffic orders will need to be advertised to make the restrictions legal. Enforcement of access restrictions in York can only currently be carried out by the police. Application for powers for the highway authority to enforce certain moving vehicle offences would require government authorisation. Application to carry out enforcement by CCTV of bus lanes has been granted to some authorities, including York as regards Coppergate.

Crime and Disorder - See Legal above. Implications for police resources unless powers are sought for civil enforcement of restrictions.

Information Technology (IT) - Any future 'back office' Systems for enforcement and revenue collection will require IT input.

Property - No implications

Risk Management - Individual risk assessments will be undertaken as individual projects are identified.

Recommendation

109. Members are asked to:

- 1) Agree the proposal to commence a trial based on a two-way enforced restriction starting in August, 7 days per week between 10:30am to 5:00pm. To receive a report considering any objections before considering any further Order to change the time period. Cost implications arising from this recommendation are £70k of capital costs to be funded from the capital programme.

Reason: To provide a mandate to progressing of this important trial, demonstrate the real as opposed to modelled impacts and to test some of the mitigation proposals

- 2) Agree to undertake consultation on the bridge trial with residents and businesses on the basis of the proposals set out in the report. Cost implications arising from this recommendation are £10k of revenue to be funded from existing public transport resources

Reason: Early engagement will enable positive messages and information to be delivered ahead of the trial commencing and ensure that issues are fully captured.

- 3) Agree to a dedicated Project Manager appointment and authorising the setting up the multi-disciplinary 'task group' with a remit to design and implement a trial restriction on Lendal Bridge in August 2013. Cost implications arising from this recommendation are £50k of revenue funded from the BBAF

Reason: The success of the trial facilitates and adds value to a number of high profile initiatives. The links and dependencies are cross directorate.

- 4) Agree to additional Network Operating staff for the pilot period. Cost implications arising from this recommendation are £40k of revenue funded from BBAF

Reason: To provide proactive management and control to optimise the operation of the traffic network and signalling systems to reduce unintended consequences and keep York moving.

Contact Details

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Background papers

- York New City Beautiful: Toward an Economic Vision, 2010
- Reinvigorate York, Cabinet Decision Session, 1st December 2011
- Reinvigorate York - Investing £200,000 in the City, Cabinet, 17th July 2012

- Reinvigorate York – Investing £3,300,000 in the City Centre, 4th September 2012
- Disappearing Traffic? The story so far. Cairns et al (2002) Municipal Engineer 151 issue 1

Annexes

- Annex A – photo montage of the station to Minster route
- Annex B – Modelling analysis and mitigation
- Annex C – Multi criteria analysis
- Annex D – Lendal Bridge trial proposal details including enforcement, mitigation and monitoring

Plans

- Plan 1 - Route from York Station to the Minster
- Plan 2 - St. Leonard's Place, including the Duncombe Place/ Museum Street and Bootham/ Gillyagte junctions and Exhibition Square
- Plan 3 - Exhibition Square detail