

Meeting:	Executive Member for Transport Decision
Meeting date:	27 January 2026
Report of:	Garry Taylor: Director, City Development
Portfolio of:	Cllr Ravilious: Executive Member for Transport

Decision Report: Blake Street Safety Improvements – Traffic Regulation Order & Implementation

Subject of Report

1. The purpose of this paper is to present representations made following the advertisement and consultation of a Traffic Regulation Order (TRO) dated 3 December 2025, pertaining to proposed changes to Blake Street (e.g. Loading ban; Disabled Parking formalisation; changes to One Way restrictions).
2. Representations were received during the statutory consultation process, therefore a decision is required from the Executive Member for Transport to progress the making of the TRO, and the subsequent implementation of the associated safety improvement measures.

Benefits and Challenges

3. The primary benefit of the proposed changes to Blake Street relate to road safety improvements through an anticipated reduction in the number of unauthorised vehicles accessing and manoeuvring within the upper section of this street during Footstreets hours (10:30–17:00), creating a safer environment for all. This will be realised through improvements to signage and the ability to enforce loading and waiting restrictions here.
4. Furthermore, safety for motorists and other more vulnerable road users will be improved at the junction (with Museum Street) and on Blake Street, ensuring that any vehicles required to exit Blake Street during Footstreets hours can do so safely and legally onto

Duncombe Place. This will be realised through making minor modifications to the One-Way restrictions at the upper section of Blake Street; and the Slip Road (to Duncombe Place).

5. Additionally, the scheme offers an opportunity to upgrade two existing sub-standard disabled parking bays and bring them up to current standards, both by enlarging them physically, but also by making them 24 hours per day.
6. Lastly, current damaged and sub-standard cycle parking within this area is to be removed and replaced with improved permanent cycle parking hoops, with the addition of new dedicated parking bays for inclusive/cargo cycles.

Policy Basis for Decision

7. The requested decision is in line with York's adopted Local Transport Strategy 2024 (LTS), and specifically the fifth Strategic Objective: "Enhance safety".
8. This decision is also underpinned by specific policies within the LTS, namely: (1.1) Provide Blue Badge parking spaces near significant trip attractors within the city centre, including the foot streets area; (1.2) Cycle parking at significant trip attractors within the city centre; (3.5) Safe streets; and (9.6) Use enforcement powers available to reduce the number of vehicles parking... at points where parking disrupts traffic movement or poses a safety risk.

Financial Strategy Implications

9. Costs associated with implementing the proposals outlined within this report will be funded via the project budget already identified within the 2025/26 Transport Capital Programme. There is no foreseen impact to long term operational, enforcement & administrative costs.

Recommendation and Reasons

10. The Officer recommendation is to progress the making of the proposed TRO [*The York Parking, Stopping and Waiting (Amendment) (No 14/69) Traffic Order 2025*; and *The York Traffic Management (Amendment) (No 14/17) Order 2025*], as set out in Annex A of this report; and implement the associated infrastructure

measures, as set out in Annex B. This will address specific safety concerns raised by the Road Safety Audit associated with the installation of the nearby Hostile Vehicle Mitigation (sliding bollards) on Blake Street.

Background

11. The installation of the Hostile Vehicle Mitigation (HVM) measures on Blake Street in 2024, with the bollards being located some 40 metres into Blake Street itself, has led to a greater number of private and commercial vehicles using the initial stretch of Blake Street for drop-offs and deliveries nearby. Current restrictions mean that during Footstreets hours (10:30–17:00), no vehicles should be entering Blake Street (*limited exceptions apply*).
12. During Footstreets hours, when the bollards are closed, vehicles which do currently contravene this restriction (deliberately or accidentally) are prevented from continuing along Blake Street (by the bollards) and are forced to exit back onto the Museum Street / Duncombe Place junction.
13. This activity is currently both illegal (as Blake Street is one-way inbound) and considerably unsafe, as vehicles are rejoining the junction without any traffic signal. The manoeuvre also places pedestrians and other road users at risk as they would not be expecting vehicles to exit Blake Street “the wrong way” at the junction.
14. Minor changes to the road layout are proposed and associated Traffic Regulation Order (TRO) has now been advertised (see Annex A), which will allow vehicles which do enter Blake Street to safely exit onto Duncombe Place at times when the HVM bollards are closed. Additionally, a No Loading ban would be introduced during these times so that legal enforcement can be undertaken on vehicles which persist within this area.
15. These proposed amendments to Blake Street include the following (and shown in the drawing at Annex B):
 - The removal of the existing one-way restriction between the junction and the HVM bollards, and replacement with a part one-way/two-way flow to enable vehicles in Blake Street to turn around and exit via the slip road onto Duncombe Place if the bollards are closed.

- The remainder of Blake Street, beyond the HVM bollards, remains as one-way.
- Reinstatement and improvement of 2 disabled spaces (24/7 access).
- Retention of the “no waiting at any time” restrictions (double yellow lines), with introduction of a loading ban (10:30–17:00) from Museum Street down to the HVM to support the current loading restrictions and to keep the area free of stationary vehicles and prevent blockage.
- Introduction of new permanent cycle parking hoops, individually installed, to replace current existing damaged stands. (Numbers of cycle parking has fluctuated here in recent years, but the existing facilities as of now is for 48 cycles – to be replaced with new facilities for 48 cycles).
- As above, recognition that some cycle parking in this area has likely been lost in recent years, and thus a commitment to explore opportunities for further cycle parking installations nearby, subject to a suitable location(s) being available.
- Additionally, the introduction of new dedicated parking bays (x2) for inclusive/cargo cycles.
- Reintroduction of advance signage positioned on St Leonard’s Place and Museum Street with Blake Street shown as a “Pedestrian Zone”.
- Replacement of the existing faulty gateway sign with an improved sign displaying all the existing entry restrictions.
- Existing entry restrictions shall remain in place. For clarity, these are: No vehicular entry into Blake Street 10:30–17:00 (note that Blue Badge holders are permitted entry during these times); No entry for motorised vehicles between 8:00–10:30 and 17:00–18:00, except for loading.

16. In addition to these safety measures, a scheduled maintenance scheme is currently in progress (from early January 2026), with Blake Street footways being repaired and the carriageway being resurfaced. We have worked to ensure where possible that we combine delivery of these two projects to minimise disruption for everyone. Expectation is that, subject to approval, the proposals outlined within this report will be implemented at the end of this complementary scheme, late February / early March 2026.

17. The Executive Member is asked to consider any objections to the advertised TRO and the consultation, to approve the recommended action for progression to implementation.

Consultation Analysis

18. A TRO notice of proposals (Annex A), dated 3 December 2025, was published and advertised for a period of five weeks (deadline for responses 7 January 2026). Additionally, Ward Members, businesses and residents of Blake Street received a letter notifying them of the proposals and statutory consultees (key stakeholders) were consulted, as is standard practice.
19. Representations were received from three parties: CYC Conservation team (internal response); York Civic Trust; and York Cycle Campaign. The comments raised and Officer responses to these are summarised below:
20. **CYC Conservation team**
The project includes significant new road signage. The location is within York's central historic core conservation area and is highly sensitive. Nearly every building in this location is listed and the signage is highly likely to negatively impact the setting of these buildings including the setting of York Minster.
21. *Officer Response*
We recognise that the location is highly sensitive – Our design did take account of this, in fact it was one of the principal guiding factors we considered trying to minimise the visual impact of the measures, keeping them as low key as possible, but whilst still achieving the required outcome. The majority of the signs are regulatory and will support the restrictions already in place. Dimensions and placement of these signs are strictly prescribed.

Advanced signage is being provided on the approaches (St Leonard's Place and Museum Street) to replace signs which were there historically, and which helped to advise motorists against entering Blake Street – and to reduce the amount of clear abuse which is occurring. The existing Toblerone sign, which legally should display the existing restrictions on access, has been inoperative for some time and is currently not adequate in providing the necessary message to advise motorists. This is being replaced with a new sign consistent with others placed at key entry points into the Footstreets zone.

Consideration was given to providing new signs in the form of low-level hooped signs (as used elsewhere in the sensitive city centre) but this was not possible due to the sign arrangements required, the type of signs required, and due to other necessary street furniture, which would obstruct visibility of these low-level signs. Where possible, we have utilised existing signposts and/or used existing street lighting columns/CCTV column for mounting of signs, thereby reducing as far as possible the need for new signposts. We also propose fixing larger signs on single posts with a side arm bracket to avoid having multiple posts at any one sign location.

22. **York Civic Trust**

The Trust stated that they recognised the need to resolve the unsafe and illegal vehicle movements currently occurring during Footstreets hours and welcomed the Council's intention to address this. They however did not support the proposal as shown due to the concern about the adverse impact on the public realm and heritage setting arising from the number of new signs and associated street furniture proposed; as well as the undesirable re-allocation of road space to vehicles on the Slip-Road; the counter-intuitive vehicle movements that this would introduce; and the acute turn-out onto Duncombe Place.

The Trust offered a comprehensive alternative layout, proposing a dedicated exit signal from Blake Street (sharing the St Leonards Place green phase) at the signalised junction; with changes to the carriageway widths; stop lines; pavements; and raised planted areas adjacent.

23. *Officer Response*

As per paragraph 21 above, we recognise the sensitivity of this particular location and have made every attempt to keep measures as low key visually as possible, whilst needing to comply with statutory sign regulations.

The alternative arrangement proposed by the Trust was initially explored by the project team during an earlier development stage but was subsequently discounted. Historically, a more extensive scheme such as this has been considered (under the *Reinvigorate York* programme, circa 2013) and a cost estimate (at the time) was in the order of several hundreds of thousands of pounds. To implement the alternative arrangement would require extensive modification to the layout of the junction with Museum Street,

including kerblines; and impact the wider route itself due to the operational impact of potentially having to introduce an additional traffic phase, especially at this location where the existing signals already operate at (and over) capacity for the busier parts of the day.

In this instance, the objective of this specific scheme is to resolve the issue of safety and illegal vehicle movements, and anything more extensive is outside of scope and budget.

24. **York Cycle Campaign**

Whilst they welcome the provision of improved cycle parking, the overall design represents a reduction rather than an improvement in safety for active travel. The proposal converts a substantial area of de-facto pedestrian space (i.e. the slip road) into carriageway in order to accommodate a very small number of vehicle movements by motorists willing to break the access rules, or driving inattentively and inadvertently breaking the rules. They support a safe exit for wilful rulebreakers and inattentive drivers but it must not be penalty-free. The conversion contravenes the Council's transport hierarchy. The area along Museum Street and Duncombe Place is exceptionally busy with pedestrians, and cyclists also become pedestrians when accessing cycle parking.

They are also concerned about the vulnerability of cycle racks to vehicle strikes and the use of low-quality "toast rack" designs (*as proposed in the initial consultation*) that introduce trip hazards – any cycle parking must be robust, high quality, and properly protected from vehicle movements.

The Campaign made a similar proposal to York Civic Trust, proposing that a more substantial scheme be undertaken within this area, and the Museum Street signals be amended to include vehicular departures from Blake Street.

25. *Officer Response*

The measures we are proposing to implement are designed to enhance the safety of the current layout and ensure that enforcement action can be taken to keep the number of vehicles to a minimum.

We have taken the Cycle Campaign's view on the proposed use of "toast racks" into consideration and will amend our proposals accordingly so that we now only install permanent and individually set hoops as part of this scheme. Number of cycles provided for will

remain the same as the current number (which currently exist *on-the-ground*). Additionally, there is the new introduction of 2x dedicated parking bays for inclusive/cargo cycles.

It is recognised that some cycle parking has been lost in this area in recent years, so as such, the project team will commit to exploring opportunities for further cycle parking installations nearby, subject to a suitable location(s) being available.

Options Analysis and Evidential Basis

26. The options available to the Executive Member are as follows:
- 1) Implement the TRO, which will enable the associated adjustments to Blake Street to be progressed, leading to safety improvements and the ability to enforce the restrictions.
 - 2) Do not implement the proposed TRO changes, leaving the situation on Blake Street unchanged.
27. Should Option (1) above be progressed to implementation, then this would meet the purposes in Sections 1(1) (a) (c) and (d) of the 1984 Act – namely:
- (a) for avoiding danger to persons or other traffic using the road or any other road or for preventing the likelihood of any such danger arising;
 - (c) for facilitating the passage on the road or any other road of any class of traffic (including pedestrians)
 - (d) for preventing the use of the road by vehicular traffic of a kind which, or its use by vehicular traffic in a manner which, is unsuitable having regard to the existing character of the road or adjoining property

This option meets the Council's duty under section 122(1) of the Road Traffic Regulation Act 1984 as it would:

- a. Support the "convenient and safe movement of vehicular and other traffic (including pedestrians) and the provision of suitable and adequate parking facilities on and off the highway" (RTRA 1984, Section 122(1)).

- b. “Consider the effect on the amenities of any locality affected” (RTRA 1984, Section 122(2)(b)).
 - c. Consider “any other matters appearing to the local authority to be relevant” (RTRA 1984, Section 122(2)(d)). [eg Consideration has been given to the Council’s Local Transport Strategy and the consultation responses.]
28. Having balanced the considerations identified in this report, it is considered that it would be expedient to progress Option (1) to implementation.

Organisational Impact and Implications

29. The report has the following implications.
- **Financial**, The modest costs associated with implementing the proposals will be funded via a £50k project budget already identified within the 2025/26 Transport Capital Programme. There is no foreseen impact to long term operational, enforcement & administrative costs.
 - **Human Resources (HR)**, None. Enforcement of the approved restrictions will fall to existing Civil Enforcement Officers.
 - **Legal**, The Council regulates traffic by means of traffic regulation orders (TROs) made under the Road Traffic Regulation Act 1984 which can prohibit, restrict, or regulate the use of a road, or any part of the width of a road, by vehicular traffic. In making decisions on TROs, the Council must consider the criteria within Section 122 of the Road Traffic Regulation Act 1984 and, in particular, the duty to make decisions to secure the expeditious, convenient and safe movement of vehicular and other traffic (including pedestrians).

The statutory consultation process for TROs requires public advertisement through the placing of public notices within the local press and on-street. Formal notification of the public advertisement is given to key stakeholders including local Ward Members, Police and other affected parties.

The Council, as Highway Authority, is required to consider any objections received within the statutory advertisement period of 21 days, and a subsequent report will include any such objections or comments, for consideration. Where the Council does not “wholly accede” to any objection, it is required to

provide reasons for this in its notification of the making of an order to any person that has objected.

The Council has discretion to amend its original proposal if considered desirable, whether or not, in the light of any objections or comments received, as a result of such statutory consultation. If any objections received are accepted, in part or whole, and/or a decision is made to modify the original proposals, if such a modification is considered to be substantial, then steps must be taken for those affected by the proposed modifications to be further consulted

- ***Procurement***, Any public works contracts required at each of the sites as a result of a change to the TRO (e.g. signage, road markings, etc.) must be commissioned in accordance with a robust procurement strategy that complies with the Council's Contract Procedure Rules and (where applicable) the Public Contract Regulations 2015. Advice should be sought from both the Procurement and Legal Services Teams (when appropriate.).
- ***Health and Wellbeing***, There are no Health and Wellbeing implications.
- ***Environment and Climate action***, There are no Environment and Climate Action implications.
- ***Affordability***, There are no affordability implications.
- ***Equalities and Human Rights***, The Council recognises its Public Sector Equality Duty under Section 149 of the Equality Act 2010 (to 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 in the exercise of a public authority's functions). The impact of the recommendation on protected characteristics has been considered as follows:
 - Age – Positive. The changes proposed should improve safety and accessibility and reduce the number of vehicles entering and manoeuvring within the tight confines, as well as removing obstructive illegal parking/vehicles waiting in

the area. The formalisation of the disabled parking bays and introduction of an additional dropped kerb and inclusive cycle parking is also a positive feature.

- Disability – Positive. As above, the scheme offers an improvement to the parking facilities for blue badge holders and people who use a cycle as a mobility aid and require parking for an inclusive or cargo cycle.
- Gender – Neutral.
- Gender reassignment – Neutral.
- Marriage and civil partnership– Neutral.
- Pregnancy and maternity – Potentially positive. As above, the proposed measures should create an environment which is safer for all residents and road users.
- Race – Neutral.
- Religion and belief – Neutral.
- Sexual orientation – Neutral.
- Other socio-economic groups including:
 - Carer - Impacts for this group are as those identified for the disability and age characteristics.
 - Low income groups – Neutral.
 - Veterans, Armed Forces Community– Neutral.
- **Data Protection and Privacy**, There are no Data Protection and Privacy implications.
- **Communications**, There are no communications implications.
- **Economy**, There are no economy implications.

Risks and Mitigations

30. No foreseen risks to the authority.

Wards Impacted

31. Guildhall Ward.

Contact details

For further information please contact the authors of this Decision Report.

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Annexes

Annex A: Traffic Regulation Order – Notice of Proposals
(3 December 2025)

Annex B: General Arrangement illustrating proposed alterations at
Blake Street and Duncombe Place