

**Decision Session – Executive Member for  
Transport**

**17 May 2022**

Report of the Director of Transport, Environment and Planning

**Piccadilly city living neighbourhood – Highway changes**

**Summary**

1. This report summarises the work undertaken so far to develop a preferred design for changes to the highway on Piccadilly (between Tower Street and Merchangate) to deliver the Castle Gateway Masterplan which was approved by the Council’s Executive in April 2018.
2. The executive Member is asked to select one of the options presented in the report to progress changes to the highway in this location by continuing with the implementation of the “preferred option” (Option A) with or without changes proposed in Options B and C, or pausing the work to implement the preferred option whilst a new design is developed (Option D).

**Recommendations**

3. The Executive is asked to:
  - 1) Consider the information included in this report and in the Annexes, including Annex C which presents an Equality Impact Assessment for the proposal and approve Option B & C to be implemented together. Option B proposes to continue to work with developers and Council led projects in the area to implement the “preferred option” as set out above, with the following elements added:
    - Creation of an additional “integrated”, on carriageway bus stop (with associated facilities and Kassel kerbs) in front of the Banana Warehouse site;
    - Further work to assess the feasibility of implementing an alternative cycle route through quieter streets or segregated

cycling provision on Piccadilly (linked to work being undertaken through the City Centre Bus Routing Study/LCWIP/LTP4 processes); and

- Review opportunities to provide additional public seating within the “preferred option”;
- Implementation of a 20mph speed limit on Piccadilly.

Option C adds a Review of on street parking provision aiming to maximise Blue Badge parking provision, and to provide a taxi rank and motorcycle parking if possible.

Reason: to support the delivery of the Castle Gateway Masterplan approved by the Council’s Executive in April 2018 and deliver the Masterplan’s vision for Piccadilly, whilst providing adequate public transport facilities, considering options to improve cycling provision and considering options to improve seating and Blue Badge parking provision. This includes consideration of the Council’s duties under the Equality Act (public sector equality duty).

## Background

4. The Castle Gateway area sits largely within the city walls on the site of the former York Castle where the River Ouse and River Foss meet. The area covers Clifford's Tower and the Eye of Yorkshire, and runs through to St George's Field, the Foss Basin, the Coppergate Shopping Centre, and Piccadilly.
5. The Castle Gateway Masterplan was approved by the Council's Executive in April 2018 (<https://democracy.york.gov.uk/ieDecisionDetails.aspx?AllId=48509>).
6. For Piccadilly, the masterplan's vision is to "*turn Piccadilly in to a new city living neighbourhood, with wide pedestrian streets and spaces for independent traders at ground floor level and apartments above*". The objectives included:
  - a. Redeveloping the Spark site, offering more permanent opportunities for independent business in small scale commercial units with apartments above
  - b. A new apartment building at Castle Mills would offer retail space on to the street frontage, and also provide the link to the new Castle area over the pedestrian cycle bridge
  - c. Working with the developers of the other sites in the area, to ensure that new development is brought forward, bringing back in to use vacant plots and buildings and securing financial contributions to create a new high quality public street scene.
7. The majority of the development sites on Piccadilly are owned by private developers. Planning permission was first granted for 46-50 Piccadilly (Hampton by Hilton site) in December 2017 (pre-masterplan), and Ryedale House had permitted development rights and obtained planning permission in September 2018 for the addition of commercial units at ground level.
8. When a development is given planning permission, there is an opportunity for the local authority to secure some limited improvements to the surrounding highway. High level principles are usually set out in the planning permission itself, with agreement of the detailed design then delegated to officers.

9. Ordinarily Piccadilly would have proceeded in this manner, with each individual site seeking planning permission and highways officers negotiating and agreeing the detail with the developers. However, through the Castle Gateway masterplan and the number of new private sector developments taking place on Piccadilly, there was an opportunity to coordinate the design, capture a greater level of quality from the private developers, and bring forward the Piccadilly improvements earlier in the masterplan.
10. Consequently the Council's regeneration team consulted with developers, highways officers and planning officers and reached an agreement that the regeneration team would, through the council's architects BDP and transport consultants WSP, produce an over-arching design shaped through public engagement under the My Castle Gateway project. The detail of this design would then be agreed between highways officers and individual developers. Later phases for any missing parts of the design that was not connected to a development site would then be completed by the council with future funding asks to the Executive.
11. In agreeing this approach with the various parties, there were a number of factors to be considered:
  - a. The design would need to work with existing planning permissions;
  - b. The design would need to be technically achievable; and
  - c. Where changes were to be conditioned through planning consent, it would need to meet the following planning criteria (as set out in Paragraph 55 of the National Planning Policy Framework):  
necessary, relevant to planning, relevant to the development to be permitted, enforceable, precise, and reasonable in all other respects.
12. The design was produced through the My Castle Gateway public engagement model, using a series of events, blogs and social media to create an open brief for the area in an open and transparent way. This approach also clearly acknowledges that there may be challenges in delivering any project and different people's aspirations, and seeks to work through these in an open and collaborative way.
13. The design for Piccadilly was developed in response to the open brief (<https://mycastlegateway.org/2019/03/12/piccadilly-my-castle-gateway-draft-open-brief/>) that was produced for the street by My Future York, formed through extensive public engagement events and social media.

The designers worked to this brief in producing the design. The main elements of the open brief are:

- a. *“Narrow the road: reduce the road (carriageway) width to the minimum allowable and creatively deploy the additional space for a variety of pedestrian uses;*
  - b. *Meander the road, slow the traffic: use some of this additional space to meander the road, as part of a range of measures to reduce vehicle speeds;*
  - c. *Use the meander to create new mini-public spaces: plan the meander of the carriageway route to create a series of spaces which relate to buildings and side routes. These spaces can be used to encourage different public uses, supported by trees, planting and benches (or other street furniture);*
  - d. *Increase community ownership: ownership of the new area of public realm will be key to animating and caring for them, making the early establishment of traders’ and community associations vital;*
  - e. *The bridge is for moving and lingering: the new bridge is a key movement route but also creates possibilities for spending time near the Foss, as does the new public space between the Castle Mills buildings; and*
  - f. *Seeing the Foss: visual links with the Foss are felt to be important; where we have design control, we should maximise them and elsewhere engagement with developers to achieve this should be encouraged”.*
14. One of the key challenges identified during the design process is the layout of the street, narrowing at the northern end, near the junction with Pavement. The carriageway width available at the northern end of the street would not allow for cycle lanes to be provided whilst providing sufficient width for two way bus movements and sufficient footway width for pedestrians in what is a high footfall area.
15. An alternative option considered to achieve a segregated cycle route, was to consider one way traffic only. However, at that stage officers felt that the impact of redirecting the one way traffic on to the much narrower Walmgate area would have a disproportionate impact on that street.

16. Given the constraints described above, the design focused on catering for pedestrians (who are at the top of the transport hierarchy) and for public transport users whilst achieving the best possible option for cyclists. The first aim was to reduce traffic speeds, resulting in the introduction of speed tables and a proposed 20mph speed limit. The second was to reduce on street parking to reduce the risk of car doors opening in to the carriageway and the obstacle of manoeuvring traffic. The third was to provide parking and loading bays for loading activities and waiting taxis, so that cyclists do not have to navigate around parked vehicles in the carriageway.
17. It is important to note that loading bays and space for outdoor seating were not prioritised over segregated cycle lanes in shaping the overarching design. The need for a two way bus route, a desire not to reduce the width of busy footpaths, meeting the open brief aspirations for the street, and needing to work with existing planning permissions were the context that influenced the design. The focus was on how best to create a safe environment for cyclists given these constraints.

### Place making and pedestrian space on Piccadilly

18. The vision for Piccadilly was described as:
  - a. New heart of a thriving city centre neighbourhood
  - b. Capitalise on Area for City Centre living;
  - c. Pedestrian (and cyclist) friendly environment; and
  - d. Green and 'healthy' Street.
19. In order to deliver the vision, the following interventions were identified by the consultants commissioned to develop the design:
  - a. Reduce carriageway width - to create wider pedestrian footpaths and help to reduce vehicle speeds along street. ;
  - b. 'Meander' the road alignment – to help reduce vehicle speeds, create more opportunities for introducing 'green' along the street and spaces for activity / lingering;
  - c. Proposed tree planting – to break up mass of buildings and create visual and seasonal interest along the street;

- d. Improve pedestrian movement – by incorporating wider footpaths, designated crossing points, improved wayfinding;
  - e. Create safer / more legible cycling routes;
  - f. Deliver an uplifted, higher quality streetscape – using the CYC Streetscape Guidance Document as a starting point (available here: [www.york.gov.uk/downloads/file/1747/sd109-city-of-york-streetscape-strategy-and-guidance-2014-](http://www.york.gov.uk/downloads/file/1747/sd109-city-of-york-streetscape-strategy-and-guidance-2014-));
  - g. Reduction of visual clutter – rationalising of highway signage, structured approach to positioning of street furniture;
  - h. Rationalising of servicing requirements for new developments; and
  - i. ‘Integrated’ bus stop solution (on carriageway stopping area).
20. When considering place making, the designers adopted the following key design principles when developing the “preferred option”:
- a. The carriageway width is reduced to 6.75m (to enable buses to pass each other - two way route) allowing for the additional footway/pavement space. The pavement is organised to maintain clear pedestrian access, clear entrance spaces to adjoining buildings and a flexible furniture/activity/loading strip of 2-2.5m wide;
  - b. A rhythm along the street is defined by sightlines to and from key entrances. These entrances are clearly marked through the use of planting. The remaining flexible zone is maintained as a clear paved area which can be used for loading, drop-off or breakout cafe/seating spaces;
  - c. The design of planters, benches, litter bins and light columns are all organised within the flexible zones set-out within along the street.

### Road layout and cycling provision

21. In 2019, a specific engagement session focused on the walking and cycling routes through St George’s Field, over the Fishergate Gyratory, over the new bridge and into and along Piccadilly.
22. A range of options were considered and modelled to consider the aspirations of the brief, the practical requirements of a bus route, the

needs of pedestrians and cyclists, and the need to service commercial buildings such as shops and hotels, which require regular deliveries.

### Option 1 - Cycle Lane in the Road – Primary Position

23. One key issue relates to the amount of space available at the northern end of the street. Due to other proposed uses for the space, including large pavements for planting, for street cafes and benches and loading bays for the new hotels, an option explored was to have cyclists share the road in primary position. (Although the current carriageway is generally between 8 and 10.5m, on-street parking effectively reduces the existing carriageway shared by vehicles and cyclists to 6.75m).
24. Having considered all of those constraints, the “preferred option”, put forward by the transport designers and technical officers, was as shown in Figure 1 below.



**Figure 1: Piccadilly “preferred option”**

### Option 2 - Segregated cycling provision

25. Three sub-options were considered here:
- 2a) Cycle lane in road – secondary position** – This would not allow for the minimum required width of 6.7m to enable buses to pass each other. It would not allow for the loading bay for the new



hotels and existing Tesco deliveries at the narrowest section of Piccadilly to be taken off the highway. This would mean servicing vehicle would cause obstructions to buses and sever the cycle lane. It would not create wide enough pavements to accommodate planting, seating and cycle parking.

- b. **2b) Cycle lane in the road – secondary position with greater space for bus passing** - This option would allow for the 6.7m required for buses to safely pass without encroaching on the cycle lane, but would require reduction in footway widths, reduced to only 1.3m at the narrowest point.
- c. **2c) Segregated two way cycle lane** – This option would not allow the space for loading bays to be taken off the carriageway and at the narrow section of Piccadilly there would be no space for planting, seating or activity with a very narrow pavement. As loading bays and servicing would need to be in the road it would also pose a risk to cyclists of delivery drivers and bus passengers crossing over the cycle lane.

26. The following key points were noted following the consultation with cycling groups on these options:

- a. There was a very strong feeling at the consultation event that, from a cyclist perspective, Option 1 (cyclists in primary position) was not acceptable;
- b. One person said of Option 1: *“This has made it worse than it is at the moment – it works ok at the moment”*;
- c. Others said that if there were no segregated cycling lanes then this would mean that they would not cycle this way;
- d. It was argued that the big opportunity of this scheme was to create a continuous cycling route up New Walk over the gyratory into Piccadilly and toward the cycle parking in Whip-Ma-Whop-Ma-Gate – and that the current plans were not seen as realising this.

27. Three questions emerged from the discussions to explore further:

- a. Can speed be more actively reduced to 20 mph? If this was demonstrably possible would a segregated cycle lane still be needed?
- b. What other options might there be for making the segregated cycle lane work all the way up Piccadilly?
- c. Is there a way of taking a segregated cycle path up St Denys and to contraflow up Walmgate and Fossgate?

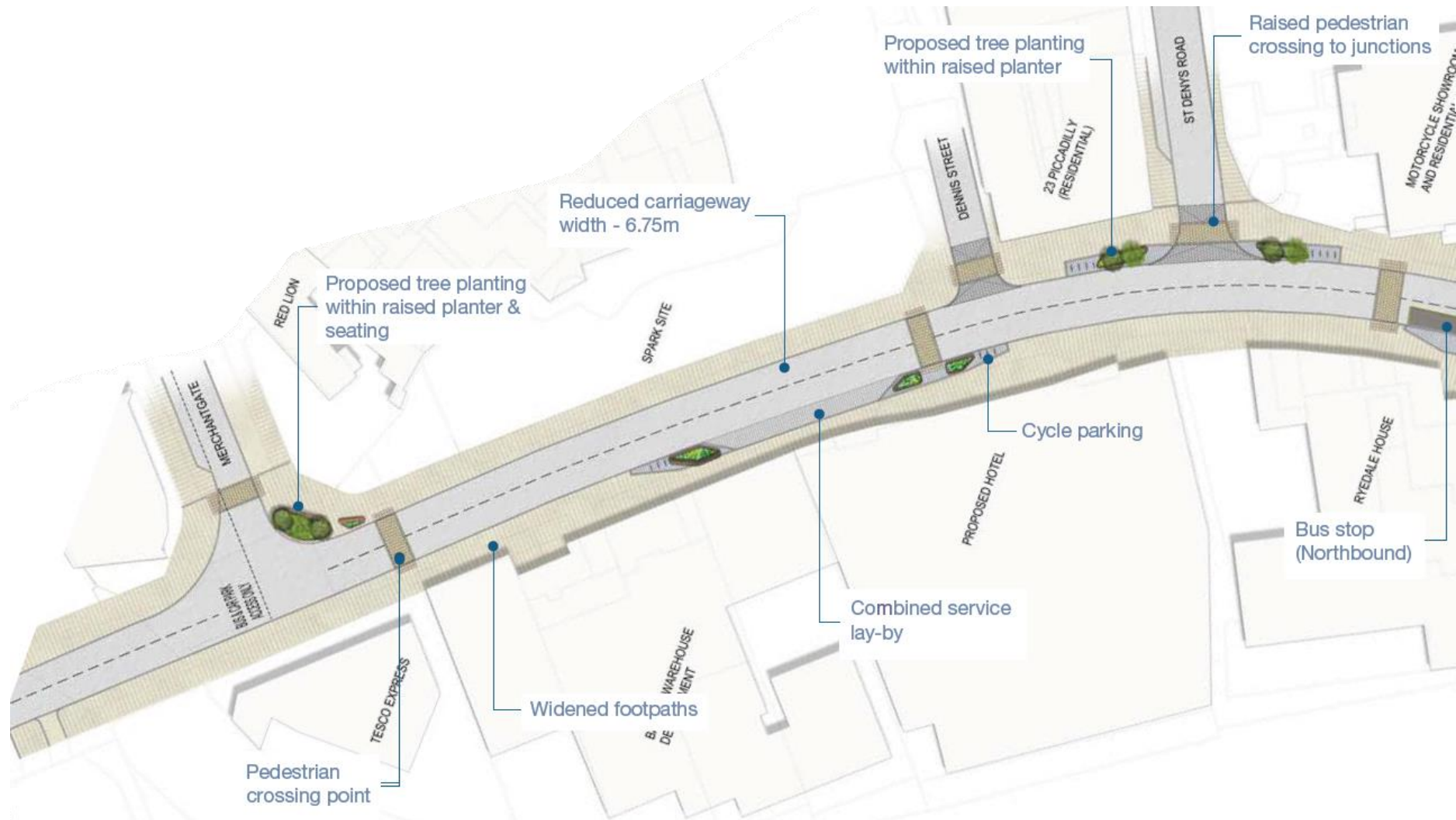
## Providing for buses on Piccadilly

28. Piccadilly is currently a key bus route to and through the city centre, with a wide range of services stopping at existing bus stops on Piccadilly. This includes bus routes 8, 10, 12A, 14, 16, 22, 24, 25, 26, 35, 42, 67, 195 & 196, 415, 747.
29. Services stopping on Merchantgate also use Piccadilly. This includes bus routes 35, 36, 66 & 67.
30. A key principle of the design brief was therefore to retain bus access to Piccadilly and continue to offer a route through the city centre for bus services. This required sufficient carriageway width for two buses to be able to pass each other (travelling in both directions) or to pass another bus waiting at a bus stop.
31. It was also decided that the bus stops should be designed as “integrated”, on carriageway stops, rather than in bays, as this tends to be a more efficient use of available road space, improve accessibility through the use of Kassel kerbs (providing level access to the bus), and reduces dwelling times for buses.
32. This is in line with 2018 CIHT guidance (available here: [www.ciht.org.uk/media/4459/buses\\_ua\\_tp\\_full\\_version\\_v5.pdf](http://www.ciht.org.uk/media/4459/buses_ua_tp_full_version_v5.pdf)) which states:
  - a. Streets with bus services should provide for bus movement in both directions;
  - b. The carriageway width should be sufficient to ensure that buses are not obliged to wait to pass oncoming vehicles. To accommodate this, an unobstructed carriageway width of 6.5 metres will avoid buses having to slow to pass one another (or other large vehicles):
  - c. To ensure the widths are consistently available, the carriageway must be kept clear of parked vehicles. Parking and loading activity should be provided for in parallel off-carriageway bays;
  - d. Localised widening should be assumed on bends, in line with results of a realistic tracking exercise;
  - e. Footways should have more generous dimensions on streets with buses or other heavy traffic to help mitigate the impact of noise and fumes but also to reduce intimidation when large or fast-moving vehicles pass close to pedestrians. The minimum footway width on bus routes recommended by CIHT is 2.5 metres;

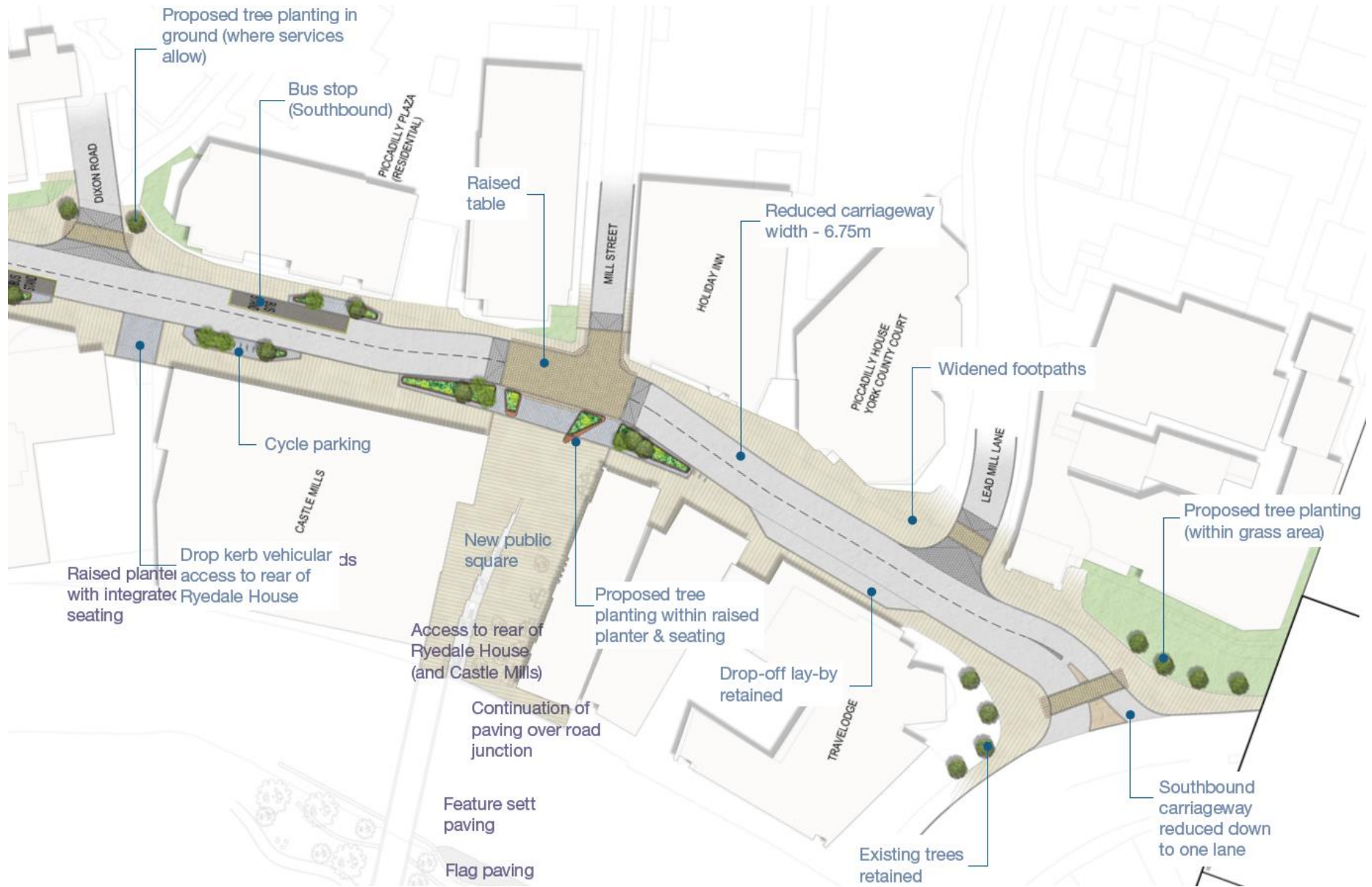
- f. The addition of planted verges or swales can improve the pedestrian and driver experience. Parking bays can also act as a buffer between pedestrians and passing vehicles.

### Piccadilly “preferred option” Stage 2

33. Based on the options presented above and feedback from the consultation process, a design (Stage 2) was developed as a “preferred option” by the team working on the Castle Gateway project, focusing on Piccadilly between its junction with Merchantgate and its junction with Tower Street. This is presented overleaf in Figure 2 and Figure 3.
34. This is presented in more detail in Annex A: BDP Concept Design Proposal Draft Stage 2 Report, and Annexes B and C: WSP Highway Scheme.



**Figure 2: “Preferred option” – Merchangate to St Denys Road**



**Figure 3: “Preferred option” – Dixon Road/Lane to Tower Street**

Implementation through the planning process

35. As the “preferred option” was being developed and refined, planning applications were progressing for several development sites along Piccadilly. This includes the following key sites:

- a. **36-44 Piccadilly**, Planning reference 19/02293/FULM, Partial demolition of existing building and construction of 3 to 5 storey hotel with ancillary restaurant/bar, landscaping and retention of the Banana Warehouse façade.

The application was approved in July 2020 and condition 33 states: *“Details of the highway works for the narrowing of the Piccadilly carriageway to 6m, widening of footway along site frontage as shown in indicative drawing BW-CDA-ZZ-SW-DR-A-PL-0011 Revision P6 (received 30 April 2020) (which shall include works associated with any Traffic Regulation Order required as a result of the development, signing, lighting, drainage and other related works) and a timescale for their implementation shall be submitted to and approved in writing by the Local Planning Authority prior to the first occupation. The approved highway works shall be carried out in accordance with the approved timescale and in accordance with the approved details, or arrangements entered into which ensure the same. Informative: drawing is indicative only as the Council are finalising the plans for Piccadilly and some changes are likely, for example with the location of loading bays, bus stops, pedestrian crossing facilities, etc. Reason: In the interests of the safe and free passage of highway users and to secure regeneration improvements to Piccadilly proportionate to the development proposed in accordance with policy SS5”.*

- b. **46 - 50 Piccadilly (Hampton by Hilton hotel)**, Planning reference 18/01296/FULM, Erection of part 6/part 7-storey hotel (143 bedrooms) with 6-storey apartment block (8 apartments) following demolition of existing buildings.

The application was approved in March 2019 and condition 26 secures highway improvements through a similar condition to that quoted above.

- c. **Ryedale House 58 - 60 Piccadilly**, Planning references 17/02398/FUL 18/00103/ORC, 18/01176/FUL, Proposed change of use from offices to 77 apartments & Erection of three storey

extension to provide 3no. flexible use (A1/A2/A3/B1) commercial units at ground floor level with 9no. new/enlarged apartments, substations and widening of existing pavement along Piccadilly with associated carriageway narrowing, landscaping and ancillary works.

- d. **Castle Mills Car Park**, Planning reference 19/02415/FULM, Erection of 106 apartments, flexible commercial floorspace, provision of new pedestrian and cycle bridge across the River Foss and creation of new public realm and pedestrian and cycle route at riverside north.

The application was approved in December 2020 and condition 16 secures highway improvements through a similar condition to that quoted above.

- e. **23 Piccadilly**, Planning reference 19/02563/FULM, Erection of no.132 bed hotel with bar/ restaurant, after demolition of existing office building.

The application was approved in August 2020 and conditions 16 and 17 secure highway improvements through similar conditions to that quoted above.

36. As the Hampton by Hilton (46 - 50 Piccadilly) and Ryedale House sites progressed, it was necessary to agree the new highway design with the developers to ensure that all required works would be conducted in line with the requirements set out in the relevant planning conditions and funded by the developers (through the Highway Act 1980 Section 278 process).

37. Some amendments to the “preferred option” were required, mainly adapting the planting proposals to the reality of significant buried services under Piccadilly’s footways and carriageway. It was therefore decided to use removable planters in these locations to retain access to the buried services when required in the future. Large trees and planters will be retained where possible.

## Consultation

### My Castle Gateway

38. Consultation on potential changes to Piccadilly was undertaken as part of the wider Castle Gateway project (<https://mycastlegateway.org/>), which includes Fossgate, Walmgate, Piccadilly, Foss Basin, Castle area, and Eye of York. The Castle Gateway project used a long-term conversation approach to consultation, following three key steps:
- a. Step 1: Castle Gateway unleashing ideas. Using community-led public events to explore what makes the area important and what people would like to be able to do in the area. Leading to: a vision for the area and a collaborative 'statement of significance' and 'brief'.
  - b. Step 2: Castle Gateway deepening understanding. Collaborative inquiries to research key issues and public events to explore, question and discuss. Leading to: masterplan and planning options.
  - c. Step 3: Castle Gateway making change together. Formal decision-making process and delivery will be directly linked to ongoing community action in the area. Leading to: formal decision making and a strategy for ongoing involvement throughout the delivery process.
39. The consultation and engagement process have included:
- a. 2017-2018: In 2017 My Castle Gateway opened up a conversation about the future of the Castle Gateway area using walks, workshops, photography, social media and lots of post it notes. In August 2017, My Castle Gateway published an open community brief for the Castle Gateway area for further discussion and, in December 2017, gathered responses to emerging Masterplan ideas. In April 2018, the Council Executive approved the masterplan. The decision report and associated documents provide additional information on the consultation process supporting this decision:  
(<https://democracy.york.gov.uk/ieDecisionDetails.aspx?AllId=48509>)
  - b. 2019-2020: In January 2019, the Council launched the next phase of My Castle Gateway, to develop more detailed community briefs for Piccadilly, and to consider the planning applications for St



George's Field car park and Castle Mills apartments. The Open Community Brief for the new public spaces was developed in summer and early autumn 2019. The Draft Open Brief for the new public spaces was posted for further discussion and testing in December 2019 and a final version was published in May 2020.

40. Consultation and engagement with a specific focus on Piccadilly has included:

- a. Five events in February 2019, looking at Piccadilly from different angles, in terms of green, uses of public space, movement and lingering, bus stops, and connections to the Foss;
- b. March 2019 – Development of the Piccadilly open brief through events held at Spark York;
- c. April/May 2019 - Events to explore in detail the walking and cycling routes through St George's Field, over the Fishergate Gyratory, over the new bridge and into and along Piccadilly;
- d. 17<sup>th</sup> April 2019 Castle Gateway - Piccadilly Coordinated Design Meeting with representatives from developers on the street.

### Planning consultations

41. As noted above, the “preferred option” was generally presented as a proposed design for highway changes through the planning applications which have been decided for development sites on the streets. To date, this includes the following applications which are published on the planning portal ([www.york.gov.uk/SearchPlanningApplications](http://www.york.gov.uk/SearchPlanningApplications)):

- a. 36-44 Piccadilly, Planning reference 19/02293/FULM;
- b. 46 - 50 Piccadilly (Hampton by Hilton hotel), Planning reference 18/01296/FULM;
- c. Ryedale House 58 - 60 Piccadilly, Planning references 17/02398/FUL 18/00103/ORC, 18/01176/FUL;
- d. Castle Mills Car Park, Planning reference 19/02415/FULM; and
- e. 23 Piccadilly, Planning reference 19/02563/FULM.

## Traffic and Road Safety data

42. Traffic surveys were undertaken on a Saturday in March 2017, after the introduction of the bus lane restrictions on Coppergate, covering the junction between Piccadilly, Coppergate and Pavement.
43. This shows that traffic on Piccadilly reduced following the introduction of the restrictions on Coppergate, from over 3,000 vehicles/day to around 2,100 vehicles/day.
44. The 2017 data shows a breakdown of vehicles as follows for Piccadilly, near the junction with Coppergate and Pavement (two way movements over a 12 hour period - 7am to 7pm):
- a. 2,131 vehicles in total including;
  - b. 349 pedal cycles;
  - c. 30 motorcycles;
  - d. 1,339 cars and light goods vehicles (including taxis);
  - e. 35 heavy goods vehicles; and
  - f. 378 buses.
45. Additional surveys were undertaken in 2021 to assess traffic levels further south on Piccadilly, near the junction with Merchangate and the junction with Tower Street. Results are summarised in Table 1 below, showing two way movements over a 12 hour period (7am to 7pm).

**Table 1: Summary of 2021 traffic surveys**

| <b>Locations and vehicles</b>                          | <b>Saturday 27<sup>th</sup><br/>Nov 2021</b> | <b>Sunday 28<sup>th</sup><br/>Nov 2021</b> | <b>Tuesday 30<sup>th</sup><br/>Nov 2021</b> |
|--|--|--|---|
| <b>Piccadilly near the junction with Tower Street*</b> |  |  |   |
| All vehicles   | 6,067  | 5,173                                      | 4,778                                       |
| Pedal cycles   | 70   | 63   | 90  |
| Motorcycles  | 27   | 34   | 59  |
| Cars and light goods vehicles (including taxis)        | 5,386  | 4,815                                      | 3,947                                       |
| Heavy goods vehicles                                   | 64   | 23   | 134   |

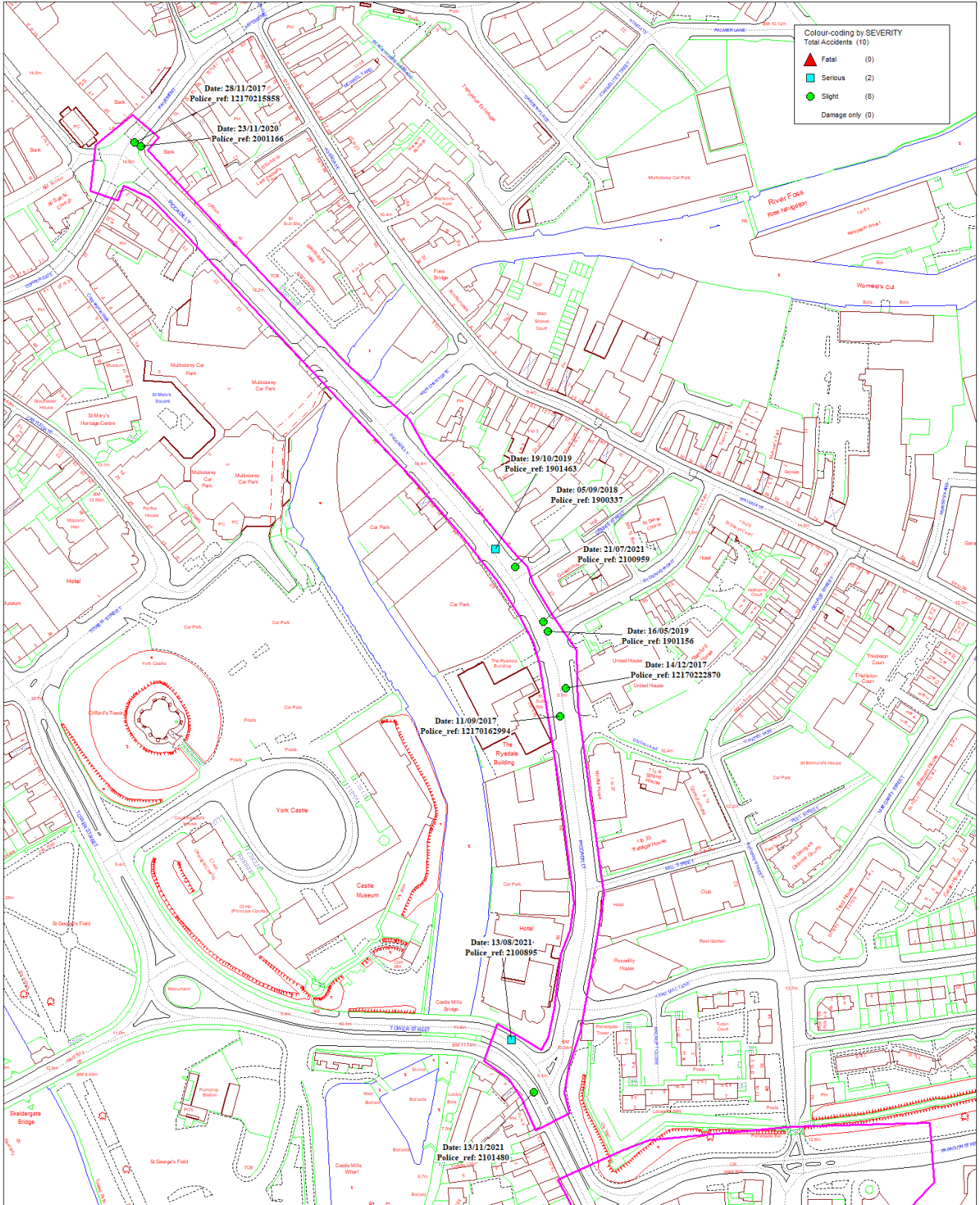
| <b>Locations and vehicles</b>                            | <b>Saturday 27<sup>th</sup><br/>Nov 2021</b> | <b>Sunday 28<sup>th</sup><br/>Nov 2021</b> | <b>Tuesday 30<sup>th</sup><br/>Nov 2021</b> |
|--|--|--|---|
| Buses  | 520  | 238  | 548   |
| <i>% Buses &amp; HGVs</i>                                | 9.6%   | 5.0%                                       | 14.3%                                       |
| <b>Piccadilly south of the junction with Merchangate</b> |  |  |   |
| All vehicles   | 5,641  | 4,628                                      | 4,319                                       |
| Pedal cycles   | 151  | 196  | 401   |
| Motorcycles  | 55   | 50   | 60  |
| Cars and light goods vehicles (including taxis)          | 4,878  | 4,137                                      | 3,204                                       |
| Heavy goods vehicles                                     | 50   | 18   | 112   |
| Buses  | 507  | 227  | 542   |
| <i>% Buses &amp; HGVs</i>                                | 9.9%   | 5.3%                                       | 15.1%                                       |
| <b>Piccadilly north of the junction with Merchangate</b> |  |  |   |
| All vehicles   | 5,022  | 4,398                                      | 3,980                                       |
| Pedal cycles   | 198  | 294  | 534   |
| Motorcycles  | 56   | 39   | 49  |
| Cars and light goods vehicles (including taxis)          | 4,281  | 3,857                                      | 2,833                                       |
| Heavy goods vehicles                                     | 37   | 20   | 99  |
| Buses  | 450  | 188  | 465   |
| <i>% Buses &amp; HGVs</i>                                | 9.7%   | 4.7%                                       | 14.2%                                       |

\* Note: The Navigation Road low traffic neighbourhood trial started in October 2021, before the surveys were undertaken

46. A review of road safety data for Piccadilly shows that there were 10 collisions on Piccadilly or at junctions near Piccadilly between 1 January 2017 and 31 December 2021. Two of these collisions were classed as serious and 6 were classed as slight, as detailed below and shown overleaf:

- At the Piccadilly/Pavement junction:
  - One slight collisions between a car and a pedestrian at the crossing point;

- One slight collision between a parked car and a cyclist (dooring);
  - On Piccadilly between Merchangate and Mill Street:
    - One serious collision and one slight collision between a car and a pedestrian;
    - One slight collision between a car pulling out of Dennis Street junction and a cyclist travelling on Piccadilly;
    - One slight collision between a car doing a U-turn at the junction with St Denys Road and a motorcycle travelling on Piccadilly;
    - One slight collision between a van coming out of St Denys Road and a car travelling on Piccadilly;
    - One slight collision between a cyclist coming out of Dixon Lane and a car;
  - Tower Street, near the junction with Piccadilly:
    - One serious collision between a bus/coach and a pedestrian;
    - One slight collision between a car and a pedestrian.
47. The collision data does not point to any existing, recurring road safety issues on Piccadilly.



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**Accidents Between Dates**  
**01/01/2017 and 31/12/2021**

**Piccadilly, York**

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| SCALE       | 1 : 1200       |
| DATE        | 09/02/2022     |
| DRAWING No. | 949            |
| DRAWN BY    | Sharon Wilkins |

## Options

48. The following options are presented for Members to consider.
- a. **Option A – Continue to work with developers and Council led projects in the area to implement the “preferred option”** as set out above and in the BDP Design report and WSP Highway Scheme drawings (Annexes A, B and C2);
  - b. **Option B – Continue to work with developers and Council led projects in the area to implement the “preferred option”** as set out above, **with** the following elements added:
    - i. Creation of **an additional “integrated”, on carriageway bus stop** (with associated facilities and Kassel kerbs) in front of the Banana Warehouse site;
    - ii. **Further work to assess the feasibility of implementing improved cycling facilities**, considering an alternative cycle route through quieter streets or segregated cycling provision on Piccadilly (linked to work being undertaken through the City Centre Bus Routing Study/LCWIP/LTP4 processes); and
    - iii. **Review opportunities to provide additional public seating** within the “preferred option”;
    - iv. Implementation of a **20mph speed limit on Piccadilly**.
  - c. **Option C – In addition to Options A or B, Option C proposes a review of the “preferred option” to consider on street parking provision on Piccadilly**, aiming to maximise Blue Badge parking provision, and to provide a taxi rank and motorcycle parking if possible;
  - d. **Option E – Pause the implementation of the “preferred option”** as set out above, instruct developers not to make any further changes to the current highway layout, **develop alternative designs and secure separate funding** to deliver these designs when finalised.

## Analysis

49. Table 2 overleaf presents an analysis of the advantages and disadvantages of each of the options identified above.

50. Guidance considered for this analysis includes the following key documents:

- Cycle Infrastructure Design Local Transport Note 1/20 (LTN 1/20);
- Buses in Urban Developments, Chartered Institution of Highways & Transportation (CIHT);
- Inclusive mobility: a guide to best practice on access to pedestrian and transport infrastructure, Department for Transport.

**Table 2: Option analysis**

| Options  | Advantages   | Disadvantages  |
|--|--|--|
| <p>Option A – Implement the “preferred option”</p> | <p>Implements the “preferred option” identified through significant consultation and engagement.</p> <p>Supports the aspirations of the Castle Gateway Masterplan’s vision for Piccadilly.</p> <p>Significant improvements to place making (planting, layout, materials) and pedestrian facilities.</p> <p>Provision of adequate public transport facilities enabling two way movements for bus services.</p> <p>Carriageway width sufficient to enable two way movements for buses and larger vehicles with a few pinch points.</p> <p>The majority of changes are funded by developers as they fund highway improvements in the vicinity of their site. This significantly reduces highway scheme costs for the Council as only areas which have not been redeveloped will need to be funded through the Council’s capital programme.</p> <p>Enables developers to coordinate works on their site and on the highway, generally ensuring that highway improvements are</p> | <p>The “preferred option” is not LTN 1/20 compliant:</p> <ul style="list-style-type: none"> <li>• Appendix A Cycling Level of Service Tool: <i>“Cyclists should not be required to share the carriageway with high volumes of motor vehicles”</i></li> <li>• Paragraph 7.1.1: <i>“Where motor traffic flows are light and speeds are low, cyclists are likely to be able to cycle on-carriageway in mixed traffic. Most people, especially with younger children, will not feel comfortable on-carriageways with more than 2,500 vehicles per day and speeds of more than 20 mph. These values should be regarded as desirable upper limits for inclusive cycling within the carriageway”</i> (between 4,000 and 6,000 vehicles per day travel on Piccadilly).</li> <li>• Table 7.2: <i>“Lane widths of between 3.2m and 3.9m are not acceptable for cycling in mixed traffic”</i>.</li> </ul> <p>Cyclists who took part in the consultation were generally opposed to the proposals for</p> |



| <b>Options</b> | <b>Advantages</b>   | <b>Disadvantages</b>   |
|----------------|---|--|
|                | <p>completed when their site opens (works on the highway are checked and inspected by Council officers through the S278 process).</p> <p>No change proposed for disabled/ loading/ taxi bays at the north end of Piccadilly (approx. 7 spaces).</p> | <p>cyclists, which do not segregate cyclists from traffic (cyclists are expected to cycle using the primary position).</p> <p>Aspirations for a continuous cycling route up New Walk over the gyratory into Piccadilly and toward the footstreets are not met.</p> <p>Some changes to the planting proposals included in the “preferred option” are likely to be required for other areas due to the presence of significant buried services under Piccadilly (as implemented in front of the Hampton by Hilton).</p> <p>More work may be required in the future, funded by the council, to improve the design and provide LTN 1/20 compliant cycling facilities.</p> <p>No bus stop provided near Banana Warehouse, reducing capacity and resilience.</p> <p>Existing on street Pay &amp; Display car parking removed (approx. 9 spaces outside the Castle Mill site and approx. 7 spaces outside Spark). This will result in a loss of parking capacity and revenue for the Council. Existing motorcycle parking bay on Piccadilly is removed.</p> |

| Options   | Advantages   | Disadvantages   |
|---|--|---|
| <p>Option B - Implement the “preferred option” with:</p> <ul style="list-style-type: none"> <li>• additional bus stop</li> <li>• further work on cycling provision</li> <li>• review public seating</li> <li>• 20mph speed limit</li> </ul> | <p>Implements the “preferred option” identified through significant consultation and engagement but also allows for further engagement on possible additional changes for example on speed limit/management and cycling facilities.</p> <p>Supports the aspirations of the Castle Gateway Masterplan’s vision for Piccadilly. Significant improvements to place making (planting, layout, materials) and pedestrian facilities, seating (through the review) &amp; provision of adequate public transport facilities delivered as the development sites progress.</p> <p>The majority of changes are funded through developers as they fund highway improvements in the vicinity of their site. This significantly reduces highway scheme costs for the Council as only areas which have not been redeveloped and additional changes identified would need to be funded through the Council’s capital programme.</p> <p>Enables developers to coordinate works on their site and on the highway, generally ensuring that highway improvements are completed when their site opens (works on the highway are checked and inspected by</p> | <p>Cyclists who took part in the consultation were generally opposed to the “preferred option”, which does not segregate cyclists from traffic (cyclists are expected to cycle using the primary position).</p> <p>Any options identified through the work on improved cycling provision would require the council to identify alternative funding sources, likely resulting in implementation delays.</p> <p>The change in speed limit would improve compliance with LTN 1/20 but does not make the scheme fully compliant with LTN 1/20, as traffic flows on Piccadilly are above 2,500 vehicles/day, with a significant proportion of HGVs and buses and lane width are not compliant with the guidance.</p> <p>Additional costs to be funded by the Council for further consultation and design work to consider the feasibility of a segregated cycling facility.</p> <p>Existing on street Pay &amp; Display car parking removed (approx. 9 spaces outside the Castle Mill site and approx. 7 spaces outside Spark). This will result in a loss of parking capacity and income.</p> <p>Existing motorcycle parking bay on</p> |

| Options  | Advantages  | Disadvantages   |
|--|---|---|
|  | <p>Council officers through the S278 process).</p> <p>Additional bus stop provided near the Banana Warehouse to cater for existing and future demand.</p> <p>The “preferred option” is brought closer to LTN 1/20 requirements (20 mph speed limit) but traffic flows remain higher than recommended by LTN 1/20 for on carriageway cycling and lane widths are not compliant due to the need for buses to travel in both directions.</p> <p>The feasibility of improved cycling provision will be considered through the City Centre Bus Routing Study, the Local Cycling and Walking Infrastructure Plan, and Local Transport Plan 4.</p> <p>No change proposed for disabled/ loading/ taxi bays at the north end of Piccadilly (approx. 7 spaces).</p> | <p>Piccadilly removed.</p> <p>Additional costs for future changes (such as the provision of a segregated cycling facility, if feasible) would need to be met by the Council. Estimated at approx. £35k for the feasibility study &amp; detailed design. TRO and construction costs not known at this stage.</p> |
| <p>Option C - Options A or B, with the addition of a review of on street parking provision</p> | <p>As the main option chosen: A or B but with a review of options to provide Blue Badge parking within the “preferred option” design (replacing some of the capacity currently available on street in P&amp;D bays which are free to use for BB holders), as well as a taxi rank (location and operating times to be confirmed) and motorcycle parking provision</p>  | <p>Some areas of the widened footways planned as open space or pavement cafes in the “preferred option” would be designed as Blue Badge parking bays, taxi rank or motorcycle parking, reducing the space available for pedestrians and other uses.</p> <p>Some potential conflict between road users</p>       |

| <b>Options</b>   | <b>Advantages</b>  | <b>Disadvantages</b>  |
|--|--|---|
|  | (similar to existing).   | <p>(including cyclists) and kerbside activities. This will result in a loss of parking income as P&amp;D spaces would be removed or a reduced number of P&amp;D spaces would be provided.</p> <p>Cost estimated at approx. £15k for the review and design changes.</p>  |
| <p>Option D – Pause the implementation of the “preferred option”, instruct developers not to make any further changes to the current highway layout, develop alternative designs and secure separate funding to deliver these designs when finalised</p> | <p>Enables a review of all options and more engagement and consultation.</p> <p>Could enable the implementation of a different, LTN 1/20 compliant, design for the street, if such a solution can be identified.</p> | <p>Delayed implementation of highway improvements which are required to meet the Masterplan’s vision for the street.</p> <p>Unless a solution can be agreed quickly, the revised design would be unlikely to be delivered and funded by developers, as it is likely that most sites would be completed before a new design is approved. The Council would therefore need to identify alternative funding sources for the schemes, likely resulting in further delays.</p> <p>The Council may need to fund changes to the highway layout in front of the Hampton by Hilton, where changes have already been implemented in line with the “preferred option”.</p> <p>Impact on on-street parking, including Blue Badge parking, parking revenue, loading, taxi rank and motorcycle parking unknown.</p> |

| <b>Options</b> | <b>Advantages</b> | <b>Disadvantages</b>   |
|----------------|-------------------|--|
|                |                   | Additional costs to be funded by the Council for consultation and design work. Estimated at approx. £50k for consultation and initial design only – detailed design and construction costs TBC with all construction costs to be funded by the Council |

## Council Plan

51. This proposal relates to the following key priorities of the Council Plan 2019-2023:
- Good health and wellbeing;
  - Well paid jobs and an inclusive economy;
  - Getting around sustainably;
  - A greener and cleaner city;
  - An open and effective council.
52. This proposal also relates to York's Economic Strategy 2016-2020 which identifies the need to *"Invest in a programme of maintenance and enhancement of public realm in York city centre to improve its attractiveness as the 'shop window' of the city"*.

## Implications

53. This section considers the wider implication of this proposal as follows.

- Financial –**

The following table shows the Pay and Display parking income for 2021/22 for the bays currently provided on Piccadilly. This income will be lost under the recommended option.

| Piccadilly Pay & Display income 2021/22 |        |               |               |
|---|--------|---------------|---------------|
| April 2021                              | £4,069 | October 2021  | £7,699        |
| May 2021                                | £3,512 | November 2021 | £7,000        |
| June 2021                               | £6,337 | December 2021 | £8,855        |
| July 2021                               | £7,236 | January 2022  | £6,776        |
| August 2021                             | £7,869 | February 2022 | £7,128        |
| September 2021                          | £7,005 | March 2022    | Not available |
| Average monthly income                  |        |               | £6,681        |
| Estimated annual income                 |        |               | £80,166       |

In order to create a car free environment the removal of on street parking bays. On average 30 cars use these pay and display bays. This can probably be accommodated within the existing car park estate but will inevitably mean some of this accommodation is within the private parking operators so there will be some real loss to the parking income budget all be it not 100%.

The preferred option has identified additional review costs as follows:

- £35k for the feasibility study & detailed design for improved cycle provision – to be funded through the LTP/LCWIP process.
- £15k for the review and design changes – to be funded from the Transport capital programme
- **Human Resources (HR)** – No HR implications identified
- **Equalities** – Equalities implications have been presented in detail in Annex C, see also below under Legal implications.
- **Legal** – The Council, as a traffic authority, has the power to make Traffic Regulation Orders under the Road Traffic Regulation Act 1984 and in accordance with the procedure contained in relevant regulations.

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 crime and disorder implications identified
- **Information Technology (IT)** - No IT implications identified
- **Property** – No property implications identified apart from the expected increase in value of council properties on Piccadilly if the regeneration scheme as a whole is successful.
- **Other** – no other implication identified

## Risk Management

54. This section considers the key risks associated with this proposal:

- a. Delays to the approval of the design could result in additional costs for the Council as developers cannot be asked to deliver the final design
- b. Future changes required as a result of the review of cycle facilities may result in additional cost to make modifications to recently implemented changes
- c. The location of utilities on Piccadilly is likely to result in further design changes, mainly relating to planting as planters may be required as an alternative to planting trees, requiring more management. Planters are currently licensed in the adopted highway and privately maintained by frontagers.
- d. Risk of conflicting activities on Piccadilly, i.e. pedestrian activity, loading, parking, pavement cafes



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Report  
Approved



Date 9/5/2022

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Name: Cathryn Moore  
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**Wards Affected:** Guildhall

All

**For further information please contact the author of the report**

### Background Papers:

None

### Annexes

Annex A: BDP Concept Design Proposal Draft Stage 2 Report  
Annexes B and C: WSP Highway Scheme (plan in two parts)  
Annex C: Equality Impact Assessment

### List of Abbreviations Used in this Report

BDP – Architecture firm  
CIHT - Chartered Institution of Highways & Transportation  
EQIA – Equality Impact Assessment  
HGV – Heavy Goods Vehicle  
HR – Human Resources  
IT – Information technology  
LTN 1/20 – Local Transport Note 1/20

P&D – Pay and Display (parking)  
TBC – To be confirmed  
TRO – Traffic regulation Order  
WSP – Engineering consultancy