

**Decision Session –
Cabinet Member for City Strategy**

8th March 2012

Report of the Director of City Strategy

City Centre Footstreets TRO Amendments (part 1) Objections

Summary

1. The purpose of this report is to consider the representations made following the advertising of amendments to various Traffic Regulation Orders in and around the city centre footstreets and makes recommendations on how to progress the proposals.

Recommendations

2. It is recommended that the Cabinet Member approves the following:
 - Ongoing improvement of disabled parking provision,
 - implementation of the Traffic Regulation Order to remove the Pay and Display parking bays in (see also Annex A):

Goodramgate (13 spaces),

Duncombe Place (8 spaces),

Blake Street (9 spaces),

Lendal (9 spaces).

and replace them with double yellow lines (no parking at any time)

- implement the Traffic Regulation Order to make access into the Newgate Market area for loading only by permit holders (see Annex B).
- Implement the Traffic Regulation order to permit cyclists to use High Petergate between Bootham Bar and Duncombe Place. However this is to be for a 12 month trial period and is to be the subject of a further report in due course.

Reason:

- to provide some improvement for disabled parking,

- to remove intrusive parking in, and excessive travel by motor vehicles through the central area seeking the very limited on street parking,
- allow the removal of street furniture, some of which is very expensive to maintain, repair or replace, in areas of historic importance, and
- begin the simplifying of the traffic regulations in the central area whilst reasserting the special nature of the pedestrian zone.
- trial measures to better inform future decisions on the operation of the footstreets

Background

3. At the 1st December meeting of this Decision Session approval was given to initiate some changes and advertise several amendments to the Traffic Regulation Orders governing traffic movement and parking in and around the footstreet area:
 - Increase the number of dedicated disabled parking bays in Castle, Piccadilly, Bootham Row and Monk Bar car parks (no legal notice required and plans have moved forward for implementation)
 - Replacing city centre on street pay and display bays with no waiting at any time double yellow lines (see Annex A). The aim of this is to reduce the volume of through traffic in the central area at night to improve the environment and encourage a continued growth in the evening economy. An additional affect of this action is that those with Blue badges would have greater opportunity than at present to park on an evening and Sunday morning.
 - Unifying the Newgate Market area vehicle access / loading restriction (see Annex B). This is aimed at removing current problems relating to parking.
 - Simplifying the vehicle access restrictions through Bootham Bar. The purpose of this proposal is to improve the cross town cycle route facilities and allow the removal of the large sign from the front of Bootham Bar (see Annex C).
 - Closing off the slip road from Duncombe Place to Blake Street (no objections received and the scheme has moved forward for implementation – see Annex D)

- Installing advisory max speed 10 signs at key entry points (no legal notice required and are currently being implemented)
4. The additional benefits of taking forward these proposals are the reduction in street furniture and removal of equipment that is expensive to maintain, repair and/or replace. Hence there will be ongoing cost savings for the City.
 5. The proposals were formally advertised before Christmas on street and in the local press in line with the legal requirements. In keeping with current City of York Council practise, details were delivered to properties adjacent to where the proposed changes would be and in addition was further extended to include all properties in the streets where the proposals would take effect.
 6. Although the legal consultation period required of 3 weeks for objections was published it was acknowledged because this would include the Christmas period and the start of the January sales, both of which are very busy times for many in the city centre, hence any representations received in the 2 weeks after the closing date have also been included in this report for consideration.

Discussion and Options

7. There have been 10 representations made regarding the:
 - Replacement of pay and display parking with double yellow lines
 - Changes to the market area access and loading restrictions, and
 - Allowing cyclists to travel through Bootham Bar throughout the day

A précis of each representation along with officer comments are outlined in Annex E and the key issues are highlighted below together with recommended options:

On Street Pay and Display Parking Bays

8. The key issues raised are:
 - The impact the loss of parking will have on some members of the community; and

- The adverse impact on the evening economy.

9. Officers response:

At present drivers are drawn into the city centre seeking potential empty parking spaces but because these are quite limited in number drivers then have to travel through the central area to park elsewhere. Importantly, there is no scope to limit use of, or reserve these spaces for those who could be considered to have the greatest need of the closest parking availability to the central area. Whilst clearly further from the central area, Bootham Row and Monk Bar car parks are only around 400m further out from Blake Street and Goodramgate respectively. It should also be noted that whilst drivers generally would be unable to continue parking in these areas blue badge holders would still be able to park for up to 3 hours on the yellow lines, hence those with reduced mobility will to some degree have improved access conditions. Although this does appear contrary to the intentions stated initially of removing traffic from the central area because the ability to park is for a much reduced proportion of drivers than the current free for all the overall aims of the proposals should be achieved. However, it would be preferable to maximise this, hence the better disabled parking provision plans for the off street car parks being taken forward.

It is very doubtful the existing parking provision has made a significant contribution to the aspirations of improving the evening economy of the central area. People come to the city centre on an evening because of the pubs, clubs, cafes, cinema, etc not because of slim chance of being able to park in one of the few parking spaces. By improving the environment (in this case by removing through vehicles and their associated noise, pollution, intimidating speed, etc) there is increased scope for the streets to be used for other more attractive uses such as pavement cafes, festivals and events more geared up to pedestrians who stop and take part in what's on offer rather than simply passing through. Businesses are then able to determine if the services they have to offer can be tailored to take advantage of the changes. For example, a cafe or restaurant may be able to expand their business into the street.

10. Options

- a) Implement the proposals as advertised, this is the recommended option.

- b) Implement part of the proposals (for example allow parking to continue on one or more of the streets), a restriction of reduced severity or re-advertise alternative proposals. This is not the recommended option because it would not achieve the aim of reducing traffic movements in the city centre.
- c) Drop the proposals and take no further action. This is not the recommended option because it would not achieve the aim of reducing traffic movements in the city centre.

Newgate Market Area Vehicle Access / Loading Restriction

11. The key issue here relates to placing further restrictions on the ability of businesses to get their deliveries.

12. Officers response:

The main aim of these proposals is to prevent the use of the market area as a car park in the evening or overnight. Complications surrounding the ability to carry out enforcement depending on where the vehicles are left have lead to the proposal to allow bollards to be put in place at the ends of the streets into the area to prevent its use. However, because it is fully appreciated that there are lots of businesses that require their deliveries to be made using this area (outside the footstreet hours) the concept is that these businesses will have a permit that allows them to have deliveries through the bollards; hence there should be no detriment to the businesses.

13. Options

- a) Implement the proposals as advertised. This is the recommended option.
- b) Implement a restriction of reduced severity or re-advertise alternative proposals. This option would not overcome the concerns raised by the objector and is not therefore the recommended option.
- c) Drop the proposals and take no further action. This is not the recommended option because it would not achieve the aim of removing parking from the area.

Vehicle Access Restriction through Bootham Bar

14. The issue raised here is with regards to the safety of mixing pedestrians with cyclists.

15. Officers response:

There is often quite heated debate on the pros and cons of allowing pedestrians and cyclist to share the same space and much could be said on the very low level of reported injury accidents involving the two. Equally however there are strong feelings on what are more common events of the two “exchanging words and views” following an unexpected close encounter or difference of opinion. These instances whilst not dangerous or likely to cause injury are not at all pleasant. Rather than try to balance these two opposing views a wider look at the area is needed to appreciate the benefits and potential accident savings. The route across the front of the Minster has been used ever since the road was closed to motor traffic and is part of an important link cyclists are able to use west to east (and vice versa) across the city centre. By extending west to east section of the route along this section of High Petergate cyclists journeys are reduced by 150m, but more importantly they are able to remove themselves from a very busy section of the inner ring road and a traffic signal junction. Because the instances of conflicts between cyclists and drivers is many times (100’s) more frequent than between pedestrians and cyclists there should be some (though difficult to measure) contribution to safety in the city.

As is mentioned above, this matter will be of considerable interest and subject of much opinion. It is therefore considered appropriate that this measure if implemented should be for an initial trial period of 12 months in which time the practical outworking of such a move can be assessed and used as an informative guide for future discussion

16. Options

- a) Implement the proposals as advertised. This is the recommended option, but review after a period of 12 months.
- b) Re-advertise alternative proposals.
- c) Drop the proposals and take no further action. This is not the recommended option because it does not achieve the aim of improving cross town cycle route facilities, nor does it allow

the removal of the large sign from the front of Bootham Bar (see picture in Annex C).

Consultation

17. As mentioned above changes to Traffic Regulation Orders have to go through a formal legal process before they can be implemented and York exceeds the minimum legal requirements. If these objections are overturned the proposed Traffic Regulation Order amendments will be made and the necessary works will be implemented.

Corporate Strategy

18. Considering this matter contributes to the corporate strategies of Thriving City, Inclusive City and City of Culture.

Implications

19. There are no legal, financial, HR, crime and disorder, sustainability, equalities or property implications associated with the recommendations in this report.

Risk Management

20. In compliance with the Council's risk management strategy there are no risks associated with the recommendations in this report.

Contact Details:

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Chief Officer Responsible for the Report

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**Report
Approved**



Date 23/2/2012

Wards Affected: Guildhall

All

For further information please contact the author of the report

Annex A - City Centre Night Time Pay and Display Parking Bays

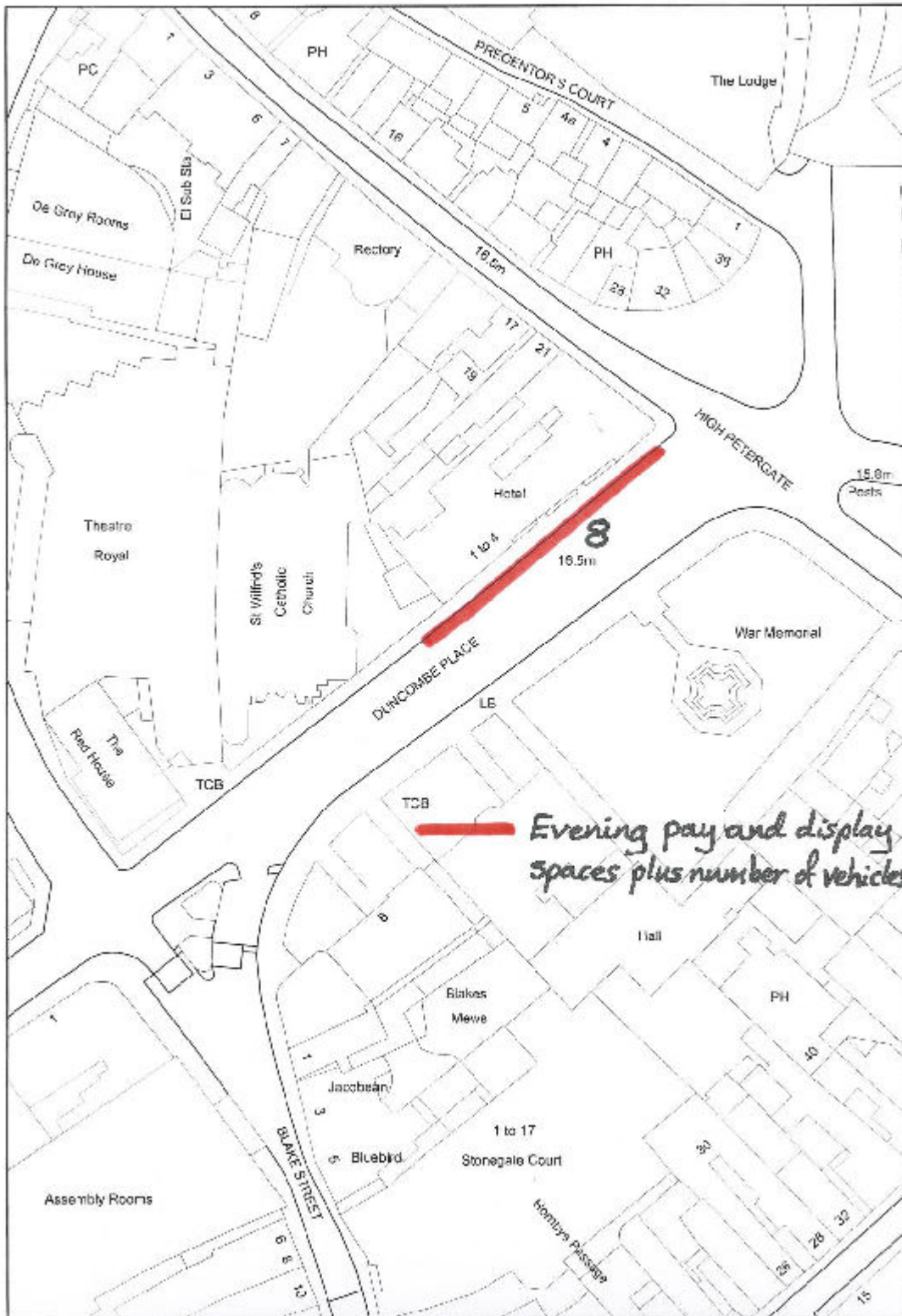
Annex B – Newgate Market Area Vehicle Access / Loading Restriction

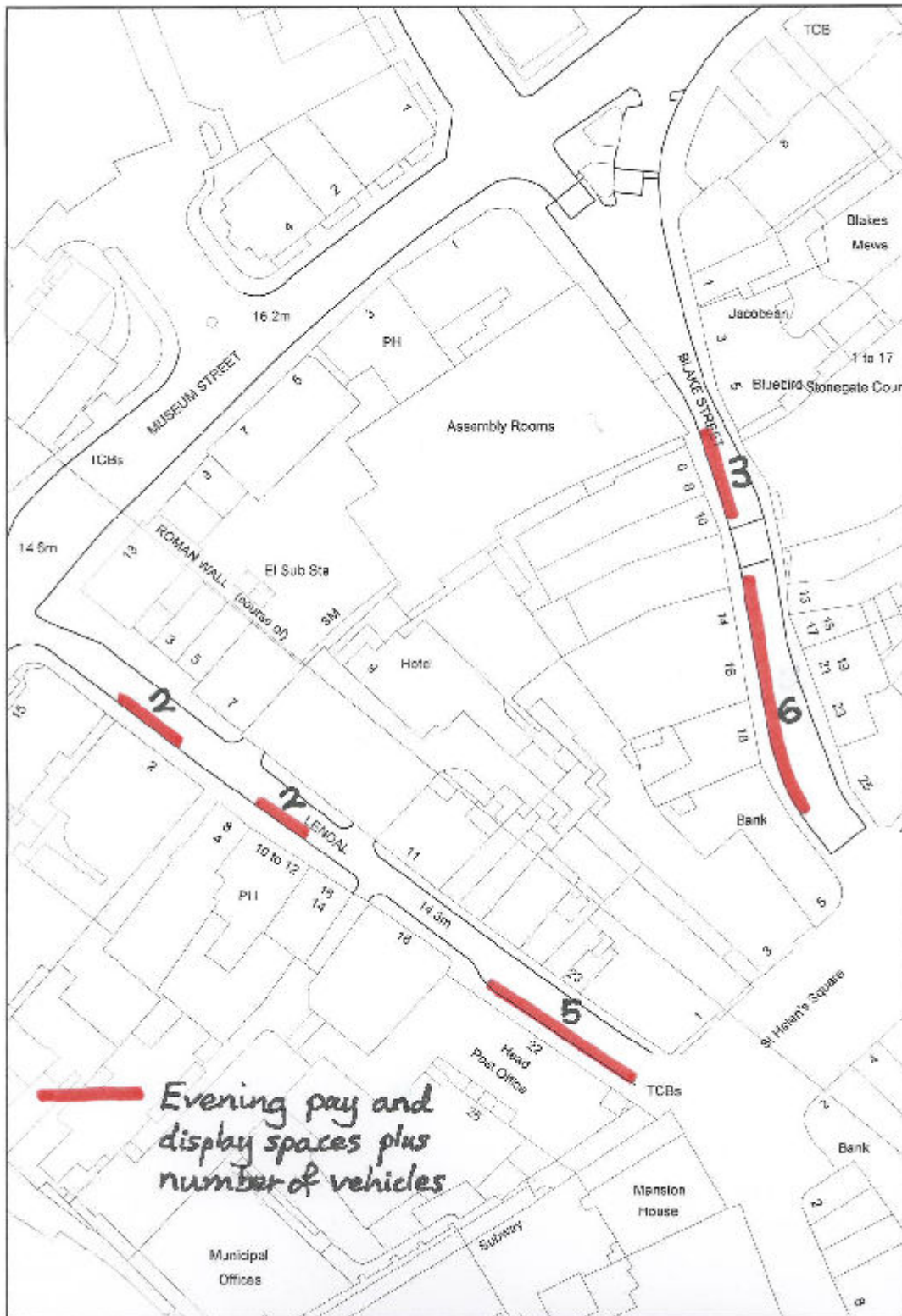
Annex C – Photo of variable message sign in front of Bootham Bar

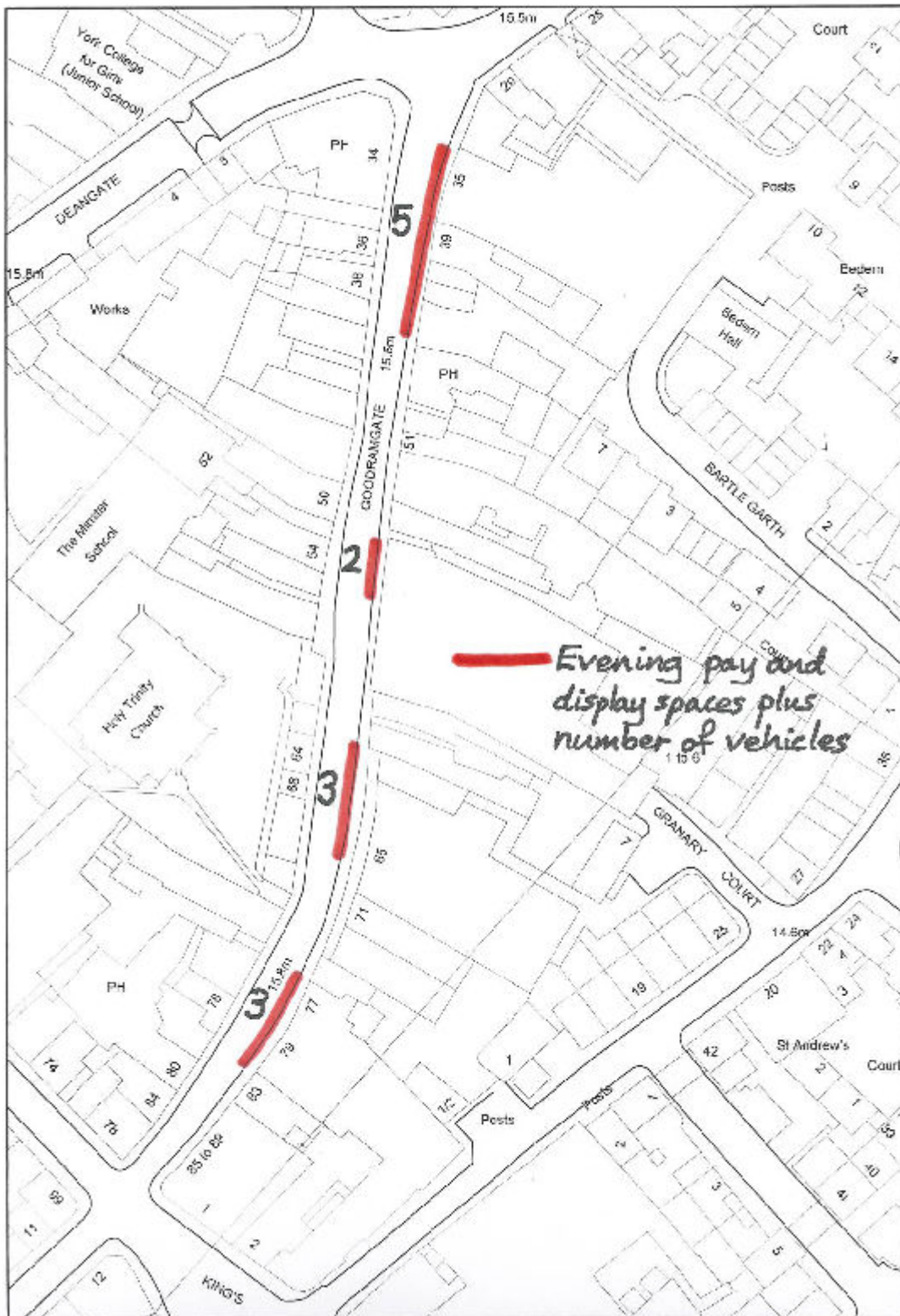
Annex D - Details of Duncombe Place to Blake Street slip road closure

Annex E – Précis of Representations

City Centre Night Time Pay and Display Parking Bays







Newgate Market Area Vehicle Access / Loading Restriction



 Proposed Boundary of Newgate Market Area to be subject of Permit Access



ROADS WITHIN PROPOSED NEWGATE MARKET AREA, YORK

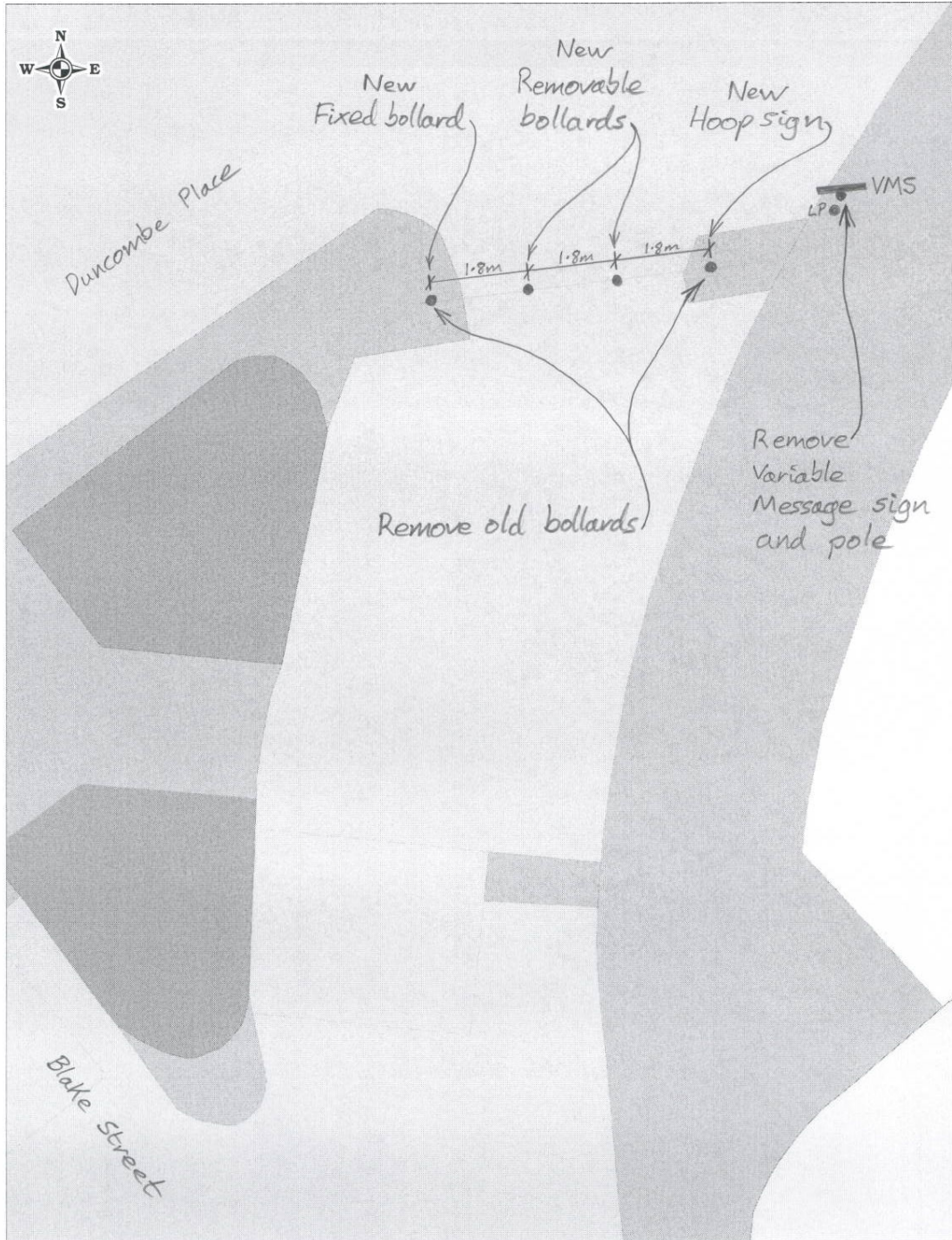
SCALE: 1:750 Originating Group	DRAWN BY: PSL Project	DATE: 13/12/2011 Drawing No. NMPA
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City of York Council LA 1000 20818

Bootham Bar Vehicle Prohibition Sign



Duncombe Place / Blake Street Slip Road Closure



	<p>Duncombe Place to Blake St. Slip Road - Closure</p>	SCALE	1 : 100
		DATE	10/02/2012
		DRAWING No.	
		DRAWN BY	AB
		<small>* Crown copyright. All rights reserved Licence No. 2003</small>	

Précis of Representations

Night Time On Street Pay & Display Parking		
Who / where from	Representation	Officers comments
Betty's	<p>We urge the Highways Department to be mindful of the challenges that city centre retailers and caterers are facing and the harmful impact that the changes could have on businesses and the local economy.</p> <p>We are also very concerned by the lack of awareness and promotion of the proposed parking changes which has left insufficient time for a thorough consultation with businesses and the York community.</p> <p>The following is feedback from Betty's customers.</p> <p>Our customers, who are very loyal to Betty's, are informing us that they would be dissuaded from coming to the tea rooms at night if they can't park close by. They do not wish to travel in using the Park and Ride service.</p>	<p>The number of on street parking bays for the whole of the city centre is very low and are very unlikely to have a noticeable impact on any individual business. The aim of significantly reducing the intrusion of through traffic from the city centre is to improve the local environment to aid further the growth of the early evening economy.</p> <p>Understand these concerns, but the consultation process has exceeded the legal requirements and additional time to make representation has also been allowed.</p> <p>These views are noted, however as there are around 25 spaces available at this side of the city centre which are available to all the premises operating in the evening the actual loss of parking for customers is likely to be quite low. On the other hand, because</p>

	<p>This response increases our fears that these proposals will have a negative impact on our trade in the evenings – currently open until 9pm, 7 days a week.</p> <p>We feel the evening economy of the City should be encouraged and built up.</p>	<p>able bodied drivers would not be able to park in this area there is increased scope for parking by those with blue badges.</p>
<p>Mark Rance St Michael le Belfrey Church</p>	<p>We are a large city centre worshipping community with services at St Michael le Belfrey at 9am, 11am, 5pm and 7pm on Sundays. It is extremely important to our congregation members that the (very little) Sunday on-street parking which is left in York remains available. We have a general concern about eroding life for city centre church-goers. It's good that the disabled spaces remain - but we have a number of people for whom some free on-street parking was very important when coming to worship (not shop) on Sundays.</p>	<p>The number of spaces available locally is very low. The large congregations increase the likelihood of drivers seeking parking spaces that have already been taken up, adding to the city centre through traffic. Additionally, there is no way of ensuring the spaces are used by those considered to have the greatest need. However, by removing the spaces there will be greater opportunity for those with blue badges to park which although may then lead to some unnecessary through traffic it will be at a much reduced level.</p>
<p>Caroline Comito La Piazza Restaurant, Goodramgate York</p>	<p>As we run a restaurant we value the parking facility at the front of our restaurant, and so do our customers. To remove it seems unreasonable. We object strongly to the waste of money involved. Council tax monies have</p>	<p>See comments above.</p> <p>These parking bays and meters were put in quite a few years ago and as circumstances / aims</p>

	<p>only recently paid for the road makings and parking metres to be installed, and now you plan to use more monies to undo this and install new systems which as we have pointed out we feel will bring problems and probably have to be changed again</p>	<p>change it is reasonable to reflect on how things operate and make changes to achieve revised goals.</p>
<p>Hotel Manager Duncombe Place</p>	<p>Any removal of evening on street parking, flies in the face of views of CYC, City Centre Strategy Group, many Councillors and other similar organisations that have clearly stated their wish to grow the York Evening Economy My long-term view has always been that:- to create an evening economy (help regenerate the city after 5pm which would enhance the city's reputation, improve the "retail economy" – by encouraging shops to stay open later), on-street evening parking (after 6pm) should be expanded – albeit with modest meter parking charges – similar to those currently in Duncombe Place. Wall mounted/recessed meters would avoid sign-clutter and allow all streets to be used- excluding those too narrow for Emergency vehicle access. The public perception of York as a safe city after dark would be greatly enhanced- by the increased number and</p>	<p>Bearing in mind the low level of on street parking available in the city centre, the aims of growing the evening economy and removing excessive through traffic in the city centre are complementary rather than at odds with each other.</p> <p>See comments above regarding aims to improve the evening economy.</p>

	varied demographic	
I Anderson	<p>I am a member of St. Michael-le-Belfrey Church. When the current arrangement for free parking on a Sunday came in we were of course pleased that consideration had been given to churchgoers' interests. The current proposal will entirely negate that and cause inconvenience to churchgoers – as well as others; As you mentioned there are only limited spaces anyway but this will take away what few there are.</p> <p>Some members of our church are elderly but without disabled permits yet nevertheless find it difficult to walk from the nearest car parks. This applies equally to parents with very young children.</p> <p>Churches make a very worthwhile contribution to the life of the City with activities such as Street Angels and Chaplaincy to the shops in our area. We are not asking for special treatment but merely consideration of the needs of our large and varied congregation.</p> <p>I find it hard to accept that the current arrangements</p>	<p>Please see comments above.</p> <p>Please see comments above.</p> <p>These contributions to the life of the city are appreciated but don't rely on the ability to park on street if there are spaces available.</p> <p>Please see comments above regarding through traffic movements as this isn't primarily an issue about congestion.</p>

	<p>with their fairly limited spaces cause any congestion on a Sunday, but if so why not make it a noon to 4pm restriction as in other streets? Similarly if it is street clutter which is an issue, surely a sign saying “No waiting Monday-Saturday” will not take up any more room than one saying “No waiting at any time”?</p>	<p>Double yellow lines do not require any upright signs.</p>
<p>R and B Law</p>	<p>We have been regular members of St. Michael le Belfrey Church for the past 38 years and enjoy attending the 9am Worship service. Since we have to be in York around 8.45 am we have regularly been able to park in Goodramgate which has been very helpful, especially as we are now in our mid 70's and walking from a car park is just too far especially as my wife has recently had a hip replaced. In fact she has had four joint replacements in recent years but does not qualify for a disabled parking badge as joint replacements are not considered a long term disability. However her walking is not good and it has been wonderful to be able to park reasonably near the church for worship on a Sunday.</p>	<p>Mobility considerations are a factor in traffic management schemes that need to be considered when balancing the aims and objectives against the consequences of changes.</p> <p>The distance from the mid point of Goodramgate to St. Michael's is around 320m and this compares reasonably favourably with the 370m distance from the mid point of Bootham Row car park – a 50m increase. It is appreciated that this change in parking position would also likely result in a change of vehicle route as well. Monk Bar car park on the other hand would be approximately twice the walking distance.</p>

	<p>Can we urge the Council to reconsider this decision for people like ourselves. There are many of us, elderly and with disability in St. Michael le Belfrey coming for that service and we do not want to find a more accessible church if parking proves to be too difficult. St. Michael's which holds such a prominent place in the City and actively serves the City by its ministry.</p> <p>Would it be possible to allow parking in the morning only....say up to 12 noon. That would suit most of us regular churchgoers</p>	<p>Whilst this would be legally possible it would be only marginally different to the present situation which we are seeking to change.</p>
<p>R & M Williamson</p>	<p>Object to the proposed removal of free parking on Sundays in Goodramgate, Blake Street etc. This concession was given a few years ago, to enable people attending church to park for free. Many people attend city centre churches. We attend a 9am service. There are no buses at that time. The park and ride do not start until later. We pay our council tax and we feel we are being discriminated against. The revenue from this parking will be minimal, but the inconvenience will be great for us. We urgently request you reconsider</p>	<p>The limited number of parking bays in the central area attract drivers to seek these spaces initially before heading off to alternative parking elsewhere. This leads to unnecessary traffic in the city centre and these proposals aim to reduce this.</p>

	this action.	
I Watson	I strongly object to this proposal and feel that people who worship at city centre churches would be severely penalised. It is sad that people would be restricted and possibly in some cases prevented from worshipping at their church, many older people rely on the city centre parking in order to be able to attend their church. I would ask that you seriously reconsider this proposal.	Please see previous comments.

Newgate Market Area		
Who / where from	Representation	Officers comments
Business in Patrick Pool	This business takes deliveries from numerous suppliers and it would be impossible to provide permits to all of them to access the premises. The logistics of manually handling supplies is a significant health and safety risk to the public. Delivery vehicles require full and unrestricted access to the premises.	The intention here is to be able to place bollards in the street to prevent the area being used for parking overnight. There is no intention to reduce the current ability of businesses to take deliveries. Hence this business, and others in the area, would be provided with a permit that would be able to

	<p>There has been damage done to their premises and hanging sign by vehicles accessing the market but this has improved since the bollard was put in at the market end of Patrick Pool.</p> <p>Agrees the permit scheme is a solution for the Market area but considers Patrick Pool should be removed from the area and the bollard relocated to half way along the street.</p>	<p>apply to any vehicle delivering to their premises outside the footstreet hours.</p> <p>By relocating the bollard to the Church Street end of Patrick Pool this should help prevent further damage to their premises.</p>
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High Petergate (part) Vehicle Prohibition Amendment		
Who / where from	Representation	Officers comments
<p>Hotel manager Duncombe Place</p>	<p>I feel allowing cyclists to mix with pedestrians – when traffic is restricted in High Petergate (bollard is up) will place cyclists’ and pedestrians’ safety in serious jeopardy /creates a serious potential for accidents. (Cyclists should dismount and walk the 100yds)</p> <p>It’s worth noting that until recently Deangate had a central cycle lane through it- which has now been removed. Are my concerns about High Petergate the reasons for its removal?</p>	<p>This proposal seeks to formalise what to some extent is currently taking place which does not appear to have reduced pedestrian safety. The proposal also aids the cross city (W to E) cycle route by shortening it and takes cyclists off a busy section of the inner ring road.</p> <p>These two issues are not connected, but do demonstrate that pedestrians and cycling can mix in the same space.</p>

Representation in Support of the Proposals

Who / where from	Representation	Officers comments
R. Pierce	<p>I am writing to express support for the proposed TROs.</p> <p>Would like further consideration of the following issues:</p> <ol style="list-style-type: none">1. That the proposals are limited to Mon-Sat only. Sundays in the city centre are now no different from other days since the introduction of Sunday trading;2. The absence of proposals to introduce core-time bollarding in Davygate;3. Castlegate has very narrow footways. The wing mirrors of parked vehicles prevent the use of the footways on the north side by push-chairs or wheel-chairs. The proposed TROs do not include the necessary prohibition of loading/unloading to preclude any on-street parking in core periods.	<p>Support noted.</p> <p>These are important issues that will be considered further in forthcoming consultation.</p>