



**Notice of meeting of  
Local Plan Working Group**

- To:** Councillors Merrett (Chair), Ayre, Barnes, D'Agorne, Funnell, Horton, Reid, Riches, Simpson-Laing, Steward and Watt (Vice-Chair)
- Date:** Monday, 31 March 2014
- Time:** 5.00 pm
- Venue:** The George Hudson Board Room - 1st Floor West Offices (F045)

**AGENDA**

**1. Declarations of Interest**

At this point in the meeting, Members are asked to declare:

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

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

**2. Minutes** (Pages 1 - 6)

To approve and sign the minutes of the meeting of the Local Plan Working Group held on 13<sup>th</sup> January 2014.

**3. Public Participation**

At this point in the meeting, members of the public who have registered their wish to speak, regarding an item on the agenda or an issue within the remit of the Working Group, may do so. The deadline for registering is 5.00 pm on Friday 28<sup>th</sup> March 2014.

## **Filming, Recording or Webcasting Meetings**

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### **4. Controlling Houses in Multiple Occupation - Supplementary Planning Document. (Pages 7 - 16)**

This report provides Members with an overview of recent advice issued by the Planning Inspectorate in relation to Houses in Multiple Occupation and Permitted Development Rights.

### **5. City of York Streetscape Strategy and Guidance. (Pages 17 - 196)**

The Local Plan Working Group are being asked to agree the City of York Streetscape Strategy and Guidance document as part of supporting evidence for Local Plan policy and development management purposes. They are also asked to support or recommend its consideration by Cabinet or Cabinet Member for adoption as a key Council document.

### **6. Any other business which the Chair considers urgent under the Local Government Act 1972.**

Democracy Officer:

Name: Laura Bootland

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

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

Contact details are set out above.

**This information can be provided in your own language.**

我們也用您們的語言提供這個信息 (Cantonese)

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

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

Bu bilgiyi kendi dilinizde almanız mümkündür. (Turkish)

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

 **(01904) 551550**

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City of York Council

Committee Minutes

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Meeting	Local Plan Working Group
Date	13 January 2014
Present	Councillors Merrett (Chair), Ayre, Barton (Substitute), D'Agorne, Funnell, Levene, Reid, Riches, Simpson-Laing, Watt (Vice-Chair) and Williams (Substitute)
Apologies	Councillors Barnes, Horton and Steward

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## 9. **Declarations of Interest**

At this point in the meeting, Members were asked to declare any personal, prejudicial or pecuniary interests they may have in the business on the agenda.

Councillor Williams declared a personal non prejudicial interest as an employee of Yorkshire Water. Yorkshire Water had made representations and Councillor Williams agreed to withdraw from discussions if the issues raised by Yorkshire Water were debated.

Councillor Merrett declared a personal non prejudicial interest as he has links to the rail industry through his consultancy work.

Councillor D'Agorne declared a personal non prejudicial interest as the Green Party had made representations.

## 10. **Minutes**

Resolved: That the minutes of the last meeting held on 9<sup>th</sup> December 2013 be approved and signed by the Chair as a correct record.

## 11. **Public Participation**

It was reported that there had been no registrations to speak under the Council's Public Participation Scheme. There was one registration to speak on agenda item 4.

Russell Brocklehurst had registered to speak in relation to shale gas. He asked Members why, in 2014, he is forced to explain why he doesn't want fracking in the area. He had seen the drilling process and questioned why anyone would want this. He questioned the legality of Council's accepting money for planning applications and the legality of not looking into alternative energy supplies. He drew members attention tot he possible effects of fracking such as contaminated drinking water.

**12. City of York Council, North Yorkshire County Council and North York Moors National Park Minerals and Waste Joint Plan.**

Members considered a report which advised them of the current position with regard to progress on the Minerals and Waste Joint Plan for North Yorkshire, York and North York Moor. The report sought approval in respect of the Issues and Options consultation documents (attached at Annex A to the agenda) for the purposes of consultation.

Officers outlined the report and advised that the Council had a statutory duty to produce a waste and minerals plan and that the best option for York was a joint plan, as it would be unusual for a Unitary Authority of York's size to produce a plan in isolation. The plan is at the Issues and Options stage with the Preferred Options consultation due to commence in October 2014. Adoption of the completed plan was expected in late 2015. The document will influence strategic waste and mineral policies in the Local Plan.

Officers then drew Members' attention to the Schedule of Changes which was circulated prior to the meeting (attached to the online agenda for information). Members had the following queries on the schedule:

- Page 188, figure 15 Locations of Rail Infrastructure – had all rail network branch lines been considered for use in the transportation of minerals. In particular the branch lines in the North York Moors area that connect to the North East. Officers confirmed that such branch lines would be used where appropriate and the text would be amended accordingly.

- The Chair drew Members attention to Page 210 and the additional important Option 3 to provide a more flexible approach to Waste Development in the Green Belt.

Councillor D'Agorne had submitted a number of comments on behalf of the Green Party prior to the meeting and Officers circulated a schedule of responses (both documents attached to the online agenda for information). Members then made the following comments:

- Page 68 paragraph 5.17 – Sand and Gravel provision – queried if the figures based on an average 10 year period using traditional building methods and had Officers taken into account that there is a move away from using brick to using less aggregate materials. Officers confirmed that some wording could be added to reflect the use of growth figures and that contemporary building techniques need to be taken into account.
- Pages 121-124 – In relation to shale gas, Members asked that the document be amended to give more context in relation to Government policy on the issue to make it clear that there are limitations to what the Council can do. It was suggested that a summary at the beginning of the document or seperately may be useful. Officers agreed to look into this to make the document more accessible.
- Page 123 Option 2 – some members did not agree with the wording of option 2 and suggested that it could be re-worded to make it clearer. Officers agreed to look at this.

Members then had some other points on the document:

- Page 155 paragraph 6.26 – The North Yorkshire sub-region is a considerable area and Members asked if the extra housing forecast to be built in future years had been taken into account. Officers confirmed that there was a study which underlies the figures and they were confident they were robust but this could be checked.
- Page 171 paragraph 6.69 – Low Level (Non-Nuclear) Radioactive Waste – Members queried if scientific growth in this area had been taken into account. Officers confirmed this would be taken into account.
- In relation to the cover report, Members asked if the reference to the 3 Minerals and Waste sites for York meant that if accepted, these would be the only sites accepted into the plan. Officers confirmed that the sites had been taken from the complete list at page 245 and

that further sites for York could be added while work on the plan is ongoing. However, once the plan was adopted, strong justification for adding further sites would be required.

- A member asked how water is removed from fracking sites. Officers agreed to explore this further.
- It was also questioned whether horizontal drilling outside of York boundaries could travel underground into York. Again, officers agreed to explore this.

Attached to these minutes is a revised schedule containing all the detailed proposed changes, including those agreed at the meeting.

Resolved: In accordance with Option One, the Local Plan Working Group recommended the Cabinet Member to:

- i. Note the current position of the Minerals and Waste Joint Plan;
- ii. To approve the Joint Minerals and Waste Issues and Options consultation plan as amended by the two Schedule of Changes, subject to the recommendations of the local plan working group and subject to feedback from the other joint partners;
- iii. To approve and necessary and associated documents for the purposes of public consultation; and
- iv. To make any appropriate incidental changes arising from point (ii) above or minor changes.

Reason: So that the Plan can progress to public consultation.

**MINUTE ANNEX - REVISED SCHEDULE OF CHANGES**

Cllr D Merrett, Chair

[The meeting started at 5.00 pm and finished at 6.15 pm].

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**Local Plan Working Group**

**31<sup>st</sup> March 2014**

## **Controlling the Concentration of Houses in Multiple Occupation Supplementary Planning Document**

### **Summary**

1. This report provides an overview of recent advice issued by the Planning Inspectorate (PINS) in relation to Houses in Multiple Occupation (HMOs) and Permitted Development (PD) Rights. It requests that Cabinet approve factual amendments to the Controlling the Concentration of HMOs Supplementary Planning Document (SPD) to reflect the advice of the Planning Inspectorate (PINS).

### **HMOs and PD Rights**

2. When the Controlling the Concentration of Houses in Multiple Occupation (HMO) Supplementary Planning Document (SPD) was updated following the Local Plan Working Group on 9<sup>th</sup> December and Cabinet on 7<sup>th</sup> January the view was that HMOs did not benefit from Permitted Development (PD) rights. This was the view held by several other Local Authorities on this issue at that time. Additional text was added to the SPD at paragraph 5.21 to clarify PD rights for HMOs.
3. On the 15<sup>th</sup> January PINS issued an advice note to its inspectors regarding HMOs and PD rights (attached for information). In it PINS has indicated that 'Houses in Multiple Occupation, including those which fall within Class C4 can benefit from the permitted development rights granted to dwellinghouses by the General Permitted Development Order (GPDO)'. This means that a HMO does benefit from PD Rights unless it does not accord with the definition of a "dwelling house" or it contains, or is, a flat. The definition of dwelling house is including in Annex 1, the advice note produced by PINS.
4. This implies that a typical HMO does benefit from Part 1 of the GPDO. It is likely that Inspectors will attach significant weight to the advice note. Particularly given recent appeal decisions in November

2013, December 2013, and January 2014 in which the Inspectors concluded that an HMO does benefit from Part 1 of the GPDO and have PD rights. This means that those Local Planning Authorities that continue to apply the interpretation that an HMO does not benefit from Part 1 of the GPDO (i.e. by attaching limited weight to the advice note) are likely to find that their interpretation is not supported at appeal. In light of this Officers are of the view that the Council should now see HMOs as having PD rights.

5. The PD rights afforded to HMOs are set out in Annex 2, an extract from Schedule 2, Town and Country Planning (Use Classes) Order 1987 (as Amended).

### **Proposed Amendments to SPD**

6. The following factual amendments to the SPD are suggested to ensure that it is fit for purpose and reflects current national advice on the issue:

*A number of changes and additions to the rights to carry out works or change the use of land or buildings without needing planning permission have been made through changes to Permitted Development Rights in May 2013. This includes changes to domestic rear extensions. For HMOs falling under the new Use Class C4 the Council's position on this at present is that they do not benefit from permitted development rights and therefore planning permission is required for additions/alterations to these type of properties. Following advice from the Planning Inspectorate the Council's present position is that small HMOs can normally benefit from permitted development rights. However there maybe some cases, for example bed sit type large HMOs, where not all HMOs would necessarily have permitted development rights. It is recommended that an application for a Lawful Development Certificate for proposed development is submitted or pre-application advice from the Council is sought. For further information on the pre-application service provided by the Council please contact planning enquires on 01904 551550 or at [planning.enquiries@york.gov.uk](mailto:planning.enquiries@york.gov.uk)*



## Options

7. The following options are available for Cabinet to consider:

**Option 1** – approve the proposed minor factual amendments to paragraph 5.21 of the Controlling the Concentration of HMOs SPD.

**Option 2** – do not approve the application subject to amendments to the Neighbourhood Plan boundary and request that Officers explore the issue further.

## Analysis

8. As set out above, it is likely that Inspectors will attach significant weight to the PINS advice note. This means that if City of York Council attaches limited weight to the advice note and continue to apply the interpretation that an HMO does not benefit from PD rights the Council are likely to find that it is not supported at appeal.

## Council Plan

9. Controlling the concentration of HMOs relates to the following Council Plan Priorities:

- Build strong communities.
- Protect vulnerable people.
- Protect the environment.

## Implications

10. The implications are as listed below:

- **Financial:** None
- **Human Resources (HR):** None
- **Equalities:** None
- **Legal:** None
- **Crime and Disorder:** None
- **Information Technology (IT):** None
- **Property:** None
- **Other:** None

**Risk Management**

11. No significant risks are associated with the recommendations in this report have been identified.

**Recommendations**

12. The Local Plan Working Group recommends Cabinet to:

- (i) Approve the proposed minor factual amendments to paragraph 5.21 of the Controlling the Concentration of HMOs SPD as per Option 1.

Reason: So that the SPD is fit for purpose and reflects current national advice.

**Contact Details:**

**Author**

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Planning and Environmental  
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Tel No: (01904) 551338

**Chief Officer Responsible for the report**

Michael Slater  
Assistant Director Development  
Services, Planning and  
Regeneration

**Report Approved**  **Date** 21/03/14

**Specialist Implications Officer(s)**

There are no specialist officer implications.

**Wards Affected:**

**All**

**For further information please contact the authors of the report.**

**Glossary of Abbreviations**

- Annex A:** Copy of PINs advice note to Inspectors
- Annex B:** Extract from Schedule 2, Town and Country Planning (Use Classes) Order 1987 (as Amended)

Glossary of Abbreviations

GPDO – General Permitted Development Order

HMO – Houses in Multiple Occupation

PD – Permitted Development

PDR – Permitted Development Rights

PINS – Planning Inspectorate

SPD – Supplementary Planning Document

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Advice produced by the Planning Inspectorate for use by its Inspectors – 15 January 2014

## Houses in Multiple Occupation (HMOs) and Permitted Development Rights

1. The Town and Country Planning (General Permitted Development) Order 1995 (as amended) (GDPO) Schedule 2 Part 1 Class A grants certain permitted development rights to dwellinghouses.
2. Houses in Multiple Occupation, including those which fall within Class C4 can benefit from the permitted development rights granted to dwellinghouses by the GDPO. Class C4 use is defined as use of a dwellinghouse by not more than six residents as a “house in multiple occupation”.<sup>1</sup>
3. The test for whether a property is eligible to use the permitted development right is whether it can be considered a “dwellinghouse” within the context of the GDPO. This will depend on the facts of the case.
4. Case law<sup>2</sup> has established that the distinctive characteristic of a “dwelling house” is its ability to afford to those who use it the facilities required for day-to-day private domestic existence. Whether a building is or is not a dwelling-house is a question of fact.
5. For the purposes of the GDPO a “dwellinghouse” does not include a building containing one or more flats, or a flat contained within such a building.

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<sup>1</sup> Town and Country Planning (Use Classes) Order 1987 (as amended)

<sup>2</sup> *Gravesham Borough Council v The Secretary of State for the Environment and Michael W O'Brien* (1982) 47 P&CR 142 [1983] JPL 307

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**Annex B**

Extract from SCHEDULE 2, Town and Country Planning (Use Classes) Order 1987 (as Amended)

**PART 1 DEVELOPMENT WITHIN THE CURTILAGE OF A DWELLINGHOUSE**

***Class A***

**A. Permitted development**

**The enlargement, improvement or other alteration of a dwellinghouse.**

**A.1 Development not permitted**

Development is not permitted by Class A if—

- (a) the cubic content of the resulting building would exceed the cubic content of the original dwellinghouse—
  - (i) in the case of a terrace house or in the case of a dwellinghouse on article 1(5) land, by more than 50 cubic metres or 10 %, whichever is the greater,
  - (ii) in any other case, by more than 70 cubic metres or 15%, whichever is the greater,
  - (iii) in any case, by more than 115 cubic metres;
- (b) the part of the building enlarged, improved or altered would exceed in height the highest part of the roof of the original dwellinghouse;
- (c) the part of the building enlarged, improved or altered would be nearer to any highway which bounds the curtilage of the dwellinghouse than—
  - (i) the part of the original dwellinghouse nearest to that highway, or
  - (ii) any point 20 metres from that highway, whichever is nearer to the highway;
- (d) in the case of development other than the insertion, enlargement, improvement or other alteration of a window in an existing wall of a dwellinghouse, the part of the building enlarged, improved or altered would be within 2 metres of the boundary of the curtilage of the dwellinghouse and would exceed 4 metres in height;

- (e) the total area of ground covered by buildings within the curtilage (other than the original dwellinghouse) would exceed 50% of the total area of the curtilage (excluding the ground area of the original dwellinghouse);
- (f) it would consist of or include the installation, alteration or replacement of a satellite antenna;
- (g) it would consist of or include the erection of a building within the curtilage of a listed building; or
- (h) it would consist of or include an alteration to any part of the roof.

In the case of a dwellinghouse on any article 1(5) land, development is not permitted by Class A if it would consist of or include the cladding of any part of the exterior with stone, artificial stone, timber, plastic or tiles.

### **A.3 Interpretation of Class A**

For the purposes of Class A—

- (a) the erection within the curtilage of a dwellinghouse of any building with a cubic content greater than 10 cubic metres shall be treated as the enlargement of the dwellinghouse for all purposes (including calculating cubic content) where—
  - (i) the dwellinghouse is on article 1(5) land, or
  - (ii) in any other case, any part of that building would be within 5 metres of any part of the dwellinghouse;
- (b) where any part of the dwellinghouse would be within 5 metres of an existing building within the same curtilage, that building shall be treated as forming part of the resulting building for the purpose of calculating the cubic content.





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**Local Plan Working Group**

**31<sup>st</sup> March, 2014**

## **City of York Streetscape Strategy and Guidance**

### **Summary**

1. This guidance document is part of the Reinvigorate York programme and consists of a strategic overview, detailed analysis of, and guidance for, the maintenance, management and enhancement of, city's streets and spaces. It includes six key strategic principles and an implementation framework. Its purpose is to inform the council's own work in the public realm and the work of others: developers, utility companies and others. This document is the final edited document following a period of extensive public and internal consultation. The Local Plan Working Group are being asked to agree the document as part of supporting evidence for local plan policy and development management purposes. They are also asked to support or recommend its consideration by cabinet or cabinet member for adoption as a key council document.

### **Background**

2. The Streetscape Strategy and Guidance Document (Other cities will describe this as a public realm strategy) has been strongly recommended by the City Centre Movement & Accessibility Framework; Alan Simpson's New City Beautiful City of York Economic Vision; the Historic Core Conservation Area Appraisal and the Footstreets Review. York remained one of the few cities without a public realm strategy. The production and delivery of this was recognised as a priority for the Reinvigorate York Board to inform the implementation of city centre improvement work and annual maintenance, renewal and enhancement of the city's streets and spaces.

## **Consultation**

3. The draft document had extensive public and stakeholder consultation. The public consultation period ran from 5<sup>th</sup> of June to 31<sup>st</sup> July 2013. A total of 59 detailed responses from the public were received. Internal consultation included an officer and member workshop and one-to-one consultations with a number of key officers involved with: street cleaning; the better bus fund; cycling; road maintenance; conservation; street signs; streetworks; highway engineering and urban design. The consultation has also specifically benefited from input from English Heritage and the York Civic Trust.

## **Options**

- Option one: To accept the document and support or recommend its consideration by cabinet or cabinet member for adoption as a key council document.
- Option two: to reject the document and not to support or recommend its consideration by cabinet or cabinet member for adoption as a key council document.

## **Analysis**

4. Option two would not be realistic as the document has been out to extensive consultation with the overwhelming response being extremely positive. The document is also urgently required to provide much needed and long overdue guidance in the use of materials and street furniture in the city. All consultation responses were very detailed and it is unlikely that anything of significance has been missed and the final document has been copy edited.

## **Council Plan**

5. The document helps deliver against Protecting Vulnerable People. The strategy and guidance was heavily informed by a City Centre Access & Mobility Audit commissioned of access consultants. The document also delivers against Protect the Environment by setting standards for the public realm, helping to improve the safety and

accessibility of the city's streets and spaces as well as improving the look and feel of the historic core and other areas.

### **Implications**

7.

- **Financial** there are no direct financial implications.
- **Human Resources (HR)** none
- **Equalities** none, although the document content has a positive impact on equalities
- **Legal** none
- **Crime and Disorder** none
- **Information Technology (IT)** none
- **Property** none

### **Risk Management**

8. There are no risks associated with this report.

### **Recommendations**

9. Members are recommended to:

In line with Option 1, accept the document and support or recommend its consideration by Cabinet or Cabinet Member for adoption as a key council document.

Reason: The document is urgently required to provide much needed and long overdue guidance in the use of materials and street furniture in the city.

**Contact Details**

**Report Author:**  
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**Chief Officer Responsible for the Report:**  
Martin Grainger  
Head of Integrated Strategy  
Tel: 01904 551317

**Report Approved**

**Date** 21<sup>st</sup> March, 2014

**Wards Affected: All**

**All**

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

**Annexes**

Annex A: The City of York Streetscape Strategy and Guidance Consultation Responses.

Annex B: The City of York Streetscape Strategt and Guidance.

## City of York Streetscape Strategy & Guidance – Consultation Responses

### 1. Summary of Consultation:

The consultation ran for eight weeks from 05/06/13 to 31/07/13 in conjunction with the Local Heritage List Supplementary Planning Document and the Local Plan Preferred Options Consultations.

Documents available online, at West Offices and at York Explore Library. Copies were also placed in the members group rooms.

Preferred Options letter includes reference to this consultation. Email letter and links to relevant CYC officers, all Members, Parish Councils, Planning Panels and specific consultees (including interested bodies and previous respondents to CHCAA).

Leaflet summarising the content, how to get involved, and the key questions were made available online, in York Explore library and West Offices, and distributed at key meetings. An easy-read leaflet was produced in response to a request from York People First and added to the online information.

CAAP presentation 02/07/13.

York Access Forum presentation **date?**

Promoted at YOPF event and staff exhibition.

Press release – Yorkshire Post Article 10/06/13. York Press Article 11/06/13 and feature 12/07/13:

[http://www.yorkpress.co.uk/features/features/10544307.Design manual aims to improve look of York s city streets/](http://www.yorkpress.co.uk/features/features/10544307.Design_manual_aims_to_improve_look_of_York_s_city_streets/)

Method	Number of responses
Leaflets	12
Surveymonkey	20
Other responses	27 TO add ASinclair & KDaggett text
<b>TOTAL</b>	<b>59</b>

## 2. Analysis of structured questions (leaflets & surveymonkey):

Question/ number who agreed	Summary of written comments	Officer Response/ changes to be made
1) Do you agree with the key principles?		
A city for people	Yes 25 No 4 Partly 1	
Access & mobility	Yes 28 No 1	
Design	Yes 25 No 3	
Distinctiveness	Yes 26 No 3	
Way-finding & legibility	Yes 26 No 2	
Light & dark	Yes 25 No 3	
Management	Yes 27 No 2	
Please explain:	<p>L2 - A healthy city: adequate loos - no using alleys and corners as toilets. A safe city: no cars in the pedestrian areas, no avoidance of 'left turn only' signs.</p> <p>L3 - Good idea.</p> <p>L4 - York pavements are very uneven, therefore the Council needs to address this issue before someone has a very nasty accident.</p> <p>L5 - My husband and I and others think we have no meeting places because the city has sold them. Others also against the sale of Guildhall.</p> <p>L6 - 'City for People', I would if it were true. 1) Pedestrians come second in pedestrianised area behind cyclists. Cyclists should not cycle in any pedestrianised areas. 2) 'Cyclists dismount' signs should be enforced.</p> <p>L8 - Have a problem with distinctiveness using existing evidence bases only. Surely new evidence bases are being created, or existing bases are being updated and revised in an on-going process?</p>	<p>L2-will add something about street cleaning. Other issues are not really for the strategy.</p> <p>L4 – This comes under general management. Will see if this needs to be strengthened in the strategy.</p> <p>L5 – not an issue for this strategy.</p> <p>L6 – not an issue for the strategy.</p> <p>L8 – Yes, indeed they are so will ensure that this is made clear in the document.</p>

	<p>L10 - Yes I think you have most things right but un-necessary street furniture needs to be removed. Dark spots should be lighted up so as to help stop muggings etc.</p> <p>L11 - "A City for People" should not bar cyclists from the city centre - they are people too. We need to encourage more PEOPLE out of cars and onto buses, walking and cycling. "Distinctiveness" - why is the council tarmac over the pavements in your pictures? "Wayfinding" - that Sheffield example is awful. "Management" - seems to be worse now than ever before.</p> <p>SM3 - However there are some streets which may not get much foot traffic but are seen by a lot of people in cars, buses and on bikes and there may be some aspects which should enable it to be considered for visual enhancement in a higher priority than it would otherwise be. In effect there should always be room for exceptions where the argument is right.</p> <p>SM4 - Whilst these seem OK as general principles, should there not be something on dealing with existing issues e.g. motorists and cyclists flouting the current rules governing access to the footstreets or reviewing the existing arrangements e.g. hours of operation?</p> <p>SM5 - Design: partly agree, but not about "uncluttered" and "consistent pallet[te]" because this is often used as an excuse for cheap, expansive bland public areas.</p> <p>SM7 - I agree with all the principles but I should like to stress that provision for "A city for people" and "Access and Mobility" should look after the interests of ALL the city's residents and not just those of the special-interest groups. York is very bad at catering for the interests of the "non-disabled but not as active as they once were" residents of the central area and very bad indeed at policing both the conduct of cyclists in pedestrian areas and the blatant abuse of the Blue Badge parking scheme that can be seen any day. I should also like to comment particularly on Light and Darkness. We are all much more conscious of the light pollution of the night sky now than we were even just a few years ago. Yet York uses street lighting that seems</p>	<p>L10 – de-cluttering is dealt with. <b>Lighting section will be beefed up to include a statement about safety.</b></p> <p>L11 – <b>Cycling section will be re-written to be more cycling friendly. Tarmac of pavements</b> has been explained in the text but will strengthen. Also, point made in text that this should not continue. The wayfinding example from Sheffield is actually well liked in Sheffield but we will be bringing this forward as a separate piece of work. Management is dependant on funding and CYC is facing budget shortfalls but point is made in document that we need to work to higher quality threshold.</p> <p>SM3 – Yes, there will always be exceptions and this is noted however, the purpose of the suggested priority areas is to focus capital funding over and above regular maintenance programmes and pedestrian heavy areas seems the most appropriate way of doing this.</p>
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	<p>deliberately designed to pollute the night sky as well as to shine unpleasantly into people's home (and bedrooms). It is to be hoped that in the big programme of lighting renewal now going on some attempt will be made to get rid of the worst of the old fittings.</p> <p>SM8 - A living, vibrant city is one where people can move about easily. Increasingly, the quality of the public realm is being recognised as contributing to people's well being and therefore good design and a planned approach will help to achieve this. At the end of the day, if you can move through the city without thinking about it too much it would suggest a well-thought out environment.</p> <p>SM13 - In principle the disabled should have extra consideration, but in practice I feel that doing so, in a medieval city, undermines the objectives and application of the Streetscape strategy. As long as the city provides disabled parking on the streets, it cannot become a proper city of footstreets and fulfil it's real potential. Could the disabled have additional free parking provided in e.g. the Coppergate/Clifford's Tower car parks, or Bootham Row car park or St Maurice's Rd near Monkbar, for a longer period to compensate for the slightly longer distance they might have to travel were streets such as Blake St no longer available.</p> <p>SM14 - Pedestrians and motorists should share priority. I would like to see a true shared space - see Exhibition Road in Kensington (but without the ghastly criss-cross pattern, choose something more appropriate to York's distinct character); the idea being that as there is no delineation between pavement and road traffic has to move slowly to avoid pedestrians. For example, at present Lendal Bridge is very safe for pedestrians because the traffic has to move so slowly. I know Lendal Bridge is clearly not a shared space but it's the slowness of traffic that counts. Look at current desire lines to see how pedestrians dislike being herded. Foss Islands is a very depressing place to be a pedestrian. There are many trades people who have to cross York several times daily with their equipment and I would not</p>	<p>SM4 – This is an enforcement issue and a subject outside the purpose of this document. <b>However, a statement, perhaps under next steps or a recommendations section could include a statement on enforcement.</b></p> <p>SM5 – the document is very specific in many places about high quality responses to public realm improvements. No change required.</p> <p>SM7 – The access &amp; mobility audit engaged with a variety of individuals covered by the 2010 equalities act including older people. The point is that a city fit for less able people will also be a city fit for all. <b>Dark skies are referenced in the document but agree that this could be strengthened. The lighting section will be amended appropriately.</b></p> <p>SM8 – agreed.</p> <p>SM13 – The issue of blue and green badge parking in the city centre has not been dealt with in this document as it requires</p>
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	<p>like to see them have to increase their journeys in case the increased costs put their businesses at risk.</p> <p>SM15 - One only has to look at the news or wander the streets to see that businesses have a massive impact on the York Streetscape. It is perhaps fair to say that perceptions of the city are far more influenced by businesses than, for example, issues of light, clutter and navigation. And I do mean in a positive way as well as a negative way. It seems to me that there should be an eighth key principle that covers this factor. <b>As the city centre adapts to a changing retail world - and I believe York has a real opportunity to embrace this - it's surely important that there's no disconnect between businesses and York's Streetscape.</b></p> <p>SM17 - The city of York was designed by people centuries ago, and it has access and mobility as its trade-mark for centuries. Trying to close bridges defeats all aspirations for its residents, as the on-line petition shows.</p> <p>SM20 - It's all very well being a "city for people" But restricted access for vehicles and deliveries is destroying the city and bringing roads to a standstill. Pedestrian / Cycling areas are fine when considered carefully, but equally vehicular access to the city is REQUIRED for the continued operation of businesses and the well being of residents.</p>	<p>significant further analysis that will consider shopmobility provision, parking for mobility scooters and on street parking. Many disabled people cannot walk very far and wheelchairs are not always needed or appropriate.</p> <p>SM14 – Agreed. <b>The issue of shared space solutions to parliament/pavement/Piccadilly is being considered but blind and partially sighted people are fearful of these solutions in York. It may be that we install some shared spaces but retain signalised crossings. This is not covered by the document but consideration will be giving for including a new section.</b></p> <p>SM15 – Interesting perspective and one not considered. A good point is being made and I will look at how this could be integrated into the document.</p> <p>SM17 – not an issue for this strategy.</p> <p>SM20 – The principle does not undermine this. Access for deliveries is allowed and will</p>
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		continue to be allowed but at certain times. This is a tried and tested solution which is the norm in the majority of similar towns and cities in continental Europe and elsewhere.
<b>2) Do you agree that the streets and spaces with the highest pedestrian activity should be priorities for investment?</b>	Yes 20 No 11	
Please explain:	<p>L1 - There are plenty of other areas in need of upgrade. Why ALWAYS concentrate on city centre and pedestrian areas and only deal with other areas if there are funds available?</p> <p>L2 - But it depends what investment is planned. Plants in tubs are all very well but the pavements are a mess of the broken paving, variety of materials, poor visual appearance generally.</p> <p>L5 - Essential surface water is drained off for safety in winter. I think Stonebow pavement would not sink so much if you put grills in-between the flagstones to stop it sinking down and upsetting the soil. The water needs to drain straight into the gully, not flood all over the pavements. The water outside Ware &amp; Kay solicitors floods 6 feet (over both road and pavement). I have complained before. Suggest clamshell design in the concrete (sketch) - water always drains, rough surface helps traction, fewer flagstone edges to tip up or trip people.</p> <p>L6 - If so, why spend so much on signage for streets and expanding the</p>	<p>L1 – Secondary shopping streets are included but it is a mistake to believe that improvements to the centre only benefit visitors – all citizens benefit. Other streets are covered by the CYC maintenance budget.</p> <p>L2 – <b>Agreed and the document will be strengthened to ensure that general maintenance is improved.</b></p> <p>L5 – The stonebow surfacing is inappropriate for exiting traffic and the sub-base is not suitable. This is wholly</p>

	<p>20MPH limit?</p> <p>L7 - Pavements need to be maintained to be as safe as possible, especially the elderly and disabled who may have problems with their sight and balance, see 4, or mother with buggies.</p> <p>L8 - Pedestrian activity is already way too high in the centre - have you seen Spurriergate and Coney Street on a Saturday for instance? Investment, without especially careful considerations, could exacerbate the problem.</p> <p>L9 - Roads and paths that are well maintained and quickly repaired and made smart gives each person self esteem and confidence. None of York should be allowed to get run down. It is cheaper to keep it good.</p> <p>L10 - Yes again, street pavements should be a priority for the disabled and wheelchairs.</p> <p>L11 - <b>No, not necessarily. It might be better to do some work on other areas to... In order to ENCOURAGE greater pedestrian activity.</b></p> <p>L12 - The matrix proposed on p29 is logical but does not consider the present state of streets and spaces: high footfall places, in general, are of an adequate standard; low footfall places have been neglected. A balancing Act is required to even things out. Suburban infrastructure needs more investment.</p> <p>SM1 - The particular points causing hazards (e.g. strangely angled dropped kerbs) should be priorities for investment, and the new benches provided on the busiest streets seem to be well-used and are I know appreciated by older residents, so that should continue. In terms of essentially cosmetic changes I have no strong feeling either way. Only care about money not being wasted.</p> <p>SM3 - but see above</p> <p>SM4 - Investment recommendations need to take account of the current restrictions on local authority budgets. All proposals need to demonstrate they are cost-effective.</p> <p>SM5 - Priority should be set by a balancing all relevant details - current usage by all modes, potential future usage, current utility and condition of features.</p>	<p>responsible for pavement quality. <b>This is raised in the document but will be strengthened.</b></p> <p>L6 – good point and will be noted.</p> <p>L7 – agreed. See L2 above.</p> <p>L8 – not an issue for this strategy.</p> <p>L9 – See L2 above.</p> <p>L10 – See L2 above.</p> <p>L11 – A good point and will consider how the document may make the point.</p> <p>L12 – IN part this is covered by including secondary shopping streets in the document. See L2 above for a possible response.</p> <p>SM1 – noted</p> <p>SM4 – noted.</p> <p>SM5 – Disagree. The priorities are not based on ‘pretty areas’ but significance and high pedestrian movement. The pedestrian priority follows priorities in the Local Transport Plan.</p> <p>SM6 – noted.</p> <p>SM7 – Useful comment but outside the remit of the</p>
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	<p>The objective should be to maximise the value for money for all users, not give artificial priority to the "pretty" areas.</p> <p>SM6 - Pedestrian activity follows leisure cultural and economic activity. Priority has to be given to historic spaces and key networks within the city - present of future areas with the highest pedestrian activity. The focus must be on enhancing the heritage assets and pedestrian networks that connect them.</p> <p>SM7 - These spaces need to be kept attractive and alive, both for the sake of the city's own residents and for the tourists, for whom they offer a significant element of the city's attraction. The investment needs to include policing, particularly at weekends, to ensure that the very disturbing hen and stag parties do not make the central areas effectively no-go areas for residents and normal visitors.</p> <p>SM13 - Yes, but with the caveat that I think that the junctions of pedestrian and motor traffic areas are equally important.</p> <p>SM14 - If a resident pays Council Tax he doesn't deserve to fall down a pot hole in his street just because it's a cul de sac. Having said that Parliament Street is a mess and should be a priority.</p> <p>SM15 - I believe there is a balance to be found. You must of course appeal to the masses. However, some of the real joy in York can come from visiting those areas away from the main shopping streets and attractions.</p> <p>SM17 - All streets in our city belong to the citizens of York.</p> <p>SM18 - Although I think all streets should be brought up to a standard that residents would be proud of.</p> <p>SM19 - The main problem with the streets in York is that they are filthy - they need to be pressure cleaned and this needs to have continuously - as well as all the other aspects - streets furniture, bus stops etc - everything is so dirty it is embarrassing and depressing to see, compared to other European cities.....picking up litter is not enough.....</p> <p>SM20 - ALL streets should be funded equally - there is currently a</p>	<p>document. However, a statement, perhaps under next steps or a recommendations section could include a statement on enforcement.</p> <p>SM13 – not sure what is meant here but there are moves to examine the use of shared space in some locations and will include something on this in the document.</p> <p>SM14 – See L2 above.</p> <p>SM15 – agreed and noted.</p> <p>SM17 – agreed and the document is not contradicting this.</p> <p>SM18 – agreed and see L2 above.</p> <p>SM19 – useful comment and will ensure that the issue of street cleaning is covered in the document.</p> <p>SM20 – The city centre is not just the preserve of visitors and is well used by citizens. There is limited funding available.</p>
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	disproportionate amount of spending on the city centre compared to the rest of the city. This is public money and must be used to the benefit of ALL York residents and tax payers.	
<b>3) Does the guidance cover all the right issues?</b>	Yes 16 No 9 Mostly 1	
Please explain:	<p>L1 - What about safety? Removing 'street furniture' has potential to cause concerns for safety, since new pedestrian crossings fail to bleep (Acomb, opposite St Leonards shop) and recently on corner of Fawcett Street, those with hearing impairments are at risk. Well done for causing such a risk.</p> <p>L2 - See Q1. For way-finding, the signs are often turned in wrong directions, so more secure sign posting is needed.</p> <p>L4 - Telephone boxes that are not in use, must be removed on Haxby Road near the Park and near the traffic lights on Clarence Street.</p> <p>L5 - York needs taxis to be allowed in the foot-streets 24 hours per day. Even the police and street angels need them for the drunks. Poor mobility means the flagstones are a hazard.</p> <p>L6 – De-cluttering should be a priority whether it be council signage or advertising.</p> <p>L7 - The elderly and disabled need street lights, particularly where the pavement/ roads are uneven or rubbish bins are left in the street. Street lights should be designed to make this possible, while not annoy residents by being too bright.</p> <p>L8 - <b>Accept for the increasing problem of feral pigeon infestation and dog fouling. Issues that are very real to everyone (except, presumably, feral pigeons, dogs and irresponsible dog owners).</b> Prosecutions against the latter should be enforced.</p> <p>L9 - Green corridors are not mentioned. I worry that roads and roundabouts</p>	<p>L1 – useful point and is more to do with management . Will review management text and add new text to pick this issue up.</p> <p>L2 – Will be dealt with through the wayfinding strategy.</p> <p>L4 – <b>Will examine this issue and yes, if not in use and not a listed structure they should be removed.</b></p> <p>L5 – Taxi access is not an issue for this document Paving quality is however, and the text will be strengthened to enhance this issue.</p> <p>L6- it is, but will ensure that the text underlines this point for the whole city.</p> <p>L7 – The lighting section will be redrafted to take these points on board – several other people</p>

	<p>are too wide for bees and butterflies to fly across. I just want it to be a consideration.</p> <p>L10 - I think so, but on street cafes, buskers etc. should not obstruct footpaths or right of way again for the benefit of the disabled.</p> <p>L11 - York is a historic city and a visitor destination - these have to be primary considerations. York also has to learn from the great cities of modern Europe how to overcome the awful transport and congestion problems we have.</p> <p>L12 - The guidance is a useful first step. When one aggregates the topics in the exemplar strategies listed on p76 it becomes apparent that much is missing in the York Draft Strategy.</p> <p>SM2 - A very comprehensive study which includes many aspects of urban space and streetscape which one does not obviously consider.</p> <p>SM3 - but little mention of cycling. York cycle tracks are a bit of a mish-mash and markings poorly maintained.</p> <p>SM4 - I am not persuaded that the guidance fully addresses the issue of conflict between users.</p> <p>SM8 - Possibly consideration could/should also be given to more types of street furniture. For example, well designed and placed planters can enhance an area, provide more 'natural' barriers to differentiate areas. Also, I frequently notice that street furniture (benches, bus shelters etc.) are designed at heights more appropriate for men than, say, women, shorter people or children. Whilst the guidance recommends a specific bus shelter this is not actually particularly comfortable to sit on, let alone if you have children with you!</p> <p>SM11 - Not clear as to what the guidance is</p> <p>SM13 - Yes, with the caveat that with the changes to traffic flow which will be the inevitable result of closing Lendal Bridge should be properly integrated with any Streetscape strategy. I realise that the proposals to close the bridge and the Streetscape strategy are not formally linked, but I feel i) that extra consideration must be given to the junction areas at each</p>	<p>have raised the issues of dark skies, safety and clutter in relation to street lighting.</p> <p>L8 – This is a management issues and the appropriate section will be amended to take account of cleanliness and enforcement. There will be a specific section on cleanliness.</p> <p>L9 – Interesting point and will discuss with landscape colleagues about appropriate text that might be used.</p> <p>L10 – This point is made clearly in the document but again, as with other issues raised, there is an enforcement problem which needs to be highlighted.</p> <p>L11 – Noted.</p> <p>L12 – Noted, yes the document could include a greater range of topics and this will be discussed with colleagues with a view to adding further sections.</p> <p>SM2 – noted.</p> <p>SM3 – Good point – <b>the guidance could usefully include a section on cycle tracks</b>, see also L12 above.</p> <p>SM4 – will reconsider whether</p>
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	<p>end of the bridge ii) that extra consideration should be given to new lanes/traffic lights/traffic islands and whatever else is considered to be necessary to keep traffic flowing. I do not feel that any major expenditure should be made until best traffic flow of the new system has been properly assessed. For instance, it seems foolish to go ahead and spend money on Exhibition Square and St Leonard's too soon, when a hotel is about to be developed and before the changes to lanes etc have been finally decided.</p> <p>SM15 - No, see my answer to question 1 (i.e. the influence of bars, shops, food establishments, etc) Additionally, the document does seem to have been developed in quite an insular business-like manner. I can't help feeling the average member of the public would have helped to give this a more personal touch. After all, this surely isn't all about boring old practicalities! Isn't it as much about the emotional impact the city has on its residents, visitors and investors? That's what York can really do to a person when it gets it right (and it does).</p> <p>SM17 - Mainly yes.</p> <p>SM19 - Deep cleaning must be at the heart of any project to re-invigorate York as well as a campaign to engender pride in the city by the locals and encourage people to care for the city - ie zero tolerance on litter etc....</p> <p>SM20 - It should cover the issues that are best for York residents, not for the council and tourists.</p>	<p>relevant text needs to be strengthened.</p> <p>SM8 – A section on planters will be added. Street furniture height is covered by equalities guidance and British Standards but an interesting point which needs further thought. Bus shelter design and seating will be discussed further with public transport colleagues.</p> <p>SM11 – noted.</p> <p>SM13 – noted.</p> <p>SM15 – <b>Agreed in principle but the document does have to deal with the practicalities first. The vision has attempted to consider the more esoteric and emotional impact. Will give more thought to the vision.</b></p> <p>SM17 – noted.</p> <p>SM19 – <b>will add section about management, cleanliness and enforcement.</b></p> <p>SM20 – <b>The city centre is about residents/citizens as well as visitors but perhaps this point is not made strongly enough.</b></p>
<b>4) Does the</b>	Yes 21 No 5 Partly 1	



<p><b>guidance adequately consider the needs of disabled and older people?</b></p>		
<p>Please explain:</p>	<p>L1 - Why ALWAYS focus on disabled and older people? Yes, their needs are catered, and of concern, but consider able bodied 'users'.</p> <p>L2 - I'm not disabled. What consultations did you carry out with user groups?</p> <p>L4 - Automatic doors to every shop where possible, also lifts.</p> <p>L5 - Access to the shops denied during foot-street hours for taxi shoppers etc children, tourists all need taxis.</p> <p>L6 - 1) older and/ or disabled people often need vehicular access to the city centre. This has recently been re??????. 2) need for more seats in city centre. When Parliament Street events take place, existing seats are inaccessible!</p> <p>L7 - Pavements and roads are uneven or slabs are cracked. Pavements and many roads still have potholes, which is dangerous to people with bad sight problems with balance or need to use trolleys.</p> <p>L8 - Consideration only seems apparent in the areas of surfacing and seating (if more seating will actually be provided). A further problem for older people are the lack of public conveniences in the area: Parliament Street, Goodramgate, Coney Street.</p> <p>L9 - Snow and ice is not mentioned. New policy and guidance and new ways of coping needs York geniuses to advise us.</p> <p>L10 - The CYC does a good job, but uneven and broken pavement slabs need to be replaced on a more urgent basis, especially for wheelchair users.</p> <p>L11 - Access by bus and taxi is the key consideration, and the ability to bring motorised electric scooters into the centre and park these like bicycles anywhere, for easy access.</p>	<p>L1 – by getting things right for communities of interest as defined by the Equalities Act 2010 we will create a city that is ‘fit for all’. No change to text.</p> <p>L2 – See answer to L1 above. The public consultation exercise was designed to capture other views and comments.</p> <p>L4 – Unfortunately this is not part of the remit of a streetscape manual.</p> <p>L5 – Not a valid comment for this document to consider. Restricted access is enabled for blue and green badge holders. Other users are deemed able to walk from car parks or other access points.</p> <p>L6 – Agreed that you cannot have enough seats – there is clearly more to be done. The document explains this.</p> <p>L7 - Agreed and the document</p>

	<p>SM3 - Don't really know, though York has some very uneven surfacing and kerbing. Don't know how you resolve this and not lose a lot of character to the streets. You could have publicised wheelchair friendly routes for example but it would be difficult in the more popular locations. I pushed a wheelchair down the Shambles. On the cobbles it's very uncomfortable for the passenger. It's better on the pavement though these are rather narrow and it's hard to get on and off as there aren't many sloping kerbs.</p> <p>SM4 - It is unclear how these needs are being addressed.</p> <p>SM7 - If it is followed it will make for a much more attractive city.</p> <p>SM8 - There seems to be a good focus on those with mobility and visual impairments. Whilst not explicitly to do with design some of the pedestrian crossings recently installed (the past year or so) do not 'beep' and remain green for a very short period of time, creating difficulties for those with visual and mobility issues? Whilst central York's street plan is generally medieval in character, could future planning include consideration of the width of pavements for wheelchair/scooter users and pushchairs where appropriate. In some places it is difficult to move along the pavement due to trees, inappropriately sloped drives/kerbs and cars parked half on the pavement (Bishopthorpe Road around Butcher Terrace for example).</p> <p>SM17 - Disabled residents feel that they are being ignored by the current council, members and officials.</p>	<p>will be strengthened to ensure that general maintenance is improved.</p> <p>L8 – More seating has been provided in the centre and more will follow as funds become available. Public conveniences are available in the centre but not adequately signed and this issue will be picked up by the wayfinding strategy. The number and frequency of PC's is not really an issue for this document.</p> <p>L9 – Interesting point and can be picked up through a general maintenance section.</p> <p>L10 - Agreed and the document will be strengthened to ensure that general maintenance is improved.</p> <p>L11 – Good point about mobility scooter parking – will examine this with colleagues and add text to cover the point.</p> <p>SM3 – Wheelchair friendly routes is a good point and will be picked up by the wayfinding strategy.</p> <p>SM4 – noted.</p>
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<p><b>5) Does the document fully reflect the findings of the access &amp; mobility audit?</b></p>	<p>Yes 15 No 5 Don't know 2</p>	

Please explain:	<p>L1 - In the main.</p> <p>L4 - Access to all areas should be top priority for safety reasons.</p> <p>L7 - See 4, need a trolley, have bad eyesight and balance, have osteoporosis.</p> <p>SM1 - I don't know, unfortunately I rather tired of the A &amp; M audit as it was so full of errors in street names. It doesn't encourage me to read through a document when it appears no one else has bothered to. I'm no pedant but a bit more effort should have gone into this as it's otherwise an important document.</p> <p>L8 - I cannot comment as I have not seen the A&amp;M audit as yet. This is, it states, available for information, but where from, are hard copies available?</p> <p>L10 - I don't know, I have not read the document.</p> <p>SM3 - see above</p> <p>SM4 - Impossible to tell from the summary.</p> <p>SM7 - The document probably does reflect the findings of the access and mobility audit, but as a resident of the central area I was not happy with those findings. Access from this area to the railway station, the hospital, even the new Council Offices is not easy if one has even the slightest mobility problem. The bus services are poor, slow, and unreliable, and any thought of using taxis is soon abandoned when one contemplates the cost of the devious routes that have to be followed and the amount of time spent sitting in traffic-jams or at traffic-lights. Just consider trying to get a cab away from the railway station ...</p> <p>SM11 - Where is the document</p> <p>SM17 - As above</p>	<p>L1 – noted</p> <p>L4 – noted and agree, but CYC cannot afford to undertake this mammoth task which is why the priorities have been proposed for pedestrian heavy environments.</p> <p>L7 – noted and see above answer to L7 question 4.</p> <p>SM1 – noted.</p> <p>L8 – noted.</p> <p>L10 – noted.</p> <p>SM3 – see answer to SM£ question 4.</p> <p>SM4 – noted</p> <p>SM7 – noted.</p> <p>SM11 – noted</p> <p>SM17 – see answer to SM17 question 4.</p>
<b>6) Do you have mobility impairments:</b>	<p>Yes 6 No 21 Prefer not to say 4</p> <p>L5 - Frightened of ice on pavements.</p>	<p>L5 – see answer to L9 question 4.</p>
<b>7) Are the next steps</b>	<p>Yes 15 No 6 Probably 1</p>	

<p><b>for 2013-2014 the right ones?</b></p>		
<p>Please explain:</p>	<p>L1 - In the main.  L4 - Bring our city up to date and welcome visitors, not turn them away.  L6 - Yes, as long as all are considered together, not some left aside.  L8 - Anything that would improve the centre is welcome. Sadly, beyond the centre seems past helping.  L10 - Mostly, but more restrictions on vehicle movement. I though vehicles were restricted from 10.00am until 16.00, this is not being enforced except blue badge holders and emergency vehicles, all other vehicles should be banned in-between these times.  L11 - The Edinburgh bins are better as you don't have to touch them. The solar bin is awful as you have to touch it. <b>Bicycles and mobility scooters should not be classed as clutter.</b> Do not cleanse York of cyclists and elderly/ disabled people like they were unwelcome.  SM1 - See below  SM2 - Yes, the 11 steps derive from the report and are relatively cost-neutral. However there is no reference /proposal to tackle some of the horrors / damage perpetrated by the utility companies during repairs or installation. <b>I suggest that there should be measures to monitor / enforce compliance and to repair damage already done.</b> The next steps are a good start on the way to restoring the City's uniqueness and elevating it above the creeping metro blandness.  SM3 - If based on the leaflet it's hard to say. You need to read the original 79 pp document for this. I'm unsure whether the issue of street lighting is adequately covered for instance.  SM4 - See comments above re issues not apparently being tackled.  SM7 - The ideas are fine, but they are all concerned with planning things rather than with getting on and doing things. To make sure York remains an</p>	<p>L1 – noted  L4 – noted  L6 – noted  L8 – noted  L10 – noted.  L11 – Interesting point about the bins and will raise it with colleagues but the solar bin is now part of CYC default standards.  SM1 - ??  SM2 – It is covered in next steps but <b>will strengthen the text and consider a separate section on maintenance.</b>  SM3 – Noted  SM4 – noted.  SM7 – Noted and agreed that action is required but this document is designed to ensure that when the action happens it is carried out in the right way.  SM11 – in the document.  SM13 – noted.  SM15 – agreed and cleanliness will be added.  SM17 – the bridge closure is not</p>

	<p>attractive place to live and an attractive place for the tourists who are now such a major part of the city's economy things need to start happening fast (such as the closure of Lendal Bridge, for example ...).</p> <p>SM8 - I welcome the intention to reduce street clutter, particularly in the city centre and arterial routes.</p> <p>SM11 - What are the next steps</p> <p>SM13 - Yes, with the caveat expressed in 3. Let the traffic flows resulting from Lendal Bridge closure be properly understood before undertaking any large scale 'landscaping' which will be needed as a result.</p> <p>SM15 - They are mostly correct. However, I think general cleanliness should feature and I suspect it would feature higher in most people's priorities than some other plans for the year. Some streets (the paving mainly) just feel dirty and that surely stands against everything this policy sets out to address. Yet it doesn't feature in the plans. By the way, I assume this features in the "Management" principle?</p> <p>SM17 - Closing any bridge is most silly and ignores the needs of commerce.</p> <p>SM18 - Not fast enough</p> <p>SM20 - A generic policy of management will not work - each area needs to be considered individually. There is no need for an "action plan and pallet of materials". Each area should be assessed and material purchased in bulk to proved cost savings, whilst fixing ALL areas, not just priority ones.</p>	<p>one of the next steps in this document.</p> <p>SM18 – noted.</p> <p>SM20 – agreed on the management and text will be amended. Agreement on a pallet of materials is essential to avoid confusion and inconsistency in the city. Purchasing in bulk is a good suggestion but storage areas will need to be identified.</p>
<p><b>8) General feedback/comments:</b></p>	<p>L1 - Securing traffic lights on Fawcett Street, rather than a pelican crossing would have been safer. Despite a pelican crossing, many motorists fail to stop, even when pedestrians are on the crossing! Feeding in to join traffic from Barbican remains as precarious as previously.</p> <p>L3 - Good idea.</p> <p>L5 - Shops should only be allowed saturated or heritage paintwork. Bootham and Gillygate (cafe now bright green) make the place look slovenly.</p> <p><b>Amplified performances must be kept low volume. The shop workers do</b></p>	<p>L1 – Noted.</p> <p>L3 – noted.</p> <p>L5 – Shopfronts has not been included but could be dealt with in a supplementary planning document. Will discuss further with conservation colleagues.</p>

	<p><b>complain about this.</b></p> <p>L6 - Cyclists and skateboarders riding in pedestrianised area is a major problem and safety hazard.</p> <p>L9 - To relax people's eyes and minds, green strips of grass should line all footpaths. Even damaged it is better than if it is covered. It is better for bees and butterflies as well. Your photo is interesting. <b>This material is unavailable now if it is dug up it should be sent to a store to be reused for repairs such as when street lights are installed.</b> LED and fluorescent paint should be considered.</p> <p>L10 - Apart from question 7, yes a great improvement, there is always something that's missed, but who gets everything right.</p> <p>L11 - There should be <b>more cycle parking</b>, not less. Cycle parking should be rationed in Parliament Street and increased in certain areas. To call York a "Cycling City" and seek to reduce cycle parking is farcical.</p> <p>L12 – See 5 page response below.</p> <p>SM1 - The Streetscape report is interesting and thought-provoking. I'm pleased it's available online and hope it will continue to be after this consultation as I'm sure it will be of interest to residents now and in the future. Having read it I'm more baffled than ever as to why King's Square is to be repaved. It's fine as it is and there are clearly many other areas where the money would be better spent. <b>Parliament Street, for example, which is strangely uneven.</b> If trees are to be planted could fruit trees be considered? Small ornamental trees are uninspiring. Clearly we'll never plant the stately 'street trees' like limes again, but perhaps instead we could have something useful/edible instead. Apparently the mulberry tree bears an edible fruit. A shame the one in King's Square is to be removed for 'aesthetic reasons'. Though providing new benches is good, in areas where there are none, I object to the council removing existing benches in order to replace them with the 'standard design'. This is a waste of money and can't be justified. Particularly where the existing seats have memorial plaques, as in King's</p>	<p>Amplified sound is mentioned in the document and will review the text to see if it could be strengthened.</p> <p>L6 – agreed. Will consider adding to section on enforcement.</p> <p>L9 – agreed that greenery is beneficial but there are limited possibilities in the centre of York. Will discuss with landscape colleagues about a green infrastructure section.</p> <p>L10 – noted.</p> <p>L11 – Agreed. The intention behind removal of cycle parking in Parliament Streets was not to decrease parking but to move it to Piccadilly which is not far. However, the text will be amended to keep the parking.</p> <p>L12 – noted.</p> <p>SM1 – On trees, an interesting and useful point. There is a draft tree strategy being prepared currently which will contain guidance on street trees. On seats, the document suggests replacing seats that are worn out or otherwise not</p>
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	<p>Square. I'm not sure why street performers are included in this document, see no problem with them, think there are enough rules regarding their performance already, and strongly disagree with any further 'action' being needed. I hope this report will lead to a greater appreciation of historic features of the streetscape, the details it highlights so well, and aid in their preservation. My main concern about this general 'reinvigoration' movement is that it looks likely to over-sanitise the place and remove the quirky aspects that make the place special and give the true distinctive sense of place.</p> <p>SM2 - I congratulate the authors of the study for its depth and the breadth of research; reference both to existing York measures and suitable comparators such as Sheffield and Doncaster is effective. The early background sections are concise and informative. 1. Please ensure that the whole document remains readily accessible after consultation for wider reference. 2. I note with alarm the use on 2 occasions of the term "quarter" to describe certain parts of the city. This is pretentious, rebranding tosh and has no place in a northern English city. We already have "...gate" and the main bridges and roads as landmarks to delineate the city areas; please stick with them.</p> <p>SM3 - York is to be commended for such a comprehensive review of its streetscape assets as shown in the master document. It gives priority to city centre areas which I do not disagree with but I would be very interested in knowing what survey work has been carried out in outlying areas such as Fulford. Further work involving people with local knowledge would be desirable. There should be publicity given to how particular eyesores/improvements should be communicated.</p> <p>SM4 - Summary paper vague and contains too much jargon.</p> <p>SM5 - The report seems to have an undue emphasis on actively replacing materials and fittings with the object of "uniformity" in a given area. I would promote a lighter touch of leaving well alone unless something is of</p>	<p>suitable as in equalities compliant. On street performers, this is not about street performance per-se but about excessive amplified performance especially in Parliament Street. This is an issue to do with how people use and appreciate space. Many public realm strategies consider ambiance as part of their analysis.</p> <p>SM2 – 1. Noted, 2. The term quarter is used in reference to the Doncaster Cultural Quarter (an official label) and the Micklegate Quarter which is a locally derived label. They are both formally in existence. Therefore there is no pretentious use of the term.</p> <p>SM3 – Interesting point about outlying areas. These are being examined as part of the York Historic Environment Characterisation Project, an English Heritage funded project to complete November 2013.</p> <p>SM4 – noted.</p> <p>SM5 – replacement of materials</p>
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	<p>particularly poor quality or condition. You use Walmgate Bar as an example of poor material choice - I would contend that even with the best materials the whole area looks over-engineered and artificial. We should not be "recreating" York as if building a film set, we should be making minor improvements and carrying out repairs. One repeated theme I can agree with is the poor quality of repairs by utilities - the Council should be advising and enforcing the highest standards for these works. Cycle parking should remain in Parliament Street and St Sampson's Square unless the same (or greater) quantity of new parking is provided close by.</p> <p>SM7 - Please let us begin to see things happening -- and on a scale rather better than the rather disappointing city contribution to the recent changes in Deangate.</p> <p>SM8 - I welcome the guide as a planned management of York's public realm. As someone who regularly cycles and walks into the city centre I welcome the focus on pedestrians and designing appropriately located cycle infrastructure. In Stockholm, for example, cycle racks are used in places to demarcate the beginning of green spaces or pedestrian areas (for example at Smedsuddsvagen). There is an opportunity to develop more logical flows for cyclists in places (an ability to turn right onto Skeldergate bridge from Tower Street without having to get off??) and for some bold developments around cycle furniture. I agree about the clutter of bike racks on Parliament Street and the decision to move to less central areas. Perhaps York could consider storage options, such as the 'Apple' outside the railway station at Alphen aan den Rijn in the Netherlands (but appropriate to York)? Finally, a plea to attempt to manage utility companies' interventions into the road! There are various examples where a road or pavement has been resurfaced only to be dug up by first one, then another utility company in a row!!</p> <p>SM9 - Hello, It all looks excellent. It would be good to see some innovative cycle stands throughout the City, including in Parliament Street. Kind regards, Iris Wells</p>	<p>is not to achieve uniformity but to achieve a quality public realm that uses a consistent default pallet of materials which will in turn result in a less complicated and simple environment that is relatively easy to maintain and manage. Agreed on the cycle parking and the text will be amended. Utilities is dealt with under next steps but it is clear that further text is needed.</p> <p>SM7 – not sure I understand the comment on Deangate. Not sure that anything has been done here.</p> <p>SM8 – Finding space for cycle racks that are accessible and safe is proving a challenge but remains a priority for CYC. Following many adverse comments, the text will be amended to retain the racks on Parliament Street but perhaps consideration could be given to better siting? There is a next step regarding utilities but further text will be developed.</p>
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	<p>SM10 - Any impingement on current arrangements for access to Fire Service Vehicles or access to Fire Hydrants, Dry or Wet Risers should be notified to North Yorkshire Fire and Rescue Service at the earliest opportunity.</p> <p>SM13 - An excellent and comprehensive report. But this is just the initial stage, and the devil will lie in the detail - which the public does not yet have. I would like to see wide publicity for this and all subsequent reports, both to give the public the opportunity to respond, and in the interest of retaining general goodwill. The Streetscape strategy should avoid the PR disaster which accompanies the Lendal Bridge plan! As a member of the public I would like to see consultation with those who, like me, will be immediately affected by any plans. I live in Duncombe Place, and despite having approached the Council several times to find out what is happening, if indeed there are any plans at the moment, and having had vague promises of consultations being made and meetings held, I have never been contacted. Let everybody who wants to be included and updated, not just business and commerce.</p> <p>SM14 - I would like to see more trees (but not in tubs - see Long Street Thirsk for dead trees in tubs), but not limes as they only need pollarding and then they look awful - see Lord Mayor's Walk. There should be more vegetation in general, but not growing out of the buildings, especially not in the gutters at King's Manor - they should know better. I like the free food bed on Whip-Ma-Whop-Ma-Gate. There should be more public seating in Parliament Street so that it is a place to meet. What do you mean by 'designed benches' under Principle 3? All benches are designed, can't you just design ones that are comfortable and vandal-proof? But yes, get rid of all of the unnecessary signs, railings and any bollards that are not rising ones. While I am glad to see the work that has been carried out around the minster (the ramp particularly) I think the crunchy-nut cornflake road surface looks weird, and would not like to see more of it in the city. Avoid anything olde worlde but invest in quality modern design that will be a credit to the city ie less like that</p>	<p>SM9 – Interesting point about innovative cycle rack designs – the document favours the Sheffield Hoop only because it is an industry standard. Will investigate further.</p> <p>SM10 – noted.</p> <p>SM13 – noted.</p> <p>SM14 – noted. There will be a draft tree strategy out to public consultation which will address street trees. Note the comment on designed benches – text will be clarified.</p> <p>Comment on quality modern design noted and agreed with. This is covered by Principle 3.</p> <p>Design. Comments on cafes noted.</p> <p>SM15 – Noted.</p> <p>SM19 – Noted and useful comment. Will firm up on next steps.</p>
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	<p>god-awful fountain in Parliament Street - and more like the Millennium Bridge. Don't allow every cafe to have outside tables, there isn't room for it and it's elitist.</p> <p>SM15 - I've covered all my comments in the answers above. I've hopefully been constructive as I'm not a doomsayer when it comes to this beautiful city and the council. I appreciate this opportunity to have a say. If I can be of any help please don't hesitate to get in touch on 07598252719 or jjachristian@gmail.com. Thanks, James.</p> <p>SM19 - please take into account comments about deep cleaning and please ensure that the person who makes decisions on signage, design for anything permanent or temporary in the city is skilled in that area of work and treat any decisions on design etc as someone would if they were working for the national trust....come up with a set of guidelines fitting for the city and ensure everyone across the city uses them..... Work up a new 'logo/brand' for the city council so that when using this logo for events it looks welcoming to all.....Edinburgh has a good example.....</p>	
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**3. Analysis of other responses:**

Name	Response	Noted
3.1 York resident	<p>In response to your request for comments, I confirm that I generally agree with your document and guiding principles, but have a number of detailed comments:</p> <p>(Page 4) Is the title of this page intended to be “Foreword” or is some clever meaning intended here? (Collins Dictionary definitions of “Foreward” are (noun, obsolete): “a vanguard” or (transitive verb, obsolete): “to guard in front”</p> <p>(Page 28) Principle 6 (agreeing a new obligation on utility companies to look after the city streetscape) should take a higher priority – not wait until the improvements</p>	<p>It is a Foreword in the traditional and common usage of the term.</p> <p>This is not a hierarchy of</p>

<p>are undertaken.</p> <p>(Page 57) In the centre of the city I would prefer to see the use of bus shelters without side panels. At a number of locations (e.g. Museum Street/ St Leonards Place, Station Road by Grand cedar Court Hotel (labelled in your report as “positioned correctly”, Stonebow), bus shelters are placed quite well back from the kerb edge, so that the glass panels and the waiting crowd (often beside, rather than in the bus shelter) then entirely block the pavement – not only for mobility impaired footpath users. This point is also raised in Access and Mobility Audit.</p> <p>(Page 63) <b>In sensitive streetscapes, you could consider encouraging or obliging the utility companies to site their street cabinets underground in manhole chambers. In addition, you should also consider much greater regulation and management of outside wiring</b> – particularly by BT – who from my own experience seem to think they can nail wires to just about any building they like – without obtaining the wayleave required by the Electronic Communications Act/ Electronics Communications Code. York could benefit greatly from reducing cable clutter and “taking BT in hand”.</p> <p>(Page 66) <b>There should be a limit on sound amplification.</b> I was recently amazed by the volume of an electric guitar being played on Coney Street in the late evening, outside.</p> <p>(Page 67) The city council should take a much greater role n waste management rather than collection and landfill. With this number of visitors the City should be in the vanguard of serving up take-away and other foods which do not result in huge quantities of 1-use products (e.g. polystyrene) ending up in landfill – lass than 10 minutes later. Germany has proved that even on 1-use aluminium drinks cans it is possible to charge a deposit. Returnable bottles (with deposits) would also greatly improve the image of our streets and river – often cluttered with plastic bottles,</p>	<p>priorities but will review text.</p> <p>Noted and will raise this point with local transport colleagues.</p> <p>CYC is, where possible, investigating this but the Utility companies are not always sympathetic. <b>Will include text to emphasise the point.</b></p> <p>Agreed but apparently there is little the council can do to limit this. Will investigate further. Agreed but this is a national challenge. Not sure what the council on its own can achieve. However, I will discuss further with colleagues.</p>
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aluminium cans, pizza boxes, and half-eaten baked potatoes and doner kebabs in polystyrene boxes. Restriction of use of materials to cardboard and paper and imposition of deposits would yield significant benefits – and reduce the size of the waste removal problem. Teenagers and others would be motivated to collect bottles if there was a deposit on them – and the outlets dispensing them would have to manage their returns.

#### Response to ACCESS & MOBILITY AUDIT Consultation

(Page 17) I am encouraged that you will provide some areas of guardrailing to allow people intimidated by the open walls to enjoy them, but equally encouraged by your implication that a large proportion of the wall will remain open – in their untainted historical state.

(Page 29) I am not a fan of PUFFIN crossings. I preferred the previous PELICAN crossings. I find that the PELICAN crossings provide a “green man” or “red man” signal in amore obvious place (on the opposite side of the street) – enabling me to remain focused on the road and the traffic while waiting. I don’t tend to stare at a red man at waist height right next to me.

#### Further Items for Consideration

“Cycling Rowdies”: it is unfortunate that the creation of some cycle routes (e.g. the shared footpaths/ cycle paths beside the river) are treated by some cyclists as it they are “cycling motorways” – with little respect for foot users – many of whom move rather “randomly” and without considering others too much. Greater separation needs to be achieved.

Toilets: judging by the number of smelly puddles and striped walls (sometimes on shop doors, but often on walls and by Lendal Bridge) – particularly at night, greater

Not the preserve of the Streetscape Strategy but a usefull point nevertheless.

Interesting point that has been raised by others. However, from a safety viewpoint the Puffin is better. They sense the presence of a pedestrian on a crossing and will not change to green (for motorists) until clear – much better for slow people. Perhaps the benefits should be explained.

**Noted. Evidence supports the separation of cycle tracks from pedestrian paths. An additional section will be added dealing with cycle tracks and cycle lanes.**

This issue will be considered by a wayfinding strategy and implementation programme over the next twelve months.

**Agreed. Add text to new section on cleanliness.**

	<p>availability and signage for toilets is necessary.</p> <p>Pigeons: a significant amount of mess around certain public places is caused by pigeons – who frankly are nowadays in such number that their “swarming” and “close fly-bys” are rather intimidating. More needs to be done.</p> <p>Cigarette butts and chewing gum – another significant blight on the streetscape: it seems there needs to be more education that we don’t “simply pay the council to have them cleaned up for us”.</p> <p>There is an implication that Lendal Bridge may be prioritised for foot traffic and bus traffic. I am concerned that the loss of access via Lendal Bridge will cause me significant access problems to my own home. But if the bridge traffic is to be restricted – then bus traffic too should be eliminated.</p> <p>I am strongly against the use of roads for busses only. My town of birth, Reading, had a phase in the 1970s/1980s in which only busses were allowed into the city centre roads – but the busses themselves then became a menace: think “juggernaut driver” without the speed restrictions caused by traffic congestion. There is already an indication of the likely “typical traffic speed” on York’s “pedestrian-only” streets – take a walk down Coney Street during the evening time and try to avoid the taxis.</p>	<p>Agreed and as above.</p> <p>Noted but not covered by this document.</p> <p>Noted but not covered by this document.</p>
<p>3.2 CTC North Yorkshire</p>	<p>I respond to the public consultation on behalf of CTC North Yorkshire, the local group of the national Cycling Charity CTC.</p> <p>Please find attached for your information and guidance, a publication by the former Cycling England organisation, which details the recommendations for cycle parking. There are some photographs of "heritage" style Sheffield racks which may be appropriate for some sites in the City.</p>	<p>Noted.</p>

	<p>Also attached a copy of the current DfT Local Transport Note 2/08 "Cycle Infrastructure Design". Section 11 has extensive advice on cycle parking.</p> <p>CTC is concerned by the desire to remove on-street cycle parking from Parliament St. Placing racks at the periphery of the Vehicle Restricted Area (locally called "footstreets") may be beneficial for those who arrive and subsequently depart from the same side of the VRA. The Report seems to presume that this will always be the case. But cyclists who have a number of calls in the City centre will often wheel their bikes through the VRA, parking short term at various sites as they go. They will then leave the VRA on the side opposite to which they entered, to return to their workplace or home.</p> <p>Many residents who work within the VRA will cycle there. If they are fortunate to have dedicated workplace parking, then they can penetrate right to their destination by bike. But not all businesses can offer off-street cycle parking to their staff. The next best alternative is to park on street for the working day. To retain the competitive time saving advantage of cycling, this must preferably be as close as possible to the workplace. Any enforced walking for significant distances will erode the time saving benefits of cycling, and so discourage use of this travel mode.</p> <p>I have not learned of any survey findings, which might reveal the relative proportions of all day and short term cycle parking within the VRA. It may be considered helpful to determine these numbers, and tailor cycle parking within the VRA to known demand, rather than bow to a knee jerk decision to simply remove existing racks.</p> <p>Removal of on-street cycle parking from within the VRA will inevitably lead to more bikes being locked to street furniture, trees, railings and so forth, within the VRA. It will be impossible to discourage this, and we urge Officers and Members to accept</p>	<p>Noted.</p> <p>Noted and text will be amended accordingly.</p> <p>Noted.</p> <p>Noted.</p> <p>Noted.</p> <p>Noted.</p>
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	<p>the inevitable realism that small clusters of on street cycle parking will always be needed within the VRA.</p> <p>The writer represents CTC on the North Yorkshire Police York Cycle Theft Task Group. Cycle theft in the City centre has been on a downward trend for some while, following various initiatives. Cyclists who park their bikes in the City centre are being repeatedly urged to lock them with two different designs of lock, to something that is immoveable. It would be unfortunate if this theft trend was reversed by removal of formal parking provision.</p> <p>(Cycle Parking Guidance &amp; DfT Cycle Infrastructure Design documents attached to email)</p>	
<p>3.3 York resident</p>	<p>I have just read your leaflet entitled "City of York - Streetscape Strategy and and Guidance". In this you are looking for views in respect of "design, distinctiveness, way-finding, light &amp; dark and management". Indeed you commissioned an "Access and Mobility audit".</p> <p>Meanwhile the major road nearest to my house (Rawcliffe Drive - heavy vehicles and buses route) is falling apart with abundant cracks and potholes (made worse by the useless "speed bumps" which a previous Labour administration insisted were installed).</p> <p>I don't care if you colour the road black, red, blue, yellow or pink. I just want the roads outside the City Centre (and the location of the bulk of Council Tax payers) to be kept up to a standard.</p> <p>In 2012, James Alexander indicated that cost cutting meant that road repairs would take longer and there would be a growth in potholes: yet the Council has funds to produce totally useless audits.</p> <p>Just do the minimum which the law requires and start diverting funds away from tourists and to York residents!</p>	<p>The streetscape strategy and guidance is aimed at setting standards for improvements to the city centre and secondary shopping streets such as Front Street, Acomb for all citizens as well as visitors. The access &amp; mobility audit has allowed CYC to take full account of our most vulnerable citizens in planning work in the public realm. The proposed priorities are rightly based on pedestrian heavy streets and spaces to provide maximum benefit to York's citizens as pedestrians and not car drivers. This is following national and indeed</p>



		international best practice, formal guidance and official policy.
3.4 Conservation Area Advisory Panel	The panel were in favour of this document being adopted as soon as possible.	Noted.

3.5 English Heritage

Thank you for your e-mail requesting that English Heritage comment upon the City of York Streetscape Strategy & Guidance Consultation Draft.

We have studied the draft document, and consider it to be a sound and comprehensive approach to putting in place a coherent streetscape strategy for the uniquely important City of York. We would however make a few specific observations, which we hope will improve the document.

Firstly we note that only limited reference is made to English Heritage’s “Streets for All” guidance, although we acknowledge that the spirit of our advice appears to have been adhered to.

Secondly in relation to street lighting (Part 3: Strategic Framework Street hierarchy- Priority A: specifics page 33, column 1, para. 3), the text states that:

“Street lighting should always be wall mounted.”

Although as a general principle, this is the correct approach, the significance or sensitivity of the building to which the lighting is to be affixed should be assessed to determine whether or not this is appropriate, and additionally, what the most appropriate location is. We suggest that the advice of your in house Conservation Team is sought in this regard.

We would advise that the text be amended in accordance with the previous paragraph.

Conversely, reference is later made to the need to ensure that:

“Wherever possible and practical street lights should continue to be wall mounted, (Part 4: Guidance-Street furniture-Lighting, page 53, column 1, final

Will review the body text to see if this document can be given more prominence

Noted and will amend text as below.

	<p>paragraph &amp; column 2, paragraph 1).</p> <p>English Heritage supports this more qualified approach.</p> <p>We also consider that illustrative detailing of differing public realm elements approaches would assist the reader in understanding the City of York’s aspirations, and would suggest that the approach set out in Sheffield City Council’s “Sheffield City Centre Urban Design Compendium” part 3.3. pages 93-95 &amp; part 5.1, pages 195-215, (Sheffield city Council, Sheffield One, Objective 1, September 2004 - <a href="http://sccplugins.sheffield.gov.uk/urban_design/">http://sccplugins.sheffield.gov.uk/urban_design/</a> ).</p>	<p>Noted but the Sheffield Design Compendium is quite a different piece of work that would require a significant extra period of time to deliver that current resources preclude. However, the use of further graphics and some new text may in part address this shortcoming.</p>
<p>3.6 Wheldrake Parish Council</p>	<p>all councillors were in favour of the proposals in the Streetscape Strategy</p>	<p>Noted.</p>
<p><b>3.7</b> Wheatlands Educational Community Woodland</p>	<div data-bbox="356 746 884 1093" data-label="Image"> </div> <p>Here are reviews to the draft Streetscape Strategy and Design Guidance consultation and summary leaflet <b>of preferred designs for York’s streets...</b></p> <p>It is welcomed and necessary and we value this document in principle to Reinvigorate York</p> <p>This response is on behalf of the natural environment sub group chair of York Environment Forum. I am vice chair of Tree-mendous York, also ex-</p>	

<p>Horticulture/Agricultural businessman, founder of wheatlands educational community woodland <a href="http://www.wheatlandswoodland.co.uk">www.wheatlandswoodland.co.uk</a></p> <p>Because COY has no green Infrastructure strategy and it's multiple benefits of the Natural Environment, it has no tree strategy (this manual only refers to a tree strategy?) nor does it refer to Living landscape design codes. These natural environment value's are still not recognised as important to York as the historic element is.</p> <p>It does refer to city beautiful report (but I refer to living natural beauty real natural environment distinctiveness of York)</p> <p>In your leaflet summary of streets and places it mainly refers to supply and management of the hard landscaping no reference to design of soft landscaping. Please visit neighbouring town Harrogate has high standards of beautiful maintained and planted foliage &amp; flowering beds, containers and trees. Trees in York could be features for places, be grown palletised as temporary structures and used in traffic management. Also trees assist with street cooling/furniture and are particularly valuable to reduce temperature to cool areas, be used as a cafe mobile temporary fence. Please see separate email with photo's taken around the world. Please read 'trees in the townscape' which our council leader endorsed attached for other examples</p> <p>All seasonal green/flowering in open spaces increases value particularly to visitors and for local people</p> <p><i>I note that there is little reference to the standards and guidance of the above and not 'getting it right first time' will only increase costs to the city</i></p>	<p>Green Infrastructure and Tree Strategy are currently being worked on. Streetscape Strategy is more to do with hard landscaping.</p> <p>Noted.</p> <p>There is a section on trees but this will be reviewed to see if further text needs to be added. A new section dealing with planters is to be added and can also address planting beds and other green spaces within hard landscaping areas.</p> <p>Noted and agreed. This strategy and guidance is designed to consider hard landscaping predominantly. The section on trees does reference a number of relevant publications.</p>
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	<p>Why, the health &amp; safety issues of pigeons and geese that stop people using open spaces and also the cost of damaging these spaces are not referred too I cannot understand</p> <p>Other points why not make available defibrillators on lamp posts and consider cash machine in original post boxes, see photo's</p> <p>Without clear soft Living landscape design guidance codes, good staff skills, training for the new skills required, monitoring and management of the natural environment. York's distinctiveness and will fall well short of local people's and visitor expectations and standards</p> <p>Please listen and involved volunteer professionals we wish to help</p> <p>Hope to hear from you shortly</p> <p>(TDAG Trees in the Landscape document attached to email)  <b>Photos 1432 Landscaping traffic areas, 076 mobile planters cafe area, 1455 trees help with traffic control</b></p>	<p>Interesting point and there will be a <b>new section on cleanliness</b> which may be an opportunity to consider wildlife issues.</p> <p>Useful comment although the defibrillator would almost certainly be abused I would have thought. Different uses for redundant red phone boxes will be mentioned in the text.</p> <p>Agreed but is more the preserve of green infrastructure strategies. Will discuss with landscape colleagues.</p> <p>Noted.</p>
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3.8 York resident

My general observations on the City of York Streetscape Strategy and Guidance are as follows:

- It is not clear what the programme of works is to rectify clear divergences from the proposed design principles e.g. cobbles in poor state of repair on Blossom Street, inappropriate guard rails at Bootham Bar etc. Is the intention to invite residents to report examples of bad design so it can be addressed and when can we expect these things to be attended to?
- There appears to be an error on page 67 of the guidance material, there are two photographs of the solar compressor - one is incorrectly described as being the Broxap bin.
- The Broxap bin has a number of design faults and in some ways is inferior to the Edinburgh bin it is replacing for the following reasons:
  - o People generally prefer to drop rather than post their litter. Posting litter tends to lead to more misses as people try to avoid putting their hands into the bin.
  - o Although in theory a slightly bigger capacity bin than the half-Edinburgh it replaces, the Broxap's covered top prevents litter from being easily compressed which causes the bins to rapidly fill up and overflow. In addition, the side openings mean that overflowing items tend to fall out leading to litter problems. The new


The strategy and guidance is written to provide advice and guidance to CYC staff (highways etc.) and developers and utility companies. Essentially anyone who is involved in impacts on the public realm.

Noted and will amend.

Noted.

Noted. This is a point made by others and will discuss with waste management colleagues.

<p>bins will therefore require more frequent emptying at additional cost. There have been several instances this week where I have had to inform the council that the new style bins on Micklegate require emptying.</p> <ul style="list-style-type: none"> <li>o In comparison to the full Edinburgh, the opening of the Broxap is too small to easily accept a pizza takeaway box - a not unpopular choice of sustenance amongst late night revellers.</li> <li>o Given the number of bins which have been removed as part of a cost saving initiative, the roll out of new bins which needed to be attended to more frequently and before the consultation exercise has been completed looks clumsy, ill judged and dismissive of residents' views.</li> </ul> <ul style="list-style-type: none"> <li>• Whilst I understand the general principle not to have seating located next to, or close to, refuse bins for health and nuisance reasons - this principle needs careful clarification. It is fair to say that seating is frequently used because it provides a convenient place to eat and drink whilst on the go. Consequently seating areas do unfortunately become litter hotspots and this is particularly so where there are no bins in the vicinity. At one time, St. Helen's Square had four bins (including a pilot recycling bin) and had fewer issues with litter as a result, certainly in contrast to Kings Square where there were considerably fewer bins. The benches on the Bar Walls near Lendal Bridge have no obvious bin close by leading to litter issues in this area. Sadly, we do need bins near benches.</li> <li>• Is there not scope for further protection of grass verges by banning the practice of parking on them? Whilst the use of timber bollards can be an attractive and effective alternative, there is a cost involved and Highways are remarkably reluctant to install them - by their own admittance, cosmetic maintenance is something in which they have no interest. How is this department going to be whipped into line given the key role they will need to play in delivering the design recommendations?</li> </ul>	<p>Noted.</p> <p>Noted and the text will be amended for clarity.</p> <p>We do need to encourage people to take responsibility for their rubbish – is it too much to ask people to walk a short distance to dispose of litter?</p> <p>Noted and agree. The guidance recommends timber bollards in grassed areas and the section on trees could be amended to include a statement relating to tree planting on grass verges where appropriate.</p>
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<p>York resident</p>	<p>One other thought concerns the lack of a standard design for notice and information boards around the city. Please see attached.</p> 	<p>There will be a wayfinding strategy and implementation programme emerging over the next twelve months which will address this point.</p>
<p>3.9 York resident</p>	<p>My view as a blue badge holder is concerned primarily with access , parking spaces and traffic restrictions particularly because of potential traffic violations as well as ease of continued use of facilities.</p> <p>The provision of seating is most welcome, the reduced disabled parking will prove difficult. All of the moves we make for example are planned in advance, distance to walk , carrying ? , seats, toilets. Where ever possible we will use P&amp;R, which for us is an easily accessible service but quite dependent on why and what the journey is about. Access thro Goodramgate is a lot more problematic than Lendal or Blake Street but still gets you to the centre, Kings Square is difficult but it is shop and out as it were. Seating I found well used , fortunately I have access to the churches for seating and toilets .</p> <p>Broadly I hope good coverage is given in the Press to include graphic detail for disabled folk as a group as the work moves forward.</p>	<p>Noted and will discuss blue and green badge parking with colleagues to see if this document should have a section dealing with the subject.</p> <p>Noted.</p>
<p>3.10 Janet Kay, York resident</p>	<p>Could the City of York Council please take a long hard look at the state of streets in the city? Changes in street furniture and design etc appear as mere cosmetic dressing when the streets themselves are almost "medievally" filthy. Even the city centre is absolutely squalid with chewing gum, old ice cream, spilled drinks and</p>	<p>Noted and the text will now include a section on cleanliness and street management and enforcement.</p>



	<p>various other stains and litter. A city such as ours should surely have proper street cleaning equipment (like water cannons) as seen on the continent. Areas around and underneath the bins that are left are dreadfully soiled.</p> <p>I am retired now, but when I had a weekend job at the local chemist in my schooldays, my first task each morning was to clean the shop doorway and then to swill the pavement in front of the shop. This was not in some twee middle class market town but in the mining belt of south Yorkshire. All the shops in the parade did the same and there was a pride in doing it.</p> <p>The Minster Plaza is superb and long overdue, but could the area not be softened with some form of planting by way of tubs and baskets? If the city can't afford this, perhaps this would be an area for provision by individuals or companies.</p> <p>Lastly, the council will inevitably end up with egg on its collective face when Lendal Bridge is closed. Virtually everyone realises this with the exception of the responsible council members.</p>	<p>See above and will include reference to partnership working with local business to keep the streets clean.</p> <p>Noted and the strategy will include guidance on planters.</p> <p>Noted but not part of this strategy</p>
<p>3.11 Joseph Rowntree Foundation</p>	<p>My interest is clearly about linking opportunities to redesign streetscapes in line with the York Dementia without Walls initiative.</p> <p>I have had a quick look but can't find any reference to the advice we had from Dr Lynne Mitchell on dementia-friendly design – could you let me know if this is an oversight or if the advice was not felt to be useful or relevant? It would seem a real pity to miss the opportunity of including the latest thinking on how our streets can make the growing numbers of our citizens affected by dementia feel welcome, safe and included.</p> <p>More specifically, it would be very helpful to have any feedback on how Dr Mitchell's site visit and meeting have influenced the Reinvigorate project and</p>	<p>Noted and replied to in separate cover. Main issues around dementia will be picked up by the wayfinding strategy.</p>

	particularly the plans for Kings Square.	
3.12 Reinvigorate York Board	Annotated comments on a copy of the guidance	
3.13 York Civic Trust	<p>York Civic Trust welcomes the streetscape strategy and believes this document will make a significant contribution to improving the quality of York’s public realm. We do, however, have some minor comments which we hope will be helpful.</p> <p><b>p.37 Gateway streets</b></p> <p>Our own experience of using tree planters on Foss Islands leads us to the belief that this is not a solution which has any merit in the longer term. We would counsel caution with this approach.</p> <p><b>P39 Lighting</b></p> <p>Would it not be sensible to specify height for lighting columns (for the avoidance of doubt).</p> <p><b>P60 Trees</b></p> <p>We welcome the guidance on the planting of trees in an urban setting. A good case in point are the trees in front of Peasholme House that block the view of a handsome Georgian building; perhaps a photograph of this will illustrate the issue adequately.</p> <p><b>P63 Street Cabinets</b></p> <p>We suggest that whenever possible every effort should be made to set the workings in the ground at pavement level. Some utilities do this, but others need</p>	<p>Noted. There will be a new section dealing with planters.</p> <p>Agreed and text will be amended.</p> <p>Noted. Will in fact ad example of tree in front of church on pavement.</p> <p>Noted and will amend text</p>

<p>to be persuaded to follow suit.</p> <p><b>P64 Street fixtures and fittings</b></p> <p>Might it not be useful to include references to <b>railings</b> which contribute to the setting of listed buildings?</p> <p>There are many a case in point, but those on St Leonard’s Place, designed by John Harper and made in the York foundry of Thomlinson &amp; Walker, are important features which must be preserved.</p> <p><b>P66 Amplified Sound</b></p> <p>We welcome the suggestion that the Council should review its policy on amplified sound. Some groups take this to extreme levels and it no longer allows the public to have the quiet enjoyment of public spaces. We also welcome the comments about licensed pitches which significantly detract from the setting of historic buildings.</p> <p><b>P68 Traffic signs</b></p> <p>We recommend that the guidance avoid pejorative statements such as ‘design, layout and application <b>must</b> comply with statutory requirements’.</p> <p>There is considerable flexibility available for historic cities and the <b>Department of Transport Traffic Advisory leaflet 01/13</b> should not be relegated to a footnote, but embedded in the body of the text.</p> <p>We hope these comments will be useful.</p> <p>Members of the Trust are greatly encouraged by this guidance and earnestly hope</p>	<p>accordingly.</p> <p>There is an example in the document but mabey not so clear. Will amend text and add new photo.</p> <p>Noted.</p> <p>Noted and text will be amended accordingly.</p>
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	that those implementing works in the future, use this document effectively.	
3.14 York resident	<p>I wish to register my objections to the removal of cycle racks from Parliament St and any other city centre locations. There is already an acute shortage of designated cycle parking in the city centre, as evidenced by the random parking of bikes anywhere they can be attached such as railings, benches etc. This will only be exacerbated by the removal of what are the biggest capacity racks. Their relocation to just outside the pedestrian area is not a solution -there is a need for short-term parking close to shops and city-centre facilities. If you remove some of the benefits of cycling in York - viz speed and ease of access to the centre - you will make cycling a less attractive option and defeat your objective of increasing the number of cyclists.</p> <p>My suggestion is that you retain cycle racks in Parliament St for short-term parking, but also locate a greater number of racks just outside the centre for all-day use, encouraging commuter cyclists to use these.</p>	<p>Noted and text will be amended to take account of these comments which we have from a number of sources.</p> <p>Short-term parking will be impossible to secure. CYC is continually identifying new sites for cycle parking.</p>
3.15 York resident	<p>I wish to object very strongly about the proposal to remove bike racks from Parliament Street. The fact that the racks are nearly always full surely shows that there is a very strong demand for them. From the many people who work in the City Centre and who use their bikes to get to work, to people like me who use their bikes to shop in the market and other shops in the centre. What is the point of buying my fruit and veg in the market and then carry heavy bags a significant distance to my bike? The whole point is that my bike is also my shopping trolley. The whole emphasis in the City Centre seems to be discouraging the residents of York from using it at all - and just making it 'nice' for the tourists. On the one hand you want to encourage people to cycle in York, then you make the City Centre even more inaccessible than it is at the moment for cyclists. Please leave the racks alone</p>	<p>Noted and text will be amended accordingly.</p>

	<p>- in fact give us more - then we won't be forced to lock our bikes to the ever diminishing number of railings!!!</p>	
<p>3.16 York resident, Haxby</p>	<p>We write as residents of the city for 50 years and because we appreciate the importance of the City Streetscape, which we believe is a fundamental part of the answer to the question '<i>What is special about York?</i>'.</p> <p>We welcome the Streetscape Strategy and applaud the <i>City Council</i> and <i>Invigorate York</i> on the work it has done in preparing such a comprehensive document. We hope it will be constantly referred to by all those whose actions affect the City's streetscape.</p> <p>A few points upon which we will make specific comment:</p> <p><b>Page 60 - Trees</b></p> <p>We generally welcome the trees in the City's urban setting. However, trees which make a beneficial contribution to the streetscape during the initial years of their life, can become seriously detrimental to the streetscape as they grow to maturity. I do not believe that trees once planted should of necessity be left to grow and grow irrespective of the detrimental impact they have, until they either die or removal becomes necessary for safety reasons. Once trees reach the point where they are too big for their location, they should be removed and replaced. I would like to see a statement in the strategy to that effect. To illustrate my point I would refer you to the following locations where trees have outgrown their location – in front of Peasholme House, the tree in front of the West Front of the Minster and the ornamental tress planted on the bank to the City Walls alongside Lendal Hill which now obscure the view of the City Wall. Further we would</p>	<p>This point is covered in the Strategy but will review the text and consider strengthening if appropriate.</p>

	<p>welcome a statement that trees should be managed for aesthetic reasons rather than just for health and safety reasons</p> <p><b>Page 64 - Street Fixtures and Fittings</b></p> <p>Unless mention is made of 'railings' elsewhere, we would suggest they are referred to in this section as they make an important contribution to the streetscape.</p> <p><b>Page 65 - 'A' Boards</b></p> <p>We support the banning of 'A' boards on the public highway</p> <p><b>Page 66 - Street Trading Pitches etc</b></p> <p>We would urge greater attention to the siting and design of semi-permanent trading stalls and pitches, so that they do not detract from the settings of historic buildings and that temporary structures are of an appropriate quality to avoid the often 'tacky' appearance that they can create.</p> <p><b>Page 67 - Commercial Waste Bins</b></p> <p>We support the intention to work with city centre retailers to find alternative arrangements for commercial waste bins, as their 'permanent' storage in lanes and alleyways is a serious blot on the streetscape.</p> <p><b>Page 68 - Traffic Signs</b></p> <p>The recent publication - <i>The Traffic Advisory Leaflet 10/13 - Reducing Sign Clutter</i> - is a most welcome and encouraging document and deserves to be centre-stage in this section, rather than as a footnote. The guidance it provides aligns superbly</p>	<p>There is a separate section on railings but the point has been made elsewhere that residential railings have a positive impact and the text will be amended to strengthen this point.</p> <p>Will review existing text and strengthen if appropriate.</p> <p>Noted.</p> <p>Noted and will consider adding reference in the body text.</p> <p>Noted.</p>
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	<p>with the whole intention of the Streetscape Strategy.</p> <p>Lastly we reiterate that we hope this Strategy will be a constant source of reference and inspiration for all who are involved with the City's 'streetscape'.</p>	
<p>3.17 York resident</p>	<p>The general aim of the Streetscape Strategy is laudable. The footstreets area certainly does need tidying up and its surfaces to be made more consistent (and not looking like they are designed for motor traffic, as many streets still do) across the whole area, lest York's city centre's pedestrianised area continue to look like a poor relation to its continental counterparts.</p> <p>However, removing the cycle parking stands in Parliament Street is likely to have unintended consequences if they are not replaced in the immediate vicinity. There appears to be an assumption by the author of the consultation document that everyone who brings a bicycle into the footstreets area is riding it. This is not so. It is helpful (especially for older people) to be able to walk one's bicycle when shopping in the footstreets area as the bicycle itself bears the load in a basket or in pannier bags hung on the rear rack. However, when doing this, cycle parking stands are still needed for those occasions when the bicycle has to be left to allow its owner to go into a shop or eating establishment.</p> <p>A policy to promote cycling cannot ignore the issue of access. An effective cycling policy is one that recognises that, to be attractive, cycling has to be as nearly as possible a door-to-door activity and that, consequently, parking for cycles has to be accessible and convenient, including for a short stay. If it is not, people will look for other places or street furniture to use for parking or visit the city centre less often.</p> <p>If CYC is insistent on moving the Parliament Street cycle stands, I suggest</p>	<p>Noted.</p> <p>Noted and text will be amended accordingly. The intention to remove the racks and replace with similar on Piccadilly and elsewhere was to free up space on Parliament Street rather than deter cycle riding in the footstreets.</p> <p>Noted and see above.</p> <p>Noted. There are stand at back on Newgate Market but not used. Fear of crime possibly. Will examine possibilities of re-siting racks in Parliament Street.</p>

	<p>that some of them ought to be moved just around the corner into the Newgate Market area, near the back entrance to M&amp;S. There they would be out of sight of Parliament Street but still near enough to be convenient.</p> <p>However, why not leave them where they are now and plant a privet hedge (of the same height as the stands, or slightly higher) at each end of the bank of cycle stands? This would define the boundaries more emphatically and tidy up the area.</p> <p>PS: It has occurred to me that, if York were in Denmark or the Netherlands, a large cycle parking facility (for long- and short-stay parking) would already have been fitted under Parliament Street. Some countries are, so to speak, streets ahead of the UK!</p>	<p>Noted.</p>
<p>3.18 York resident</p>	<p>I have unfortunately not got time to study the draft "City of York Streetscape Strategy and Guidance" in detail.</p> <p>However I'd like to use your invitation to comment on a couple of things that have been of concern to me for a while.</p> <p>- One aspect of putting pedestrians first is the facilities for crossing roads safely. In this context, I think a lot of the pedestrian phases on crossings are too short. Motorists tend to get much longer to use junctions than pedestrians. I recently saw an elderly gentleman crossing Blossom Street at its junction with Nunnery Lane and Queen Street. He couldn't get across in the time provided.</p> <p>Related is the time it takes for traffic lights to switch to the phase for pedestrians to cross, after the button has been pressed. At some junctions this is a long time. Sometimes it seems as if the pedestrian phase is activated only when there's no</p>	<p>Noted. The new puffin crossings are sensitive to pedestrian movt. And will only change when clear. These are being rolled up in the city.</p> <p>Noted.</p>



	<p>longer any traffic!</p> <p>To improve things in the two situations above, I suggest a significant increase in the length of the “green man” phase (or its equivalent), and more frequent such phases. This would “put pedestrians first”.</p> <p>-Secondly, although there is a facility for pedestrians to cross at the Museum St-St Leonard’s Place junction, frequently vehicles block the area for pedestrians to cross in St Leonard’s Place. This usually occurs because drivers can’t see round the corner when they’re in Museum St, and thus don’t know that traffic is not moving in St Leonard’s Place. The result is that pedestrians often have difficulty crossing, especially if a large vehicle is blocking the whole of the pedestrian crossing area and more.</p> <p>For pedestrians to be put first, this needs sorting out.</p> <p>I'd be grateful if you'd acknowledge that you've received these comments. I would love to have time to consider your document in detail, but haven't. I hope the above two points are useful.</p>	<p>Noted. See above.</p> <p>Noted. Highway colleagues are examining this junction with a view to re-modelling.</p>		
<p>3.19 Culture, Tourism and City Centre officers in CANS</p>	<p>The introduction to the Guidance proposes a vision for York, recognising that the historic environment is a key economic driver and that York’s aspiration is to become a world class city. Need to “enrich our streets and spaces” and have policies and guidance that “empower people to reach those goals”.</p> <p><b>Vision and key principles</b></p> <table border="1" data-bbox="353 1337 1624 1422"> <tr> <td data-bbox="353 1337 763 1422">Principle</td> <td data-bbox="763 1337 1624 1422">Key message</td> </tr> </table>	Principle	Key message	
Principle	Key message			

York must be for people	Always put pedestrians first – especially the most vulnerable (e.g. older people with mobility issues)	
York must be for everyone (access and mobility)	Consult with communities of interest as per Disability Act	
York must be by design	Keep things simple and consistent and be aware how streets and space are used before “intervening”	
York must be distinctive	Use historic character assessments and statements to base decisions on the layout and use of streets and spaces	
York, as a network, must be clear how it wants to be read (wayfinding)	Consider how people orientate themselves how they can find their way around and through the area	
York must be revealed through light and dark	Keep street lighting to the minimum needed for safety and respecting key buildings. Use LED and sustainable technology	
York must be managed	Planned activities – repairs, festivals, street trading etc	

in a self-sustaining way	must consider mobility and access issues and impact on heritage assets, quality outcomes and sustainability,
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New City Beautiful is quoted, i.e. in how the decision in the 1980s to create footstreets was key “in creating the city’s human qualities that we enjoy today”

**Officer comments:**

The quote from New City Beautiful is very justified and is an important reminder of how recently (in terms of York’s 2000 year history) was the footstreets project. Celebrating York’s history is fine, but modern interventions are not only possible but indeed are in many ways desirable.

The principles from this introduction dovetail in with the aspirations reflected by York@Large (to release the creativity of the people of York so the city’s culture is recognised nationally and internationally) and in the emerging tourism strategy – highlighting York as a Compelling, Exceptional World City.

The report and especially the guidance notes very much focuses on the physical fabric of the city centre, its streets, squares and open spaces. It would be useful if the report was more positive and upfront about “welcoming” cultural activity in public spaces – just as important in “creating the city’s human qualities”. The statement “York must be by design” isn’t strictly true – the pavement cafes that emerged following the development of the footstreets was in practice “a happy accident” and was by no means “by design”. That willingness for York to adapt and change is surely a phenomenon to be cherished?

Noted.

Noted. There is reference to cultural activity in public spaces but the text will be reviewed to consider strengthening this aspect. Agree on cafes but the point of ‘by design’ is to ensure that decisions effecting public spaces a more thoughtful and considered from now on to ensure that there is a consistent and harmonious approach taken.

3.20 York resident	<p>Excellent work. Well done Sir Ron. This may not be relevant, but since we have had many new seats and the new waste bins, will any other new ones match them? presumably this was factored in when they were purchased.</p> <p>The city needs a coherent 'look' to compete with other cities in attracting tourists and a plan is obviously needed. and despite the comments of all the moaners, this will benefit residents too.</p>	<p>The seats currently being placed in the city are the new default seat for York so yes, more will follow as and when funds become available.</p>
3.21 York Cycle Campaign	<p>York Cycle Campaign wishes to respond to this consultation.</p> <p>We agree with endorse all of the points made by ***** in his response on behalf of CTC (copy attached).</p> <p>In addition, we would add that we believe that the current provision for cycle parking in Parliament Street should not be removed because, whereas its current level of use demonstrates that there is a demand for cycle parking in this part of the city centre that is at least as great as, and probably greater than, the current capacity, there is no suitable alternative site or combination of sites where replacement facilities can be installed. To be used, cycle parking needs to be visible and convenient to the cyclist's destination. Of the list of sites we understand to be under consideration for the installation of alternative cycle parking only one - on Piccadilly - fulfils this basic requirement for an alternative to Parliament Street.</p> <p>We believe that if the current provision on Parliament Street is removed or reduced, it will be impossible to provide adequate alternatives, resulting in a modal shift away from cycling, greater nuisance caused by informal parking of cycles, increased cycle theft, or all three.</p>	<p>Noted and text will be amended to take account of this.</p> <p>Noted as above.</p>
3.22 Transport Planners, CYC	<p>Please find below my comments on the Draft Streetscape Strategy &amp; Guidance recently published on the CYC website.</p>	

	<p>I have tried, wherever possible, to be specific about page numbers rather than just provide general comments on the principles.</p> <p>I agree that having a Streetscape Strategy is the way forward and once agreed needs to be circulated to all members of CYC staff whose work has an affect on the city. Some of the less controversial aspects should be circulated now to prevent any abortive work being undertaken.</p> <p>P14 – the date on the footnote should read 2011 not 20011. The paragraph on 20mph zones assumes an outcome which hasn't yet been proved and the Acomb zone hasn't even been implemented yet.</p> <p>P31 – Missing Footstreets – Back Swinegate, Castlegate, Coppergate Walk, Feasegate, High Petergate (remainder), Jubbergate, Patrick Pool, St Andrewgate (Kings Sq to first set of bollards)</p> <p>Missing squares – St Helen's Square, Library Square (both could probably be improved in some way)</p> <p>P33 – Core Medieval Streets - opportunities to widen footways in the city centre are few and far between although removing parking on some streets would free up some space but may be controversial especially if it is disabled parking.</p> <p>City bars – it may be very difficult to resurface footways and carriageways 20m away from each bar in natural materials as this will encompass quite a few large inner ring road junctions (Walmgate Bar and Micklegate Bar will both involve a</p>	<p>Noted.</p> <p>Noted. Text will be amended.</p> <p>Noted. Amendments will be made.</p> <p>Noted. Will review text and graphics.</p> <p>Noted. This was an issue raised by the access and mobility audit and the intention of the reference in the document is to focus effort on achieving pavement widening where possible.</p> <p>20m is arbitrary measurement that can be shortened if necessary. Text will be</p>
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huge expanse and be very costly). Is there any particular reason why 20m was chosen as the default distance?

P34 – Gateway Streets – would you not class Gillygate as a Gateway Street as that is where users of the coach park enter the city centre from?

Secondary Shopping Streets – other suggestions – East Parade, Fishergate, Burton Stone Lane, or Crichton Avenue. Also should Heworth Green really not be Heworth Village? and should Clifton (local) not be Clifton Moor?

P36 – it is probably going to be quite difficult to get consistent paving materials outside many of the small parades of shops as in many cases they have private forecourts between the shop front and the back edge of the adopted highway. The highway boundary is usually distinguishable by the change in surface material. Shop-owners may be reluctant to pay for more expensive paving to match that which the council apply to the adopted highway section. It may not always be appropriate to replace lighting columns with something similar if the original column was deemed to be dangerous or not suitable for that location.

P37 – Cobbled margins – Blossom Street could only be re-cobbled if traffic lanes were removed. Cobbles are dangerous to cyclists and can cause them to lose control if they are forced onto them by traffic or use them to try to pass stationary traffic. Street trees – need to be carefully positioned in order that they don't block sight-lines at junctions or near bus stops, they also need to be far enough away from kerb-edges that they don't damage kerbs and project low shoots out into the carriageway which are a danger to cyclists. **There needs to be regular maintenance of the trees to remove dead or low-hanging branches and growth from the base of the tree.** Secondary shopping streets – **cycle parking should be provided to serve**

**amended to make this clearer.**

Noted but no. Gillygate is a secondary shopping street but will review with colleagues. Noted and will review with colleagues.

**Noted. Text will be amended to make this point.** The point about lighting columns is made in the document but will review and amend to make it clearer.

Noted. The caveat will always be "where possible" but the purpose of the current text is to ensure that this issue can be seriously addressed. Will review text and amend where appropriate. Comment on street trees noted. There is a forthcoming tree strategy which will cover these issues.

	<p><b>small clusters of shops in a convenient location.</b> Footway widening may not be necessary in areas where there is private forecourt which isn't used by the shop-owner.</p> <p>P46 – When dealing with dropped kerbs it is crucial that they are as flush as possible for wheelchair users whilst avoiding low spots where surface water may gather.</p> <p>P47 – excerpt from Manual for Streets (P72) 6.4.12 As a general rule, the geometry, including longitudinal profile, and surfaces employed on carriageways create an acceptable running surface for cyclists. The exception to this rule is the use of granite setts, or similar. These provide an unpleasant cycling experience due to the unevenness of the surface. They can prove to be particularly hazardous in the wet and when cyclists are turning, especially when giving hand signals at the same time. The conditions for cyclists on such surfaces can be improved if the line they usually follow is locally paved using larger slabs to provide a smoother ride.</p> <p>P48 – The width of dropped crossings should be based on pedestrian flow at the crossing.</p> <p>P52 – The phrase “some existing sites such as Parliament Street conflict with other uses” can be read both ways, many cyclists would argue that “some festivals and</p>	<p>This is referenced in the document.</p> <p>Noted. The document references the appropriate govt. Guidance but will review text to clarify point.</p> <p>The granite setts to be used in York from now on are squared off and not as the traditional rounded ones are. This point is made in the document but will review to clarify where appropriate.</p> <p>There is national guidance and standards which are referenced but will review and clarify.</p> <p>Noted. <b>The text will be amended to remove reference</b></p>
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<p>events conflict with the cycle parking” as the racks are there and used 365 days a year whereas festivals and events aren’t. It is essential that some cycle parking be retained on Parliament Street, possibly in smaller more spaced pockets. If a decision is taken to remove all the racks I can guarantee cyclists will resort to locking their bikes to street furniture, trees or leave bikes leaning against shop fronts.</p> <p>Here is an excerpt from LTN02/08 Cycle Infrastructure &amp; Design – “Parking facilities should be easy to find and as close to destinations as practicable. Numerous small clusters of stands in a town centre are generally preferable to one large parking area. If stands are underused in any particular position, they can be relocated to areas of higher demand if appropriate.”</p> <p>Although there is abuse of the Footstreets regulations by some cyclists, many of the people using the racks within the area arrive at them before the Footstreets regulations start or leave after they finish so do not break the law. The key priority of finding secure off-street parking areas isn’t necessarily what cyclists want, they want to park as close as possible to their destination and will not walk as far as drivers are prepared to, they also don’t potentially want to pay to park either. The Bike Hub was set up as a secure off-street solution but take-up has been very poor, potentially it was too far away from the city centre for many people.</p> <p><b>The standard spacing for Sheffield stands should be at least 1000mm</b> and more where there is a high turnover of use or the potential for non-standard cycles or many with baskets, child seats etc. 900mm may be acceptable at workplaces and schools where turnover is much lower.</p> <p>P55 – you may want to consider relocating the large post box at the end of</p>	<p><b>to removal of racks but there may be scope for re-positioning them. Text will be amended accordingly.</b></p> <p>Noted and text will be quoted in the document.</p> <p>Noted.</p> <p>Noted. 900mm was taken from published guidance but will amend text accordingly.</p> <p>Noted and will investigate.</p> <p>There have been many</p>
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	<p>Parliament Street (which causes a bit of a pinch-point when large events are taking place) as part of the Pavement / Piccadilly public realm improvement scheme. If the utility cabinets are retained it may be worth moving it near these.</p> <p>P58 – are we suggesting all pedestrian guard-rails should be gloss black irrespective of where they are in the city? If so there will be an additional maintenance liability associated with them as the paint or powder coating tends to get chipped or scratched off. I agree it is appropriate in the historic core but may be less of an issue in the suburbs.</p> <p>P59 – is there anything CYC can do to prevent garish advertising panels on telephone kiosks?</p> <p>P60 – Street trees – need to be carefully positioned in order that they don't block sight-lines at junctions or near bus stops, they also need to be far enough away from kerb-edges that they don't damage kerbs and project low shoots out into the carriageway which are a danger to cyclists. There needs to be regular maintenance of the trees to remove dead or low-hanging branches and growth from the base of the tree.</p> <p>P62 – care needs to be taken with heights of contemporary seating, half of the seating in Library Square is only suitable for giants with very long legs. Although bins next to benches should be avoided there needs to be one fairly nearby</p>	<p>comments relating to the concentration of effort on the city centre and we should ensure that for street furniture at least we work towards a qualitative approach. Why should guard railing be substandard in the places where people live? Therefore the answer is yes.</p> <p>I believe so yes. Consider expanding text on advertising.</p> <p>Noted and to be dealt with in forthcoming tree strategy. Will review text to make this clearer.</p> <p>Noted. Text is clear on this point (seat height). Rubbish. There will be a new section on enforcement and cleanliness. Why would we want to place a bin near or next to every seat in the city? People can walk.</p>
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	<p>otherwise rubbish will tend to be left on, under or next to the bench.</p> <p>P63 – There is a growing trend (mostly by BT) to have adverts on the side of their utility cabinets, this should be prevented somehow as they are unsightly and could encourage fly-posting.</p> <p>P64 – care needs to be taken with cross-footway rainwater channels, some of those in the city centre which have a galvanised finish are very slippery when wet, some sort of non-slip type should be selected as a standard York type.</p> <p>P66 – There is no reason why the people operating the fun fair cannot leave a gap for pedestrians between the cycle racks and their perimeter fence. The issue of amplified sound emanating from some city centre shops also needs addressing as they can be more annoying than buskers.</p> <p>P69 – the repositioning of secondary traffic lights which are near the city bars may prove to be tricky as these are nearly all major junctions on the inner ring road</p> <p>.</p> <p>P70 – the “bad” example of the no parking sign attached to the street sign seems contradictory to the advice that signs should be fixed to walls or existing poles where possible.</p> <p>P73 – I would recommend the inclusion of someone with Transport Planning Policy background in addition to the public transport side as pedestrians and cyclists also</p>	<p>Noted. This issue will be included in a revised text on utility infrastructure.</p> <p>Noted. Will amend text.</p> <p>Noted. Text will be amended to make the point. Amplified sound from shops tends to have a restricted noise cone whereas external amplified sound has a very wide noise cone but it is a good point and text will be reviewed to see how this point can be included.</p> <p>Noted. Will find a better example.</p> <p>Noted and will discuss with colleagues.</p> <p>Noted. Will discuss with</p>
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	<p>need to be considered.</p> <p>P74 – the Process Diagram – the only Key Group which seems to be consulted at every stage is the Design Group, this looks a bit over the top. Surely other stakeholders also need to be consulted.</p> <p>Sorry, this is quite a lot of feedback but some of the issues raised are quite crucial to pedestrians and cyclists.</p>	<p>colleagues.</p>
<p>3.23 RNIB Regional Campaigns Office for Yorkshire and Humber</p>	<p>I have been working with a group of blind and partially sighted people in York and have helped them respond to the consultation questions. The online survey, whilst easy for some residents of York to complete, it is not an ideal way to respond for Blind and Partially Sighted people. As a compromise we had a discussion group. Thank you for allowing us to submit our response via e-mail and in writing to you. Making consultation activity accessible is really about being flexible and making reasonable adjustments when asked. You did this when I asked you to accept our response in a different way. If you ever want to speak to me about the different ways groups may wish to be consulted and what could be considered reasonable I would be happy to talk to you about it.</p>	
	<p>The York Campaigns Group welcomes the opportunity to feed into the Streetscape Strategy Guidance. The group is made up of Blind and Partially Sighted members from York Blind and Partially Sighted Society (YBPSS). Six of the group participated in the review of the Streetscape Strategy Guidance. Tracy Dearing, RNIB Regional Campaigns Officer facilitated discussions and prepared this response.</p> <p>1. Do you agree with the seven key principles</p>	

- A city for people
- Access and mobility
- Design
- Distinctiveness
- Way finding and legibility
- Light and dark
- Management

Please explain:

The group agreed in principle that the guidance concentrated on the right key priorities for York. The group had an in-depth discussion around a number of the priorities. The following presents these discussions:

A city for people – „puts the needs of pedestrians and vulnerable users before the needs of vehicles’.

Several members fully supported the idea of reducing the dominance of cars in towns and cities, especially where this means a more attractive environment can be created. However, had concerns that the guidance promotes the use of Shared Space design as a way of achieving this. The group were clear that under no circumstances should Shared Space design be introduced into York City Centre.

Others had concerns that many vulnerable people held blue badges and

Noted. Current discussions on possible shared space at Parliament St/Pavement/Piccadilly involve retaining signalised crossings and tactile boundaries.

Noted but not an issue covered by the strategy.

<p>relied on vehicles to gain easy access to the city centre and the goods and services available. They felt that the guidance needed to consider</p> <p>blue badge users and strike a balance between vulnerable pedestrians and vehicle users.</p> <p>Access and mobility – „Ensure that York becomes a fully accessible city. Consult with communities of interest early in the process.’</p> <p>Once again, the group held grave concerns that the picture out lined in the consultation document (London Exhibition Road) used a Shared Space option of achieving an accessible environment. The group have serious concerns over the implications of Shared Space for blind and partially sighted people: The following presents some of the key concerns the group discussed:</p> <ul style="list-style-type: none"> <li>□ Shared surfaces rely on eye contact between road users - pedestrians and drivers - so this completely fails to take into account the needs of blind and partially sighted people.</li> <li>□ Navigating the street without designated crossing points will mean depending on drivers to notice and stop when a blind or partially sighted person wants to cross. Whilst many drivers are considerate, some are not! We are seriously worried about safety issues and want to see safe crossings included in street design.</li> <li>□ Kerbs are a very important part of street layout for blind and partially sighted people, but shared surface schemes mean kerbs are removed. The kerb is vital for street orientation for long cane users, whilst guide dogs are</li> </ul>	<p>Noted. Signalised crossings to be retained in schemes. Will consult colleagues.</p> <p>Noted and see above.</p> <p>Noted. Text will be amended to reinforce this point.</p> <p>Noted. Text will be amended to reinforce this point.</p> <p>Noted. Comment as above</p> <p>Noted and good point about children. Comment as above</p>
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trained to navigate by them. Removal of the kerb risks leaving people in danger as it is difficult to work out where the safe area stops and the roadway for vehicles begins.

□ In order to create a shared space, a road can be wiped clear of all markings, signs and street furniture, sometimes including tactile paving. Tactile paving is vital to street navigation and informs people about risks and safe places to cross the road. Without it, yet another aid to mobility and safety for blind and partially sighted people is lost.

□ There is a fear factor that will cause another barrier to blind and partially sighted people. Without a defined safe space away from traffic, Blind and partially sighted people will lose confidence and will stop using these streets and they will become "no-go" areas.

The group discussed how concerns over shared surfaces are held not just by people with sight difficulties but come from many different user groups. There are worries about children's safety as basic rules of crossing the road cannot be used, and people with learning disabilities may also find it difficult to understand how to cross the road safely. Older people may find it difficult to see or hear traffic and may have mobility problems and may not be confident getting traffic to stop.

The group welcomed the guidance commitment to consultation early in the process. Members felt that It is essential, right from the beginning of the process. They stated that The City of York Council should, rather than present the public with a list of options, engage with the people that walk the area daily and discover what they really want their streets to be like. It is also important to consult with groups representing older people, children, and disabled people. Often compromises can be reached through open

Noted. Text to be reviewed and amended to reinforce this point.

Noted. Text will be amended to take this into account.

Noted. Will discuss with colleagues how best to integrate this into the council's work.

Noted.

Noted.

Noted. These issues will be

<p>discussion.</p> <p>The group also stated that The City of York council should undertake an Equality Impact Assessment (EIA) at the initial planning stage. The EIA should be used to determine how a proposed scheme would affect different groups and highlight any negative impacts. In the light of an EIA's findings, the local authority should seek to promote equality by addressing any issues raised.</p> <p>The group also suggested that local authorities invite the same groups back to evaluate the scheme once it is up and running. On-going monitoring of pedestrians' experiences should ensure that any teething problems can quickly be identified and remedied.</p> <p>Members also suggested that following implementation, schemes need to be evaluated thoroughly to ensure that they do not unduly discriminate against any user group.</p> <p><b>Design – 'Keep things simple, use a consistent pallet of materials and street furniture. Be aware of how the space is used and the accessibility issues and opportunities'</b></p> <p>The group reiterated their concerns around Shared Space as a means of design.</p> <p>Way Finding and Legibility – 'Consider how people orientate themselves and find their way. Improve the experience for vulnerable groups.'</p> <p>The group discussed how the current options for way finding across the City of York and described the approach as inconsistent. The group felt that for way finding to be affective for blind and partially sighted people that</p>	<p>covered by the forthcoming wayfinding strategy and implementation programme. Special interest groups will be key stakeholders.</p> <p>Noted and will discuss with colleagues.</p> <p>Noted and text will be reviewed and amended accordingly. It will not be possible however to fully translate the guidance into easy read. Will explore possibility of preparing suitable summaries.</p> <p>Noted. Comment as above for wayfinding.</p>
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	<p>Management – Consider access and mobility issues, impact on heritage assets and their settings, quality outcomes, need and sustainability. □</p> <p>The group understood the need and importance of assessing the impact on heritage, when considering access and mobility issues. The group felt that the guidance could include examples of what would be reasonable and consult with disabled people to find both accessible and heritage friendly options.</p> <p>2. Do you agree that the streets and spaces with the highest pedestrian activity should be priorities for investment?</p> <p>Yes</p> <p>Please explain:</p> <p>The group agreed that this seems to be a sensible use of resources as well as vital to the local economy.</p> <p>3. Does the guidance cover all the right issues?</p> <p>Not sure</p> <p>Please explain:</p> <p>The group felt that guidance did concentrate on a wide range of issues and were particularly pleased to see that it promoted the idea that advertising boards and other street furniture as hazards. The group were however</p>	<p>Noted. Quoted in the final document</p> <p>Noted. Will take advice on appropriate wording.</p>
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concerned that the current City of York A-board policy is currently under review and consequently, would not feature in early versions of the publication. The group felt that the writers of the guidance needed to be part of the review of A-boards policy and put forward the findings of this consultation.

The group discussed at length A-boards and the potential hazard they cause blind and partially sighted people.

Members talked about how heavy many of the boards are and how they are often scattered across walkways, sometimes causing a dangerous obstruction. The group talked about how it is essential for many people including blind and partially sighted people to have a clear route along a pavement. They stated that the proliferation of A-boards can make it difficult for those with sight difficulties to negotiate the path. This can result in them walking into A-boards and injuring themselves, or inadvertently walking into the road whilst attempting to avoid these obstructions. One member stated that

‘falling over or bumping into an A-board can be painful and can adversely affect blind and partially sighted people’s confidence and mobility. The over use of A-boards can restrict their freedom and opportunity to participate in their local community’

Consequently, the group insist on a complete ban on A-boards. A complete ban will enable many people to walk along their local streets without fear of colliding with heavy, painful obstructions. Currently, there is no evidence which suggests that a complete ban will have an adverse economic impact on traders. The group members believe a complete ban places all traders on

Noted and will review text to include direct reference to legislation.

Noted. Amendments will be made.

the same footing regardless of the width of pavement outside their premises.

The group agreed that the guidance could highlight points from the Highway Act which would then reflect the legal responsibilities that Local Authorities have in relation to pavement obstructions.

#### Highways Act 1980

Section 130 (1) of the Highways Act 1980 imposes a duty on the Highways to assert and protect the rights of the public to use and enjoy the highway. This general duty is reinforced by s.130 (3) which states that the highway authority have a duty to prevent, as far as possible, the obstruction of the highway.

Not every obstruction of the highway will be unlawful, some obstructions such as vehicles unloading or erected scaffolding may be considered a reasonable use of the highway. Use of the highway is a matter of give and take. However, in groups view, obstructions to the highway caused by A-boards, parking on pavements or (wheelie) bins are unlikely to be considered a reasonable use of the highway.

Gain the group felt that the guidance should have a section on the Equality Act 2010 and how this works in relation to highways. For example:

#### Equality Act 2010

Under the provisions of the Equality Act 2010, it is unlawful for service providers and those exercising public functions, including highways functions, to discriminate against disabled people. This includes a duty not to indirectly discriminate and to make reasonable adjustments where existing arrangements place a disabled person at a substantial disadvantage. In

Noted. Text will be strengthened

RNIB's view a failure by a Highways Authority to

exercise its duties under the Highways Act to prevent obstructions to the highway, places blind and partially sighted people at a particular (substantial) disadvantage and therefore is in breach of the Equality Act.

As the duties under the Highways Act are statutory duties, we consider that it is unlikely that a local authority will succeed in arguing that exercising their duties under the Act would be unreasonable or not proportionate.

4. Does the guidance adequately consider the needs of disabled and older people?

Yes

Please explain:

The group agreed that by in large disabled people and access did feature in the guidance. The group however felt, as described in earlier sections, that the guidance should have a legal section which pertain to the different Acts and Duties surrounding disabled people and the built environment, for example:

- Equality Act 2010
- The Highways Act 1980
- Public Sector Equality Duty

Noted. A new section on cycle tracks will be added. A section on shared surfaces will be considered.

There will be a revised section dealing with management.

Noted. Advice will be sought on timeframes.

Noted. Will review text and ensure taht there is clear identification of disabled groups as key stakeholders in public realm design.

	<p>5. Does the document fully reflect the findings of the access &amp; mobility audit?</p> <p>Unsure</p> <p>Please explain</p> <p>The group have read the Access and Mobility Audit and feel that the guidance does reflect it. The group were concerned that the access and mobility audit was extremely vague in regards to pavement obstructions. The audit failed to offer any guidance or ways of tackling pavement obstructions and the legal framework that exists surrounding it. It was agreed that this guidance needs to address this and be clear on what the</p> <p>Local Authority are suppose to do, in regards to managing pavement obstructions.</p> <p>6. Do you have mobility impairments?</p> <p>Yes</p> <p>Please explain:</p> <p>Visual Impairment</p> <p>7. Are the next steps for 2013-2014 the right ones?</p> <p>Unsure</p> <p>Please explain:</p>	<p>Noted. There is a delivery section but it will be reviewed and strengthened to be clearer.</p>
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The group felt that the next steps needed to include the following:

- How the Local authority manage cycle tracks and shared space
- How the local authority manage wider pavement obstructions; such as waste management, recycling bags and wheelie bins.

The group were really happy to see that the next steps did include a review of the A-board policy. However, were disappointed that it did not include a time frame. The group felt that there needs to be a time frame connected to each next step so that they are planned and resourced appropriately.

General feedback and comments

The guidance needs to consider and outline how it is going to involve disabled people in shaping York's built environment

The DfT „Transport Note 1/11“ clearly states that:

„Consideration of the needs of disabled people...is an important part of built environment design. The duties under the Equality Act 2010 are particularly relevant“

As a public authority, local authorities are subject to the Public Sector Equality Duty and are required to have "due regard" to equality outcomes in everything it does. In particular, the authorities are required to ensure that it eliminates discrimination, advances equality of opportunity and fosters good relations between, amongst others, disabled and non-disabled people.

	<p>Undertaking an Equality Impact Assessment (EIA) at the initial stages of planning a scheme, by a local authority is one way of demonstrating “due regard”. The EIA should be used to determine how a proposed scheme would affect different groups and highlight any negative impacts. In the light of an EIA’s findings, the local authority should seek to promote equality by addressing any issues raised.</p> <p>Local Access Forums are also a way of consulting with disabled people s.94 (5) of the Countryside and Rights of Way Act 2000 requires the Council to have regard, in carrying out their functions, to take advice given to them by the Local Access Forum. Where one does not formally exist in an area the Act requires the local authority to set one up.</p> <p>Finally, the group had a number of questions relating to the guidance.</p> <p>How is guidance going to be used?</p> <p>Who will use the guidance?</p> <p>How is it going to be enforced?</p> <p>Who will enforce it?</p>	
3.24 York resident	<p>I write in response to the consultation on the new Streetscape strategy, it having just been brought to my attention.</p> <p>In general, I welcome this new strategy which demonstrates a clear vision, based on sound principles with a commendable attention to detail. The fact that there <i>is</i> a vision that expresses a set of priorities for this city is a good thing!</p>	Noted.

However I do have a very particular concern. As a frequent cyclist and as a cycle retailer, I have a major reservation - based on over twenty year's experience of cycling and working within the cycle trade in this city. It concerns this proposal from page 52:

*The cycle stands in Parliament Street and St Sampson's Square are very popular, especially with city centre workers but they are an intrusion and a hazard for disabled people. As this is a footstreets area it would seem sensible to place parking at the edges. Piccadilly for instance offers significant opportunity for this. Other roads may be more limited in scope.*

In my view, this proposal to remove cycling parking from such central and accessible locations within the city is based on an unrealistic expectation of cyclist's behaviour. Cyclists are not in the habit of 'parking up' in a single fixed location, going about their business and then returning to that location in the manner of a motorist using an NCP type facility. This notion of such a 'round trip' is simply not realistic if the parking is too far removed from the amenities.

On the contrary, cyclists are far more likely to keep their cycle close at hand when visiting locations in the city centre - and use conveniently sited cycle stands very close to their destination. They become pedestrians during this time, but for a whole host of reasons they like to keep their bikes with them. This is a good thing - as it maximizes the utility of the bicycle as a form of transport - a very desirable outcome if you want to deliver on your oft-stated desire to increase cycle usage in York. Remove these facilities and you will risk creation of a number of disfunctional

Noted. Text will be amended.

Noted. Text to be amended to include some of these substantive points.



outcomes - namely:

- Haphazard and irregular cycle parking - in shop entrances, against windows and street furniture, which is likely to cause a greater hazard to those with mobility issues than the cycle stands that you are proposing to remove.
- The inevitable complaints that such behaviour will generate will lead to calls to police such behaviour - which in itself, will raise serious resource issues. In short, greater regulation will cost you money and will in general be treated with the same disregard as poorly thought out and ineptly sited 'Cyclists Dismount' signs.
- Should such a policy be imposed 'successfully' (i.e. achieving the narrow goal of the removal of 'unsightly' cycles and cycle racks from conveniently accessible central areas such as Parliament Street), then you run the risk of reducing the marginal utility of many cycle journeys and therefore a reduction in cycling itself.
- Cycling is already banned in the city centre and this measure would reduce its 'permeability' and hence its attractiveness to cycle users even further. It would also send out a strong message that despite its stated policy, City of York Council is not really interested in actually seeing any cyclists around the centre – in other words cyclists should appear in the stats, but remain invisible in practice. Please take note that visibility is an important part of the promotion of this socially and culturally beneficial activity!
- (On this note, it is interesting that in your publicity you are likely to cite various examples of best practice from other European cities, but neglect to observe that in many of these, cycle access is permitted and cyclists and pedestrians mingle freely).
- The cycle racks in Parliament Street are full to capacity when the weather is fine. Their removal would lead to a serious shortage of secure and overlooked cycle parking – a cycle thief's dream. Where do you propose to accommodate existing demand, let alone the extra demand if you are to

Noted.

	<p>make good on your cycle strategy?</p> <p>As I said, in general I welcome this strategy, as well as other initiatives – such as the bold move to close Lendal Bridge to private traffic, but please recognise the importance of <i>removing barriers to cycling</i> and not proceed to erect them at this important juncture.</p>	
3.25 York resident	<p>With reference to the consultation on the Consultation Draft City of York Streetscape Strategy and Guidance document it would be useful to make reference within the document to the need for Public Art within strategic developments and give some direction on the considerations which will be relevant to this. Currently the Local Plan Preferred Options does not make reference to this in Draft Policy DHE5: Streets and Spaces, although there is reference to it in the justification to Draft Policy IDC1 on Infrastructure and Developer Contributions.</p>	Noted. A new section on public art will be added.
York resident	<p>General Comment</p> <p>There are several INSTANCES IN THE DOCUMENT WHERE THE NEED FOR COMPETENT CRAFTSMEN IS REFERRED TO, EG: PAGE 26, Principle 7; page 43, footnote 2; page 47, Cobbles, 3<sup>rd</sup> para. It is suggested there is a general point made at the beginning of the document encouraging the training and employment of craftsmen in traditional crafts.</p> <p>PART I Streetscape Strategy</p> <p>Page 12, Morphology: the creation of St Leonard’s Place was not an C18 improvement. It was created 1834-5.</p> <p>PART II Key Principles</p>	<p>Noted. Will add reference to this point.</p> <p>Noted. Text will be amended.</p>

<p>Page 23, Distinctiveness, Principle A</p> <p>Agree that the retention of historic features contributes to ‘Distinctiveness’ . The replacement of original lamps on Lendal Bridge with lanterns of a different design contravenes this principle: likewise the replacement of the elaborate early C20<sup>th</sup> lighting column in Library Square during the ‘reinvigoration’ of that space.</p> <p>Page 23, footnote 2: what, and where, are the comprehensive historical character assessments of “main urban areas” which will include detailed Statements of Significance? Do they actually exist? If not, they should not be mentioned.</p> <p>Page 26, Principle &amp;, Management: <b>emphasise the importance of good craftsmanship such as the laying of paving, cobbles and setts.</b></p> <p>PART III Strategic Framework</p> <p>Page 28, Priorities 7: there should be a weight limit for vehicles loading and unloading in the City Centre, especially in foot streets.</p> <p>Page 32, Priority A: General Principles</p> <p>Suggest that Micklegate should be publicised as an alternative route into the City Centre from the station across Ouse Bridge. As the pre-Conquest Great Street, it is sinking into decline and needs to be promoted to assist its regeneration.</p> <p>Page 33, Priority A: General Principles</p> <p>2<sup>nd</sup> para: question whether street lighting should “always be wall-mounted” since virtually every building in the City Centre is a listed structure. It is not good practice to attach heavy lighting equipment to fragile medieval walling material or</p>	<p>Lamps on Lendal Bridge are accurate replica’s of original lamps based on the one surviving example. Lamps in Library Square did not replace early 20<sup>th</sup> century examples.</p> <p>The reference is to work on-going that will be complete in November 2013.</p> <p><b>Noted. Text will be strengthened.</b></p> <p>Noted. Will seek advice of highway colleagues for suitable wording.</p> <p>It has been identified as a priority in the document and the forthcoming wayfinding strategy and implementation</p>
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handmade soft C17<sup>th</sup> and C18<sup>th</sup> brick walls. Earlier guidance from English Heritage and City conservation sources advised that applications to place attachments on listed buildings would not be allowed. This prohibition should be continued.

Page 33, continued: Core Medieval Streets, 2<sup>nd</sup> para: who has sanctioned the replacement of medieval “lanterns”, and on what advice? Their replacement is counter to the statement on Distinctiveness on page 23 (see above).

Station to Centre, 2<sup>nd</sup> para: why has the “historic lighting” on Lendal Bridge been replaced by lanterns of a different design? What is the basis of the instructions about lanterns and lighting equipment in the last two sentences of this paragraph?

Page 34, Priority B, Locations

There are ‘City Centre’ bus routes along Pavement, St Leonard’s Place and Gillygate.

#### PART IV Guidance

Page 43, Issues: some types of paving material absorb moisture and stain easily becoming filthy and disgusting: these should be identified and prohibited.

Page 46, Carriageways and kerbs: a number of street corners are kerbed with reused metal tramlines, clearly a customary way of doing things which be retained.

programme will take the substantive point on board.

**Noted. Comment from English Heritage has been received on this point and the text will be amended. However, where appropriate this practice will continue and with EH support. There is no prohibition in place and never has been.**

Medieval lanterns are not being replaced. Carriage stuyale lanterns with LED technology are being used to achieve a better and more consistent approach in keeping with the charcter of these streets.

Lamps on Lendal Bridge are accurate replica’s of original lamps based on the one surviving example.

**Noted. Amendments will be made.**

	<p>Page 51, Street Furniture, Informative: why is the default bollard to be the one chosen which has spurious gold banding at the foot and the neck which will deteriorate into shabbiness?</p> <p>Page 52, Cycle Parking: the large and obtrusive signs on the stands should be removed and disallowed as part of the 'decluttering' process.</p> <p>Page 53, Lighting: objection to the attachment of street lighting to listed buildings in the City centre is repeated.</p> <p>Page 55, Post boxes: it seems unlikely the City Council can ensure that these are retained unless they could be included on the List of Local Heritage Assets.</p> <p>Page 56, Pavement Cafes: full guidance on the establishment of these should be prepared and made available to potential applicants.</p> <p>Page 58, Railings: replacement railings, if permitted, should be 'like for like' including manufacture to imperial measurements as metric railings are invariably visually out of proportion with pre-metric buildings.</p> <p>Page 59, Telephone boxes: unlisted telephone boxes can be nominated for the List of Local Heritage Assets.</p> <p>Page 61, Seating: seats in Parliament Street should be sited so that they are never removed. If the City Centre is extended to cover Micklegate as proposed in the Local Plan, seating will be required on this side of the river as there is none at</p>	<p>Noted. There will be a section on street cleanliness but identifying more absorbent material will be problematic. Apparently they are not reused tramlines but were specifically manufactured as kerb strengtheners. Will ensure that they are adequately mentioned.</p> <p>This was a reinvigorate York Board decision.</p> <p>These are necessary for blind and partially sighted people.</p> <p>Noted. See comment above.</p> <p>Noted.</p> <p>Noted. Separate planning guidance will need to be drawn up. Comment will be referred to conservation and design</p>
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	<p>present.</p>	<p>colleagues.</p> <p>The guidance is principally concerned with pedestrian barriers which have no historic value.</p> <p>Noted. Will consider amending text.</p> <p>Noted. The graphic identifying proposed seating areas will be amended. Parliament Street is a mixed use space and seats will always need to be removed. Opportunities for new seating outside the central area have been identified.</p>
<p>York resident</p>	<p>General Comments</p> <p>It is good that York has begun to formulate a Streetscape Strategy. Some Councils</p>	

	<p>have had an adopted strategy for more than a decade.</p> <p>The document is most interesting. It usefully adds to the surprisingly scanty details of materials in other documents such as the Central Historic Core Conservation Areas Appraisal, Heritage Topic Paper, etc.</p> <p>It is good that the strategy is being produced locally, rather than being an agency job.</p> <p>The illustrations are well chosen and (as I have commented before) they are embedded at a decent resolution.</p> <p>The contributors' roles should be identified; the list of names on p.78 means little beyond a very local – West Offices – context. (Compare Bath 1.02)</p> <p>The Strategy is too incomplete to be robust. It needs immediate expansion, not just 'modification from time to time'. Among the omissions are the city walls ramparts and ditches, public art, soft landscaping, and a host of things CABE's Living Places: Caring for Quality lists as the 'kit of parts'.</p> <p>Some of these topics may be covered in other documents. The strategy is inconsistent in referring to these – an opportunity missed.</p> <p>The strategy could record recent and ongoing achievement more strongly. One way would be to include before and after photographs showing improvements.</p> <p>Specific Comments</p>	<p>Noted.</p> <p>Noted. Text will be amended.</p> <p>Noted. There will be some extra sections added dealing with public art, green infrastructure, cycle tracks, cleanliness and management. It is impossible to reference everything or even read everything but there are certainly further useful documents that should be mentioned and text will be suitably amended.</p> <p>4. Noted. Will review the</p>
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Page	Identifier	Comment
4	..it must not be put upon shelves and forgotten..	This is a strange introduction for a LDP document. An exact renewal strategy would be better. (Compare Bath SS Manual 1.09.)
8	Part Two describes the six strategic principles..	Part Two has seven principles.
24	Illustration: York sign  Illustration: Sheffield sign	The signs would look better painted black, as recommended for other street furniture. Orientation of the flags needs to be checked periodically 'Connect Sheffield' signs are well-designed but too large for many locations in York. (Smaller versions are illustrated in the Greenwich Peninsula signage scheme.) Signs should not carry advertising. Power supply should be integral. Flat panels are better than 'kiosk' designs. Any scheme needs to be much more sensitive than the JC Decaux arrays proposed for York a few years ago.
24	Contemporary digital technologies	GPS augmented reality technology should be widely employed. Apps should be multi-lingual.
25	..enhancing dark skies..	The Streetscape Strategy should state explicitly that the night sky is a component of streetscape. Though the council recognises that York is badly afflicted with orange sky glow and though its reports often mention dark skies, York needs the implementation of a comprehensive dark skies scheme. Then we might see stars over the Shambles. LED lighting in itself it makes a negligible contribution to dark skies.
33	Aco drains	These need higher maintenance than dished drains, and they are not getting it. Those in Davygate are usually choked with cigarette ends and rotted manure.
33	New carriage lantern style..	Large empty looking lanterns are unsatisfactory. They need LEDs which suggest a traditional source of light.
33	Kings Square project timed to commence..	Needs a revised date.
33	..replacing..for approx. 20m either side of each bar..	20m is not enough. The aim should be to 'turn the corner' into adjacent streets, to avoid a contrived and patched look.
33	Carriageways should be resurfaced.to enhance the special qualities of these remarkable structures.	The bars deserve better than to be displayed on the chill tray of a 'heritage' surface. Continuity of carriageways though the bars should not be compromised. Grey carriageway surfaces to match existing tarmac may be acceptable. Schemes which favour light surfaces draw attention to themselves rather than the assets, which then looks shabby. (The new surfaces in Deangate compromise the appearance of everything around.)  An example: Bootham Bar's status would be diminished by any scheme which divorces it from Bootham and Petergate. It should not become

wording.

8. noted. Text will be amended

24. Forthcoming wayfinding strategy will cover these points.

24.as above.

25. the lighting section will be amended to take account of this point. LED lighting does in fact make a difference, partly because the design of LED lanterns directs far more light downwards and there is far less upward spillage. The revised section will consider the removal of existing lighting where safe and appropriate.

33. Noted. There will be a new section on cleanliness.

33. Interesting observation. Will discuss with lighting colleagues.

33. Noted and will amend text.

33. Interesting and useful contribution but majority favour the use of granite potts



		more visually associated with the Abbey wall than at present. (It could be related to the generally unnoticed section of city walls to the river by means of a diagonal crossing of St.Leonards, or by an inset marker, to aid interpretation.)
37	..planting more trees to restore the original street environments on Blossom Street and Bootham..	Many of Bootham's trees have gone in my lifetime, though their sites are still marked in the cobbles. It used to be one of York's 'magical green lanes' and should be again, with the planting of young mature trees.
37	..to reduce crossing time for pedestrians..	The Lord Mayor's Walk/Gillygate splays are particularly dangerous to cyclists.
39 & 41	Stable pavours	The cover illustration shows them to be beautiful. It is time to <u>stop covering them with slurry.</u>
42	Non-traditional materials	The strategy does not give proper consideration to the most characteristic carriageway surfaces: tarmac/asphalt/resin bonded gravel, etc.. Coloured surfaces can work well in some locations (Station Rise); less well in others (Deangate).
43	blanc de beige is difficult to source now..	This is surprising. Consideration should be given to reusing blanc de beige when street surfaces are renewed and – hopefully – simplified. Blanc de beige works well in Market Street; less well when used for build outs and nervous punctuation of other surfaces.
51	Bollards..a hazard to blind or partially sighted pedestrians.	Bollards are a hazard to <u>everyone</u> in the overcrowded city centre: they are masked by people's bodies until it is too late!
51	Manchester bollards	Some Manchester bollards are more pleasing than others. Breakaway bollards should be standard to minimise damage to adjacent surfaces. In some locations the modest York bollard is best – Peter Lane, for example.
52	Facilities fail to keep up with demand.	Something needs to be done about the proliferation of advertising cycles.
52	Cycles parking should be relocated from Parliament Street.	Relocation of the cycle racks in Blake Street and Duncombe Place should be the priority.
52	Stands should be spaced 900mm apart.	Tight spacing increases the risk of damage to a cycle's fittings: Unhooked brake cables and brackets are potentially lethal. 1100mm would be safer.
57	Passenger shelters & bus signs	The policy that bus stop flags should not be mounted on lamp columns should be reconsidered. Square section columns, stripes, and box flags are ugly and unnecessary: flags can incorporate flat screen technology. Solar power tilts are inelegant;

37. Noted.

37. Noted.

39 & 41 Noted. Text will be further strengthened.

42. Noted. Text will be revised and enhanced.

43. Noted. Document states that blanc de beige is a good product but it is true that sourcing is difficult. Will consult with highway colleagues on this point.

51. Noted. A good point and text will be amended.

51. Noted. York bollards to stay around the Minster.

52 Noted. Will add point to cycling and advertising sections.

52 Text to be changed to

		<p>so are feeder pillars, as the illustration shows.</p> <p>Foster shelters (in the configuration shown) are not ideal. A more sympathetic Decaux shelter is at Clifton Green. Design competitions could be considered for bespoke shelters.</p>
58	Railings	<p>The inner side of Bootham Bar still has the 'gas tube' railings which the Civic Trust and Esher deplored fifty years ago.</p> <p>It is a pity that the improvements resulting from the removal of the Museum Street barriers and the reduction of those at Walmgate Bar are not illustrated.</p> <p>The illustrations of 'poor quality' and 'reasonably elegant' railings do not show a clear difference. (The Bootham railings need paint.)</p>
59	Telephone boxes	<p>It seems odd to propose the relocation of the listed Duncombe Place box – the street's most notable fitting, consonant with the Red House. K6s are as iconic as the Routemaster, and it is appropriate to have one here. It needs straightening, though.</p>
60	Trees	<p>'Forest tree are right for York' - Civic Trust and Esher.</p> <p>The Minster used to be complemented by the trees along Duncombe Place; now they dominate it. Modest surgery could improve the view. As to the Civic Trust tree, planted when the west front was encased in seemingly permanent scaffolding, does anyone dare suggest its removal? Some site specific proposals would be appropriate in the forthcoming tree strategy.</p>
61	Seating	<p>The ongoing implementation of new seating is excellent. Broxap Blackburn is acceptable in many locations, but not all. Traditional wooden benches ('Royal Park') may remain more characteristic of York in proximity to historic buildings.</p> <p>Bespoke seating is not always successful. Very few people appreciate the symbolism of one bespoke seat in Library Square ; they just think that a vehicle has backed into it!</p> <p>Dwarf walls are a popular form of seating; they dry after rain more quickly than other types of seating. York notably lacks other runs or arrays of seating for group use. The want of sheltered seating should be supplied.</p>

58. Noted. Difficulty in locating before pictures but will renew efforts .

59. Noted. Will amend text to include straightening.

60. Noted.

Noted. The strategy does take these points up but text will be reviewed and strengthened is necessary

63	Street Cabinets	Feeder pillars should be explicitly identified in the strategy (see Bath Manual). They are an objectionable form of street clutter. Some seem speculative: they apparently feed nothing. Power supply should be integrated within all structures requiring it.
64	Street advertising	Sponsorship signs in York are becoming blatant. They should be unobtrusive. We should not allow large signs such as the 'Guy Fawkes Inn 250m' sign in the flower bed outside the Tourist Office.
64	'A' boards	The strategy should identify single leaf advertising boards sprung from a substantial base as a greater hazard than 'A' frames. If one loses one's balance they offer no chance of recovery. Government guidelines cite York Minster as an area in which advertising is not permitted There are regularly up to seven 'A' frames in a row at the east end.
66	Caption: Acoustic buskers	The photo shows amplified buskers.
67	Commercial waste	The waste skips on Duncombe Place shown on p.59 should be stored in the yard between Red House and Thatre Royal. Likewise, the purpose built skip enclosure by City Screen seldom seems to be used for skips. Enforcement could achieve much.
68	Advisory and regulatory signs	It is good to see that the shaming array illustrated in Traffic In Towns 2 has been removed. However, over the last few years we have seen an increase in NBDN (never before deemed necessary) signs. Every bar is now flanked by NGDN signage. (see p.69)
70	Signs	The city should not be littered with the sawn-off and rusting remnants of former signage/lighting columns/bollards etc. Columns should not be capped with plastic bags and duct tape (Duncombe Place, Parliament Street).

63. Noted. Text will be reviewed and amended where appropriate.

64. Noted. Text will be amended in the advertisement section to take this point up.

64. Noted and will include reference to spring loaded boards.

66. Noted. Image will be changed.

67. Noted. There will be a new section on enforcement.

68. noted.

York Access Forum	Notes?	
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**5. Next steps:**

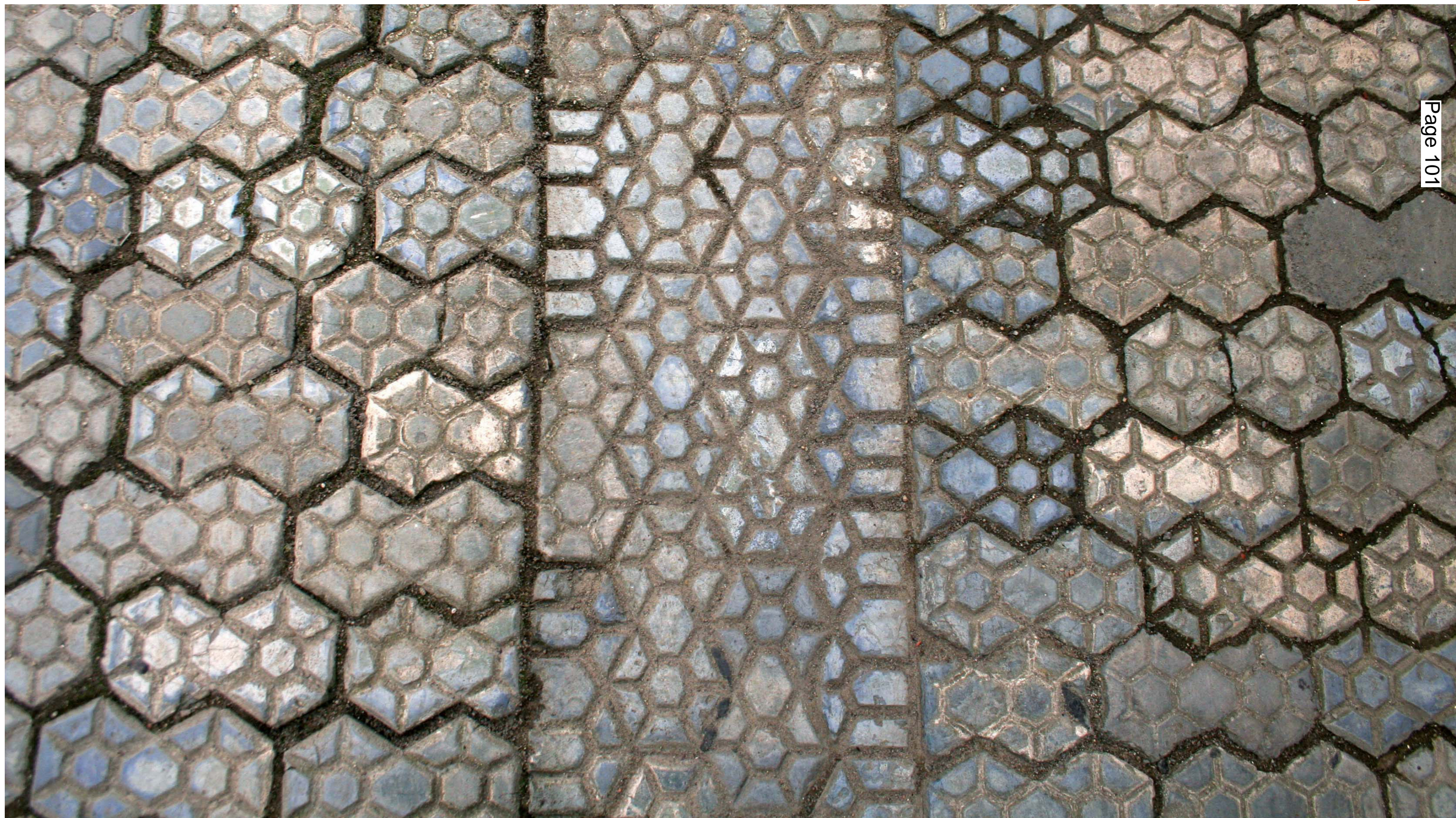
Report back to Reinvigorate York Board (BS)

Feedback to respondents?





# CITY OF YORK STREETScape STRATEGY AND GUIDANCE









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# Foreward

York's most valuable asset is its outstanding, internationally important heritage. The quality of the streetscape in the city centre is an essential ingredient of this resource. The city centre attracts over seven million visitors a year, multitudes of local & distant shoppers, and over a quarter of the working population uses it daily. It is one of the main ways the city attracts entrepreneurs, investors, employees and students. Its future vitality depends substantially on how it is used, cherished and maintained.

Through its Reinvigorate York policy, the city council has recognised these arguments, together with the fact that there has been progressive deterioration of aspects of the streetscape over the last decade or so. This strategy and guide is the city's proposal for codifying the key features of the diverse public realm, and to guide all those who develop and manage it. It is an indispensable baseline for future work in the city; it will be extended in the future to address more fully the whole urban area. As a first version it will certainly be modified from time to time, but it must not be put on shelves and forgotten – everyone who works on the public realm must take it into account.

Cllr Dave Merrett

Sir Ron Cooke

Cabinet Member for Transport,  
Planning and Sustainability  
City of York Council

Chair, Reinvigorate York



# Part One: Overview

## The vision

York is the only complete medieval walled city in England. With its recognisable medieval street pattern, 2000 years of unbroken urban development, the largest concentration of designated heritage assets in England, and its well preserved archaeological deposits, it is a formidable place. The city council recognises that the historic environment is a key economic driver<sup>1</sup> and a major contributor to York's individuality and significance as a regionally important urban centre and international visitor destination<sup>2</sup>. York's aspiration is to become a world class city in these regards<sup>3</sup>

We all know that good places are good for the economy. The measurement of this might be difficult to pin down but we know it is true- just look at bad places and they are very seldom economically thriving places. We also know good places uplift your spirit. The first moment you make that judgement is when you step foot in our streetscapes- our streets and spaces.

Our streets and spaces are complex places. Our roads are the arteries that service the retail core, bring in visitors and residents by cycle, bus and car. Our pavements provide pedestrian access and our squares provide social and cultural amenity. They also mask a complex network of underground services from sewers to telecommunications cables and gas pipes. Pedestrian areas, pavements and public spaces are used for a variety of activities from pavement cafés to festival installations, markets, street traders and performers.

This complexity can be overwhelming to manage, and financial

constraints make it absolutely essential to prioritise this. People involved in shaping our streets and spaces must have a clear vision of how they should be operating in a way that will enrich these places. We should put in place policies and guidance that empower people to reach these goals. Many people already know how things should be done. Some are already carrying out the highest standards of work in their field; some might find the system they are in constrains them, some might find a lack of money holds them back. Others are perhaps not aware of the consequences of their work, and for some they are actually causing damage that sets back this vision.

To start identifying a way forward we need visions that operate at different scales, and different levels of abstraction – from the practical to the conceptual and they are all needed collectively to achieve the better place York must become. Our visions for York are that:

York must be for people

York must be for everyone

York must be distinctive

York, as a network, must be clear how it wants to be “read”

York must be revealed through light and dark

York must be managed in a self sustaining way

In this document these visions are translated into key principles and then the focus is on how we go about achieving results.

“In the past we have developed and managed our streets functionally, leaving tasks to separate professional groups. Streets and spaces can never provide the capacity for all the people and all our vehicles all of the time. We can not provide high-quality places for civic and community life in attractive, beautiful environments as well as satisfying all the functional demands of private vehicle use. The critical need is in the quality and character of city streets, places and spaces. York has the makings of such conditions. Its decision 20 years ago to create footstreets was a major factor in creating the city's human qualities that we enjoy today.”

*New City Beautiful - 2011*

1 York Economic Strategy 2012, Without Walls Action Plan 2011 -2015  
2 York and North Yorkshire tourism statistics  
3 Bid by the city to be included on England's tentative world heritage list 2011



Figure ground illustration of the historic core conservation area (blue boundary) showing the different density of building blocks within the centre and the more residential outer areas. The black areas represent open space - streets, parks, the rivers etc. The essential components of the public realm.





## How to use this document

This document is both a strategy and guidance but it does not explore the fine detail of methodologies and specifications necessary for laying paving and designing new public spaces. Detailed specifications will be covered in more specific documents to follow as outlined at the end of this guidance. It should be read in conjunction with national guidance and regulations. *Manual for Streets 1* and *Manual for Streets 2*<sup>1</sup> are valuable companions to this document.

In general the strategy and majority of guidance is appropriate to the whole of the city of York administrative area but on specifics, this version concentrates more on the city centre.

The document is aimed at anyone who is involved with using, modifying, maintaining or enhancing the city's streets and spaces. It is also aimed at anyone proposing to create new streets and spaces through commercial, retail or residential development. The principles and guidance should also be of value to all York's citizens.

**Part one** examines the background to the strategy and guidance as well as providing an historical overview of York's streets and spaces.

**Part two** describes the seven strategic principles that underpin the council's thinking on the important issues around public space in the city. Each one is accompanied by a key message that emphasises the importance of the principle.

<sup>1</sup> *Manual for Streets 1* contains valuable guidance on major highways schemes and new developments while *Manual for Streets 2* examines streetscape components in detail

**Part three** provides analysis and guidance on street furniture, surfacing, signs, and use. In some cases, specific approved products such as seats and bollards are listed. Anyone involved in adding street furniture or contemplating using streets and spaces for events should examine this section. Highway engineers should also review the sections on surfaces and materials.

**Part four** looks at setting priorities based on a simple analysis of place and movement where locations such as the city centre footstreets and suburban shopping streets (secondary shopping areas) may be classes as more significant than other areas by virtue of high pedestrian movement.

**Part five** Examines process, including a process diagram, key documents, and how it can be progressed.

Each year the city council agrees a repair and maintenance programme for the city based on available resources and a list of priorities based on the significance of various highway issues and moving forwards this programme should be informed by the city of York streetscape strategy and guidance.

The council also has a capital programme of investment in reinvigorating streets and spaces within the city centre until 2015<sup>2</sup>. The two are not mutually exclusive. In reaching agreement on maintenance priorities, the council's highway maintenance staff will consider the aims, aspirations and actions within this document to ensure that where repairs are carried out there

<sup>2</sup> The Reinvigorate York Group was set up in 2012 to deliver improvements to a number of key spaces in the city centre including King's Square, Duncombe Place, Exhibition Square and the Parliament Street/Pavement Junction.

is no conflict with the principles and guidance and that all opportunities are taken to deliver both maintenance objectives and enhancement objectives.

This document is also aimed at statutory undertakers<sup>3</sup> who implement streetworks under *section 50 of New Roads and Street Works Act 1991*. Contractors and others implement their work to standards set by the council through agreed specifications and methodologies.

Developers and their agents involved with working up development proposals anywhere in the city should familiarise themselves with the key principles as well as the guidance in this document.

There are many references in this document to the need for skilled and experienced specialists, for instance, in the laying of cobbles and paving, and the council, developers, utility companies and others should encourage the training and employment of craftsmen in traditional crafts.

<sup>3</sup> Most utility companies are statutory undertakers. Statutory undertakers have a statutory right or duty to install, inspect, maintain, repair, or replace apparatus in or under the street in primary legislation. This legislation is:

- Gas Act 1986 as amended by the Gas Act 1995 (schedule 3)
- Electricity Act 1989 (schedule 4)
- Water Resources Act 1991 (section 159)
- Telecommunications Act 1984 as amended by schedule 3 of the Communications Act 2003

## Background

Many towns and cities have developed urban design guidance and strategies to assist in the management and enhancement of the public realm. The need for York to have its own public realm strategy has been recognised in the *draft Local Plan 2013*<sup>1</sup>.

The *York New City Beautiful: Towards an Economic Vision 2010*<sup>2</sup> report links the quality of urban streets and spaces with economic prosperity picking up on a number of studies, notably by CABE, undertaken over the past decade that have examined this link in detail. York's own footstreets, originally feared by many city centre traders who thought that pedestrianisation would drive trade away is an example of this positive relationship.

“A high-quality public environment can have a significant impact on the economic life of urban centres big or small, and is therefore an essential part of any successful regeneration strategy. As towns increasingly compete with one another to attract investment, the presence of good parks, squares, gardens and other public spaces becomes a vital business and marketing tool: companies are attracted to locations that offer well-designed, well managed public places and these in turn attract customers, employees and services.”

*CABE: The value of public space, 2004*

<sup>1</sup> This was part of emerging planning policy to be examined in detail through a city centre Area Action Plan - now superseded by the current draft Local Plan.

<sup>2</sup> This document was funded by Yorkshire Forward as part of a broad renaissance agenda for the city which set out to merge spatial and economic policy and guidance. This vision borrowed heavily from the North American New City Beautiful movement.

These two documents formed part of the evidence base for the Local Development Framework and now, the *draft Local Plan*. The *York Central Historic Core Conservation Area Appraisal*<sup>3</sup> and the *City Centre Movement & Accessibility Framework* have also highlighted the need for a public realm strategy.

<sup>3</sup> Funded by English Heritage and delivered by consultant's Alan Baxter Associates, this comprehensive assessment takes over from where Lord Esher left off in 1968 and represents a key milestone in better revealing the significance of York's historic environment.

*A relatively uncluttered environment in Aldwark*



“York is widely loved and admired for its wonderful historic buildings and picturesque townscape. However, the Appraisal has found that the poor quality of streets and spaces (the ‘public realm’), which forms the setting for all buildings, substantially detracts from the character, appearance and the experience of the Conservation Area. To date, the design of the city's public realm has not been addressed in a holistic manner but rather has evolved piecemeal through the uncoordinated introduction of street furniture, paving and other elements in a range of different materials and designs and the general spread of street clutter.”

*York Central Historic Core Conservation Area Appraisal - 2011*

*Clutter, heritage assets, trees and fast food stalls - a busy public realm on a quite weekday at the Pavement and Piccadilly junction.*





## Character and distinctiveness

York's distinctive qualities are in part defined in the city council's *Heritage Topic Paper*<sup>1</sup> and are the result of almost 2000 years of urban growth, a highly successful conservation lobby from at least the 18th century, and a reluctance since the late 1940s to embrace the prevailing desire to create new cities and sweep away the old: a fate suffered by many other historic centres. Some may see this as a failure of the city to move with the times. However, Lord Esher's 1968, *York a Study in Conservation*, set out to discover:

"...how to reconcile our old towns with the twentieth century without actually knocking them down. (Because) They are a great cultural asset, and, with the growth of tourism, they are increasingly an economic asset as well."

*Lord Esher, York a Study in Conservation, 1968*

The six principal characteristics from the *Heritage Topic Paper* that define York's special qualities are listed here with illustrations.

Strong urban form



Archaeological complexity



Compactness



Landscape setting



Landmark monuments



Architectural character



<sup>1</sup> Prepared for the City of York Local Development Framework as part of its evidence base and carried forwards as part of the evidence base for the current City of York draft Local Plan. This document was publicly consulted on.

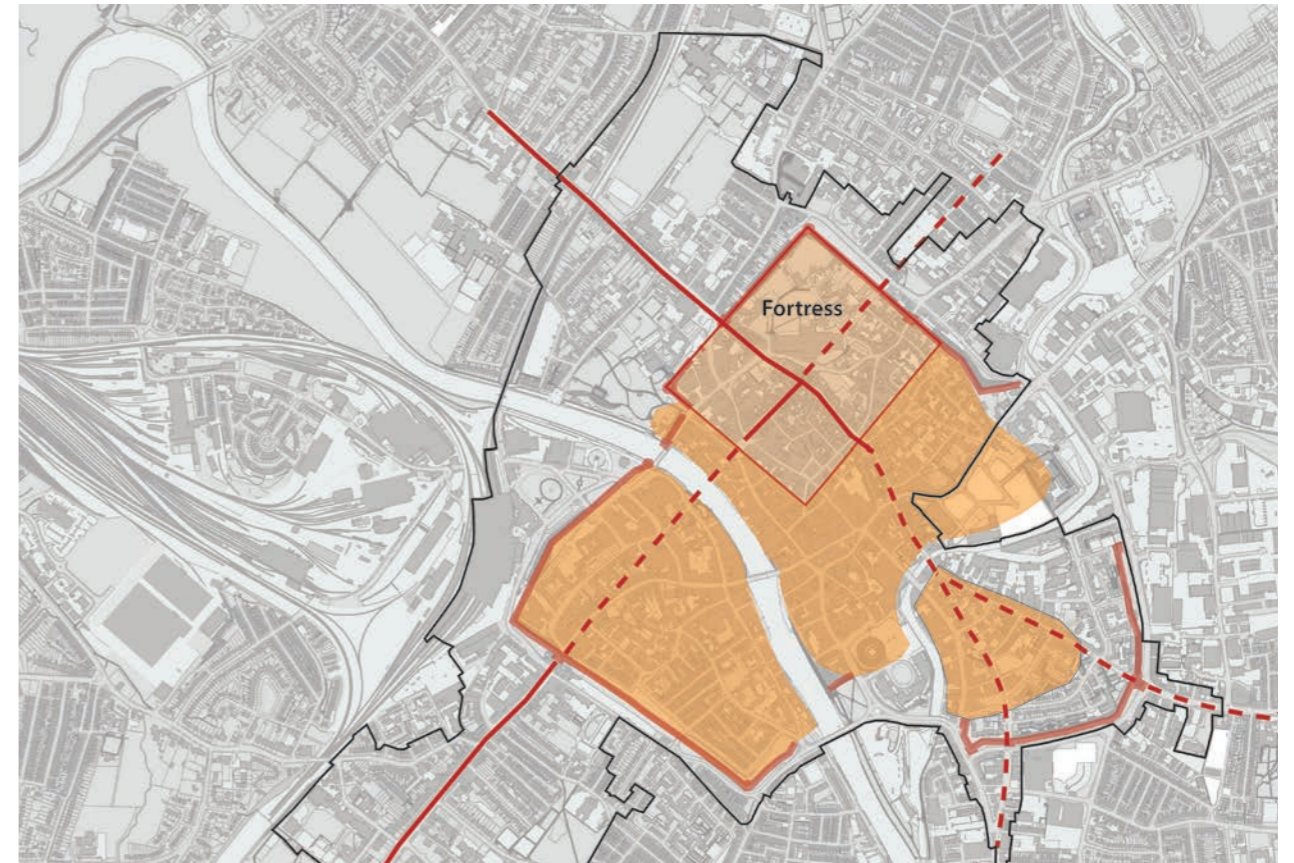


## Morphology

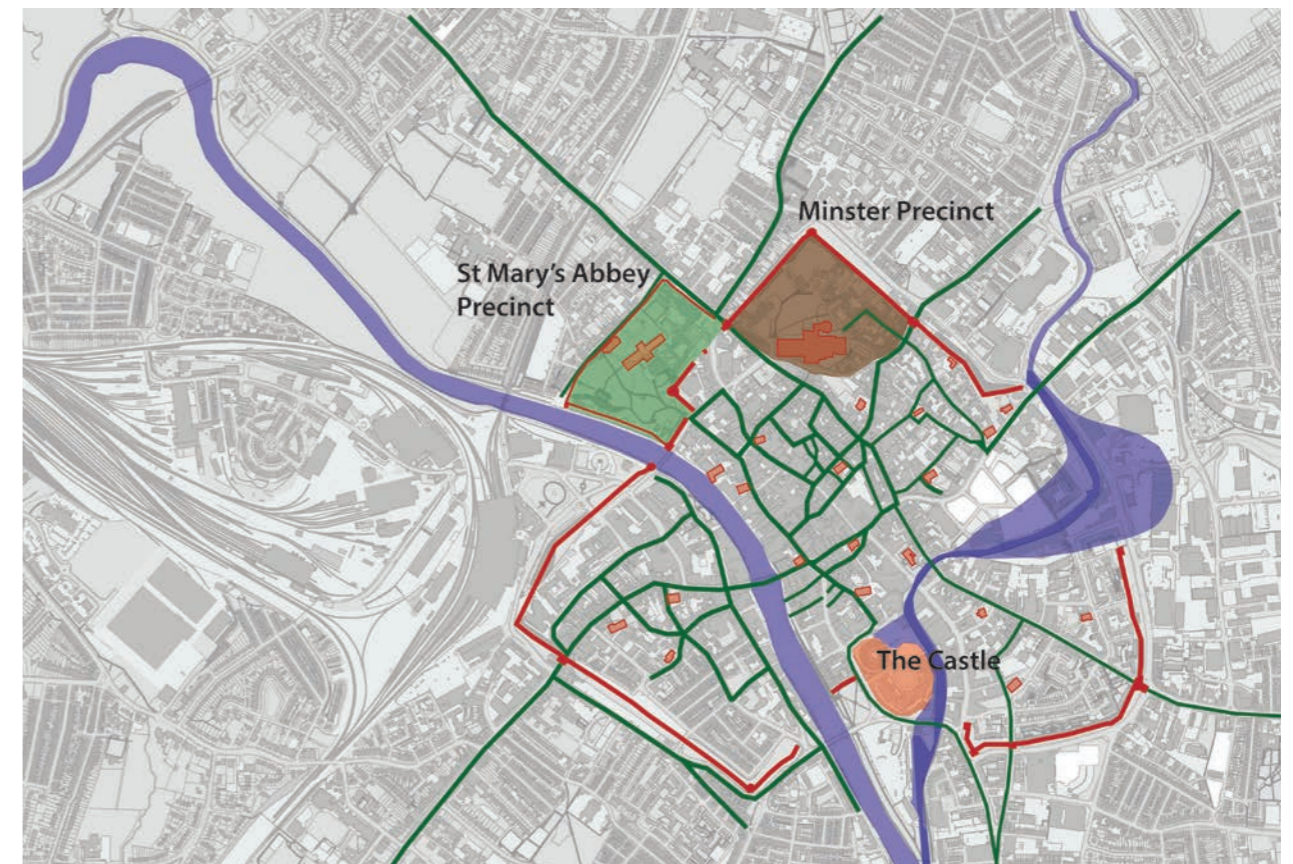
York then, has survived relatively intact and the multiple layers of its history can be read in the present topography and urban form even though much of the original buildings and construction materials are invisible to us. The highly engineered roads and bridges of Roman York do not now exist but Stonegate follows the line of the Via Praetoria (one of the main 1st century legionary fortress roads), known from archaeological investigations<sup>1</sup> to have been paved with stone setts and very thick flagstones. This primary road system together with the defences of the Roman fortress and civilian settlement to the south influenced the city's urban form up to and including the present day.

Within and around the core urban area from the 5th century onwards, there grew a network of streets, lanes and alleyways, many with Scandinavian names - Skeldergate; Goodramgate; Micklegate<sup>2</sup> - that provided the backbone of the city's present urban grain, the streets and spaces of this strategy and guidance.

*Extent of main areas of settlement during the Roman period with the principal known and projected roads*



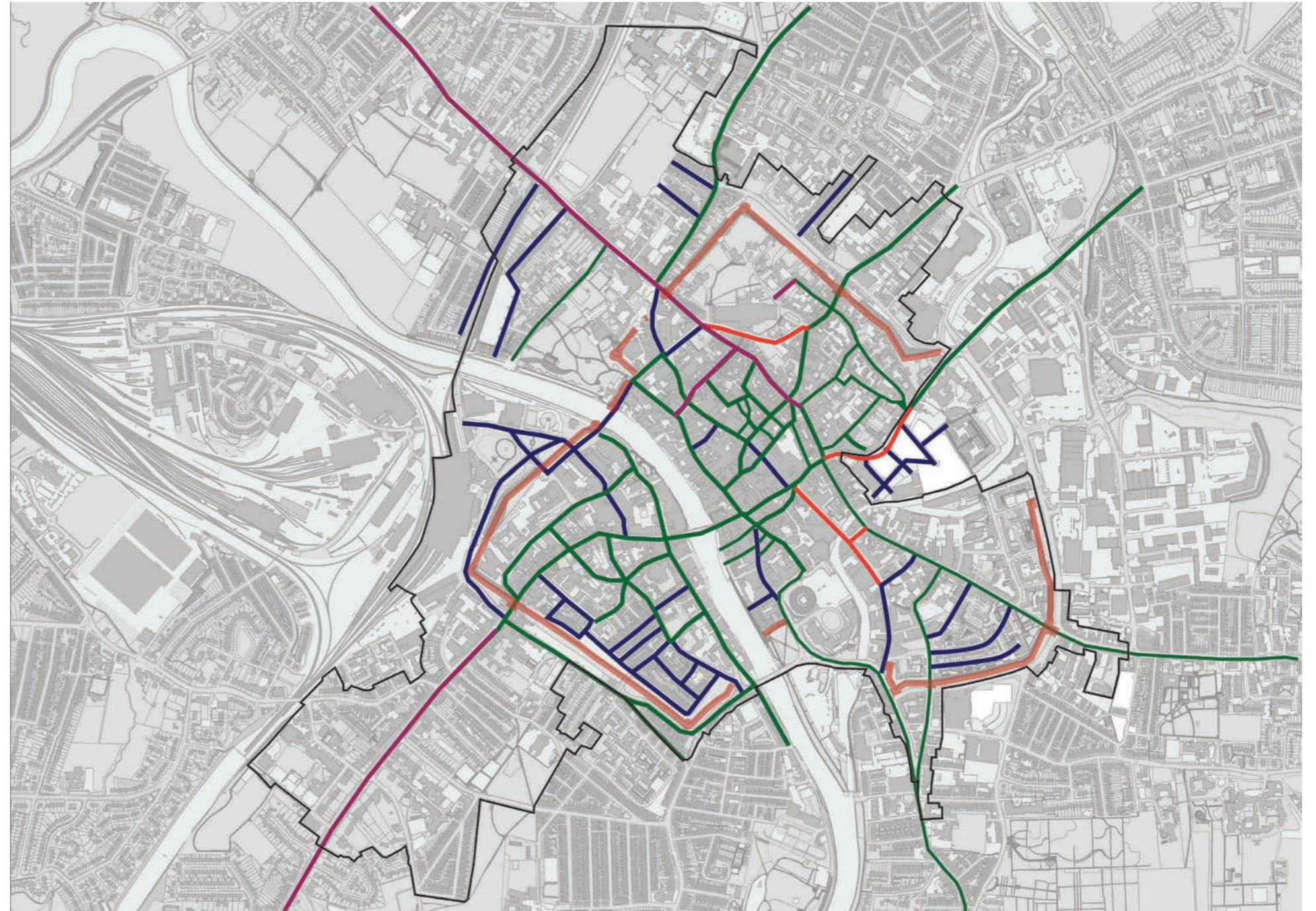
*Medieval York showing the developed road network, areas of the principal civic and ecclesiastical sites and some of the major churches. The city walls clearly pick up the line of the earlier Roman fortress but are essentially 14th century in origin.*



1 City of York Historic Environment Record  
2 Patrick Nuttgens, 2007



Interventions into this early to late medieval streetscape are not readily apparent. St Leonard's Place, part of an early 19th century speculative urban transformation associated with the construction of the Theatre Royal and the set piece St Leonard's Place crescent, is relatively modest<sup>1</sup>. Not long after the two city centre market areas, St Sampson's Square and The Pavement were linked through the creation of Parliament Street<sup>2</sup>. Perhaps the most profound change, in the later 19th century, Duncombe Place replaced medieval Lop Lane opening up views of the Minster from Museum Street (also new) and creating a large open space at the west front<sup>3</sup>. Once heavily trafficked (connecting through to the A64), this is now a rather uncomfortable space, still a carriageway but with few vehicle movements. Piccadilly, part created in the late 19th century and completed in the early 20th century opened up an undeveloped and relatively underused part of the city. Deangate and Stonebow are two 20th century new roads designed to relieve congestion and improve the through flow of traffic, Deangate only being closed to traffic in the 1980s<sup>4</sup>.



Key

- Roman
- Medieval
- 18th & 19th
- 20th
- City walls
- Historic core conservation area

Graphic illustrating the general history of the present road and street system in the historic core (some streets and roads have been left out for clarity)

<sup>1</sup> When compared with the set piece 18th and 19th century urban transformations of places like Bath, Harrogate and Cheltenham.  
<sup>2</sup> Created in 1840 to relieve congestion on the traditional Pavement market and the Thursday Market in St Sampson's Square and create a much enlarged market.  
<sup>3</sup> Pushed through by the then Dean of York Minster.  
<sup>4</sup> Hard to believe now, but Deangate was one of the main bus routes through the city.



Traffic has been an issue throughout the 20th century and continues to be significant in the early part of the 21st century. Since the 1930s there have been many plans for inner and outer ring roads which would have had profound impacts on the morphology of the city.

The 1948, *Plan for the City of York*, proposed the creation of a substantial inner ring road and a green belt, all aimed at providing a more fitting setting for the city walls and relieving congestion. The plan, supported by the York Civic Trust, failed at Ministerial level and was never implemented. Had it been, the historic core would surely have suffered a devastating severance from the rest of the city.

“...Our streets, which were wide enough in the days when horse drawn traffic hardly existed, seem narrow today. The modern railway with the large station, its extensive works and sidings, occupying so large a part of the present city, was non-existent within the lifetime of my parents. The problem of motor traffic, of buses, heavy vans and private cars has only recently come to us, and still has to be solved.”

*J.B.Morrell, foreword to the 1948 Plan for the city of York*



On the right the composite map showing the proposed ring road and site of new railway station also shown in detail on the left. The fascinating thing about this 1948 plan is the amount of proposed green space. The city would have been dramatically different had this scheme been implemented.

## CENTRAL AREA AS PROPOSED





Lord Esher's, 1968 study examined traffic issues as part of his conservation study and made a number of important observations and recommendations which in many ways are still being acted on today.

The 1987 York footstreets project as an example, was one of the most ambitious pedestrianisation programmes in the country, very much in the spirit of Esher but firmly referencing political and environmental considerations of its day. This project was principally aimed at improving the retail core for residents rather than visitors. Footfall increased exponentially and business boomed with the city and its traders still benefiting hugely. There were also less successful smaller schemes such as Front Street Acomb.

Extensions to the current scheme are due to be implemented notably Fossgate<sup>1</sup>. Traffic management has benefited from several other schemes since the 1980s. Some more successful than others but overall, improvements continue to be made, with a major pilot for removing private traffic from the Lendal Bridge, Museum Street, St Leonard's Place corridor. Successful 20mph zones and areas have been implemented in Acomb and Southbank for instance.



*Above, Coney Street before pedestrianisation and below, not long after the creation of the footstreets. The operating times are still visible painted on the carriageway. Paving came later in the late 1980s. (City of York Archives.)*

*Parliament Street and St Sampson's Square showing the same view in 1980 (top) and 2012 (bottom). (City of York Archives)*

<sup>1</sup> The footstreets review undertaken in 2011 recommended a number of extensions including Fossgate and the eastern part of Goodramgate.



## Surfaces

Surviving historic surfaces in York are varied, but generally consists of locally sourced material. Hard sandstone flags known as English Pennine sandstone are present on many streets in the centre but increasingly rare in the rest of the city. This material became commonly used from the mid 18th century coinciding with the increasing industrialisation of the West Yorkshire quarry industry and improved river and road transport. Later, railways increased access to more distant quarries and Scottish and Cumbrian granite and Northumbrian basalt began to be favoured over English Pennine sandstone for carriageway setts in particular<sup>1</sup>. Archaeological excavations at Hungate<sup>2</sup> exposed granite setts on streets in the area, and surviving basalt is visible on Micklegate. Historic kerbs are generally English Pennine sandstone.

This represented a major improvement to the city's main streets and pavements, replacing earlier, less robust surfaces of cobbles, puddled clay and limestone chippings.

The use of cobbles, both riverine and glacial continued on minor streets, alleyways and back lanes until the early to mid 20th century when they began to be asphalted over. At times, when the modern surface fails, earlier cobbled surfaces can be glimpsed. It is extremely likely however that decades of streetworks have destroyed a significant percentage of these original surfaces. Cobbles tend to survive best on alleyways, where they have been consolidated into modern concrete matrices, and access lanes to former workshops and industrial areas of the city, where they are generally in very poor condition. Cobbles also survive on the main historic gateway streets where they replaced wide grass verges (used as grazing) in the 19th century.

<sup>1</sup> Basalt and granite are much harder than English Pennine sandstone.

<sup>2</sup> City of York Historic Environment Record



*This 1880s photograph of Low Petergate shows the relationship between flagstone pavements, a good wide stone kerb and the carriageway with stone setts - all locally sourced English Pennine sandstone. (City of York Archives)*



*This photograph records a pause in electric tram track laying on Blossom Street in 1910, clearly showing stone setts, later replaced. (City of York Archives)*

Original cobble surface exposed through frost damage on Trinity Lane illustrating that in parts, the earlier historic surfaces survive.



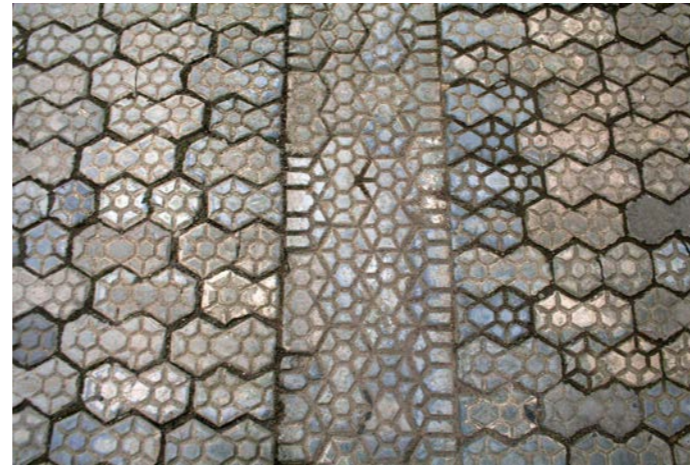
Well preserved cobbled margins on Hope Street in Walmgate. This is an integral aspect of local character and unique in York for this period (1950s)



Excellent retention of historic setts and granite cart tracks on Fossgate and Franklin's Yard



Industrialisation introduced new materials onto pavements and carriageways, some, such as the blue grey hexagonal stable paviours, are almost unique to York<sup>1</sup>. These characterful surfaces were used on the back lanes and access passageways of late 19th century suburban terraced housing and where they survive well, create very distinctive environments. They were also employed as drainage edging on some carriageways. Blue brick setts were also introduced as surfacing on many newly created suburban streets and also survive in many streets as drainage edging.



*Characterful historic stable paviours in Southbank*

The most ubiquitous of new materials, bitumen (also known as asphalt), was introduced from the early 20th century onwards to facilitate better carriageway conditions for motor vehicles in particular. The inter-war years began a significant rise in private car ownership and goods vehicle traffic dramatically increasing in the 1950's and 1960's. This had a profound impact on the look and feel of the streets and spaces in York, not just the centre but the wider city as tarmac surfaces became the norm and junctions were 'improved'. These original tarmac surfaces probably do not survive as the majority of streets have been resurfaced several times since then.



*Traditional brick drainage channel in situ parallel to a granite kerb adding interest to the carriageway.*

A cheaper alternative to bitumen, concrete was used in some areas immediately before and after the second world war as an austerity measure. Examples survive in Dringhouses, Walmgate and other suburbs. Pre-cast concrete also began to be used for paving flags and early examples survive in Bishophill.



*Although replacing traditional riven Sandstone flags, these staggered 1950s concrete paving slabs in Bishophill are more preferable to contemporary smaller pre-cast paving.*

Pedestrianisation in the 1980s and 1990s introduced new materials into some city centre streets such as Davygate and Coney Street. The most distinctive of these is the white Blanc-de-Bierge pre-cast sett, a particularly hard wearing product that has stood the test of time well<sup>1</sup>. At the same time, traditional materials have been reintroduced into the city centre sometimes to the detriment of other areas. Riven English Pennine sandstone flags are known to have been removed from Bishophill for example and some reused in the centre.<sup>2</sup> Many of the city centre back lanes like Grape Lane were re-paved with granite setts. A basic quality pre-cast flagstone, the buff 'Saxon flag', has been used for a couple of decades as an alternative to the more expensive natural stone on many of the city's streets. Asphalt is a common pavement surface throughout the wider city.

The character of city' centre streets and pavements presents a mixed picture with a broad pallet of materials in use. Some areas such as Parliament Street, mix traditional and man-made materials of various colours and shapes. At risk, are the traditional cobbles and paviours which are rarely replaced or repaired following structural failure through streetworks or vehicle impact. Asphalt is the default material for repairs.

<sup>1</sup> Still available, this product gets its distinctive colour from crushed Portland Stone

<sup>2</sup> In 2011 the Bishophill Action Group undertook a survey of natural stone surfaces and compared survival rates with surfaces extant in the 1970s



*Saxon paving*



*Blanc de Bierge paving*



## Signs and furniture

Ironically, the first use of road signs in Britain is attributed to the National Cyclists' Union, the Cyclists' Touring Club and the Scottish Cyclists' Union in the 1880's<sup>1</sup>. The use of traffic signs and road markings was relatively rare until the 1950's but it was during the latter part of the 20th century that roads and streets became dominated by them. Government guidance over past few decades has been instrumental in an almost exponential growth in signs and lines responding to the need for increasing traffic restraint. Most recently, the Government endorsed *Manual for Streets 2* and *Traffic Advisory Leaflet 01/13 Reducing Sign Clutter*, challenges this situation.

“For some time there have been concerns expressed over designers slavishly adhering to guidance regardless of local context... In reality, highway and planning authorities may exercise considerable discretion in developing and applying their own local policies and standards.”

*Manual for Streets 2 Chartered Institution of Highways & Transportation 2010, pg.30*

Contemporary photographs illustrate the uncluttered nature of York streets in the 19th and early 20th centuries. Street lights were few and far between. Seats and benches were restricted to places like Museum Gardens and litter bins non-existent. Bollards, although occasionally present in the 18th and 19th centuries are mainly a product of the late 20th century. The majority of contemporary bollards date to the creation of the footstreets and subsequent decades.

<sup>1</sup> ‘Danger’ road signs produced (at first jointly with National Cyclists' Union) mainly to warn of steep hills and down not up, due to the poor brakes of early bicycles - source Cyclist Touring Club



Pavement in 1905 with no street signs of any sort in evidence. (City of York Archives)



St Leonard's Place and Blake Street junction with some very subtle traffic lights just visible in the 1930s. (City of York Archives)



A single street light in Lawrence Street in 1880. (City of York Archives)



A rare set of bollards by St Crux Church, Pavement - 1802 (source, Views of York; Peter Brown, and York Civic Trust)

# Part Two: Key Principles



## Key Principles

These principles explain in more detail the council’s vision for York’s public realm and set out important considerations for everyone involved with the city’s streets and spaces. Above all, they should be the first point of reference in this manual. They should also be read in conjunction with other key guidance, particularly the Government’s *Manual for Streets 1* and the Government endorsed *Manual for Streets 2*.<sup>1</sup>

“The public realm can offer spaces for enjoyment, entertainment and social interaction and quieter areas for those who value solitude and contemplation. Public space is open and free to use. It provides an essential opportunity for all parts of society, to meet, mingle and connect.”

*City of Bath Public Realm Strategy 2008*

“We are all pedestrians, and our streets are the one public space we all use, everyday. At Living Streets, we think that they are worth fighting for. With our supporters, we work to create streets that really put people first. When we have streets we want to walk in, lives are transformed - we are healthier, happier and more sociable.”

*Living Streets 2010*

“Enhancing street environments through a high quality public realm incorporating local materials and historic street features, removal of clutter and pedestrian barriers, use of shared space where appropriate and enhanced street lighting can help to stimulate local economic activity, reduce street crime and encourage a sense of local community; this in turn encourages more local, shorter distance travel on foot or by cycle. This will be particularly important in conservation areas, national parks, World Heritage sites and other environmentally sensitive areas.”

*Manual for Streets 2 Chartered Institution of Highways & Transportation 2010*

Space for meeting, greeting and socialising



Time for reflection in North Street Gardens

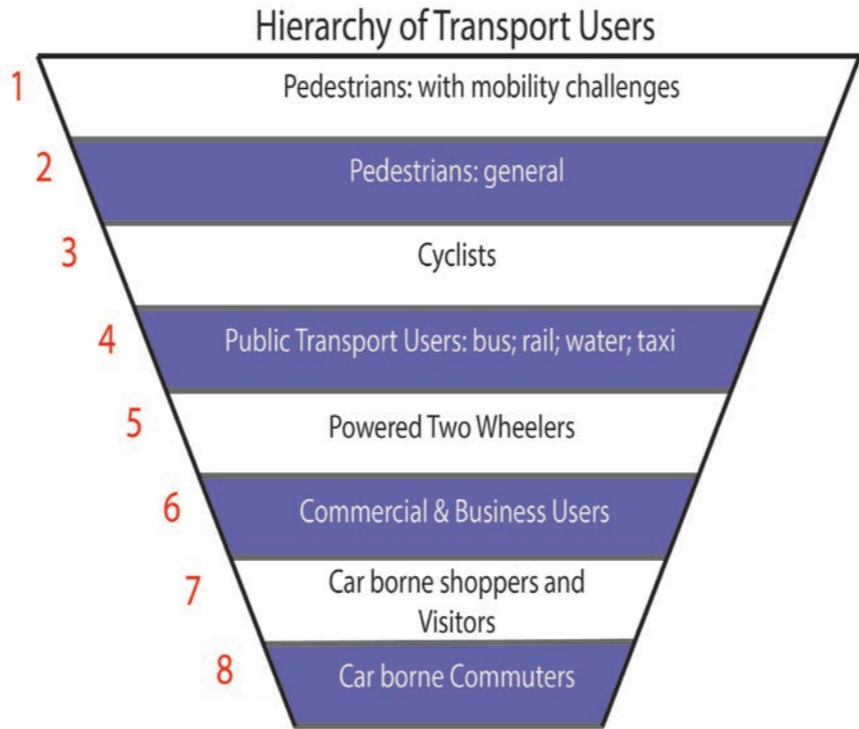


<sup>1</sup> A list of key guidance documents can be found after the bibliography.

### Principle 1: A city for people

Since the late 1980s<sup>1</sup>, the council has a policy on a hierarchy of transport users that gives pedestrians and cyclists a clear priority over motorised traffic in the city’s streets and spaces with the highest priority given to pedestrians with mobility issues. In reality, outside the footstreets, management and design is generally based around accommodating pedestrians and cyclists in a traffic dominated environment. A really successful urban environment is one where people are placed at the centre of its design and use and specialist practitioners<sup>2</sup> should instead be asking how traffic can be accommodated within a pedestrian and cyclist dominated environment.

There are examples from the 1980s and 1990s such as Bishophill, Leeman Road, The Groves, Scarcroft and Terry Avenue where through traffic in residential areas has been successfully controlled resulting in positive change to street character. Streets and spaces are as much about places to meet, rest, and explore, as they are about moving from one location to another and design needs to reflect these different uses.



Taken from the City of York Local Transport Plan 3, 2010

### Key message

Always put pedestrians first and always consider the most vulnerable pedestrians before all others. Vulnerable can be someone in a wheelchair, a toddler in a push chair, blind and partially sighted, young children and older people. What works for an older person with mobility issues will work for all.

1 The City of York 1987/88 Traffic & Parking Study  
2 Highway engineers, planners and designers



## Principle 2: Access & mobility

If York is to realise its ambition to become a world-class city it must ensure that it becomes a fully accessible city with few barriers to communities of interest as defined in the Equality Act 2010<sup>1</sup>. All design, whether large-scale reconfiguration of junctions to control the movement of traffic, or the siting and design of seats, should be conceived and implemented in the context of the social model of disability<sup>2</sup>. It is important to provide positive experiences for everyone whether that is the redesign of existing spaces or the creation of new ones. Most importantly, the repair and on-going management of streets and spaces should always be fully informed through appropriate equality impact assessments and communities of interest should be fully engaged at the planning stage and throughout the life of a project.

<sup>1</sup> Protected characteristics are: Age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief (including lack of belief), sex, and sexual orientation.

<sup>2</sup> The social model recognises that there are institutional and environmental barriers limiting opportunities for people with disabilities. For further information see *Creating an Inclusive Built Environment, Preferred Options Accessibility Supplementary Planning Document: Worcester City Council, 2011*



*Exhibition Road, London, a fully accessible environment?*

### Key message

Consultation with organisations representing communities of interest as defined in the 2010 Disability Act, should normally be undertaken as part of a project's early scoping exercise ensuring that issues and opportunities are quickly addressed.

## Principle 3: Design

The design of public spaces and streets should always be informed by research and knowledge<sup>1</sup> which in turn should always consider the physical (structures, materials and layout) as well as the experiential (how people perceive and interact with each other and the space itself). Good design is also inclusive design<sup>2</sup>. A public space is about: surfaces; buildings; signs; lighting; views; ambience; noise; accessibility. Design needs to understand these relationships and develop solutions that enhance experience in a three-dimensional way. The vertical and horizontal relationship between buildings, pavements and roads is a crucial one for example. It is important to ensure that new surfacing, signs and other paraphernalia associated with public spaces, whether permanent or temporary does not detract or create an eyesore and that aesthetics is an essential ingredient. Whilst aesthetics can be subjective, communication and consultation will be key to appropriate decision making.

Effective public spaces are also uncluttered spaces. In refreshing existing or designing new, it is important to keep things simple. Less is sometimes more and simple high quality designs on a small area should always be preferred over larger, lower quality schemes. It is not always appropriate to install fancy lighting, designed benches and complex surfacing. An uncluttered and uncomplicated environment is more accessible, more flexible and more easily understood. All improvements and new designs whether they consist of new surfaces, new street furniture or lighting should always be designed with maintenance, longevity, and carbon reduction in mind.



*A fine example of the decorative use of blanc-de-bierge setts in Spurriergate*

### Key message

Always keep things simple - ensuring that each street and space has a consistent pallet of materials and street furniture and that every intervention has a clear purpose and need.

Always be aware of how a street and space is used before introducing new design and new activity and be particularly aware of accessibility issues and opportunities. This is particularly true of shared spaces.

<sup>1</sup> There are various sources of excellent guidance, particularly from the Commission for Architecture and the Built Environment (CABE) - several are listed at the back of this document.

<sup>2</sup> See *the principles of inclusive design*: CABE, 2006 which sets out five key principles of inclusive design.



## Principle 4: Distinctiveness

Not all streets and spaces have the same identity and it is important to make sure that locally distinctive character is built into the design of new public spaces and enhanced in existing streets and spaces<sup>1</sup>. Homogeneity should be avoided through the use of different pallets of materials for different situations and variation in street furniture. However, this should not be overdone. Distinctive character need not be historically determined but may reference contemporary functions and make use of contemporary design. Distinctiveness will include: the form and scale of particular streets and space; mass, height and character of buildings; surviving original surfaces and materials including roofs and building materials; and existing street furniture (may have a negative as well as positive impact on character). Understanding character is fundamental<sup>2</sup> and all works affecting streets and spaces should reference available evidence including conservation area appraisals<sup>3</sup> or historic environment character assessments.



*A particularly well preserved section of historic stable paviours on a side lane in Southbank*

### Key message

Historic character assessments, conservation area appraisals, village design statements, neighbourhood plans, conservation management plans and statements of significance are a valuable evidence base for decisions affecting the layout and use of streets and spaces.

<sup>1</sup> English Heritage have published widely on this subject, notably their excellent *Streets for All* series which offers convincing arguments for the retention and enhancement of historic features and surfaces.

<sup>2</sup> The City of York Council is undertaking a comprehensive assessment of historic character of the main urban areas which includes a series of detailed statements of significance which will be an invaluable evidence base.

<sup>3</sup> The most important and comprehensive is the *Historic Core Conservation Area Appraisal* adopted in 2012.

## Principle 5: Wayfinding & legibility

Although York is generally a relatively small and compact city, it is also a complex place to move around and understand. Part of York's charm is 'getting lost' but many people also need to understand where things are, where they are in relation to the city's major landmarks and what it all means. Wayfinding is not just about signposting places of interest (heritage assets) and places of need (toilets; council offices; police; hospital), it is also about explaining accessible routes for different users: where the most wheelchair friendly routes are; where alternate routes for cyclists are; where picnic areas are; where the best places for parents and young children are. Independent wheelchair users will have different needs from someone with learning difficulties; A blind or partially sighted person will also have specific needs. It is also very easy for someone with dementia to get confused in our streets and spaces. Visitors from other countries may have language difficulties that need to be recognized and parents and carers of young children will need to know where toilets and baby changing facilities are.

Enhancing people's experiences of York, whether resident or visitor is also about explaining York better. Museums and other attractions do an excellent job but the streets, public spaces and their relationship with York's inherited urban landscape are sometimes difficult to understand.

A combination of street based signposting, information boards and contemporary digital technologies using wifi and other media should inform a new wayfinding strategy for the city fit for the 21st century. Wayfinding should also reflect changing needs including the needs of people suffering from dementia.



Two responses to wayfinding. A cast iron finger post in York (top) and a contemporary monolith on Howard Street, Sheffield (bottom).



The finger post has poor legibility because of typeface and colour although the principle is a good one.

The monolith retains significantly more information that could be confusing for some people.

### Key message

The design of new public spaces and refreshment of existing streets and spaces should always consider how people orientate themselves and how they can find their way around and through. Particular attention should be given to seeking opportunities to improve the experience for vulnerable groups including people suffering with dementia.



## Principle 6: Light & dark

Lighting is a key element in the design of public spaces in terms of: safety; aesthetics; way-finding; and sheer delight. It also enhances experience in different ways as the seasons change and as day turns into night. During daylight hours it is the lighting structures that either enhance or detract a view and great care should be taken in determining lantern and column design. In general lanterns should not be obvious and should blend into the environment. Street light location is important for perceptions of safety and a careful balance between this and respecting key buildings and settings needs to be achieved. The illumination itself should have the ability to respond to specific circumstances and specific needs without compromising safety but at the same time achieving significant decrease in light spill (i.e. enhancing dark skies).

Lighting design will need to consider how a place will look at night and how views will be enhanced. Architectural lighting should be used carefully and sensitively and particular attention should be given to identifying situations where it will be more appropriate to keep a place dark.

LED lighting should replace existing lighting as it is more energy efficient than both metal halide and high/low pressure sodium, as well as providing better quality light. Existing and emerging technologies can be used to adapt heritage lighting for LED use<sup>1</sup>.



An image of the Shambles as it might look with new architectural lighting installed (York Light Plan 2006)

### Key message

Street lighting should be kept to the minimum necessary for safety and respecting key buildings and settings and should use the latest sustainable technology - normally LED so that the city can make a positive contribution to dark skies and energy consumption as well as cutting greenhouse gas emissions.

<sup>1</sup> Central Bedfordshire Council are replacing traditional street lights with LEDs to achieve significant wattage reduction, as well as reducing the maintenance burden of the highways team; 381 LED lanterns were installed across two pilot areas – one urban and the other semi-urban, using less than 50% of the installed energy load. Source: *Carbon Trust*

## Principle 7: Management

The greatest challenge facing any English city setting out to create sustainable and beautiful public spaces is managing wear and tear caused by traffic on carriageways and overrun on pavements, constant digging up of roads and streets for utility repair and replacement, and reconciling the sometimes conflicting requirements and aspirations of the various uses that public space can be put to.

Management of process – ensuring that practitioners whether they are carrying out basic highway repairs or implementing complex road schemes are fully informed of all the key issues and opportunities reflected in this document and associated national guidance and regulation. There should also be significantly improved coordination of activity.

Implementation of highway schemes – ensuring that key practitioners including individual contractors and sub-contractors are appropriately skilled and experienced in delivering the quality outcomes outlined in this document. The importance of good craftsmanship in the laying of paving, cobbles and setts should be a given.

Management of functions – the compactness and intimacy of York's spaces can be quickly overwhelmed by activity such as pavement cafés; festival stalls and booths; fairs; street performers; disabled parking; and, fast food outlets. It is important to ensure that the temporary and permanent use of space through installations, street furniture, activity, ambience (including noise) and trading is planned and implemented with clear reference to the issues and opportunities detailed in this document.



*An awful utility company reinstatement of a historic cobbled surface at King's Staith*

### Key message

Any planned activity in a street or space, whether it is a minor carriageway repair, a festival or the siting of a street trading pitch should at all times consider access and mobility issues, impact on heritage assets and their settings, quality outcomes, need and sustainability.

# Part Three: Analysis & Guidance



## Surfaces

### Traditional materials

#### Footways

Natural 'riven' (hand cut) English Pennine sandstone flags, generally random large slabs laid in staggered rows (stretcher bond). Original paving in the city centre has, since the 1980s at least, been supplemented by re-used material from other parts of the city (comparative analysis between English Pennine sandstone surviving in George Pace's time and the present in Bishophill exemplifies this point<sup>1</sup>). Poorer quality re-used riven flags from recycling centres have been used in some instances e.g. Parliament Street<sup>2</sup>. Diamond sawn English Pennine sandstone from the Lancashire 'Scoutmoor' quarry is increasingly being used for new schemes (e.g. Museum Street and Station Rise<sup>3</sup>).

#### Kerbs

Generally narrow-top English Pennine sandstone although there are examples of larger, broad-top English Pennine sandstone being used. Cumbrian and Scottish granite kerbs dating from the mid-19th century are more common and variably sourced granite kerbs are increasingly being used to replace pre-cast concrete in priority locations.

#### Carriageways

Stone setts, English Pennine sandstone being the most common, survive from the mid-19th century onwards. Cumbrian and Scottish granite and Northumbrian basalt is often intermixed (e.g.. College Street) and in some cases was the only material

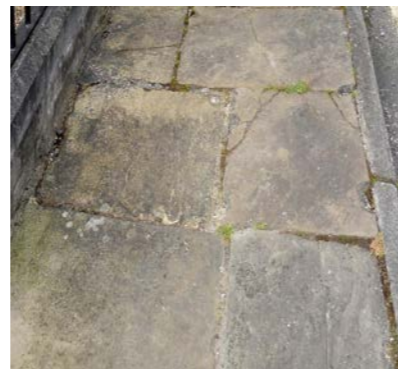
(e.g.. Micklegate<sup>4</sup>). Riverine and Glacial cobbles survive principally in lanes, alleys and backyard access routes. Cobbles are also a distinctive feature along the margins of gateway streets. Located between the carriageway and pavement, cobble margins replaced grass verges in the mid-19th century.

English Pennine sandstone flags are used on the Stonegate carriageway, replacing asphalt in the 1980s for aesthetic reasons, but is particularly costly to maintain (see issues over).

Early use of manufactured materials is represented by blue hexagonal paviments – sometimes as carriageway edging (e.g.. Trinity Lane) and surfacing of back lanes and alleys from the late 19th century (e.g.. Southbank). Blue bricks are used for drainage channels at the carriageway edge, and also for the surfacing of alleys, yards and back lanes.

Traditional materials are a very distinctive component of the public realm, contributing substantially to the character of the city. This is particularly important in areas away from the historic core where there has been far less attention given to like-for-like repair and replacement.

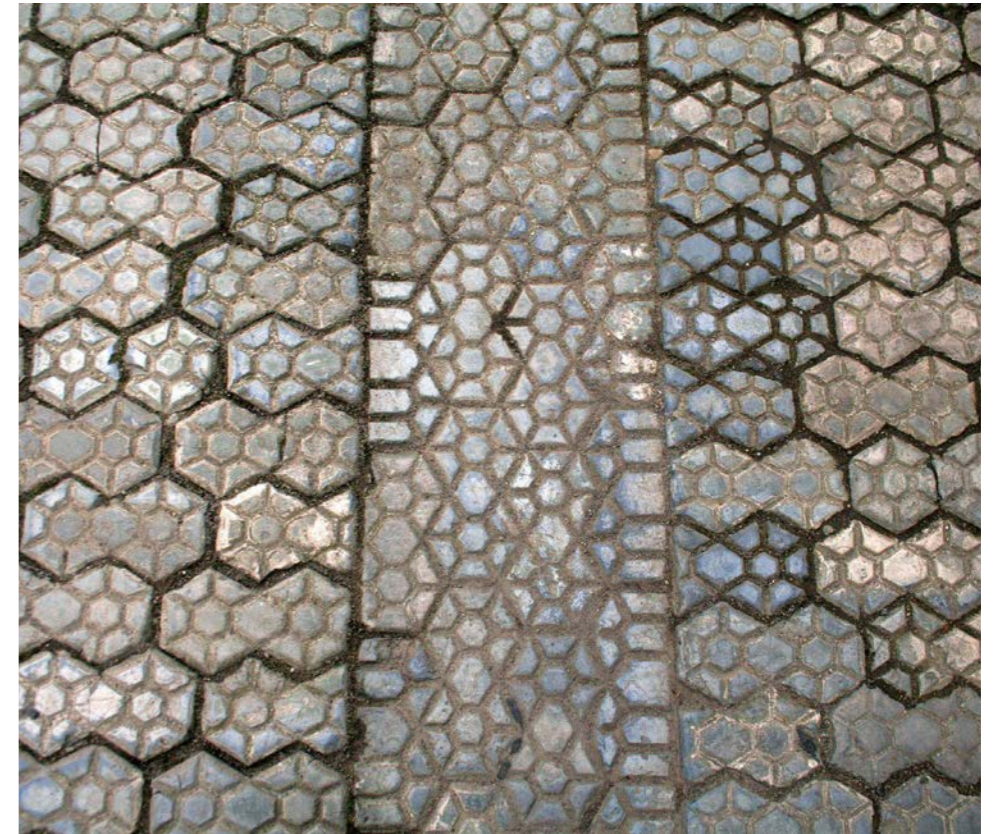
<sup>4</sup> Northumbrian basalt from Whin sill. - pers. comm, Sir Ron Cook.



Traditional riven English Pennine sandstone flags in Bishophill. Note in this case the kerb is concrete.



Diamond sawn English Pennine sandstone flags in Aldwark with a broad-top English Pennine sandstone kerb. Also note the blue/grey brick drainage channel



Stable paviments in Southbank with a carefully laid drainage channel running through. These surfaces are at significant risk from removal and damage and they should be enhanced and conserved in all locations



English Pennine sandstone setts in St Helen's Square



Dark granite setts on Foss Gate

<sup>1</sup> Map IV, pg 38 in Pace 1974

<sup>2</sup> Repaving following 2012 demolition of the 1991 toilet block at the Pavement end of Parliament Street.

<sup>3</sup> Part of the new West Offices development.



## Non-traditional materials

### Footways

The most common material in use in the city is asphalt and pre-cast buff coloured flagstones (450mm x 450mm Marshalls Saxon - a default material for the city). In the city centre there are a variety of other pre-cast flags in evidence (1950s/1970s grey concrete e.g.. Bishophill; Marshalls natural grey Perfecta e.g.. Lendal Bridge) and, one instance of an impressed concrete surface<sup>1</sup> (Museum Street from Lendal Bridge to Lendal).

Recent (2012) re-paving of Priory Street has involved the use of light grey Marshalls Saxon flags (450mm x 450mm). Pre-cast flags are occasionally used as infill repairs to footways with predominately natural materials. Some streets are part paved with a combination of natural and pre-cast (e.g. Hampdon Street, Bishophill)

### Kerbs

Narrow-top concrete kerbs are the most commonly used throughout the city. On older streets they have replaced original English Pennine sandstone kerbs<sup>2</sup>, either singly in some cases or whole streets in others. They also form the principal material for all post-1945 streets. More recently, dished drainage channels (blanc-de-bierge) act as a form of kerb on some pedestrian streets including Coney Street and High Ousegate.

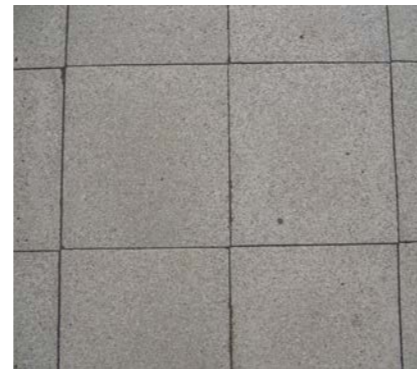
### Carriageways

As with footways the most common form of carriageway surface is asphalt. It is generally used in two forms, fine asphalt (in most cases) and, with mixed aggregate (e.g.. St Andrewgate). Carriageway repairs are generally like-for-like. Other

carriageway materials are found in the footstreets, specifically: Davygate; Coney Street; Spurriergate; High Ousegate; Market Street; Feasegate; part Blake Street; Parliament Street; and, St Sampson's Square. Materials include reddish brown brick<sup>3</sup> and white blanc-de-bierge<sup>4</sup> paviments used principally for decorative effect. Difficulties in sourcing small quantities of these materials from suppliers has resulted in poor quality asphalt repairs following streetworks. Concrete surfacing (a post-1945 austerity measure) is also found in some places (e.g.. Hope Street in Walmgate).

<sup>3</sup> A standard Marshall's product

<sup>4</sup> A high quality portland stone aggregate base



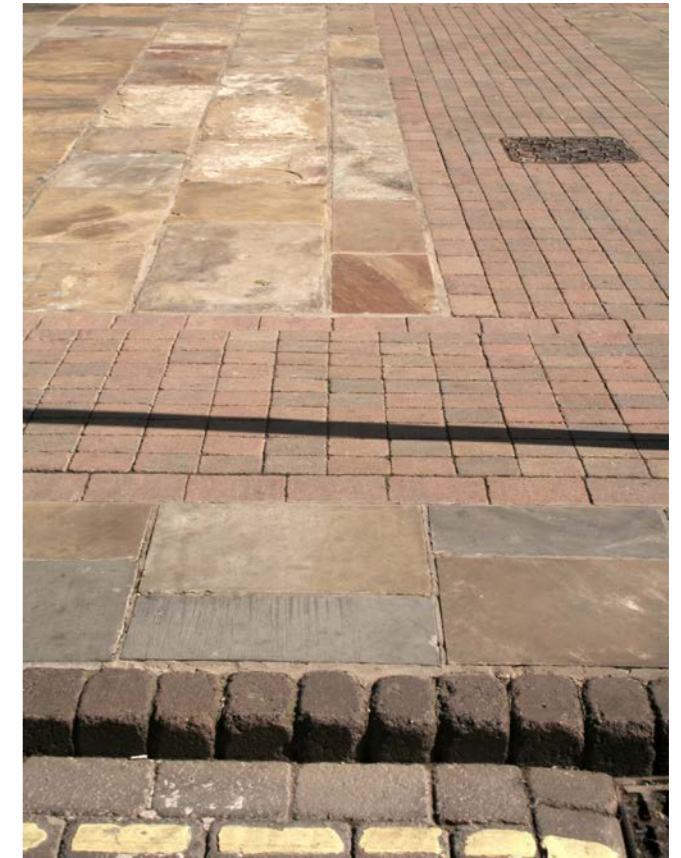
**Grey Marshall's Perfecta paving on Lendal Bridge laid as a stacked bond**



**Buff Marshall's Saxon paving on Micklegate incorporating a pavement widening**



**Grey Saxon paving in the process of being laid on Priory Street as a stretcher bond**



**Mixed natural and manufactured materials on Parliament Street, resulting in a poorly designed and over complex public space**



**Tarmac pavement surface used to good effect with broad-top English Pennine sandstone kerb**



**Asphalt carriageway surface in Aldwark with mixed aggregate inclusions providing an attractive variant to more ubiquitous plain asphalt surfacing**

<sup>1</sup> This was a trial undertaken in the early 2000s, never rolled out - pers. comm Janine Riley.

<sup>2</sup> An assumption based on the premise that they could not possibly have replaced hard wearing granite unless the granite was deliberately transposed elsewhere.



## Issues

### *Traditional materials*

Original riven English Pennine sandstone flags come in a variety of different sizes and thickness making laying a complex and skilful activity. The weight of these slabs also poses a challenge and special lifting devices are normally used.

The upper surfaces are usually uneven, being hand cut and can, in extreme cases, be a significant tripping hazard to people with mobility issues<sup>1</sup>. Original joints are usually fairly narrow (5 -8mm) but with more recently laid or re-laid riven stone, jointing can be excessively wide (> 10mm). Bedding is normally a 'flexible' combination of mortar and sand on a compacted (flexible) base course. The flags rarely, except in original form, fully connect with the bedding material. In most cases this results in inherently unstable surfaces highly prone to damage from vehicle overrun.

Rigid sub-bases comprising a concrete base are more preferable and access to suitably skilled and experienced pavers is essential in delivering a high quality and sustainable product. The downside is the cost and difficulty this can cause utility companies in accessing buried services. It is essential that they are involved at an early stage in planning.

English Pennine sandstone and granite setts can be challenging for older people and people with mobility issues if not sourced, prepared and laid appropriately. The surfaces can be raised too far and create a cobble like surface. English Pennine sandstone kerbs are less strong or durable than granite.

<sup>1</sup> Riven slabs that are particularly uneven may also retain water which can freeze in severe conditions. Careful quality control can minimise unacceptable variations and reduce problems for vulnerable users. - Suffolk County Council 2007

Diamond sawn English Pennine sandstone comes more evenly sized with smooth upper and lower surfaces and straight edges. It is much easier to lay but still requires a high level of skill and experience<sup>2</sup>. The larger flags are still extremely heavy and requires lifting aids or two people to manoeuvre. Joints and interfaces with pavement edges, utility covers, corners and building edges need careful planning. This product is far more fully accessible than the riven. It is also less likely to require substantial future maintenance. In wet weather, diamond sawn stone can become very slippery. Flame texturing is used to roughen up the upper surfaces to improve this.

### *Contemporary materials*

Pre-cast flagstones and setts are made in a variety of textures and colours but generally, they are not as robust as natural stone<sup>3</sup> and can be aesthetically challenging if not well chosen and well laid. The default material in York has been small square buff coloured pre-cast flags<sup>4</sup>, tonally very different from, and clashing badly with traditional English Pennine sandstone.

Pre-cast flagstones come in standard sizes and are easier to lay than natural flags but have an increased tendency to fracture under pressure, as in constant vehicle overrun. Some existing materials such as the blanc-de-beige are difficult to source now and the council does not keep any stock. Consequently, utility contractors and others tend to revert to cement or asphalt when reinstating after streetworks.

<sup>2</sup> European experience stresses that the use of skilled and properly trained personnel is of paramount importance in streetscape projects. See Scots Good Practice Guide for more information.

<sup>3</sup> Natural stone lasts in excess of 60 years but pre-cast materials generally last around 20 years - source English Heritage Streets for All.

<sup>4</sup> For London's streets English Heritage suggest that the use of small square paving slabs and block or brick paving is almost always inappropriate. They favour a 900mm x 600mm flag as being more appropriate - see Streets for All London for further information.



**An extremely poor example of repair work by utility contractors using cement rather than the original brick paviours**



**Wide joints in riven English Pennine sandstone poorly pointed with cement mortar**



**Well thought out approach to laying riven flags at a corner - note the original cast iron kerb, used to protect the pavement edge**



**Two different materials used on Micklegate when the pavement was widened, resulting in an unattractive and uncoordinated footway**





*An example of the harmonious use of natural and contemporary materials in Aldwark, well laid and has lasted well*



*A large area of 450mm x 450mm Saxon paving on Blossom Street. Use of 900mm x 600mm sized flags in conservation grey would be more in keeping with the scale and importance of this gateway street*



## Specific guidance: surfaces

### Footways

“Traditional natural materials may be more expensive initially, but they are more sustainable and offer better value for money because they are durable, improve with age, and can be recycled. By contrast, short-life artificial materials require regular replacement and greater energy consumption. They are wasteful, deteriorate with age and are unsustainable. Invest in quality”

*Streets for All - A guide to the management of London's streets - English Heritage 2000*

The qualities of natural stone are such that it should be the preferred material on all high priority streets and indeed its use on these streets should be the long term aim of the city.

Historically, footways have consisted of English Pennine sandstone flags, random large pieces laid as a stretcher bond. New surfaces whether natural or man-made material should replicate this effect.

Larger slabs are aesthetically better and preferred by disabled pedestrians and wheelchair users<sup>1</sup>. Natural stone should be regular widths and random lengths. Where natural stone cannot be justified, rectangular 900mm x 600mm pre-cast flags should wherever possible be used and laid in traditional staggered rows<sup>2</sup>.

<sup>1</sup> A number of consultees on the Access & Mobility Audit raised this point.  
<sup>2</sup> “900 x 600mm paving slab has been perceived as prone to breakage by vehicle overrunning and also when lifted, but they have advantages. They do not so readily lose their sand base and their interlocking pattern is stronger, as well as being visually pleasing.” English Heritage, Streets for All London

Great care should be taken to ensure that flags are cut to fit around utility covers, street furniture such as post boxes and building and boundary lines. Attention to detail is very important - getting corners right for instance. Wedge shaped gaps in flags or kerbs should always be avoided<sup>3</sup>.

Flexible sub-bases should only be used in fully pedestrianised environments - that is, environments where no vehicles are allowed. If in any doubt, rigid sub-bases should always be used. Kerb edges, corners and other locations where vehicle over-run is likely to be a constant problem should be considered for further strengthening with reinforced flags and thicker concrete sub-base<sup>4</sup>. Elevated kerbs may also be required to reduce over-run.

Contemporary natural stone flags used in York are diamond sawn hard Pennine sandstones sourced either from West Yorkshire or Lancashire. The tonal ranges of these sandstones vary from quarry to quarry and sometimes within individual quarries but they all share a very high degree of hardness which makes them particularly suitable as surfacing. The city currently uses three Marshall's products: Scoutmoor, predominantly grey tones with buff to brown highlights; Moselden, a grittier texture, predominantly buff tones with grey and pink highlights; and, Greenmoor, predominantly buff to brown with grey and occasional pink highlights. The Scoutmoor product has been used in recent council footway upgrades (Museum Street, Station Rise). Greenmoor is being proposed for King's Square and Moselden is being used on Deangate. This has been chosen to better complement the warm buff of the Minster stonework.

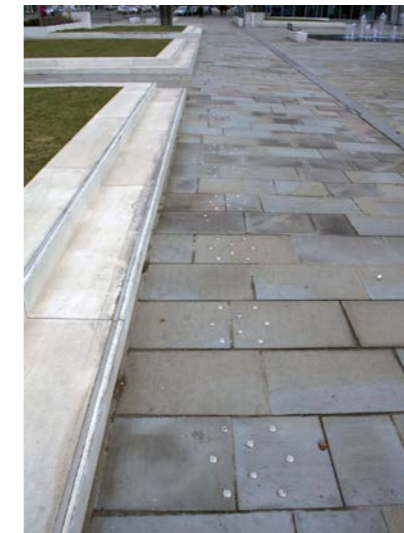
Of the three, Greenmoor has the most interest and Scoutmoor is closest to traditional English Pennine sandstone in tone.

<sup>3</sup> English Heritage Streets for All, London  
<sup>4</sup> cf. Scots Good Practice Guide page 14

Pre-cast materials should for use in priority A and priority B locations should be chosen to enhance character and significance. Size is important and 450mm x 450mm slabs should be phased out and replaced with 900mm x 600mm slabs laid as a stretcher bond as and when opportunities and funding becomes available.

A new preferred pre-cast product should be agreed that better reflects the character and significance of these locations and can harmonise with the tonal range of natural stone<sup>5</sup>.

<sup>5</sup> There are a number of good quality products available that come in varied sizes including 900mm x 600mm.



Greenmore English Pennine sandstone in Doncaster



Moselden English Pennine sandstone in Deangate



**Conservation style pre-cast flags in Doncaster - good texture, tone and size.**



### Carriageways & kerbs

Existing natural materials should always be retained where usable and safe. Streets with stone setts and cobbles should be conserved and maintained. The exception is Stonegate, unusually surfaced in riven English Pennine sandstone flags in the 1970s. As a carriageway material this has proved to be a dramatic failure and requires expensive and continual maintenance due to the impact of heavy delivery traffic<sup>1</sup>. Stone setts on a rigid sub-base should be substituted in the short term. Priority A & B streets should normally have simple granite kerbs (except where English Pennine sandstone survives) and a stone sett or brick drainage channel forming a clear edge between carriageway and footway<sup>2</sup>.

All re-surfacing should ensure that these drainage channels are conserved and remain visible and functional. Where broken, they should be repaired. The use of dished channels in the footstreets should be discontinued as they are a trip hazard for people with mobility issues<sup>3</sup>. Designing for drainage with level surfaces including dropped kerbs at crossings needs particular attention if puddling is to be avoided<sup>4</sup>.

Kerbs should be a minimum of 40mm to assist blind and partially sighted people and a minimum of 100mm to deter vehicle over-run where required. Historic kerb lines should, wherever practical be retained, especially in areas of shared surfacing.<sup>5</sup> In the case of build-outs, the historic kerb should be re-positioned utilising traditional materials where appropriate.

<sup>1</sup> There will be challenges to this view because there is a perception that the stone flags are an authentic expression of the streets historic roots - following the line of a principle Roman road and its name, Stonegate or Stone street.

<sup>2</sup> English Heritage Streets for All series contains useful background and detail on why the retention of historic surfaces should be a priority. They also stress the cost effectiveness of exposing buried setts and repairing them against laying new setts. There may be examples in York.

<sup>3</sup> Inclusive Mobility, Department for Transport, 2002

<sup>4</sup> Design Manual for Roads and Bridges :Volume 4, , Highways Agency 2013

<sup>5</sup> See English Heritage Streets for All for further information.



Stone flags on Stonegate carriageway.



Good simple design in Sheffield using a small pallet of natural stone materials, in this case, granite setts on the carriageway, wide top granite kerbs and Marshall's Cromwell sandstone flags.



Brick drainage channel and granite kerb with neatly laid asphalt.



### Setts

Natural stone setts provide a strong and long lasting surface for vehicle use where the sub-base has been appropriately strengthened. Because of the special qualities of the Core Medieval Streets, as and when resources can be made available, it would be beneficial to replace asphalt with natural stone setts. Continuing use of asphalt should be phased out but if it is to be used, consideration should be given to laying a more distinctive asphalt aggregate mix that would help articulate significance as a pedestrianised area and as a major heritage asset.

Setts can be either grey or blue-grey granite or flamed hard sandstone (Scoutmoor or Greenmoor). All new setts should be squared with a flat upper surface to facilitate the relatively smooth passage of a wheelchair or push chair. Joints should be no more than 8mm. For priority A & B locations, setts should normally be used for all pedestrian crossing areas and footway crossovers. Where existing English Pennine sandstone setts exist (usually on footway crossovers) they should be carefully relaid to enhance their suitability for disabled pedestrians and wheelchair users.

### Cobbles

Cobbles are a traditional surfacing (surviving on some lanes and back alleys) and edging material, as seen on the gateway streets where it functioned as a buffer between the carriageway and the footway. Contemporary use of cobbles includes pedestrian deterrents in locations where traffic flows or highway designs have created unsafe places.

Cobble margins should always be retained and repaired where necessary, subject to appropriate provision for pedestrian crossing points, bus stop access in compatible flat surfaced natural materials.

It is essential that contractors are fully experienced in laying cobbles as the skills required are not the same as those for other forms of paving. Cobbles should be laid butt jointed with their longest side vertical so that a minimum of 75% of the length is below the finished level. The cobbles should be selected and arranged so that they make up at least 75% of the total area to be covered<sup>1</sup>. This is essential to avoid the impression of an area of concrete with a few stones added in arbitrary fashion. The spaces between cobbles should be finished off to allow the free drainage of surface water and be within 15mm of the designed level. Where new supplies of cobbles are necessary they should normally be locally sourced and where possible using recycled river cobbles in preference to glacial, 'quarried' examples. New cobbles must be similar sizes to existing.

### Grass verges

Grass verges, a significant feature of suburban priority C streets, should be carefully managed and should be retained. The careful use of timber bollards will deter parking.

<sup>1</sup> Cf .Appendix B in The Suffolk Materials Manual and a very useful case study at Radcliffe Square. Oxford discussed by architect and town planner, Colin Davis at <http://www.buildingconservation.com/articles/setts/setts.htm>



*Cobbles on Blossom Street with contrasting reinstatement (white cement) and repair (asphalt) resulting in a significant visual detractor on this historic gateway street. The spacing of reinstated cobbles is also poor.*



*Grass verge and an attractive use of timber bollards in Fulford village*

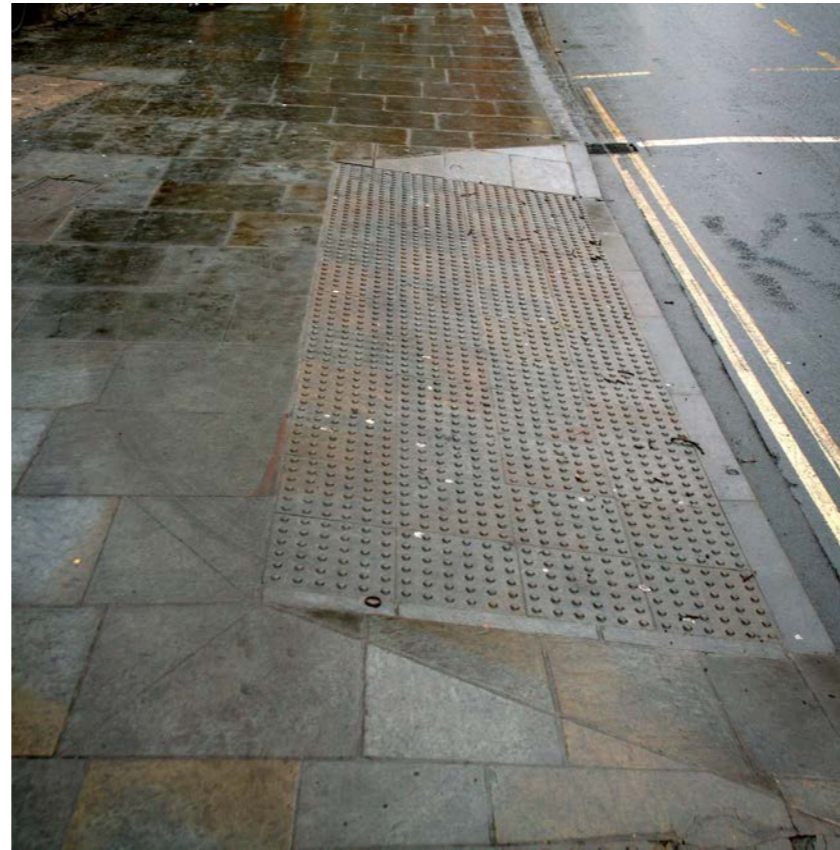


### Crossings and dropped kerbs

Well designed crossings are vitally important for all pedestrians. Raised surfaces work well in that they provide a level surface from footway to footway with emphasis put on pedestrian priority, slowing traffic down on the approach.

Dropped kerbs are necessary where the carriageway is below the level of the footway to provide access for wheelchairs and mobility scooters. Many existing dropped kerbs are too steep<sup>1</sup>. A shallow drop of no more than 1 in 10 is preferable. As a general rule, slopes of 1 in 12 are the maximum<sup>2</sup>. Existing steep drops should be re-designed in pedestrian heavy environments in priority areas A & B. The drop should allow for at least 900mm of level surface footway as recommended for crossovers<sup>3</sup>.

Dropped kerbs are not necessary where there is a level surface. In these instances, some form of tactile delineation should be provided. Tactile paving needs to be laid with great care and attention to detail so that it both functions well and integrates well with the surrounding streetscape. Red tactile paving must only be used at controlled crossings.



*Two well-designed and well -aid dropped kerbs on Museum Street at an uncontrolled crossing (above), and an example on Parliament Street (below)*



*This exemplary raised crossing on Museum Street should be used as a model for other side road crossings in the city centre.*



*A well constructed raised table on Parliament Street consisting of English Pennine sandstone setts with pre-cast brick paviours on either side, providing level access across the carriageway.*

1 City of York Access & Mobility Audit  
2 Inclusive Mobility, paragraph 3.2  
3 Manual for Streets 1 & 2, City of York Access & Mobility Audit.

## Crossovers

“Crossovers to private driveways are commonly constructed by ramping up from the carriageway over the whole width of the footway, simply because this is easier to construct. This is poor practice and creates inconvenient cross-falls for pedestrians. Excessive cross-fall causes problems for people pushing prams and can be particularly difficult to negotiate for people with a mobility impairment, including wheelchair users.”

*DfT (2007) Manual for Streets. Pg. 70*

Existing crossovers in pedestrian heavy environments should be redesigned when resources permit to improve the experience of disabled pedestrians. The 2012 city centre access & mobility audit highlighted this issue as a particular problem in the city centre.

Wherever possible at least 900mm from the back of the footway should be maintained as standard pavement before falling to the carriageway edge<sup>1</sup>. There will always be situations where this is not achievable if a 1:10 gradient is to be achieved, for instance where high kerbs have been used to deter vehicle over-run. In these circumstances, priority should always be given to improving the experience of disabled people and alternative solutions to other highway issues should be explored.

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<sup>1</sup> See Manual for Streets 1 & 2 for further guidance



## Tactile paving

“The purpose of the blister surface is to provide a warning to visually impaired people who would otherwise, in the absence of a kerb upstand <25mm high, find it difficult to differentiate between where the footway ends and the carriageway begins. The surface is therefore an essential safety feature for this group of road users at pedestrian crossing points, where the footway is flush with the carriageway to enable wheelchair users to cross unimpeded.”

*DfT (2007) Guidance on the use of tactile paving surfaces.*

For controlled crossings irrespective of whether they are in a conservation area or not, tactile paving must be in high contrasting material. Within conservation areas and for all primary streets this should be pink granite. All controlled crossings should conform to this requirement.

Uncontrolled crossings do not require a significant tonal variation and in conservation areas in particular the guidance is more relaxed.

“Where the blister surface is provided at crossing points in conservation areas or in the vicinity of a listed building, some relaxation of the colour requirements may be acceptable. In these limited circumstances only, the tactile surface may be provided in a colour which is in keeping with the surrounding material. This relaxation does not extend to the use of red at controlled crossing points”

*DfT (2007) Guidance on the use of tactile paving surfaces*

Within the historic core conservation area, diamond sawn

English Pennine sandstone blister paving should be used at uncontrolled crossings and diamond sawn corduroy paving should be considered for delineating the interface between footways and carriageways in locations involving shared surfaces where there is no level change



*St Helen's Square can be challenging for blind and partially sighted because there is no delineation between footway and carriageway. English Pennine sandstone corduroy edging would significantly damage the square's distinctive character and studs inserted into existing English Pennine sandstone edging may be more appropriate*



*Poor use of tactile paving in King's Square where it is not really needed*



*A very good example of a crossing with English Pennine sandstone blister paving on Museum Street*

## Inspection covers

Whether using natural or pre-cast flags on footways, they should always be drilled or cut to size around inspection covers. In areas of natural stone paving, high quality recessed inspection covers should be used and inlaid with natural stone.



*An excellently designed and laid utility inspection cover in Doncaster's cultural quarter. Note the neat jointing.*



*A poor example from Sheffield where more than one material has been used to infill the inspection cover*



## Street furniture

### Bollards

Within the city centre there are at least five types of fixed and removable cast iron bollard in use and two instances (Stonebow and Victoria Bar) of a rising bollard. Outside the centre there are a variety of bollards in use but principally they are either square section timber bollards or pre-cast concrete variations. These are primarily used to protect pavements and grass verges, building frontages and some street structures from vehicle damage as well as closing off roads. They are also used to prevent parking, and in some instances protect pedestrians. The rising bollard is a traffic control mechanism.

Historically, bollards have never been a significant feature of the York street scene and the majority of bollards date to the creation of the footstreets pedestrian zone and in suburban areas to protect grass verges from parking or over-run. The resulting proliferation of bollards has contributed significantly to street clutter and is a significant hazard to wheelchair users and blind and partially sighted pedestrians. The number of bollards within the city centre has subsequently been thinned down and further work will be required.

Where required, the use of bollards should follow the procedure detailed below.

- Are they visible from inside a vehicle to avoid them being hit and visible to pedestrians at night?
- Existing bollards should be assessed against accessibility criteria: is it an obstacle to movement? Is it a hazard to blind and partially sighted individuals?

- Is the bollard actually necessary: for safety? For protecting cellars or building overhangs? For protecting pavements from damage and parking? (high medium or low risk and implication)
- If the bollard is necessary, can another item of street furniture be substituted such as a bin or seat?

In general there should always be a presumption against the use of a street bollard on pavements or other spaces where there is high pedestrian movement or risk of hazards to blind and partially sighted individuals in particular as long as pavement parking will not pose a significant risk<sup>1</sup>.

In areas of significant vehicle overrun consideration should be given to strengthening the footway (see section on surfacing).

The use of contemporary 'designed' bollards will be considered on a case by case basis in the context of designed highway improvements or developments and only if they address the seven strategic principles in this manual.

<sup>1</sup> City of York Access & Mobility Audit



Selection of bollards in use in the city centre with the so-called York bollard on the left



Line of 'marching' bollards along Parliament Street



### Informative

The default bollard to be used in the city centre is the Manchester bollard as pictured here, (except for the retention of York bollards around the Minster.)



## Cycle infrastructure

### Cycle parking

York prides itself in being cycle friendly and was officially recognised as a cycling city attracting several million pounds worth of investment. Cycling is popular, helped by the flat terrain and the compact nature of the city. Journeys to and from the major residential areas are short and some outlying villages are served by off road and on-road cycle tracks and lanes.

Within the city centre cycle parking facilities are common but fail to keep up with demand and there is always pressure to expand the network. Finding suitable locations is challenging. Some existing sites such as Parliament Street conflict with other uses, especially during festivals and markets when access to the stands is difficult and sometimes impossible. This is a significant city centre parking area popular with city centre workers that should be better managed.

Cyclists are far more likely to keep their cycle close at hand when visiting the city centre and it is important to recognise this in determining locations for new stands. The two Parliament Street stands should be better designed and located on the street to reduce potential conflict with other users. Wide city centre streets such as Piccadilly and Duncombe Place offer significant potential for expanding the network.

The default cycle stand for the city is the Sheffield hoop and its use should continue. Tapping rails (not currently used) should be included on cycle stand signs to ensure blind and partially sighted people are warned of their presence. Stands should be spaced at least 1000mm apart to allow two cycles to be safely locked. Double rows should be 1200mm apart and there should be 600mm between a stand and wall<sup>1</sup>

<sup>1</sup> See DfT Local Transport Note 2/08, *Cycle Infrastructure Design* for further detail



*Cycle parking on Parliament Street. Trees and other furniture seriously restricts how this space can be used.*



*Informal cycle parking on railings at Minster Place that either animates the space in a positive way or adds a significant visual detraction depending on a person's point of view.*



*Recent use of a new cycle-parking design off Blossom Street*



*Sheffield hoops on St Sampson's Square - the default York design*



### Cycle lanes and tracks

Cycle lanes should always be separated from footways by a physical barrier. This is best practice. White lines on roads indicating bus lanes are a poor substitute for physically separated sections of carriageway. The use of planters or other delineators such as bollards could significantly enhance cyclist safety and encourage more cycling. Opportunities for this should be identified and funded.

Cycle lanes on carriageways should be at least 1.5m wide<sup>1</sup>. There are many situations in York where cycle lanes fall far short with 1.00m widths not uncommon.

“...overly narrow cycle lanes potentially reduce the level of separation between vehicles and cyclists by encouraging cyclists to stay closer to the kerb, and if a lane is too narrow to comfortably ride within it, the purpose of the facility may well be lost.”

*CYC Standards & Principles for Designing Cycling Infrastructure, 2011.*

Wherever possible and practical, cycle lanes should be created at the expense of carriageway space and not pedestrian space or grass verges. Consideration could be given for removing the centre line on some carriageways. This technique has been successfully introduced in other towns and cities.<sup>2</sup>

<sup>1</sup> See for example: <http://www.sustrans.org.uk/our-services/infrastructure/route-design-resources/streets-and-roads/cycle-lanes> and; LTN 2/08, Cycle Infrastructure Design - pg 37

<sup>2</sup> A growing number of LAs are dispensing with centre-lines (and also centre-hatching) on urban roads used by cyclists. This takes advantage of drivers' perceptions about the available width of carriageway by creating a central, two-way lane, with centre-line removed, bounded by advisory cycle lanes: See further; [www.sustrans.org.uk](http://www.sustrans.org.uk)

The City of York Council's *Standards & Principles for Designing Cycling Infrastructure* contains essential practical advice on specifications for cycle infrastructure and should be more actively used.

In particular, funding for cycle infrastructure should be substantially increased as a percentage of highway budgets and maintenance of cycle paths should be a priority with cleaning, salting, and repair undertaken regularly.

“It is essential that the patterns of spending on cycling should be seen as mainstream commitments, with long term continuity rather than temporary initiatives. While these are welcome, they should be in addition to a much larger sustained base of funding, not in place of it.”

*Get Britain Cycling: Summary & Recommendations: All Party Parliamentary Cycling Group, 2013.*



Vehicle parked within a roadside bay with wing mirror and off-side wheels projecting onto a cycle lane - The Mount (cycle lane is 1.1m wide).

### Informative

The City of York Council's design guidance should be more actively used and in particular:

Off road cycle lanes should be separated from pedestrians.

Cycle lanes should not be used for temporary traffic signage and appropriate measures should be implemented to ensure the safety of cyclists in the event of works affecting cycle lanes.

Cycle lanes widths should be increased to the nationally recommended minimum of 1.5m.



## Lighting

Street lighting should be more uniform throughout the city and play a more prominent role in enhancing local distinctiveness and making a positive contribution to the city's character. The location and type of street lighting should also be determined by need, such as picking up side alleys as well as the road, but should also consider the issue of light pollution, not just the preservation of dark skies but also the impact on people's homes, particularly bedrooms.

### Residential

Replacement street lighting in residential areas should retain existing character and human scale. Where original cast iron columns (root planted) need to be removed for safety reasons, replacement columns should reflect inherited scale and should be fitted with appropriate column embellishment kits. Non-root mounted cast iron columns should be conserved wherever possible using steel inner sleeves to strengthen the bases. Column should not exceed traditional heights unless very well justified as part of a comprehensive scheme. The use of sodium bulbs should be phased out and LED technology introduced. Lanterns, especially LED versions should be well designed and subtle. It will be possible in some instances to retrofit traditional lanterns with LED technology.

### Gateway streets

The default street light on all gateway primary streets up to each of the four main bars should be column and arm. The practice of replacing these with a simple straight column and lantern should be reversed. High pressure sodium bulbs should be phased out and replaced with LED bulbs as and when resources are available. LED technology has advanced significantly over the past decade and apart from being extremely energy efficient, the bulbs are now very long lasting. They also emit a more

natural light which has a number of benefits including better visibility for CCTV cameras.

### Historic streets

Wherever possible and practical, street lights should continue to be wall mounted in the city centre and other areas of on-street terracing. This reduces clutter and removes obstacles. The advice of the council's conservation specialists should always be sought when listed buildings or conservation areas are effected. Heritage replica lanterns should be restricted to two styles, the carriage and globe. The use of carriage lanterns should be confined mainly to the historic core streets. Other locations would need to be discussed with the council's conservation specialists. Globe lanterns are best used on main retail streets such as Coney Street/Spurriergate and processional routes such as Duncombe Place/Minster Yard.

### Architectural lighting

All wall mounted and surface mounted defunct equipment should be removed. Functioning high pressure sodium floodlights should be replaced with LED installations where continuing need has been demonstrated through appropriate lighting strategies and implementation plans. Others should be removed and not replaced. LED lights generally come with built in colour sequencing but white light should always be the default position. Architectural lighting should always contribute to better revealing the significances of the city's heritage assets which white light generally does. Coloured lighting is more theatrical and should be reserved for that purpose.

### Contemporary design

LED technology has resulted in many exciting new lighting designs but their use should always be carefully considered. Some streets and spaces in the city as well as new development could benefit from contemporary lighting designs. In these circumstances, design should be kept simple, should enhance character and make a positive contribution to the ambience

of the area. Up-lighting trees, strip lighting against benches and illuminated bollards all have their place in contemporary designs.

### Colour

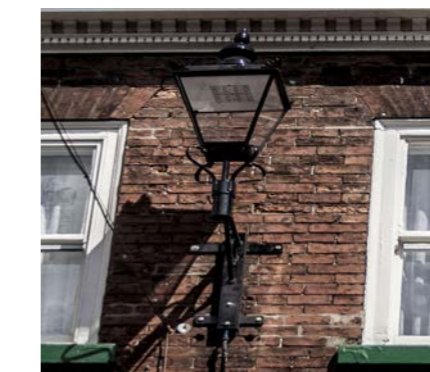
The default standard colour for all columns should be gloss black.



*Traditional decorative cast iron column with a swan neck and replica globe lantern in Bishophill*



*Woburn heritage style lantern with cast iron bracket in Newgate Market*



*New carriage lantern on Petergate*





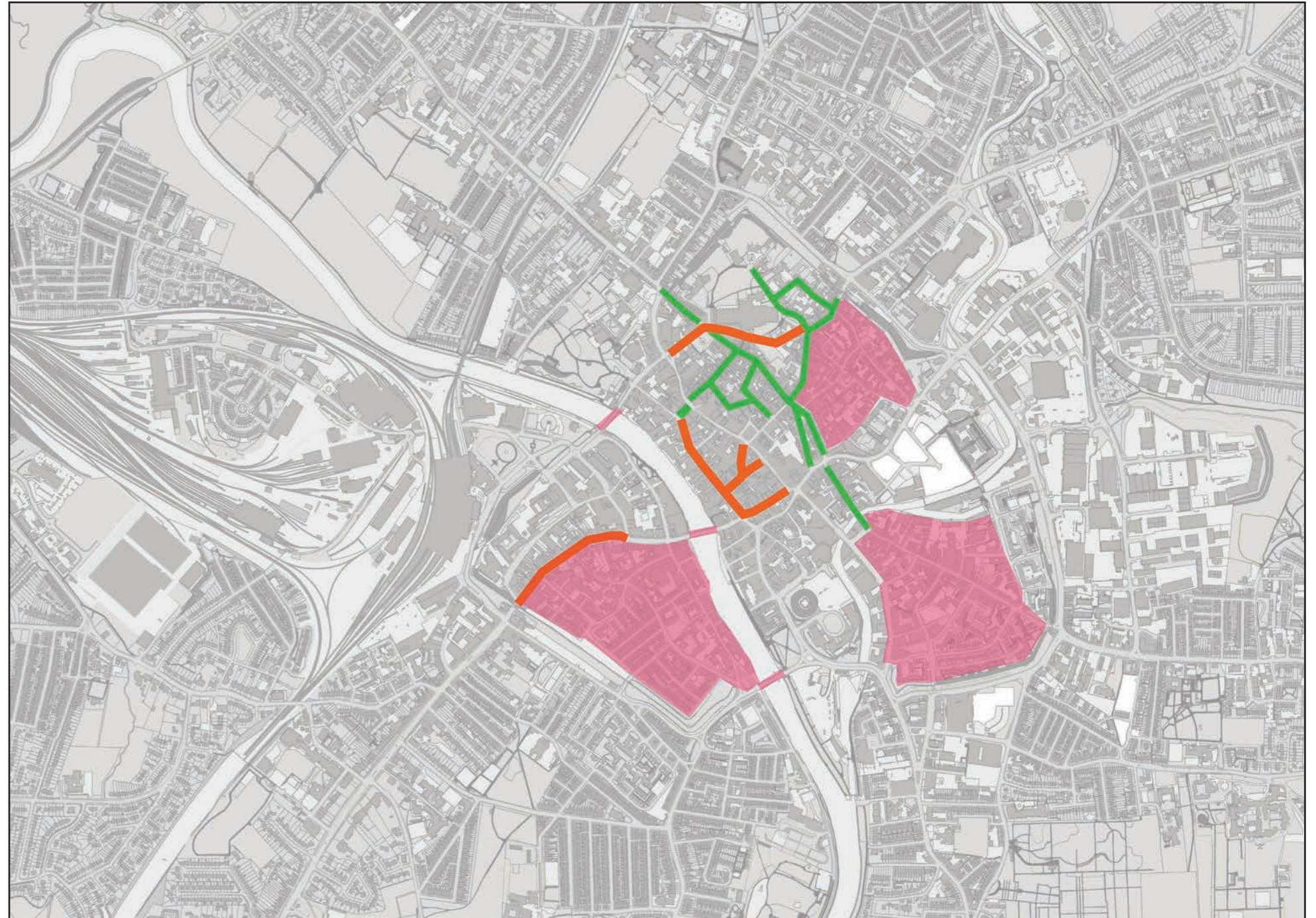
An elegant contemporary design for a main gateway street with a LED luminaire. Note the spacing.



An elderly floodlight with a high pressure sodium luminaire aimed at the tower of St Deny's Church, Walmgate



New higher column replacing a 1950s concrete street light in Dringhouses- which is not in keeping with the scale of these residential streets



This map sets out a proposal for implementing a more consistent approach to using replica heritage style lanterns in the city centre.

It also highlights areas where historic originals survive.

- Carriage lanterns
- Globe lanterns
- Historic originals



## Post boxes

The majority of post boxes in York are the free standing Royal mail red 'pillar boxes' and less common, the wall mounted red version. Along with the K6 telephone box they are an iconic feature in the streetscape. They should all be retained and restored where possible. None are listed but they play a prominent part in the street scene and should be retained and maintained.



Free standing pillar box on Bootham



Post box at the bottom of Parliament Street



## Pavement cafés

Pavement cafés in York take a variety of forms from open collections of seats and tables to enclosed seating areas. Some are quite large as in St Sampson's Square and others more discrete comprising two or three tables only. Enclosures consist of a post and rail arrangement involving rope through to branded panels in a variety of styles. There is no agreed York style.

These are a very valuable part of the life of a 21st century city and make positive contributions to the animation of streets and spaces and to the local economy. However they can, if not designed and located well, become obstacles and can detract from the setting of the historic environment. Great care needs to be taken and all relevant groups and organisations need to be working together to minimise any negative impacts for people and for the historic environment.

Pavement cafés are subject to planning control and planning permission is required in all cases subject to a number of conditions including keeping the site clean at all times. Pavement cafés also need to be licensed. Licensing is a separate process to planning and is usually renewed annually. The council itself has planning permission for cafés in St Sampson's Square but usually individual businesses will have their own.

As a general principle, the following points should always be considered:

- Pavement cafés should normally only be permitted on an unobstructed step and kerb free pedestrian path of no less than 2.0m width<sup>1</sup> can be made available at all times. They must normally be located adjacent to the building from

which the cafe trades, and should not exceed the width of the building.

- The extent of the pavement cafe should be clearly marked out with a well designed and well made temporary fence that does not have a negative impact on local character and is not a hazard to blind and partially sighted people.
- All furniture should be of a quality and style appropriate to setting. Within conservation areas and the setting of heritage assets, quality should be extremely high - plastic will not normally be acceptable.



An extraordinary animation of St Sampson's Square with cafe tables and temporary grass showing how, if designed well, even on a temporary basis tables and chairs in the public realm can work well



Two examples of potential hazards and obstacles around pavement cafés - 'A' boards and planters adding clutter



Well designed outdoor cafe seating area at the Coppergate shopping centre.

<sup>1</sup> Pavement widths are dealt with in some detail in the Dept. for Transport's *Inclusive Mobility* publication



## Passenger shelters & bus signs

Because the centre of York is an environment of high amenity, careful attention must be paid to the design of bus service infrastructure<sup>1</sup>. In York this includes:

- Bus stop poles
- Bus stop flags
- Timetable cases
- Real time information screens
- Passenger shelters, perhaps with seating
- Lighting arrangements for bus stops/ passenger shelters
- Kerbs to provide level boarding for bus passengers (especially valued by people with restricted mobility, such as wheelchair users, carers with buggies, people with long term limiting illnesses or people with transient injuries, such as a broken leg) and “bus boarders” (piers across road margins, between the footway and side of the highway)
- Bus information columns and kiosks selling smart tickets.

### York Standard Bus Stop Design

In the city centre, the York standard bus stop design will include as a minimum:

- A cylindrical dark green metal pole;
- A white aluminium box flag, which should be attached using

<sup>1</sup> Further information will be provided as a more detailed specification - see next steps.

a dark green painted bracket;

- A timetable case with a dark green metal surround, bolted directly to the pole, unless a timetable case is provided in an adjacent shelter;
- Adequate discrete lighting to allow information boards to be easily read.

The “standard” City of York Council passenger shelter design for the city centre is the JC Decaux “Foster” shelter. This is available in a number of different widths and configurations and ultimately the choice of the appropriate configuration is left to the Sustainable Transport Service officer assigned to the task. However, the following guidelines should be followed.

- Whilst the Foster shelter is the York default design, in some high amenity locations a bespoke shelter design might be more appropriate. Consider whether the default design is appropriate to the character of the location. In some locations a canopy on an existing building, for example, might be more appropriate than a stand alone shelter;
- Shelters incorporating advertising are provided and maintained free of charge by JC Decaux, so are the preferred type of Foster shelter. However, advertising shelters require planning permission and cannot be used within the York city centre conservation area. Consider initially whether an advertising shelter is appropriate in the location. If not, a non-advertising shelter can be considered (there is a cost for a non-advertising shelter, although it will not require planning permission);
- Shelters should be painted in the standard dark green colour “bronze green” as used on the existing passenger shelters in

the city centre;

- Shelter panels should be toughened glass;
- Shelters should contain timetable cases, to the CYC standard size to contain standard CYC information;
- The glassed in side of the shelter should normally face the carriageway to protect passengers from splashing by road vehicles, unless exceptionally set well to the rear of the footway in particularly sensitive locations to minimise intrusiveness.

### Real time information

At busy locations, real time information screens should be provided via a telescreen. The telescreen should be bolted direct to the bus stop pole or be within a shelter.



*The right shelter but positioned incorrectly*



*The right shelter positioned correctly*



## Railings

### Parks and residences

Often in private ownership as part of street frontage property boundaries there are also some fine examples in public ownership. In common with all our towns and cities the majority of historic railings both private and public were removed in the early 1940s as part of the war effort. Those that remain should continue to be conserved and managed. Railings can often be listed as part of the curtilage of a listed building and also listed in their own right. Other railings such as those around the Knavesmire are not listed but make a significant contribution to both character and distinctiveness. Any proposed streetworks that may effect railings should be carefully thought through in consultation with conservation specialists.

New railings and replacement railings should always reflect traditional locally distinctive styles in conservation areas.



Listed railings at Bootham Hospital

Unlisted railings at the Knavesmire



### Pedestrian barriers

Railings as a barrier have traditionally been used to guide pedestrians away from perceived dangerous crossing points and channel them to safer crossing points. This is often at the expense of pedestrian desire lines and it has been an over used intervention. It can also result in cramped conditions for pedestrians at busy times.

These railings are also popular informal cycle parking facility adding to visual clutter and creating potential hazards. This is particularly common in locations where there is little formal cycle parking.

The use of pedestrian barriers needs to be carefully considered on a site by site basis and should be phased out in all locations where no longer necessary<sup>1</sup>.

Where pedestrian barriers are deemed appropriate they should be high quality, simple clean lines in gloss black. Ornate heritage styles should be avoided, as should chunky galvanised steel products.

<sup>1</sup> Local Transport Note 9 contains detailed research and case studies involving traffic management without guard-railing and contains a detailed assessment procedure which should be followed.



Simple and reasonably elegant railings on Station Road.



Railings at Bootham Bar - poor quality and combining with too many utility boxes significantly impacting on the setting of this important gateway into the city



Overly ornate railings at Walmgate Bar



## Telephone boxes

York has nineteen surviving original telephone boxes of which seventeen are the K6 design, one is a K6A and one a K6D. Four are listed. These are a classic British design by Giles Gilbert Scott in 1936<sup>1</sup>. They make a significant contribution to the street scene. They should be retained, preferably as working phones, and restored where possible, unless their location significantly distracts from the setting of other heritage assets, particularly buildings and spaces.

New telephone kiosks (K6 replicas, originals or 'modern' styles) must be carefully sited and be sensitive to the local environment. They should normally be sited at the back of pavements and on pavements where there is sufficient space between the kiosk and the carriageway. Door openings in particular should be positioned so that they do not impede pedestrian flow - this would normally be to the side. They should never be an obstacle to movement.

The locations should always take account of the proximity of heritage assets, key views, ambience and all appropriate character appraisals and assessments. Conservation areas, especially the historic core, will be particularly sensitive. Design should be simple and where possible coordinated with existing street furniture. Telecom companies should be strongly encouraged to remove or relocate existing kiosks that detract from the special character of York.



*K6 telephone box on Duncombe Place. Although listed, this is an example of where, along with the bins the general environment and setting would be enhanced by relocation.*

List of all surviving K6 telephone boxes in York also showing which ones are listed.

Kiosk	Address	Listed
K6	Outside The Fox Public House, Sandy Lane, Stockton On The Forest, York	N
K6	Post Office, York Street, Dunnington, York	N
K6	Junction Common Road / Hull Road, Dunnington, York	N
K6	Main Street Holtby York	N
K6	Strensall Church, Sheriff Hutton Road, Strensall, York	N
K6	Junction Main Street, Church Lane, Elvington, York	Y
K6	Post Office, Holgate Road, York	N
K6	York Theatre, Duncombe Place, York	Y
K6	Junction Marygate, Bootham, York	Y
K6	Main Street / Front Street, Naburn, York	N
K6	Main St, Fulford York	Y
K6	Outside Telephone Exchange, York Road, Escrick York	N
K6	Wetherby Road, Rufforth, York	N
K6	Main Street Hessay York	N
K6	Black Horse, The Village, Wigginton, York	N
K6	The Green, Upper Poppleton, York	N
K6A	Wheldrake, York	N
K6D	Junction Grosvenor Terrace, Bootham, York	N

*Group of modern kiosks in King's Square used as cash dispensers and telephones as well as unsightly street advertising. These are poor quality additions to the square*



<sup>1</sup> Source, City of York Historic Environment Record



## Trees

There are three categories of urban trees: garden trees; street trees; and, trees in public parks and gardens. All street trees and trees in public parks and gardens are owned and managed by the council. Other trees are generally in private ownership. Street trees in the city centre are less common than elsewhere and those that exist are generally relatively recent plantings.

Trees are often the dominant features of green space; their stature and beauty make them the defining elements of urban spaces. They cast shade in the heat of summer, provide shelter from the rain and wind, help to keep the air clean and breathable, support wildlife, and add value to the culture and economy of our towns and cities.

*Greening the Concrete Jungle - Woodland Trust Briefing Note 2010<sup>1</sup>*

Good quality and appropriate street trees make a significant contribution to York's notably sparse tree cover and are especially important because of their public presence. Grass verges and avenues were incorporated into the designs for extensive public housing developments of the 1930's in areas such as Tang Hall, including Fifth Avenue and Melrosegate. Other similar examples can be found in Acomb on Beckfield Lane, Severus Avenue, and Manor Drive, Burton Stone Lane, and more recently Kingsway North.

Street trees also line the main routes into the city centre, within cobbled verges, such as Bootham & Clifton, Monkgate and The Mount, and more recently within grassed verges on Poppleton Road. Many of these avenue trees have been lost for a number

<sup>1</sup> This document contains clear evidence of the value of trees in urban environments but does not include detailed specifications.

of reasons including, old age and disease, neighbour complaints, previous council policy to avoid damage claims, the creation of off-road cycle routes, new bus lanes and road widening, new driveway cross-overs, the installation and upgrading of utilities, and damage to adjacent footways and carriageways from roots. Verges should therefore be protected from new service installations which should be kept to the carriageway and footpath areas.

Management of trees is generally a reactive process led by health & safety considerations rather than aesthetic. Future planning and management should be carried out in accordance with the council's tree policy<sup>2</sup> and in consultation with the council's conservation specialists and arboricultural staff. Management of trees should be carried out for aesthetic reasons as well as health & safety.

Generally, self seeded and other inappropriate trees that detract from local character and significant views of heritage assets should be reviewed and where appropriate, removed.

<sup>2</sup> The tree policy is part of the City of York Council Draft Local Plan, 2014. Guidance can also be found in, *Roots and routes: guidelines on highways works and trees*, a consultation paper produced by the Dept. for Transport in 2009



*Parliament Street trees after pruning and also interestingly before recent de-cluttering.*

Other trees should only be removed following detailed assessment, and only then for safety or significant infrastructure reasons. Trees with Tree Preservation Orders (TPO's) are generally protected but in the event of loss, their replacement is secured through the use of planning conditions.

New trees need to be appropriate to their locations. Species with a narrow canopy are preferred for city centre locations. Purpose built root pits will control root spread and should always be used.

Trees should not be planted where they will obscure significant buildings or features; detract from the urban form of the city; screen key views; and, where they will be unable to grow to maturity<sup>3</sup>

<sup>3</sup> The Sheffield Urban Design Compendium is a useful source of information on urban streets and design.



*Trees on Dame Judi Dench Walk*

*Ornate tree planting pit in Sheffield.*





## Planters and planting beds

Existing planters in the city are commonly moveable black plastic tubs, sometimes single but often tiered. In the summer months these tend to be well draped in cascading bedding plants such as petunias. In the winter, planting is more muted, usually pansies and similar resulting in the visual dominance of the planter itself.

Moveable plastic tub planters are also used as temporary barriers to inhibit vehicle access and illegal parking.

In a few locations such as the junction of Blake Street and Duncombe Place, raised beds with seasonal planting form a permanent part of the contemporary street layout, originally part of traffic management schemes.

In principle planters can add welcome colour and greenery to urban settings but planter design and location needs to be sensitive to context. Large black plastic tubs, especially the tiered versions, can look extremely out of place in historic settings and their use should be restricted. Instead, well designed more permanent planters should be considered for use in sensitive locations and even moveable versions should be better designed. Very good quality pre-cast concrete designs will be a significant improvement on current plastic planters, but great care needs to be exercised.

Planters can also be used as a flexible means to separate the carriageway between cyclists and motor vehicles, coning off critical sections of the network.

Using planters for trees has been tried in York, particularly along Foss Island Road where tree pits were not an option, and proved expensive as they require considerable maintenance. Larger planters such as the example from Sheffield will require less maintenance as water is held for longer periods.



*Plastic planters used to deter parking and access off Tanner Row.*

*Photo to be added of raised bed.*



*Two examples of stone planters in Sheffield, one with tree in the background*



*Planters used to demarcate a cycle track on Royal College Street, London*



## Public Art

York has little in the way of art installations in the public realm. The three statues of William Ette (Exhibition Square), George Leeman (Station Rise) and Queen Victoria (West Bank Park), are classic 19th century pieces. The Emperor Constantine (Deansgate), is a late 20th century piece.

Millennium funding and Single Regeneration Board funding was used to commission designed seating and wayfinding posts and a contextual piece on Holgate Road. The latter, signifying a rail carriage inspection template was originally designed to be the centre piece of a landscaped area.

Other pieces can be found on the Sustrans cycle route along the Derwent Valley and the York to Selby cycle path, as well as fronting the Holiday Inn on Tadcaster Road.

York's intimate spaces and compactness does not suit large scale art installations although more open spaces such as the riverside along Museum Gardens, New Walk and Terry Avenue have potential..

Art that expresses a contemporary vision of the spirit of York's inherited townscape and its history would work very well.

The National Gallery's 2008 Grand Tour was particularly successful and extremely popular in showcasing significant paintings framed in York's streetscape.

As a rule, public art should always take its cue from York's six principle characteristics

Some spaces lend themselves well to public art installations: Exhibition Square as part of the setting of the Art Gallery and the Theatre Royal has seen past temporary installations and can be used exclusively for temporary exhibitions, more permanent display or performance art. Museum Gardens could equally be utilised in this way.



One of the Grand Tour paintings against the Abbey Wall by Exhibition Square.



Left: artist concept design for Holgate and, right: the sculpture today



Top: Emperor Constantine. Middle left: Roman column off College St. Middle right: The bear at Chalfonts. Bottom: replacement sculpture for the Minster





## Seating

Public seating plays a crucial role in the social life of towns and cities, providing opportunities to meet, chat or just to watch the world go by. Most importantly they provide much needed resting places for older people, and people with mobility issues.

The spacing of seating is as important as its style and location. As a general principle seating should be situated at no more than 100m apart in busy areas. 50m is preferable in streets with very heavy footfall. In the centre of York there are many streets and spaces that fall far short of this model<sup>1</sup>.

“The available seating in York town centre is extremely well utilised to the extent that it can often be difficult to find a free space, particularly in the summer months. There is no seating at all on some of the busiest and longest shopping streets such as Coney Street and Spurriergate making them much less accessible to people who tire easily.”

*Access & Mobility Audit 2012*

During fairs, festivals and markets, much of the available seating in Parliament Street is temporarily removed to create more room for stall holders, reducing city centre availability quite significantly. This practice should be avoided wherever possible through better locations for existing seating, provision of more seating in areas not affected, and through more thoughtful management of space.

<sup>1</sup> The City of York Access & Mobility Audit identifies a number of locations outside the centre that could benefit from seating - Lord Mayor’s Walk being one.



### Key

- Footstreets
- Existing seating
- Proposed and new seating

Bench seating numbers on this map will vary from location to location and there will be other suitable places for new seating. The map does show how the principal shopping streets have been significantly improved. The majority are also on public highway land. There remain some areas of deficiency which need further consideration.



Seating styles in York are varied but the most common are the cast iron replica heritage seats with wooden slats and the wooden “park bench” style. The majority of cast iron seats in the city centre are in single and back to back styles. All are armless. Wooden bench seating can be found throughout the city. Although there has been a recent (Spring 2013) replacement of seating in the city centre, there are many examples of seats in poor condition throughout the city which are particularly challenging for older people. These should be replaced as a priority.

Seating has been (Spring 2013) significantly increased in areas of high pedestrian activity in the city centre do create more opportunities for rest, for example Coney Street and Spurriergate. The default standard throughout the city should be BS 8300 compliant and be between 450mm and 475mm in height; have a reasonably straight back and horizontal base; and, have arms to assist older people in particular. It should be constructed of high quality materials. The base and back should never be stainless steel. There should be some seating available with no arm to one side to allow a wheelchair user to transfer<sup>1</sup>. The council has agreed a new seat that is BS8300 compliant as illustrated on the right (the alternative model with single arm is not shown).

Existing and new seating should also take account of the following criteria:

- No seating should be located next to, or close to, any refuse bin or bin store for health and nuisance reasons
- Care should be taken when locating seats under trees – although useful for providing shade, they can be the source of bird droppings and dripping water during rain. Regular cleaning of seating will mitigate this issue if there is no alternative.

- Locations should be carefully chosen to avoid becoming an obstacle to pedestrians (there may be times when the location of seating is desirable to restrict vehicle movement as an alternative to bollards)
- Contemporary designs, as with other street furniture, will be considered on a case by case basis in the context of designed highway improvements or developments and only if they address the seven strategic principles in this manual and conform to accessibility criteria.



*Apart from having no arms this seating is BS 8300 compliant and will allow a wheelchair user to easily move onto it. Unfortunately, armless seating also attracts skateboarders who can cause significant damage to the seat edges. Note that this seat is also crammed between a bollard and a refuse bin - far from ideal. The bin may be a source of smell, flies and wasps*



*This contemporary designed seating in Library Square, although not BS 8300 compliant provides interest. More suitable seating could be added to provide choice.*



*Informal seating such as this low wall at the junction of Blake Street and Duncombe Place has an important role and is very popular in the summer as a place to eat lunch and pass the time of day*



### Informative

The default bench seat to be used in the centre of York is the Streetmaster Grafton style as a mixture of one arm, two arm and three arm as appropriate (as illustrated above).

<sup>1</sup> For further information refer to the City of York Access & Mobility Audit



## Street cabinets & utility services

Cabinets are usually the property of utility companies - electricity and telecommunications. The City of York Council also has a number of cabinets for signalling, CCTV and electricity - particularly in Parliament Street. These all add to visual clutter and their locations are not always the most sympathetic.

There is also a growing trend to have adverts on the side of utility cabinets. This should be prevented as they are unsightly and could encourage additional fly-posting.

Utility companies should be encouraged to re-site or re-align existing cabinets where possible to position them away from sensitive locations or set them back against walls or other features. They should be painted gloss black to conform to the standard York colour for iron work and the city council will need to work closely with utility companies to bring this about. Utility companies should also be encouraged to maintain and inspect cabinets regularly and reassess need.

Whenever possible every effort should be made to set the workings in the ground at pavement level.



Street cabinet in gloss black, positioned against the pavement back edge on Duncombe Place. Well-positioned but in a challenging location

## Utility services

Service routes should avoid grass verges so as to protect existing trees and their root systems, and to allow for future tree planting.

Any unavoidable maintenance or installation work near trees and on grass verges generally should be undertaken in accordance with best practice guidance and in consultation with the Council's Arboricultural and conservation staff.<sup>1</sup>

<sup>1</sup> See the following document for best practice guidance, *Trees and utilities – Volume 4: NJUG Guidelines For The Planning, Installation And Maintenance Of Utility Apparatus In Proximity To Trees (Issue 2)*



Green cabinet contrasting poorly with warm Magnesian limestone on Market Street in the centre of the footstreets. Gloss black would improve this although relocation would be preferable, where technology changes.



An unfortunate collection of cabinets in black and green at the junction of Parliament Street, Pavement and Piccadilly. Opportunities to rationalise this situation should be taken with utility companies and the Council's Network Management function.



## Street fixtures and fittings

Footways and carriageways contain a variety of historic features, the majority of which have been manufactured in the city. These, predominately cast iron features include drain covers and inspection hatches and are a visual reminder that York was a significant regional manufacturing city. Two firms in particular stand out: the mid 19th century Dove and Sons and William Kirk iron founders of Peaseholme Green which only closed in the late 1980's.

Although the iron foundries are long gone these features are a poignant reminder and make a significant contribution to street character. Many have been replaced in recent years and many have been lost through burial or other activities. It is essential that wherever practical, these historic features should be retained and conserved. Some sympathetic modifications to deal with hazards to pedestrians and litter dropping may be appropriate in terms of gully and grate improvements.

With the exception of surface water gullies, the majority of fixtures and fittings are either owned by, or are the legal responsibility of, utility companies or private householders. The City of York Council should work in partnership to secure their conservation. They should not be removed without justifiable cause.



Two types of cast iron feature - on the left, an inspection cover by Dove and Sons, and on the right a cross footway rainwater channel by William Kirk.



Decorative inspection cover



Two versions of a traditional boot scraper



Coal shoot grate

## Street advertising

Advertising comes in a variety of different forms but the most common in the city centre are estate agent for sale and to let signs and retail 'A' boards. Estate agent signs are usually attached externally to a building.

### *Shop signs*

Shop signs can be used to great effect, both advertising and enhancing if designed well. Design, distinctiveness and legibility are the three key principles that should be referenced. Shop signs should always respect the unique character of individual streets and reference available character statements and conservation area appraisals.

Shop signs should also consider the impact of day time and night time illumination. As a generally rule shop signs should not be illuminated unless a night time use is the main use. In these cases signs should be light sensitive, adjusting to differing times of day and available natural illumination.

### *Telephone kiosks and utility cabinets*

Garish and inappropriate advertising on kiosks and utility cabinets, particularly in the city centre and other conservation areas is a significant detractor and should be actively controlled. The Council should seek to implement Article 4 Directions in conservation areas to control all forms of advertising on these street features.

### *Sponsor advertising*

Although there is a place for sponsor advertising in the city, this should be used sparingly and with careful control of design and prominence within the historic core. They can be significant detractors. The Council's conservation staff should always be contacted for advice and guidance.

### *Sale boards*

Estate agent signs are allowed under the Town and Country Planning (Control of Advertisements) Regulations 1992, without planning permission so long as they are removed within 14 days of sale or letting. In practice, especially when demand is sluggish these signs can stay up for long periods of time. These days of substantial internet use it is questionable whether there is a significant business case to be made for continuing with their use, especially in conservation areas. The council should work in partnership with estate agents to bring forward a ban on sale boards in conservation areas using current available legislation.

“...the boards (for sale & to let) are detrimental... and, cumulatively, high numbers of them detract from the appearance of important streets in the Conservation Area. It is especially problematic in the historic commercial streets of Micklegate, Church Street, Shambles, Colliergate and Goodramgate.”

### *Historic core conservation area appraisal - 2011*



A too large sale board at the entrance to the Shambles from King's Square - one of York's most visited and most photographed areas.



**Banners**

The temporary use of advertising and informative banners is subject to planning permission and the council’s development management service and conservation service should always be consulted. Banners can be visually intrusive and a significant detractor and their use should be restricted



*Inappropriate use of an informative banner potentially also sending out negative messages about the city*

**A' boards**

These boards, literally an ‘A’ frame advertising board are generally made of timber with some form of hinge at the apex and are used ubiquitously throughout the city as advertising for retail shops, cafés and restaurants as well as advertising events and visitor offers in the city

The use of these temporary advertising boards is arguably neither necessary nor desirable. In almost all cases they are an obstruction on the public highway and can be visually detracting from the setting of important public streets and spaces. There are generally sufficient suitable alternatives to ‘A’ boards and the council is looking to use its powers under relevant highway regulations to control their use, but also to facilitate alternative signing where appropriate, subject to the current scrutiny committee examination of policy in this area.

“...A-boards on footpaths were the most frequently cited obstruction, especially by those with visual impairments and those using wheelchairs.”

*York city centre access & mobility audit (2012), CAE*

“...Members talked about how heavy many of the boards are and how they are often scattered across walkways, sometimes causing a dangerous obstruction. The group talked about how it is essential for many people including blind and partially sighted people to have a clear route along a pavement. They stated that the proliferation of A-boards can make it difficult for those with sight difficulties to negotiate the path. This can result in them walking into A-boards and injuring themselves, or inadvertently walking into the road whilst attempting to avoid these obstructions...”

*The York Campaigns Group, consultation feedback 2013*



*Two examples of ‘A’ boards as obstructions*



*The successful use of blackboards and shop front design to advertise without creating obstacles on the footway*



## Temporary structures, street trading and street performance

The majority of formal activity in the streets and spaces of York is licensed and controlled by the council from markets and fairs to fast food vans. This brings in a significant income for the city and there is always big demand from traders and others for pitches. Fairs, festivals, markets and commercial daily uses such as sales and marketing promotions are licensed and controlled by the city centre management team. Street trading is controlled by the licensing section of the city council. Planning permission is not usually needed for temporary street uses but some installations such as street trading outlets can be present at certain locations each day and every day. Pitch locations are agreed and controlled by licensing and not planning.

Street trading helps animate streets and spaces and can provide much needed resources for visitors and residents. The traditional children's fun fair for example also provides activity for younger people.

The most significant temporary uses are the various specialist markets in Parliament Street and the permanent use of Newgate Market. In Parliament Street the central area is used for stalls and sometimes, as for the York food festival, St Sampson's Square is almost fully utilised by at least two marquees and Parliament Street is almost completely covered leading to a loss of seating and part loss of cycle parking provision.

The siting and design of semi-permanent street trading pitches and other temporary structures needs to be carefully considered in relation to York's special qualities: the setting of historic buildings for example. Greater coordination between the various council functions of licensing, planning and city centre management should ensure that public spaces are enhanced

rather than detracted by such activity.

Street performers are all licensed and have to audition. Although there are some spaces like King's Square reserved for acoustic performance, the majority of spaces are licensed for amplified sound. Enjoyment of public space is multi-sensory and street performers using amplified sound can significantly contribute to noise pollution in the centre. It would be useful for the council to review its policy on the use of amplified sound, given that it annoys many and can adversely affect local businesses<sup>1</sup>.

<sup>1</sup> Existing guidance asks buskers to, "exercise some common sense in this matter to avoid disturbance to neighbours". and also, buskers who use amplification are asked, "...not to perform in the same location on more than one occasion between Monday and Friday." See [http://www.york.gov.uk/info/200427/street\\_trading\\_and\\_busking/237/street\\_trading\\_and\\_busking/2](http://www.york.gov.uk/info/200427/street_trading_and_busking/237/street_trading_and_busking/2)



*Temporary traditional funfair - a regular feature in Parliament Street and St Sampson's Square with an ornate safety rail that is relatively sensitive to setting. The presence of an adjacent cycle rack restricts pedestrian movement however.*



*Acoustic buskers and plant and flower stalls in Parliament Street creating a vibrant scene.*



*Although licensed pitches, these temporary retail outlets on a semi-permanent pitch significantly detract from the setting of All Saint's Church, Pavement.*



## Waste management

### Litter bins

Litter bins are a useful and necessary part of the urban landscape. York has traditionally relied on two types, a rectangular black 'heritage' style with the city arms and a 'squat frog' black 'heritage' style (Edinburgh bin), mostly squared off to the rear but occasionally in an open form. Both are reinforced fibreglass and generally in poor condition and both have galvanized inner sleeves and access doors to the front. These are being replaced throughout the city with a standard rectangular 'heritage' style – still in fibreglass, and a larger, solar compactor which can hold as much waste as seven regular bins.

Litter bins should be generally located in areas of significant pedestrian movement and demand. They should be sited away from seating and should at all times avoid creating obstructions. It is also extremely important that the siting of bins is sensitive to the setting of heritage assets and the advice of conservation specialists should be taken. This is particularly important for the solar compactors which are large stainless steel containers that can be visually very intrusive.

### Recycling

There are no recycling facilities in the city centre and all the waste is collected as landfill. Opportunities for reintroducing recycling facilities in the city centre should be actively considered and suitable contemporary designed bins installed subject to agreement with conservation specialists. An active policy on recycling city centre waste should be agreed and implemented as part of the council's waste recycling policy.

### Commercial waste

Commercial waste bins are often stored in public and private

alleyways and yards almost as permanent features. Many of these locations are significant visual detractors. Bins tend to be bright red (predominately Biffa bins). Examples are adjacent Harkers on St Helen's Square and to the rear of City Screen and Revolution by the River Ouse. Three Cranes Lane, one of York's important medieval alleyways is used as a permanent store for council waste bins belonging to adjacent restaurants.

The siting of commercial waste bins in publicly accessible lanes and alleys, and private but publicly visible locations should be avoided. The council should work in partnership with city centre retailers to find alternative arrangements for the benefit of the whole city.



*A recycling facility in King's Square, 2008. It was part of a pilot that was not renewed.*



*Edinburgh bin being phased out*



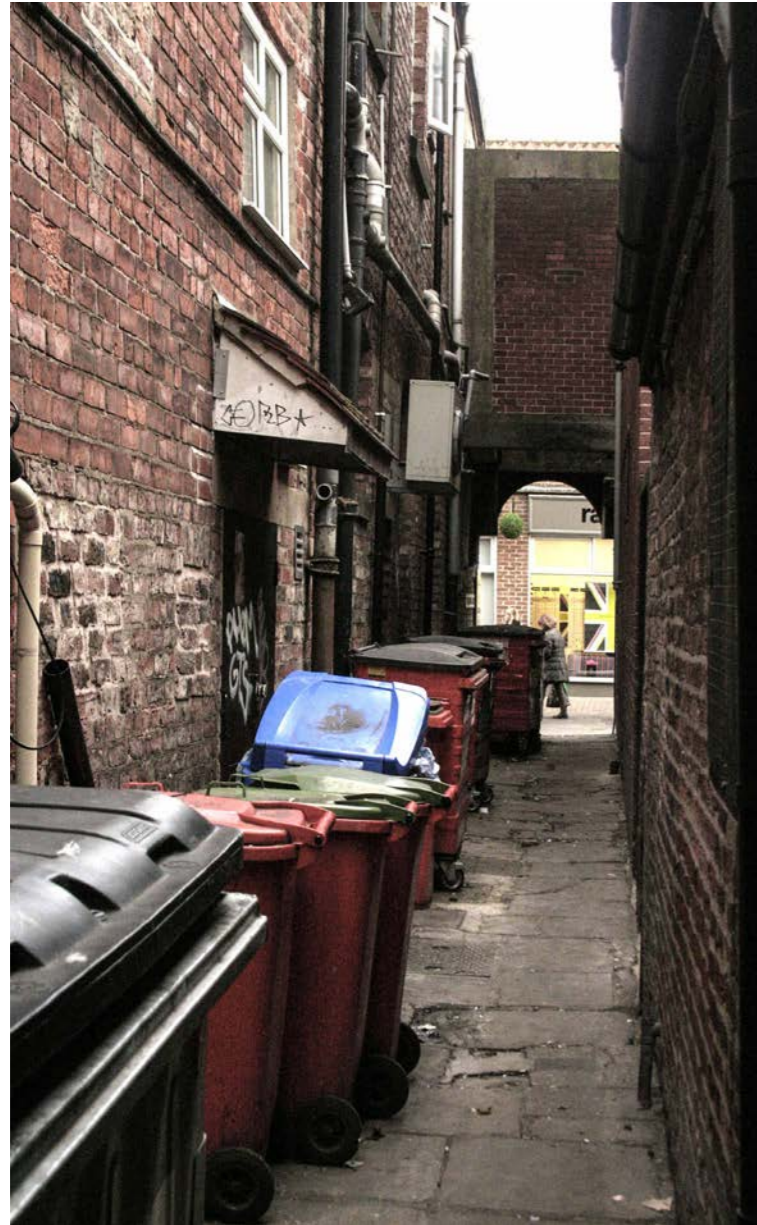
*The solar compactor in use*



### Informative

The default waste bin for use in the city centre is the Broxap bin as pictured here.





Commercial waste permanently sited in Three Crane's Lane, one of York's characterful 'snickleways', waiting for collection. These situations represent a major detractor for the city centre.



Three images of commercial waste on display at different times of the day. Top: Market Street. Bottom left: Lendal. Bottom right: Tanner Row.





## Wayfinding and legibility

York is a very distinctive place with an inherited character that could so easily be eroded through inappropriate interventions into the public realm. The existing system of cast iron finger posts and information boards, initiated by the York Civic Trust, are seen by many to be characterful and unique. However, the recent Access & Mobility Audit found them to be non-DDA compliant - font size, typeface, colour and size are all key issues.

The Council has initiated the Legible York project which will provide a consistent approach to signage, with an adopted design tool kit, and will set a clear path to improving the legibility of the city. This project sets out to:

- establish a clear approach to providing information in the public realm that will encourage walking from suburban locations for citizens and visitors equally;
- provide information on distances and times as well as information of value to disabled people, including wheelchair users and blind and partially sighted;
- improve the provision of information at P&R sites as well as all P&R drop-off and pick-up point in the city centre;
- provide clear signing to main sites;
- provide wayfinding information at key interchanges;
- ensure that there is built in scope for including digital information, especially relating to the city's numerous festivals and other annual events;
- ensure that digital information does not impact adversely on design;
- ensure consideration of the use of QR codes to link to existing and proposed web sites and other resources.



Examples of existing street installations.  
 Top left: wayfinding map at Esplanade car park.  
 Bottom left: typical fingerpost and top right:  
 festival information by the Minster. Bottom right:  
 archaeological information by Lendal Tower.



## Traffic management

### Traffic signs

#### Regulatory signs

These comprise of warning signs and repeater signs including speed restrictions. Design, layout and application is in part, governed by statutory requirements set out in the various regulations and orders including *Traffic Signs and Regulations and General Directions 2002*. There is however, some discretion in the location of signs. There may be scope for removing signs that are no longer necessary or out of date and the council's highway section should carry out a review of their Traffic Regulation Orders to identify any that could be revoked and signs removed. The *Traffic Advisory Leaflet 01/13 Reducing Sign Clutter* is an excellent source of guidance on the use of regulatory and discretionary traffic signs, particularly for historic cities.

On gateway streets and all primary streets, the use of signs should be consistent and coordinated for entire streets.

Wherever possible signs should be fixed to existing poles, walls, bollards or other existing street furniture - pole mounting should always be seen as a last resort. Fixing should also be carefully thought through and there should never be any protruding part of a pole above a sign. Poles and fixings should be gloss black in all circumstances. Plain galvanised poles should be particularly avoided and a programme of replacement and removal of all non-standard and redundant signage should be prioritised.

Illumination should either be, high quality reflective material or using internal fittings. All examples of externally illuminated

signs should be replaced.

Signs should be the smallest practical to satisfy regulations and visibility - this is particularly important for repeater signs such as speed signs.

#### Advisory signs

These comprise directional signs, information signs, tourist and visitor way-finding signs. The over use of such signs can lead to heavily cluttered and confusing environments for all road users and pedestrians. Each existing sign should be carefully audited for appropriateness, design, function and visibility. All redundant or unnecessary signs should be removed. Location, design and fixings should follow the same procedures as with regulatory signs.



*A no parking sign that if needed at all could be affixed to the wall if owner permission could be obtained*



*Complex street sign at the junction of Museum Street and Lendal that could be rationalised.*

#### Cycling signage

Cycle waymarking is haphazard and can, at times add to general clutter. There is useful guidance available including the *City of York Standards & Principles for Designing Cycling Infrastructure*.



*One of a pair of signs at a bus stop on Tadcaster Road that seem purposeless - the cycle lane is continuous along the road. City of York Standards & Principles for Designing Cycling Infrastructure should be followed.*



## Traffic lights

Traffic lights at junctions are normally positioned in pairs with a primary and secondary set facing each direction. Although the secondary set are a requirement, their location and positioning is discretionary. Secondary lights cover a risk of primary failure (used as a back up) and enhanced visibility for road users.

Wherever possible, these secondary traffic light columns should be repositioned in sensitive environments such as in front of, and behind, the city bars.

Where possible, and where there are obvious aesthetic benefits, opportunities for fixing traffic signals to lamp posts should be explored. This may require moving a lamp column or replacing with a more suitable column. This will greatly assist in de-cluttering the public realm.

## Pedestrian crossings

Pelican crossings are being replaced by Puffin crossings in York. Puffins utilise infra red detection so that they know when pedestrians are waiting and they pick them up actually crossing; as such the 'green man' timing can be extended to take account of someone crossing slowly or towards the end of the planned number of seconds; in addition if someone pushes the button but crosses whilst on a red man (as there was no traffic), the detection will pick that up and thus cancel the intended green man; so in essence they provide a more efficient form of controlled crossing.



*Secondary traffic lights adversely affecting the setting of Micklegate Bar*



### Parking and loading signs

Parking and loading signs and markings are regulated and covered in the *Traffic Signs and Regulations and General Directions 2002*. The frequency, number and size of sign is discretionary and wherever possible they should be the smallest practical size and mounted on existing street furniture such as bollards or walls where appropriate - the advice of design and conservation specialists should always be sought, especially in conservation areas or when heritage assets are potentially involved. New stand alone posts should be avoided. If posts are necessary they should be gloss black with appropriate gloss black fittings and should be fixed to the top of the pole. There should be no protruding lengths of pole.



*Sign fixed to listed railings detracting from historic setting and impacting on the railings.*

### Street signs

These are an important part of wayfinding especially as a pedestrian. They can also be important historic artefacts. Usually they are made of cast iron with embossed lettering and traditionally fixed to walls. More common are free standing street signs usually fixed to galvanised upright poles either at the back of a pavement or on grass verges or by the kerb.

Traditional street signs should generally be retained and restored in preference to replacements. They should wherever possible be fixed to walls. Galvanised poles should be avoided. If they do need to be used they should be painted gloss black and poles should not be protruding above the nameplate.

Street name plates need to be consistently applied. For older people in particular, especially those individuals who may be suffering memory loss and dementia, it is important to ensure that street signs, preferably located on both sides of the streets, at a suitable height and making sure that its view is not obstructed by vehicles or hidden by greenery. In addition, make sure that the signs do not obstruct pedestrian flow or add to street clutter.

*Insert photo of good example of wall mounted sign*



*Wall mounting would be a better option here but shows how re-painting in gloss black can actually make a significant difference in those situation where wall mounting is not an option.*



*Traditional street sign in the city centre*



## Road markings

### Yellow lines

Lining the carriageway has been the main mechanism for regulating parking and driver behaviour for many decades and is a tried, tested and understood by all road users and is standard practice nationally. In sensitive areas such as the historic core, this can have a significant negative impact on the public realm. Alternative solutions involving Traffic Regulation Orders could be used to cut back on the amount of signs and markings through the creation of Restricted Zones or Historic Core Zones<sup>1</sup>.

“Historic areas are sensitive to the colour and amount of visual street clutter which can reduce the quality of its character. Yellow lines form part of this visual clutter and can detract from the built form, especially in small, narrow streets.”

*Streets For All: Practical Case Study 2 - Parking restrictions without yellow lines - English Heritage, 2005*

Where necessary and appropriate, regulatory yellow lines should be narrow (50mm) and primrose yellow within conservation areas. Painting on cobbles should be avoided wherever possible and in all other locations great care should be exercised to ensure that the lines are neatly implemented. If necessary a strip of cobbles might be replaced by other natural material to facilitate painting. Regular maintenance will be necessary to ensure that existing road markings are up to standard and enforceable.

The application of 50mm lines should also be done with great care as mistakes are more noticeable than with the wider 75mm lines.

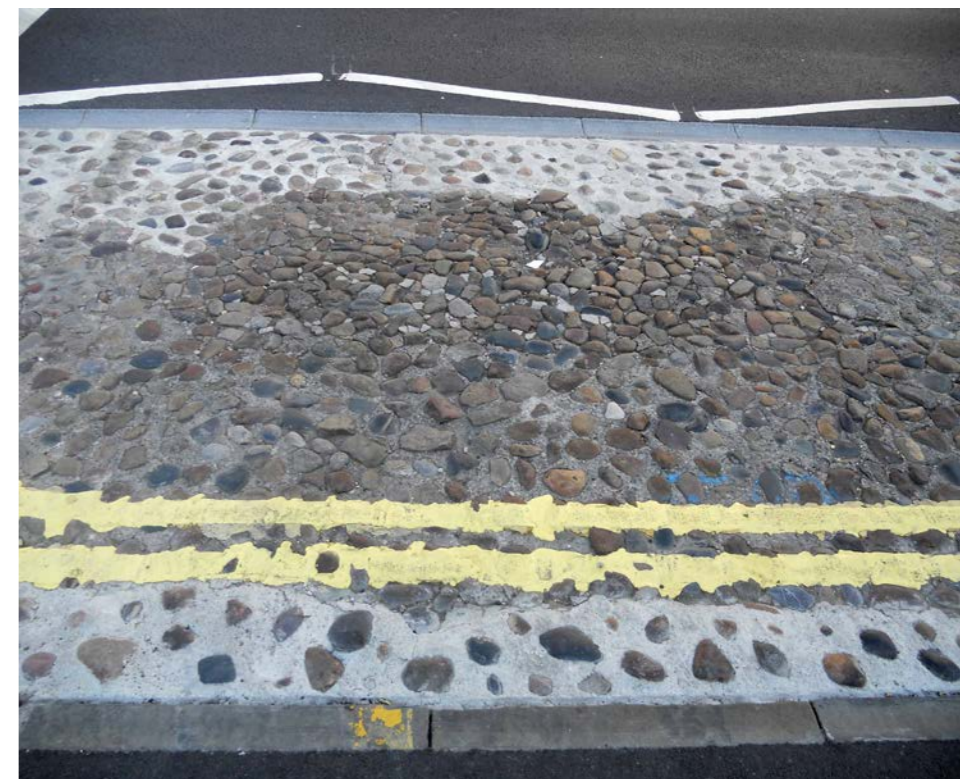
<sup>1</sup> See *Streets For All: Practical Case Study 2: Parking restrictions without yellow lines* English Heritage, 2005



A free standing sign with neatly capped gloss black uprights spoiled by the inclusion of a no parking sign.



More recent free standing street sign in Aldwark. The sign could easily be fixed to the wall behind.



Painting on cobbles on Blossom Street. A poor decision.

## Management, maintenance & enforcement

### Street cleaning

Street cleaning is carried out 365 days a year and operationally, is separated out into 'city centre' and 'outside city centre'. Cleaning in the centre comprises a combination of mechanical and hand sweeping (around benches and along building edges). Bin emptying takes place seven days a week.

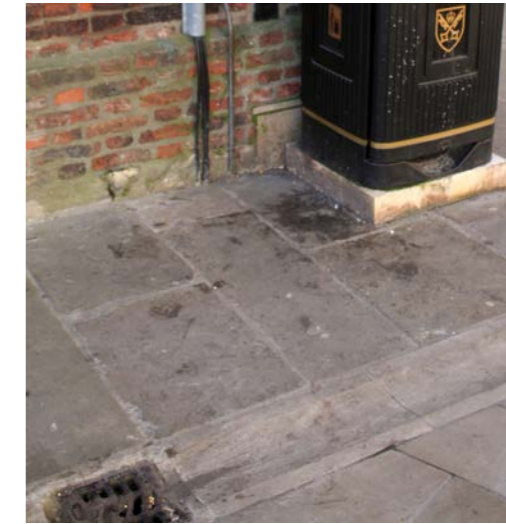
Outside the city centre most roads are swept using mechanical sweepers. Small mechanical sweepers are used on lanes and passageways.

The biggest public complaint in the city centre is about stained pavements and the council has recently invested in scrubber attachments to the sweepers to try and improve this. Jet steam cleaning to remove chewing gum has been discontinued because of its adverse impact on jointing between flags.

Funding will never match demand and there is a clear need to involve all citizens including the business community in working in partnership with the council. The Smarter York Initiative is one recent partnership that is proving very successful where it is active. Smarter York will help to maintain a clean, safe and green environment for York. The initiative encourages and works with residents to create attractive neighbourhoods with a real sense of community and to tackle the things that can spoil our neighbourhoods for example littering, graffiti or dog fouling. The following actions should be undertaken:

- Existing street furniture such as litter bins, salt bins, dog bins etc. should be located to maximise community involvement. Periodic skip placements should also continue to be used in areas of high demand.

- Enforcement action should be taken against householders who use back alleys as skips. To assist in identifying culprits neighbourhood leaflet drops could be considered.
- Staff should be better trained and better equipped and their status should be elevated within the council.
- A clear annual plan of action should be drawn up in partnership with city cycling groups to ensure that cycle lanes/ routes are always clear of obstructions. This is particularly important in the winter.
- Smarter York should continue to be actively supported and partnership funding should be sought from York businesses
- All new developments should be accompanied by a sustainable street cleaning and refuse disposal plan
- Special attention should be given to ensuring that pigeon waste is cleaned off benches and other public seating areas. Control of pigeon population in the city should be a priority. There should be regular cleaning of benches.



*Stained sandstone flags by bin off the newly completed Minster Piazza*



*Small mechanical sweeper in action on the recently remodelled King's Square (December 2013)*



## Enforcement

The majority of businesses, visitors and citizens act and behave sensibly in public streets and spaces but enforcing local and national regulations does require constant enforcement. The following issues need to be addressed on a regular basis:

- Keeping the city centre streets free of clutter and obstructions: 'A' Boards; bins; and, rubbish generally.
- Traffic violations in footstreet hours and non-footstreet hours.
- Parking on cycle lanes and other obstructions should be prioritized as it is a significant hazard to cycling. Use of planters and other delineators should be considered – see cycling section.
- Utility companies and our own highway maintenance staff from time to time place temporary traffic signs on, or protruding into cycle lanes. Where working in the cycle lane is unavoidable, then alternative passage should be identified and implemented during the works.
- Noise pollution from buskers using amplifiers.
- Inappropriate blue badge parking where obstruction is caused
- Cycling in pedestrian areas. See cycling section – many older people and people with mobility issues as well as blind and partially sighted people are not comfortable with sharing space with cyclists and in particular resent cycling in pedestrian only areas. The pedestrian only status of some streets needs to be strengthened.
- Sale board removal should be actively enforced once the statutory period has been reached.



*Rubbish left out on Lendal, late morning and completely blocking the pavement.*



*Parking on the pavement on Stonegate outside footstreet hours and clearly blocking the pavement.*

## Informative

Section 130 (1) of the Highways Act 1980 imposes a duty on the Highway Authority to assert and protect the rights of the public to use and enjoy the highway. This general duty is reinforced by s. 130 (3) which states that the highway authority have a duty to prevent, as far as possible, the obstruction of the highway.<sup>1</sup>

<sup>1</sup> Under the provisions of the Equality Act 2010, it is unlawful for service providers and those exercising public functions, including highways functions, to discriminate against disabled people. This includes a duty not to indirectly discriminate and to make reasonable adjustments where existing arrangements place a disabled person at a substantial disadvantage. In RNIB's view a failure by a Highways Authority to exercise its duties under the Highways Act to prevent obstructions to the highway, places blind and partially sighted people at a particular (substantial) disadvantage and therefore is in breach of the Equality Act.

## Maintenance

The council has an annual work programme for repairs to carriageways. This includes: resurfacing work, planned several years in advance; and, annual maintenance, usually in response to wear and tear and the impact of severe weather. Other repair work is reactive, responding to public concerns.

Maintenance priorities could usefully reference the hierarchy of priorities in Local Transport Plan 3. In particular the needs of older and disabled people should be prioritised in the context of pavement quality.

Proposals to extend the existing off-road cycle network should at all times ensure that they include sustainable management plans. It is important to ensure that the maintenance and management of cycle lanes is undertaken regularly.

The following priority actions should be undertaken:

- ensuring that main pedestrian and cyclist routes are maintained to a high standard and that all trip hazards and other elements that could significantly disadvantage disabled people are dealt with quickly and effectively.
- ensure that cycle lanes on roads are free of obstructions, pot holes etc. Lanes are very narrow (less than the national minimum of 1.5m in most cases). Cyclists will generally attempt to avoid these, putting themselves at risk from other road users.
- Off road tracks should be maintained to a high standard to ensure that they continue in use.
- All new tracks should be built to the highest possible standards and funding guaranteed for long term maintenance.
- Trees that are adjacent to cycle paths should be regularly inspected and pruned.

## A New Priority for Investing Public Funds

### Recommendations

- Create a cycling budget of at least £10 per person per year, increasing to £20
- Ensure local and national bodies, such as the Highways Agency, Department for Transport, and local government allocate funds to cycling of at least the local proportion of journeys done by bike.
- Cycle spending that makes a tangible contribution to other government departments, such as Health, Education, Sport and Business, should be funded from those budgets, not just the DfT.<sup>1</sup>

<sup>1</sup> Taken from: Get Britain Cycling, summary and recommendations of the All Party Parliamentary Cycling Group, 2013

## Streetworks

All groundworks affecting public streets and spaces are planned, implemented, monitored and reinstated in accordance with the *New Roads and Street Works Act 1991*, and a variety of specifications, guidance and codes of practice developed and revised since 1991<sup>1</sup>.

The City of York Council, as the relevant highway authority, employs there officers to monitor compliance with the Act. Between 6,000 and 7,000 excavations in the highway occur in any given year and approximately one third of these are actively monitored. These are randomly generated by computer software to ensure a relatively even spread across the city although the city centre excavations receive a greater number of extra monitoring visits due to the proximity of council offices.

Reinstatement can be in two phases commencing with a temporary reinstatement followed by permanent reinstatement no longer than six months after the works were completed. In practice, permanent reinstatement is usually immediate or soon after.

“Reinstatement cannot always be completed in one site visit; although undertakers are encouraged to use first time permanent reinstatements wherever possible. The first phase of works may be completed to only interim reinstatement standard and a second phase will be needed to complete the work to permanent reinstatement standard”

*New Roads and Street Works Act 1991, Code of Practice (revised 2012), Department for Transport*

Reinstatement should in all cases be a like-for-like reinstatement but all too often, existing materials are broken up during excavation and neither the Council or Utility companies and their contractors keep stock.

Reinstatement work is variable quality and sometimes very poor but the Highway Authority has relatively limited powers of action through enforcement.

The following issues should be addressed:

- All new public space improvements should ensure that stock materials are kept for future reinstatement work.
- 
- Stock of other valuable materials such as Blanc-de-bierge paviments, traditional stable paviments, riven flags, cobbles and drainage channel bricks should be built up.
- 
- The major utility companies should be made aware of the content of this manual and a Memorandum of Understanding (MoU) around best practice and should be developed in partnership with them.
- 
- Progress against this MoU should be monitored annually.

## Festivals, fairs and other events

the layout of temporary market stalls, marquees and other structures should ensure that cycle parking and pedestrian access is not impeded.

Access to the disabled toilet on St Sampson’s Square in particular should always remain clear.

Adequate seating should always be maintained for public use. This is particularly important for Parliament Street which sees the majority of specialist markets and festival infrastructure in the city. Seats that are removed to make way for market stalls should be reinstated immediately after the event. More permanent seating could be, and should be, installed along the south west side to compensate for periodic disruption.

<sup>1</sup> for instance, *New Roads and Street Works Act 1991, Code of Practice (revised 2012)* and, *Specification for the Reinstatement of Openings in Highway*: Department for Transport, 2010



# Part Four: Implementation Framework

## Overview

We do not live in an ideal world where funding for highways improvement schemes is unlimited and easily available, especially these days when Europe is in the grip of long term economic recession. There will be limited resources available for investment beyond the current Reinvigorate York initiative for at least a decade. It is important that the council, in partnership with others seeks to ensure that all new highway improvements, maintenance programmes, streetworks and new development contribute to enhancing the city's streets and spaces. The following priorities set out an agreed way forward for investment in conjunction with a movement and place linked street and space hierarchy.

## Priorities

1. General uplift of the city centre and secondary shopping streets - specifically to improve accessibility for communities of interest as defined by the 2010 Disability Act (Principles 2 & 5).

“The most significant source of problems for participants was the poor standard of paving found throughout the city centre and the steep and unpredictable cross-falls often found on the often narrow and overcrowded footways. Steps should be taken to identify and repair problematic areas of paving whilst ensuring that steep (and especially uneven) gradients are removed on any street receiving significant attention.”

*York city centre access & mobility audit (2012), Centre for Accessible Environments*

2. Ensure all maintenance programmes reflect the principles and guidance contained in this document and can at all times demonstrate how each scheme will add value by meeting the aims and aspirations of this strategy and guidance (Principles 1, 2, 3, 6 & 7)

3. Restore consistency to all gateway streets (Principles 2, 3, 6, 7).

4. Improve the setting of the city's historic bars through implementation of guidance contained in this document (Principles 1, 2, 3, 4).

5. Develop detailed high quality standard specifications for

repair, maintenance and renewal of footways and carriageways that will deliver high quality and sustainable outcomes (Principles 1, 2, 3, 4, 7).

6. Agree new protocols and Memoranda of Understanding for utility companies and their contractors that link with the council's detailed specifications and ensure that the council maintains a store of standard footway and carriageway materials for the use of contractors when undertaking maintenance and repair (Principles 2, 3, 4, 7).

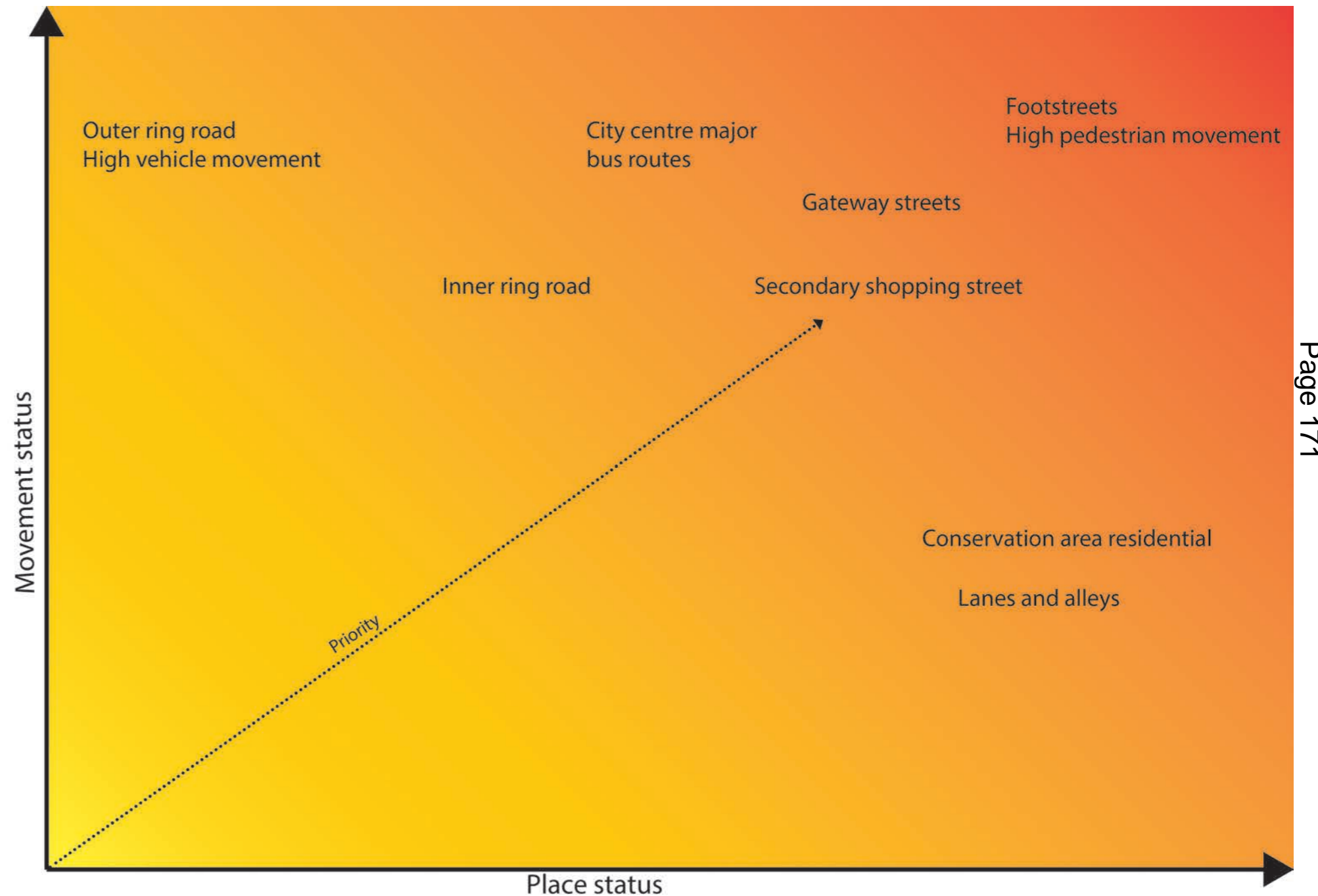
7. Agree new approaches for access, parking, loading & unloading in the footstreets areas and beyond to limit vehicle access & parking to the minimum necessary and in locations that are compatible with pedestrian movement & safety, surface design and strength. Also to impose a weight limit for loading & unloading in the city centre, especially in the footstreets (Principle 7).

8. Develop city centre policies and protocols for temporary and permanent commercial and leisure activity including festivals and fairs, busking, pavement cafés, mobile retail and other commercial operations to ensure: consistency; high quality design; respect for setting and ambiance and access & mobility (Principles 1, 2, 3, 4, 6, 7).

## Street hierarchy

Many public realm strategies and manuals include a hierarchy of streets set against a pallet of materials designed to reinforce distinctive character, restore historical integrity and create harmonious and consistent street environments. York's city centre in particular presently fails to present a consistent street environment. Although some streets and spaces do have a distinctive character (King's Square for example), harmony and historic integrity are challenged in many places<sup>1</sup>. Street hierarchies do already exist but they are based principally on traffic flows. Establishing a hierarchy of streets and spaces that reflects the principles and priorities set out in this document will help focus scarce resources for investment and will ensure that opportunities to add value through general maintenance are not lost.

The approach taken here is based on two themes: York as one of Europe's premier historic cities; and, Principle 1, A City for People. Taking these two themes together and expressing them as a matrix in terms of movement and place status, a street hierarchy can begin to be developed that can deliver opportunity for street and space enhancement over the short, medium and long term.



*This movement & place matrix is based on an example in Manual for Streets 2. Essentially, funding priorities could be guided by this form of analysis of place and movement where places with high pedestrian activity (usually shopping streets) and high importance as places (city centres for example) would score higher than, for example the outer ring road (high vehicle movement but minimal pedestrian movement and therefore low place status).*

<sup>1</sup> Micklegate for instance used to be the main gateway into the city, literally the Great Street but the junction with George Hudson Street cuts its former relationship with Ouse Bridge and Micklegate is a bit of a side show now. Goodramgate also presents a poorer environment to Petergate for example.



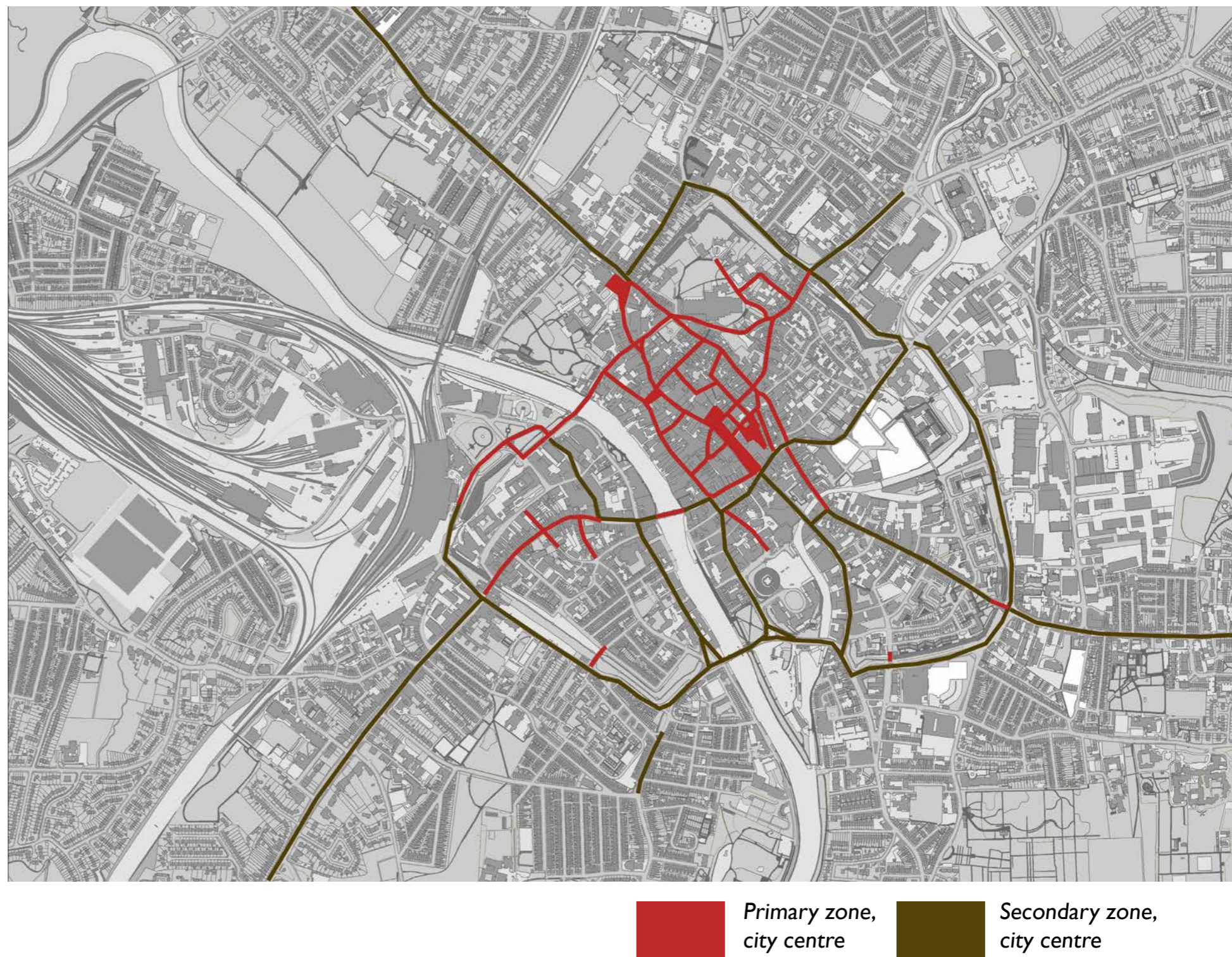
Using this matrix as a guide, a three level hierarchy has been developed based on the density of pedestrian movement and importance of place. Importance of place in York, as defined here, is closely linked to its Unique Selling Point (USP), the historic environment. The special qualities that help define ‘importance’, ‘significance’, and ‘sense of place’ – all ways in expressing similar things – are defined in many documents, studies and analysis including the draft Local; Plan, Heritage Topic Paper.

This hierarchy does not mean that available funding will necessarily be spent on, for instance delivering natural stone products to all streets in the city centre, or concentrating solely in city centre locations for capital funded projects. Annual maintenance programmes will continue to be demand led throughout the city and surrounding villages and delivered through a maintenance priority assessment that will continue to improve and enhance residential streets and spaces. What this hierarchy sets out to do is highlight areas of the city that could usefully benefit from extra funding to deliver small and large scale improvements to our most frequented streets and spaces as part of the city’s ongoing capital and revenue commitment for the foreseeable future.

This hierarchy of streets and spaces will also be valuable as a guide to inform future development proposals for the city. Developers and their agents will be expected to reference and use this document to guide public space enhancements as and when required through Section 106 agreements<sup>1</sup> and the Community Infrastructure Levy<sup>2</sup>

<sup>1</sup> Section 106 (S106) of the Town and Country Planning Act 1990 allows a local planning authority (LPA) to enter into a unilateral agreement or planning obligation, with a developer over a related issue. The obligation is sometimes termed as a ‘Section 106 Agreement’.

<sup>2</sup> The Community Infrastructure Levy (the levy) came into force in April 2010. It allows local authorities in England and Wales to raise funds from developers undertaking new building projects in their area.





### Primary zone locations

Main city centre retail areas; the Core Medieval Streets character area (York Central Historic Core Conservation Area Appraisal); The city bars; and, the route from the station to Exhibition Square and the city centre.

Footstreets	Character area 10: Medieval Streets	Station to Centre and Micklegate	City centre squares and junction improvements	City Bars
Blake Street,	Colliergate	Duncombe Place	Duncombe Place/Blake Street	Bootham Bar
Church Street,	Goodramgate	Lendal Bridge	Exhibition Square	Micklegate Bar
Coney Street,	Grape Lane	Museum Street	King's Square	Monk Bar
Jubbergate	Kings Square	Station Avenue	St Sampson's Square	Fishergate Bar
High Ousegate	Low Petergate & part High Petergate to Duncombe Place	Station Road	Piccadilly/Pavement/Coppergate Junction	Walmgate Bar
Lendal	Little Stonegate	St Leonard's Place	Newgate Market	Victoria Bar
Market Street	Swinegate	Micklegate (up to George Hudson Street)		
New Street	Stonegate	St Martin's Lane		
Parliament Street	The Shambles	Barker's lane		
Castlegate		Trinity Lane		
Spurriergate				
Ogleforth				
Chapter House Street				
Minster Yard				
College Street				
Castlegate				
Davygate				
Silver Street				
Coppergate Walk				
Feasegate				
Patrick Pool				
St Andrewgate				

## General principles

The majority of these streets underpin the morphology of the historic core and are an integral part of York's historic character. Exceptions are Station Road to Museum Street (including Lendal Bridge) which form the major pedestrian route from the railway station and; Rougier Street/George Hudson Street, which forms one of the main bus routes south of the River.

All surfaces should be consistent and as funds are made available, footways should be repaired and enhanced according to the guidance in this manual. Man-made materials currently existing in some of the footstreets are particularly problematic as they are in a poor state of repair and in need of replacement. Street furniture, especially lighting, should be consistent and signage should be kept to the minimum necessary.

The setting of each of the five historic bars should be substantially improved. Junctions with the gateway streets (Secondary zone) should be improved in accordance with the findings and recommendations in the city centre access & mobility audit.



*Micklegate - the main gateway into the city since at least the 9th century, has been in decline for decades but is now reinventing itself through local action as the Micklegate Quarter. Pavement quality is poor but it is a relatively uncluttered street and has huge potential for uplift.*



*Walmgate Bar benefited from a relatively recent attempt to reconcile a number of issues around traffic and movement that involved some repaving and repositioning of pedestrian access. The use of cobbles as a deterrent to pedestrian access for safety reasons may have been thought through differently and the pallet of materials is too varied. Natural materials should have been used throughout.*



*Colliergate with narrow footways badly surfaced in small square pre-cast Saxon flagstones and a poor quality carriageway surface*



## Specifics.

### Footstreets (excluding the Core Medieval Streets)

Each street should have a consistent approach to furniture and surfacing. Natural materials occur in some locations but its use is inconsistent and the quality of the sub-base and some flags in particular (usually riven) is poor. Steps should be taken to ensure that existing natural stone flags are re-laid as the opportunity arises or conditions dictate and where necessary, replaced with new sawn material so that the footways are safer for pedestrians, especially those with mobility issues<sup>1</sup>.

### Paving

Footways: existing 450mm x 450mm pre-cast concrete flags to be replaced with 600mm x 450mm conservation grey pre-cast concrete flags.

Carriageways: existing blanc-de-bierge to be repaired and re-laid where possible using new material. Other pre-cast brick pavements to be repaired and replaced where possible with new material.

Kerbs: where kerbs exist they should be 310mm wide, mid-grey granite.

### Lighting

Wherever possible and practical, street lighting should be wall mounted. Existing lanterns should be replaced with the globe heritage style lanterns fitted with LED bulbs.

### Street furniture

Seating, bollards and bins: the York design standard in all cases ensuring variety of arm configurations to suit all needs. More contemporary, 'public art' seating should in all cases conform to accessible design.

<sup>1</sup> See guidance section.

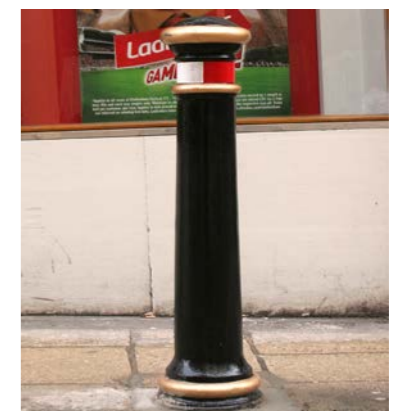
Top left: Conservation grey. Top right: Blanc-de-bierge.



Left: Globe lantern



Right: default bin: bottom left: default seating. Bottom right: default bollard.





### Core Medieval Streets<sup>2</sup>

These streets contain the highest proportion of York's medieval properties and tenement boundaries and should be upgraded to reflect their significance.

#### Paving

Footways: English Pennine Sandstone flags, with course widths of 600-750mm and slab lengths of 750-1000mm. Tactile crossings in matching sandstone (uncontrolled crossings) and red granite (controlled crossings). Existing riven English Pennine Sandstone flags to be replaced where significantly uneven and re-laid where in reasonable condition. It would also be an advantage for disabled and older people to extend footways where practical to do so<sup>3</sup>.

Kerbs: 310mm wide mid grey granite

Carriageway: granite setts, 200mm long x 100mm wide x 100mm deep or 300mm long x 150mm wide x 150mm deep. Traditional brick sett drainage edging should in all cases be conserved in situ and repaired or replaced like for like.

#### Lighting

Wherever possible and practical, street lighting should be wall mounted. Existing lanterns should be replaced with the carriage lantern style with LED bulbs.

#### Street furniture

Seating, bollards and bins: the York design standard in all cases ensuring variety of arm configurations to suit all needs. More contemporary, 'public art' seating should in all cases conform to accessible design.

<sup>2</sup> *Historic Core Conservation Area Appraisal*, character area 10 - discusses the quality of current surfaces and recommends improvements.

<sup>3</sup> One of the key findings of the *Access & Mobility Audit* was the narrow width of pavements on some streets and the desirability of identifying widening opportunities.



Default carriage lantern



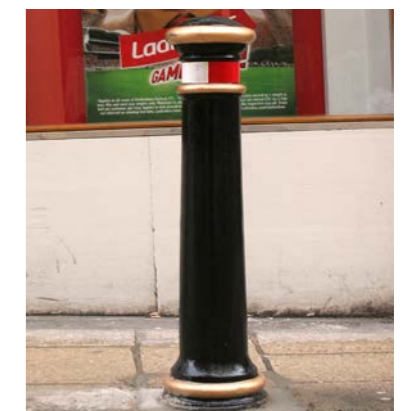
Default sandstone tactile for controlled crossing.



Top left: default sandstone flags. Top right: default sandstone tactile for uncontrolled crossing (red for controlled). Bottom left: default kerb. Bottom right: default granite setts.



Top left: brick drainage channels. Top right: default bin. Bottom left: default seating. Bottom right: default bollard.





### Station to centre

This is the main pedestrian route into the city centre from the railway station and has a substantial footfall. For many people, this is their first glimpse of York and it is currently a confusing and design poor environment. It requires substantial uplift.

### Paving

Footways: English Pennine Sandstone flags, with course widths of 600-750mm and slab lengths of 750-1000mm.

Tactile crossings in matching sandstone (uncontrolled crossings) and red granite (controlled crossings).

Kerbs: 310mm wide mid grey granite

Carriageways: asphalt surfacing with granite setts, 200mm long x 100mm wide x 100mm deep or 300mm long x 150mm wide x 150mm deep at pedestrian crossings.

Traditional brick sett drainage edging should in all cases be conserved in situ and repaired or replaced like for like.

### Lighting

Historic lighting on Lendal Bridge has been restored and retrofitted with LED technology. These must be regularly maintained. There are opportunities for careful use of contemporary architectural lighting at locations along the walls and at St Leonard's Hospital. Street lighting should be consistent throughout and be column mounted with arms. The exception are the teardrop lanterns along Duncombe Place which should be maintained. Other types of lantern in this location should be replaced with teardrops. There is an opportunity for contemporary lighting schemes at the Cholera Burial Ground<sup>4</sup>.

### Street furniture

Seating, bollards and bins: the York design standard in all cases ensuring variety of arm configurations to suit all needs. More contemporary, 'public art' seating should in all cases conform to accessible design.



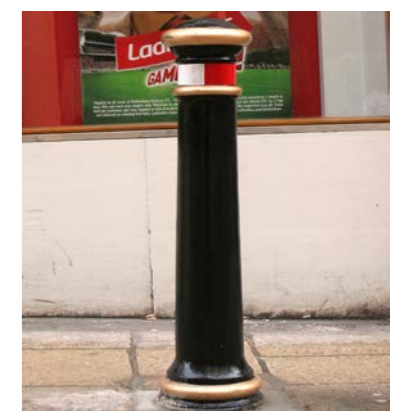
Default sandstone tactile for controlled crossing.



Top left: default sandstone flags. Top right: default sandstone tactile for uncontrolled crossing (red for controlled). Bottom left: default kerb. Bottom right: default granite setts.



Top left: tear drop lantern. Top right: default bin. Bottom left: default seating. Bottom right: default bollard.



<sup>4</sup> See further discussions in the York Light Plan 2006 and the York Delivery Plan Lighting Design 2013



### City centre squares and junction improvements

Each of these areas are programmed in as part of the Reinvalidate York Project and will be developed as part of a detailed masterplan that will reference this, and other key strategies, regulations and guidance. King's Square public space improvement project<sup>1</sup> is timed to complete April 2014.

Materials the same as for city bars.

### City bars

These are the main historic gateways into the city and their settings should be dramatically improved through enhancement of existing natural stone footways - replacing damaged flagstones and replacing pre-cast materials with natural for approximately 5m either side of each bar. Carriageways should be resurfaced using natural stone setts for the same distance each side of the bar, to enhance the special qualities of these remarkable structures.

Footways: English Pennine Sandstone flags, with course widths of 600-750mm and slab lengths of 750-1000mm. Tactile crossings in matching sandstone (uncontrolled crossings) and red granite (controlled crossings). Existing riven English Pennine Sandstone flags to be replaced where significantly uneven and re-laid where in reasonable condition.

Kerbs: 310mm wide mid grey granite

Carriageway: granite setts<sup>2</sup>, 200mm long x 100mm wide x 100mm deep or 300mm long x 150mm wide x 150mm deep. Traditional brick sett drainage edging

<sup>1</sup> York City Council Cabinet Report 2 April 2013  
<sup>2</sup> The exception has been the recently completed Fishergate Bar where sandstone setts have been used as it is a pedestrian and cycle route only.

should in all cases be conserved in situ and repaired or replaced like for like.

Lighting: Illumination of the bar and walls will require replacement of all High pressure Sodium floodlights with the design standard LED. Light source to be white/off white. Colour is not to be used except for special events.

### Street furniture

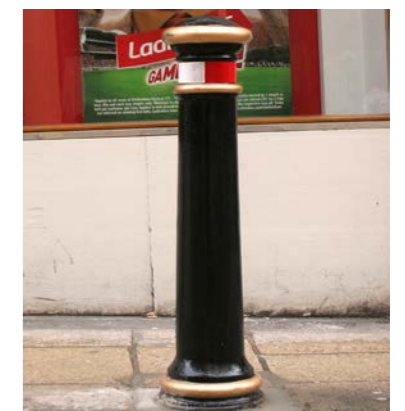
Seating, bollards and bins: the York design standard in all cases ensuring variety of arm configurations to suit all needs. More contemporary, 'public art' seating should in all cases conform to accessible design



Default sandstone tactile for controlled crossing.

Top left: default sandstone flags. Top right: default sandstone tactile for uncontrolled crossing (red for controlled). Bottom left: default kerb. Bottom right: default granite setts.

Top left: tear drop lantern. Top right: default bin. Bottom left: default seating. Bottom right: default bollard.







Top: 2014 works to King's Square using a combination of granite setts and kerbs and sandstone flags. Left: 2013 improvements to Fishergate Bar with LED replica 'heritage' lantern and sandstone flags and setts

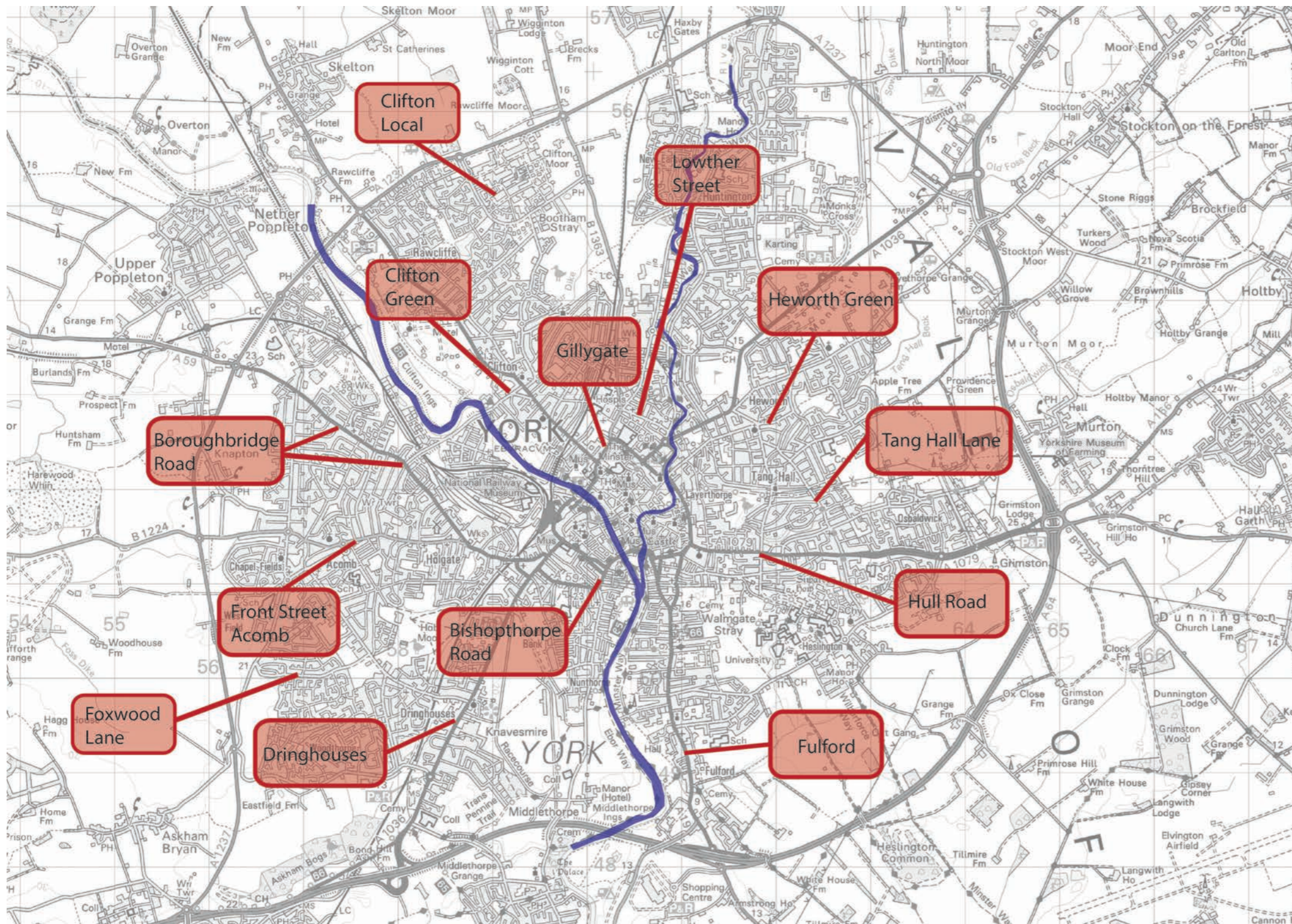


## Secondary zones: locations

Gateway streets; city centre bus routes; secondary shopping areas; the inner ring road.

Gateway streets	City Centre bus routes	Secondary Shopping Streets	Inner Ring Road
Clifton	Bridge Street	Bishopthorpe Road	Barbican
Bootham	Clifford Street	Boroughbridge Road	Bishopgate Street
Blossom Street	Coppergate	Clifton, local	Foss Islands Road
Hull Road	George Hudson Street	Clifton Green	Jewbury
Lawrence Street	Low Ousegate	Dringhouses	Lord Mayor's Walk
Monkgate	Rougier Street	Foxwood Lane	Nunnery Lane
Tadcaster Road	Tower Street	Fulford Road	Paragon Street
The Mount	Pavement	Front Street, Acomb	Price's Lane
Walmgate	St Leonard's Place	Gillygate	Queen Street
	Gillygate	Heworth Green	St Maurice's Road
		Hull Road	Tower Street
		Lowther Street	
		Tang Hall lane	





### Secondary shopping streets, city wide

The treatment of secondary shopping streets varies considerably but on the whole the materials, design and street furniture are not of the highest quality and they tend to suffer from below average reinstatement following streetworks. These are important places for local communities both socially and economically and would benefit hugely from reinvigoration.



## General principles

Consistency is again key, with use of high quality non-natural materials dominant. Natural materials where they exist should be conserved and managed and, where appropriate (such as the setting of significant heritage assets) extended to secure a consistent approach to street and footway surfacing. Non-natural materials should be consistent with the guidelines in this document. In the case of privately owned forecourts, the Council will work with owners to seek a consistent approach to paving.

The inner ring road is integral to the setting of the city walls and bars. Each of the bars is a main pedestrian access point and their junctions should be a priority for significant uplift (see also priority A) for access and for aesthetic reasons.

Street furniture, signage and especially lighting should be consistent and high quality - currently this is not the case. Replacement lighting columns for instance do not reflect what is there already.



*Foss Islands Road - shared surfaces involving cyclist and pedestrians in a busy car dominated environment that is part of the inner ring road.*



*Blossom Street - recently improved through the re-modelling of several pedestrian crossings, improved cycle lanes and the removal of some signage. However, the gateway street contains several types of light column and street furniture is inconsistent. Repair and maintenance of surfaces is also inconsistent and sometimes poor quality.*



*4th Avenue, Tang Hall - a row of local shops set back from the carriageway allowing plenty of room for seating and cycle storage and generous buffer between shops and carriageway.*



## Specifics.

### Gateway streets

So-called because they are the primary historic routes into the city and, up to the inner ring road, continue to function in that way. These approach roads have suffered degradation over many decades through the increasing demands of traffic<sup>1</sup>. For example, the loss of trees and cobbled margins.

### Paving

**Cobbled margins:** should be particularly conserved on these streets and, where absent, opportunities should be taken to restore lost sections where practical. Blossom Street would lend itself well to this as it has a particularly wide carriageway.

**Footways:** existing 450mm x 450mm pre-cast concrete flags to be replaced with 600mm x 450mm conservation grey pre-cast concrete flags. Existing riven English Pennine Sandstone flags to be replaced where significantly uneven and re-laid where in reasonable condition.

**Kerbs:** 310mm wide mid grey granite

**Carriageways:** asphalt surfacing with granite setts, 200mm long x 100mm wide x 100mm deep or 300mm long x 150mm wide x 150mm deep at pedestrian crossings. Traditional brick sett drainage edging should in all cases be conserved in situ and repaired or replaced like for like.

**Street trees:** These streets could also benefit from planting more trees to restore the original street environments. This has been successfully carried out in some locations on

Blossom Street and Bootham but underground services can be a significant constraint.

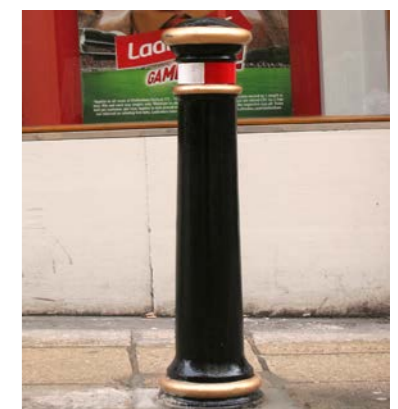
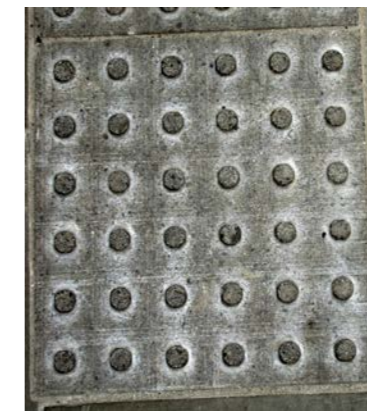
### Lighting

Street lighting should continue to be columns with arms to suit the gateway nature of the street. All columns should be consistent along the whole length of each gateway<sup>2</sup>.

### Street furniture

Seating, bollards and bins: the York design standard in all cases ensuring variety of arm configurations to suit all needs. More contemporary, 'public art' seating should in all cases conform to accessible design

<sup>2</sup> See guidance section



*From the top. Left: conservation grey flags. Right: granite setts. Left: default sandstone tactile for uncontrolled crossing (red for controlled). Right: granite kerb. Left: cobbles with appropriate spacing and laying. Right: default bin. Left: default seating. Right: default bollard.*

<sup>1</sup> Historic Core Conservation Area Appraisal management recommendations.



### City centre bus routes

There are some sections of natural stone paving which should be conserved and repaired where necessary but the majority of footway surfacing is non-natural. When opportunities and funding becomes available the existing flags should be replaced with conservation grey flags.

### Paving

Footways: existing 450mm x 450mm pre-cast concrete flags to be replaced with 600mm x 450mm conservation grey pre-cast concrete flags.

Kerbs: 310mm wide mid grey granite

Carriageways: asphalt surfacing with granite setts, 200mm long x 100mm wide x 100mm deep or 300mm long x 150mm wide x 150mm deep at pedestrian crossings. Traditional brick sett drainage edging should in all cases be conserved in situ and repaired or replaced like for like.

### Lighting

Street lighting should be of a consistent design along each route<sup>1</sup>

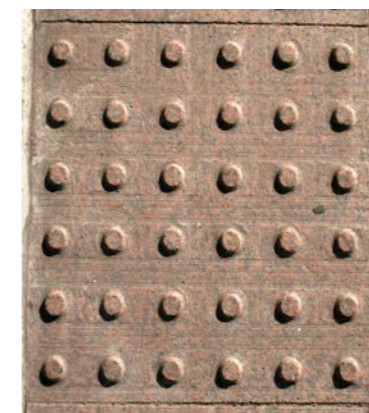
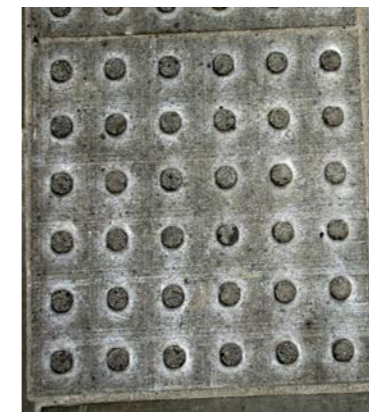
### Street furniture

Seating, bollards and bins: the York design standard in all cases ensuring variety of arm configurations to suit all needs. More contemporary, 'public art' seating should in all cases conform to accessible design

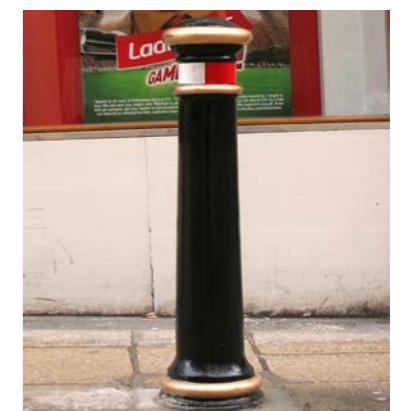
<sup>1</sup> See guidance section



Top left: Conservation grey. Top right: default sandstone tactile for uncontrolled crossing. Bottom left: default kerb. Bottom right: default granite setts.



Top left: default sandstone tactile for controlled crossing. Top right: default bin. Bottom left: default seating. Bottom right: default bollard.





### Secondary shopping streets

These are very important areas with a key economic function within the wider city. They provide opportunities for local businesses and can provide much needed access to food and other facilities. They sometimes struggle economically because of competition from supermarkets and out-of-town retailers. Some, like Micklegate and Bishopthorpe Road have very active local traders coordinating activity through websites and other forms of communication. The environments of these areas is critical to their present and future prosperity. Pedestrian areas, including all footways should be significantly enhanced. Where opportunities exist, pavements should be widened. All these areas should have sufficient and accessible cycle parking.



*These two photographs demonstrate how a simple change can significantly lift an area. In this case, Front Street Acomb, poorly designed seating next to a rubbish bin (top) has been replaced in 2014 by the new default seating located away from the bin (bottom)*





### Inner ring road

In fact, this comprises distinct sections of road, Gillygate is both part of the inner ring road and a secondary shopping street. What they all have in common is their location adjacent the city walls. Guardrail assessment should be carried out on all stretches and railing should be removed where safe to do so to improve pedestrian experiences. A particularly important area is Skeldergate Bridge to Tower Street where guard-railing has been described as extensive<sup>1</sup>. In other locations there are limited crossing points for pedestrians and side road junction splays are very wide. Lord Mayor's Walk is one particular area that could benefit from a reduction of junction splays (to reduce crossing time for pedestrians) and the addition of new crossings<sup>2</sup>. Improvement to the inner ring road should, when resources permit, reflect the key findings and recommendations in the City of York Access & Mobility Audit

<sup>1</sup> City of York Access & Mobility Audit

<sup>2</sup> The City of York Access & Mobility Audit contains an excellent street by street assessment of the inner ring road



*The recently (2013) re-designed crossing at the junction of Paragon Street and Fawset Street demonstrating significant improvement in cycle and pedestrian experience on the inner ring road.*



## Wider city zones: locations

Conservation areas; lanes and alleys with historic surfacing; residential streets

### General principles

Often overlooked, back lanes and alleyways, especially outside the historic core make a significant contribution to local distinctiveness and character. Maintenance budgets have generally precluded like-for-like reinstatement and original materials are often difficult to source. However, it is essential that where practical, these local materials should be conserved and surfaces carefully reinstated following any streetworks. In particular, new working practices for refuse collection in areas like Southbank should be developed to avoid heavy vehicle access to back lanes.

The majority of lanes and alleyways in the historic centre are also medieval or earlier in origin. Some have been surfaced well as part of the footstreets but others, especially those in private ownership have not been regularly maintained. The city council could lead on taking a partnership approach to long term maintenance of these important features.

The city and its outlying villages contains a number of designated conservation areas, some of which benefit from detailed conservation area appraisals. Any proposed street works within these areas should always reference these documents and advice should always be sought from the council's conservation specialists.

The majority of priority C streets will be residential streets, subject in the main to periodic repair, resurfacing and replacement of street furniture. In all cases the general qualitative guidance contained in this manual should guide all this work.



*Private access lane to the River Ouse, off Lendal, publicly visible, adding richness to the character of York. The historic cobbles are however, poorly maintained and at risk . The clutter, sometimes including waste bins is a detractor.*



Street light from the 1950s with an attractive traditional swan neck fitting on Finsbury Avenue, off Bishopthorpe Road.



*Heslington conservation area with grass verges, narrow pavements and parking outside shops. Note the concrete street light column*



## Specifics.

### Conservation areas (excluding the historic core)

Historic features, fixtures, fittings and natural stone surfaces should, wherever possible be conserved and enhanced and only removed or replaced on safety grounds where they represent a hazard to pedestrians. In these cases a like for like replacement may be appropriate. The council is in the process of bringing forward a programme of conservation area appraisals and where they exist, detailed assessments of character will be included and should be taken into account<sup>1</sup>

### Lanes and alleyways

Reinstatement and repair work in lanes and alleys that retain historic surfaces such as stable paviments, natural stone setts and cobbles should ensure that historic material is carefully taken up, appropriately stored and relaid in position. Stable paviments are particularly vulnerable as they are a processed product. Great care needs to be exercised in lifting and storing these paviments during streetworks.

### Grass verges

Grass verges should be protected. They are a significant contribution to the character of York's residential streets and the city's green infrastructure. Opportunities to extend tree planting on them should be taken. Great care should be exercised during reinstatement following streetworks and car overrun and parking should be controlled through the use of timber bollards.

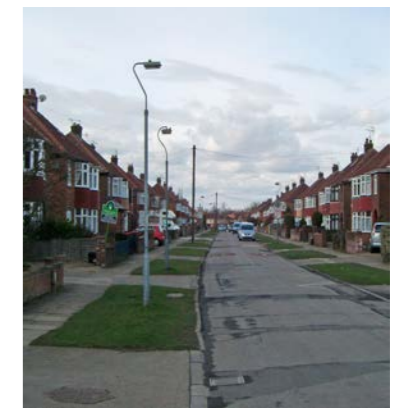
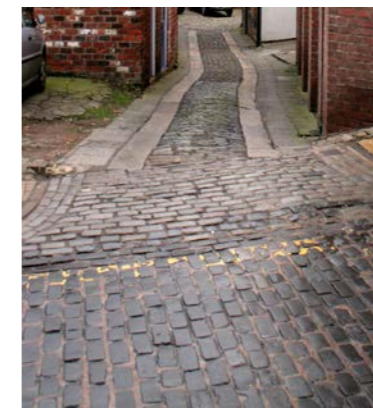
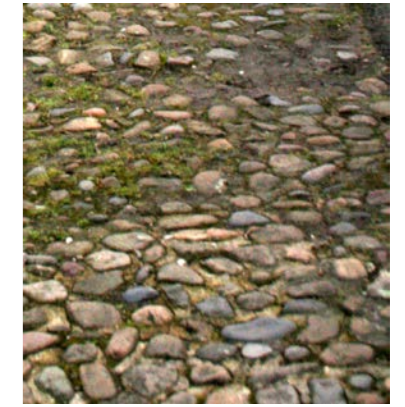
### De-cluttering

The successful de-clutter campaign in the city centre should be rolled out to all wider city locations.

<sup>1</sup> There are ten adopted conservation area appraisals including the historic core: Towthorpe; Strensall village; Race Course and Terry's; Strensall Railway buildings; Heslington; Fulford village; Fulford Road; Castle Piccadilly. Others are planned for 2014 - 2015.

## Lighting

Historic columns should be retained wherever practical and possible and replacement columns should be human in scale except on major traffic routes. Columns should be no taller than historic columns. As and when resources permit, existing sodium luminaires should be retrofitted with LED units.



Top left: stable paviments in Southbank. Top right: cobbles on Hope Street. Middle left: traditional granite setts on Fossgate. Middle right: traditional human scale street light columns on Penyghent Avenue. Bottom left: timber bollards protecting grass verges on Gale Lane.

# Part Five: Processes & Next Steps



## Process

In order to deliver the step change to York's streets and spaces that are outlined in this document, three things need to happen:

- The council's City Design Group must continue to be supported and all design decisions and maintenance plans should be assessed and approved by the group.
- It would also be greatly beneficial for the council to set up and support a York Design Panel to have an external oversight of design as recommended by the National Planning Policy Framework.
- The design and maintenance of public spaces must be linked into the management of their uses. This is particularly important when it comes to access & mobility issues and the setting and ambience of historic buildings, fixtures, fittings and the historic environment generally.
- It is also essential that the city council continues to have access to appropriate specialist advice and guidance as part of the design group, the development management process and policy development.

The decision making process is detailed in the flow diagram on the following page.

## Membership of the City Design Group

It recommended that the council's internal Design Group membership should include the following specialisms:

- Conservation architect
- City centre management
- Highway maintenance
- Public transport policy
- Accessibility
- Highway design
- Highway policy
- Events and marketing
- Urban design
- Landscape design
- Access and mobility specialist

## Key documents

The following documents are essential reading for any proposed highway maintenance or design work and should be read in conjunction with appropriate regulatory frameworks.

References to these documents appear within this streets and spaces strategy and guidance where appropriate.

## General

***This way to better streets: 10 case studies on improving street design:*** CABE, 2007

***Manual for Streets 1*** Department for Transport, 2007

***Manual for Streets 2*** Chartered Institution of Highways & Transportation, 2010

## Accessibility

***Inclusive Mobility*** Department for Transport, 2002

***York City Centre Access & Mobility Audit Draft*** Centre for Accessible Environments, 2012

## Conservation and design

***Streets for All: A guide to the management of London's streets*** English Heritage 2004

***Streets for All: Yorkshire and the Humber*** English Heritage, 2005

***This way to better streets: 10 case studies on improving street design:*** CABE, 2007

***Standards & Principles for Designing Cycling Infrastructure:*** City of York Council, 2011

## Signs and clutter

***Reducing Sign Clutter*** Dept. for Transport Traffic Advisory Leaflet 01/13, 2013

## Surfacing

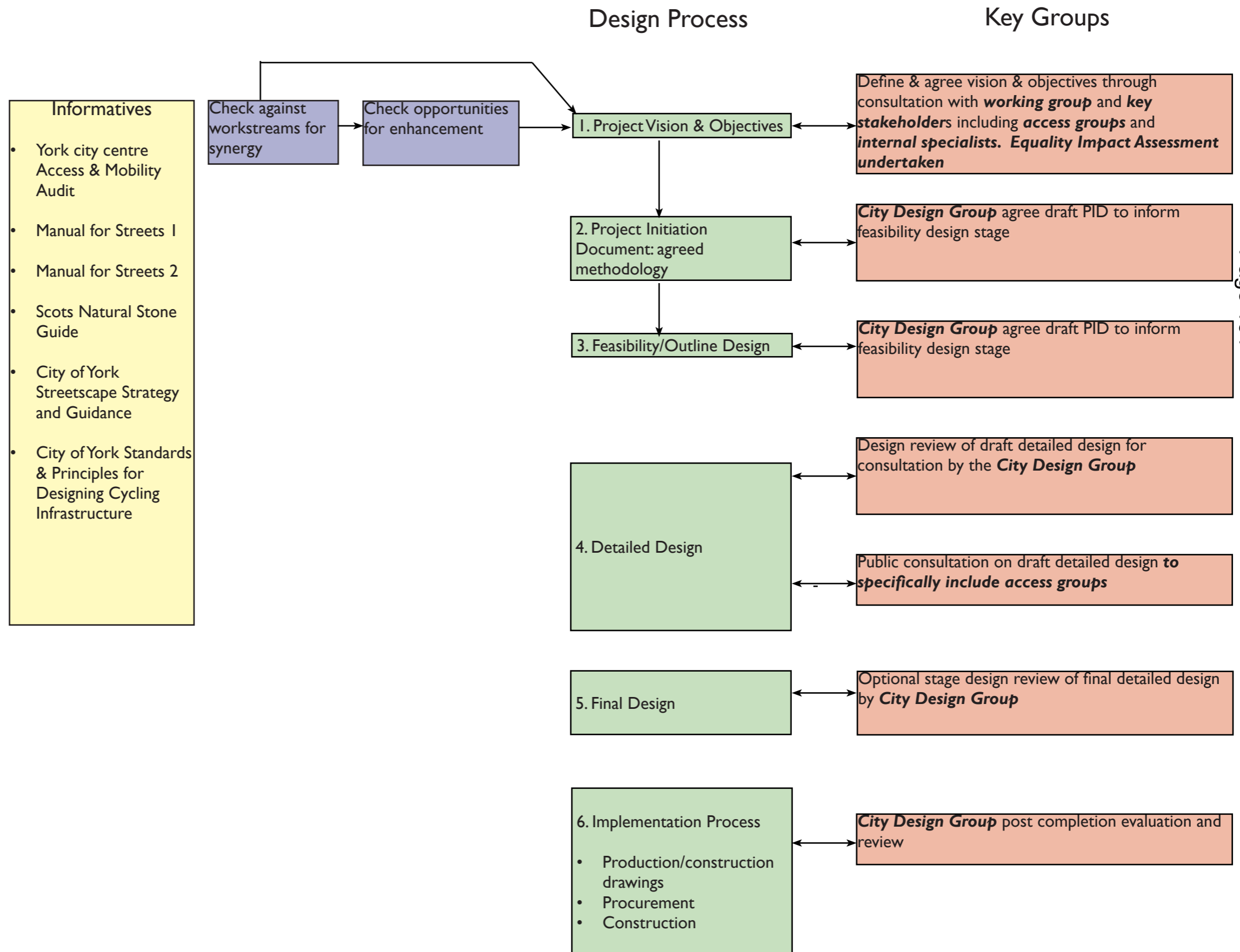
***Scots Natural Stone Surfacing - Good Practice Guide*** Society of Chief Officers for Transportation in Scotland, 2000

***The Suffolk Materials Manual, Design guidelines for the choice of surface materials:*** Suffolk County Council, 2007

### Process diagram

This diagram explains the process of developing a highway improvement project in consultation with key groups including the City Design Group. A highway improvement project includes the annual maintenance programme and annual cycle of statutory utility companies annual repair and renewal programmes.

Maintenance and renewal schemes will have a shorter more simplified version without public consultation but the process should remain the same.



## Next steps 2014 -2015

- Update existing specifications for laying natural stone and pre-cast materials for streets and spaces in accordance with the guidance in this document.
- Review existing guidelines and memoranda of agreements for utility companies and refresh in accordance with the guidance in this document.
- Develop short medium and long term action plans and detailed pallet of materials for each priority location that will deliver a step change in enhancing York's streets and spaces in accordance with the principles and guidance in this document.
- Adopt a clear policy and process for managing public streets and spaces in accordance with the principles and guidance in this document.
- 
- Carry out a review of policy on the licensing and control of amplified street performers
- Consider a ban on 'A' boards in the city centre.
- Consider bringing forward a ban on all 'for sale' and to 'let signs' in conservation areas.
- Carry out a review of all Traffic Regulation Orders to identify out-of-date or unnecessary traffic signs and continue with de-cluttering the city.
- Roll out an audit of street clutter to include priority locations A, B & C.
- Continue to roll out a programme of seat replacement for unsatisfactory seating and install new seats in locations identified in this guidance in Priority A locations
- Carry out an audit of existing seating in priority locations B & C and replace and renew in accordance with the audit findings and the City of York Access & Mobility Audit.



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