
**Decision Session – Executive Member for
Transport**

20th October 2020

Report of the Corporate Director of Economy and Place

Emergency Active Travel Fund

Summary

1. This paper discusses a number of schemes taken forward by City of York Council under the Emergency Active Travel Fund (EATF), a DfT programme launched in May 2020 to help promote social distancing and greater use of active travel especially where previous capacity of the public transport system has been significantly reduced - as a result of the covid 19 pandemic. Funding could also be used to make changes to street layouts and footway widths to allow pedestrians to socially distance more effectively.
2. This paper makes recommendations on the future of a number of temporary schemes within the EATF programme, specifically whether some of the traffic management measures in the programme should continue to be provided, or should be removed, and how capital schemes within the programme should be developed towards implementation.
3. The report also provides an update on the second tranche of EATF funding, which the Council applied for in early August but which (at the time of writing) has not been awarded to any authorities by the Department for Transport.

Recommendations

4. The Executive Member is asked to:
 - 1) Note the updates on the Emergency Active Travel 1 shown in Table 1.
 - 2) Agree that the temporary one way restriction on Coppergate is extended and a consultation/ design process commenced to assess

the feasibility of making the restriction permanent through a scheme in CYC's Local Transport Plan capital programme

Reason: the temporary scheme has successfully facilitated social distancing on Coppergate and offers the potential to improve the amenity of Coppergate and economic viability of businesses post-pandemic. The provision of a contraflow cycle lane in the scheme also helps cyclists making East-West trips across the city-centre.

- 3) Agree that the temporary cycle lane at Castle Mills Bridge on Tower Street is removed, but consideration be given to bus priority measures as part of the Castle Gateway improvements to the area.

Reason: cyclists make up a small proportion of road users on this busy section of the inner ring road, and delays experienced as traffic levels have built back up particularly for buses at peak times can be reduced by removing the lane pending consideration of bus priority measures

- 4) Agree that the proposed scheme for improvements to York's North – South cycle route is taken forward to implementation, with the proposed restriction to Navigation Road taken forward to a consultation and normal decision making process.

Reason: this will allow timely delivery of the majority of the scheme whilst allowing a transparent decision to be made about the key safety element which requires a Traffic Regulation Order to implement the measures on Navigation Road.

- 5) Agree that the proposed scheme for improvements to cycle lanes on Bootham is taken forward to implementation, with a consultation commenced on the rest of the Shipton Road cycle lane scheme, including the element which would require changes to residents' parking on parts of Bootham.

Reason: this will allow timely delivery of the cycle route south of Clifton Green to tie in with proposed the St Mary's – Bootham crossing, whilst allowing a transparent decision to be made about changes to parking and lanes on Bootham and Shipton Road north of the junction with Rawcliffe Lane, through the normal decision making process.

- 6) Note the list of schemes applied for to DFT under Emergency Active Travel 2 and, if an announcement has still not been made by the date

of this decision session, to write to the Secretary of State and request this scheme is fast tracked.

Reason: To enable work to commence as quickly as possible implementing new safe routes within the timescales required

- 7) Agree to commence design work on some of the schemes within the EATF 2 programme, but with a decision about implementing these schemes to be made at a future Decision Session, if funding is identified.

Reason: this would allow timely delivery of the schemes if EATF tranche 2 funding is forthcoming or schemes are otherwise identified as priority for other funding.

Background

5. The covid pandemic brought about profound changes to transport in York. At the height of the pandemic:
- Traffic volumes on York's Outer Ring Road (A1237) were 25% of the volumes seen at the equivalent time in 2019
 - Within the city, on the inner ring road, traffic levels fell to 40% of pre-Lockdown levels
 - Bus passenger volumes fell to 3% of their level at the same time in 2019, and services were reduced to a skeleton timetable to allow key worker trips at a time when use of public transport was being actively discouraged. Several routes, including 3 of York's 6 park and ride routes, stopped operating entirely between April and June
 - Walk and cycle commute trips were sharply reduced, particularly during the traditional commuting peaks, whilst leisure trip making on foot and bike increased significantly, leading to an increase in the number of "new and returning" cyclists on York's roads and the off road network. City centre footfall fell by around 80% at the height of Lockdown.
6. Of course, underpinning this was a general sharp reduction in travel, which applied to all types of trips with schools and universities and many businesses closing. Leisure trips also fell as amenities such as cinemas closed, and tourism to York was interrupted for several months.

7. Since June the city has been gradually reopening, with a related increase in trip making. Nonetheless, travel patterns in York are still very different from those seen pre-lockdown. The most recent monitoring data, for September, shows that AM peak traffic volumes are around 80% of pre-lockdown, with the PM peak around 85% of pre-lockdown levels. Between the peaks, and at weekends, vehicle trips are down by around 5-10%. Bus use is 50-60% of pre-lockdown levels. Cycling levels appear to have fallen by around 30% in the peaks, whilst interpeak levels are not changed in comparison to the same period last year. It is likely that fewer people are commuting to and from work by bike, or cycling to the railway station for onward travel by train, offset by higher levels of exercise/ leisure cycling.
8. The distribution of traffic is also substantially different. Some hitherto large trip generators, such as employment sites with large numbers of office jobs (e.g. Monks Cross) or health sector locations such as the District Hospital, are now generating far fewer trips than they were pre-covid, and whilst there are no figures for York, recent research¹ has suggested only 45% of UK office workers have returned to working at their offices. As a result, some parts of York which have historically suffered widespread traffic congestion, such as Wigginton Road, are now relatively uncongested. A further consideration has been changes of public attitude to congestion, where levels of congestion experienced day-in-day-out pre-lockdown are now seen as less acceptable because people have experienced several months of lower congestion when trips were suppressed by Lockdown. There is a renewed, and greater, focus on air quality, not least because of the perceived link between poor air quality and susceptibility to Covid-19.
9. Consequently, although there is an apparent return to near normality in some aspects of transport, there remain a large number of covid-related considerations which need to be borne in mind when planning transport at the moment, specifically:
 - Many people are making fewer trips, and the distribution of those trips has changed since Lockdown
 - Guidelines on social distancing are likely to remain valid for some time and will shape how streets and pedestrian areas are used and laid out
 - The capacity of public transport will be restricted for the foreseeable future because of the need to socially distance – with an associated

¹ Research by Alphawise, cited in The Guardian 1/10/2020. Equivalent figure for Europe as a whole is 75%.

transfer to other transport modes for some of the trips previously taken by bus, park and ride, train, taxi/ private hire, coach and cars shared between members of different households.

- The timescale over which social distancing guidelines might be relaxed is not known
- There will be an ongoing need to balance economic activity with the managing viral transmission for some time to come
- As we have seen, guidance from central government will not be a linear progression from full lockdown to complete removal of restrictions, but will respond to a changing virus situation with varying and changeable levels of restriction
- Whilst traffic levels have increased in York to something similar to pre-lockdown levels in the inter-peak, there remains significant risk of growth during the peaks and around major trip generators, with resultant increases in congestion at those times/ in those places
- Whilst emergency funding has been available for transport schemes related to covid thus far, local authority funding generally is limited, and, in particular, there is very limited scope for CYC to fund revenue costs of schemes on an ongoing basis.

The Emergency Active Travel Fund

10. The first tranche of the Emergency Active Travel Fund (EATF) was launched in May. At this time trip levels were extremely low and there remained very significant uncertainty about the impact of covid on travel and what measures needed to be taken to manage the covid epidemic as businesses and schools/ colleges re-opened and some degree of tourism resumed in York. CYC developed an “Economy and Place” strategy (see Annex A) which set out how York would manage its transport assets to respond to the covid epidemic. This incorporated information from a number of the DfT reference documents cited in Annex B, particularly the Safer Public Spaces guidance and the Gear Change strategy.
11. That the EATF was related to the Government’s Gear Change carbon reduction strategy is a critical point, because of the implication that EATF is not a stand-alone fund for responding to covid with temporary schemes, but the acceleration of a more general carbon reduction workstream. This is clear from the EATF guidance, which suggests that measures should at least be developed with a view to being made

permanent if evaluation suggests that there is a case for this. As such, a number of the EATF measures were accelerations of items already in CYC's Capital Programme, but aligned with EATF's objectives. This has allowed the EATF funding to be supplemented by funds from the Local Transport Plan Capital Programme where required.

York's EATF bid

12. The bid made by CYC was awarded £193,000 from the fund in early July, £20,000 more than the city's initial allocation - in recognition of the level of ambition set out in the bid (see Annex C). This was used to fund the following measures:

Table 1: EATF Tranche 1 Measures

Measure/ theme	Already in CYC Capital Programme	Implementation progress	Evaluation/ decision about scheme development
Space for Pedestrians			
Bishopthorpe Rd	No	Measure implemented in May 2020, removed in July 2020	Withdrawn to be considered in LTP refresh
Pedestrian Pinch Points at Coppergate and Piccadilly	No	Measures implemented in June 2020. Still in place	Evaluated in this paper
Footstreets Enhancements			
Footstreets extensions to Blake St, Lendal, Goodramgate, Colliergate, Church St, Castlegate, Fossgate	Yes	Measures implemented in June 2020	For discussion by Executive in November
Cycle Route network improvements			
Castle Mills Bridge (Westbound)	No	Cones for maintenance scheme of April 2020 left in place	Evaluated in this paper
North South City Centre Cycle Route inc. Navigation Road measures	Yes	Scheme prepared	Progression to final scheme considered in this paper
Lendal, Ouse and Skeldergate Bridges measures to improve conditions for cyclists	No	Schemes in preparation – small scale lining and signing changes to be implemented	NA

Low Traffic Neighbourhood			
The Groves Low Traffic Neighbourhood	Yes	Scheme implemented September 2020	Evaluation after trial (at least 6 months and up to 18mths).
Park and Cycle Schemes			
Shipton Road – Bootham new cycle lanes to support park and pedal from Rawcliffe Bar	No	Scheme designed.	Progression to final scheme considered in this paper
Tadcaster Road – improvements to cycle lanes to support park and pedal from Askham Bar	Yes	Implemented as part of resurfacing scheme July 2020	NA
Malton Road – remarking of cycle lanes to support park and pedal from Monks Cross	No	Implemented	NA
Cycle Parking/ counters			
City Centre – additional stands	No	Installation of 168 new spaces in August 2020, other suitable sites also under consideration.	NA
Rawcliffe Bar – additional lockers	No	Installation October 2020 (doubling capacity from 20 to 40 lockers)	NA
Upgrade to existing cycle counter site and provision of two new sites to monitor cross-river cycle trips	No	Installation October / November 2020	NA

Individual measures

13. As set out in Table 1, this paper now considers the following schemes:

- The current one-way restriction (and contra-flow cycle lane) on Coppergate
- The Castle Mills Bridge provision of a westbound cycle lane
- The North-South city centre cycle route
- The Shipton Road park and pedal scheme

Coppergate one-way restriction/ contraflow cycle scheme

Background

14. In June 2020 a one-way restriction was introduced on Coppergate to facilitate greater space for pedestrians to socially distance on the narrow

footways on either side of Coppergate between the Piccadilly junction and the mid-link pedestrian crossing. The measure implemented was the same as that implemented in Summer 2019 to allow scaffolding of the buildings at the Piccadilly end of Coppergate. As such:

- The footway on the southern side of Coppergate was widened
 - Vehicular traffic could only go one way (westbound) “uphill” on Coppergate
 - A contra-flow cycle lane was provided to allow eastbound travel by cyclists between the pedestrian crossing and the Piccadilly junction. This was demarcated using ‘wands’
 - Bus services were rerouted with those normally travelling eastbound on Coppergate approaching instead from Piccadilly, with bus stop allocations on Piccadilly also changed
 - An associated restriction was introduced on the approach to Piccadilly car park to widen the footway in the vicinity of the bridge over the Foss.
15. Changes to the TRO were made to enable cyclists to make the previously banned right turn from Clifford Street into Coppergate (to take account of the footstreet extension on Castlegate). The current restriction is provided through a traffic management company who have provided the cones and equipment and visit every day to ensure equipment, cones, wands and signage remain in position. A weekly charge of £1,750 is made for this service (which includes maintenance of the Castle Mills Bridge scheme traffic management), with another £52 charged each week to maintain the cones on the approach to Piccadilly car park.

Options

16. Options to consider with this scheme going forward are:
- To remove the restriction and return Coppergate to its previous two-way operation
 - To leave the restriction in place, in which case then:
 - To continue with the temporary restriction, with a periodic review
 - To begin the process to develop the temporary restriction into a permanent restriction, which would involve scheme design, a public consultation, followed by (subject to the consultation) delivering a capital scheme.

Analysis

17. Reducing Coppergate to a one-way street has allowed improvements in the amenity of the street by widening footways and removing approximately 50% of vehicle movements from Coppergate, including around 40 bus movements each hour. The contra-flow cycle lane has allowed continued bi-directional use of Coppergate by cyclists, Coppergate being a key link in the East-West cross city centre strategic cycle route which runs between Micklegate Bar and Layerthorpe / Heworth. The reduction in the number of vehicle movements on the street has reduced its severance effect and is likely to have had a beneficial effect on air quality in this air quality management area while also making it easier for pedestrians to travel between shops and attractions at the Coppergate Centre and the rest of the city centre.

Recommendation

18. There appear to be significant benefits from the Coppergate scheme. The temporary restriction should be left in place with the Temporary Traffic Regulation Order extended for 12 months to December 2021 and scheme design/ consultation commenced to assess the case for potentially making the scheme permanent. The consultation should engage with bus and taxi operators to assess the implications of a permanent one-way scheme for their operations, as well as with businesses, residents, active mode groups and other stakeholders. The outcome of the initial consultation and feasibility study would be presented to the Executive Member at a future Decision Session prior to progressing the scheme through the formal process to change the Traffic Regulation Order. A Temporary Traffic Regulation Order can be withdrawn before the deadline if it is deemed necessary at any point. The removal or retention of the restriction by Piccadilly car park should be delegated to an officer decision as the impacts and costs of the Piccadilly scheme are small.

Reason

19. Continuing the scheme will allow a continuation of the amenity improvement on Coppergate, particularly important during the continuing pandemic. It will also allow CYC to purchase the cones, wands, signs and other equipment from the traffic management company so that these can be managed in-house at a substantially reduced cost to the Council.

Castle Mills Bridge westbound cycle lane

Background

20. A restriction was introduced on Castle Mills Bridge in April to allow pre-programmed refurbishment of the bridge structure. The subsequent cycle lane restriction was an opportunity – being provided through not removing the cones set down to give working space during the bridge refurbishment – something that was done at the peak of the covid epidemic when there were calls for City of York Council to provide additional space for cyclists, including many new and returning cyclists who were cycling to exercise during Lockdown. It also provided space for social distancing on the narrow footway.
21. The restriction consisted of a coning off of the nearside traffic lane for approximately 250m. With publication of the Safer Spaces guidance by the DfT it was decided to leave the cones in place after the refurbishment work had been completed, so that the space could be used as a pop-up cycle lane on a part of the inner ring road which is unpleasant and intimidating for cyclists to use and is a diversion route for pedestrians and cyclists when the river is in flood. It has also enabled social distancing for pedestrians on the footway by the bridge.
22. The current restriction is provided by the traffic management company at no additional cost to their charge for maintaining the Coppergate restriction. However, it is reasonable to assume that a charge of around £500 per week would be levied to maintain the equipment in the event that the Coppergate restriction was removed, or management of the Coppergate restriction was taken in-house by CYC.

Options

23. Options to consider with this scheme going forward are:
 - To remove the restriction and return Tower Street to a dual carriageway road by Castle Mills Bridge
 - To continue with the temporary restriction, with a periodic review
 - To develop the temporary restriction into a permanent restriction or a bus and cycle lane, which would involve scheme design followed by a public consultation, and delivering a capital scheme.

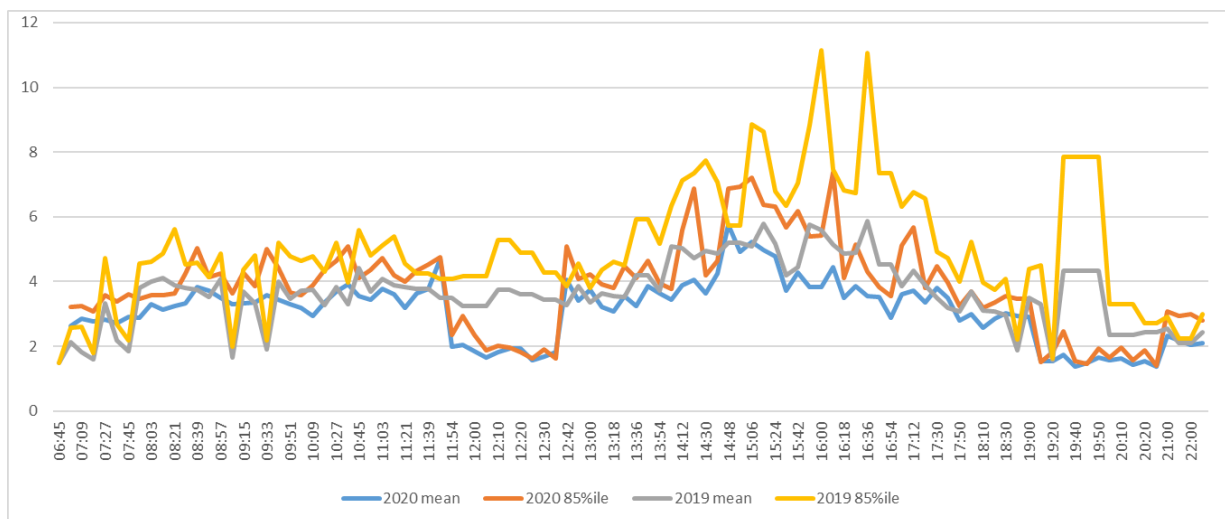
Analysis

24. The number of cyclists, and other vehicles, using the scheme has been counted using the CCTV cameras on Tower Street. Delays to traffic have been assessed using timings for buses on the park and ride 7 service, which runs every 10 minutes during the day. Contextual information is taken from more general traffic monitoring data in York, comparing automatic traffic count data for the first four weeks of September 2019 v September 2020. Table 2 shows the counts, and Chart 1 the delay data.

Table 2: Traffic Counts (Average of Sept 15th and Sept 17th)

	Bicycles in nearside lane	Motor vehicles in offside lane	Number of motor vehicles which are buses	% of total vehicles which are bicycles
AM peak hour	30	969	22	3%
Inter-peak hour	19	980	25	2%
PM peak hour	31	943	25	3%

Chart 1: Bus Journey times between Alma Terrace and Tower Street (not including time at stops).



25. As can be seen in Table 2, only 2-3% of the westbound vehicles on Castle Mills Bridge were bicycles using the nearside lane, with 97-98% of vehicles being motor vehicles in the offside lane. Absolute numbers of cyclists, at approximately one cyclist every 2-3 minutes, are low, and it is difficult to escape the conclusion that the scheme has not generated large numbers of cyclists – simply because it is not possible to observe large numbers of cyclists in the count data. Given that there will always have been some degree of cycling on Castle Mills Bridge, it is possible that the number of additional cyclists generated by the measure is very low.
26. Chart 1 shows journey times for inbound buses (and by implication other traffic) between Alma Terrace and the bus stop on Clifford Street, comparing 2019 and 2020 journey times. It can be seen that:
- At the beginning and end of the day, when there is little traffic and few passengers, buses typically make the journey in 2 minutes, a pattern also seen during the lunchtime lull between 1200 and 1300
 - As traffic picks up between 0730 and 1930, trip times increase to 3-4 minutes over the section
 - 2019 journey times are 30 seconds to 1 minute slower than those for 2020, significantly slower in the PM peak, and there is no “lunchtime lull”.
 - Journey time variability (expressed through the 85%ile journey time for buses) is much greater in 2019 than 2020 implying that trip times through the section are less reliable.
27. Traffic counter monitoring on Fishergate would suggest that overall traffic volumes on Fishergate gyratory, and by extension Tower Street over Castle Mills Bridge are around 85 to 90% of the volumes seen in September 2019 and this is likely to account for a large amount of the difference in journey times. It is notable that journey times over the section are still faster with 85% of the original traffic volume concentrated on only 50% of the road space.
28. Consultation with the bus operators has highlighted their view that traffic frequently queues towards the junction between Fishergate and Fishergate Gyratory as a result of difficulties reaching the offside lane in the gyratory when the nearside lane is coned off. On-street monitoring appears to show that the road by the restriction itself is generally free-flowing and there is little blocking back from the junction between Tower Street and Skeldergate Bridge. As such, it could be concluded that the

scheme, whilst it clearly induces some additional delay on Tower Street, this delay is below that experienced in 2019, without the lane in place, because traffic volumes in the area are reduced.

Recommendation

29. The scheme has been effective in providing a safer and more comfortable environment for cyclists on Tower Street. It is not, however, used by large numbers of cyclists. Under current traffic conditions the restriction does not appear to induce substantial congestion with delay per trip, probably lower than 30 seconds, and absolute delays are lower than those seen without the lane in 2019, despite superficially similar traffic volumes. It significantly undermines the resilience of the road network in this part of York in the event of traffic volumes increasing as restrictions are eased and economic activity increases. Consequently, it is recommended that the current restriction is removed to reduce CYC's revenue expenditure on maintaining the scheme.
30. However, provision of a lane for cyclists on Tower Street has been an opportunity to learn from a change to the highway network and analysis of the data on bus journey times confirms that Tower Street, under normal traffic flows, is a significant source of delay to bus services – particularly in the peaks. If it was assumed that, post-covid, buses carry approximately 20 passengers each, and a bus lane was also available to taxi and private hire vehicles (as other bus lanes in York tend to be), then the sum of bus, cyclists and taxi/ phv trips would be a far higher proportion of the users of this stretch of road, and there may be a positive case made for roadspace reallocation here. A further consideration is that a Tower Street cycle lane would provide a facility for cyclists when the parallel riverside cycle route is flooded, as it often is during Winter. Consequently, alternate highway layouts on Tower Street should be considered within York's LTP refresh and/ or the changes which may be made to Tower Street as part of the Castle Gateway scheme.

North – South Cycle Route

Background

31. Development of a North-south cycle route across central York has been a CYC aspiration for several years. The original concept was to provide a route directly through the Footstreets area but there are many issues to overcome around mixing cyclists and pedestrians safely in the

Footstreets area, so an alternative which skirted around the eastern edge of the Footstreets area, using existing signed or quiet routes is being pursued instead. Central to development of an effective scheme is a restriction of traffic on Navigation Road to improve the amenity of the route for cyclists, particularly those coming off the Hungate/ Foss bridge where sightlines are poor and drivers taking a short cut can travel at inappropriate speeds.

32. EATF tranche 1 has allowed acceleration of the design process for the North South route, and a proposed route (Annex D) has now been prepared. The design is largely signing, lining and changes to barriers on existing routes. However, the restriction on Navigation Road (removing through traffic travelling towards Foss Islands Rd) can only be delivered through a change to the Traffic Regulation Order for the road.

Options

33. Options to consider with this scheme going forward are:
 - Implement the entire scheme, including a one-way restriction on Navigation Road, under the emergency TRO powers local authorities have been granted to deliver covid related active mode schemes.
 - Implement the whole scheme except the Navigation Road restriction, which will go forward to a consultation process so that the views of local residents can be fully understood (including the options of a point closure or one way section) prior to implementing any change to access in the area.

Analysis

34. Delivering the scheme will allow delivery of a cycle route priority for York, and help to reduce inappropriate through traffic in the city centre in line with policy agreed in December 2019 to work towards creating a car free environment. However, the impact of a restriction on Navigation Road is not fully understood. A consultation process would allow a transparent decision to be made in consultation with stakeholders in the area and road users.

Recommendation

35. The scheme is implemented without the Navigation Road restriction, which will be subject to a consultation process.

Reason

36. This will allow timely delivery of the scheme and enable an informed decision after consultation to be made about any potential one-way or point closure restriction on Navigation Road.

Shipton Road/ Bootham Cycle Lanes

Background

37. As York's busiest park and ride route, consideration was given to a scheme to provide new cycle facilities on Shipton Road and improve the existing cycle lanes on Clifton / Bootham to support increased active mode use on the corridor and offset reductions in bus service capacity due to social distancing. At an early stage in the scheme design process it was identified that high costs associated with removing/ amending large amounts of white lining, pedestrian refuges and cats eyes, and the high cost of improving the Rawcliffe Lane and Clifton Green junctions, meant that the element of the scheme north of Clifton Green was not affordable within EATF tranche 1, and so was included in CYC's bid for the second round of EATF funding.

38. Principal features of the scheme are:

- Conversion of the existing advisory cycle lanes between Clifton Green and Bootham Bar to mandatory lanes
- Widening the lanes so that, wherever possible, they comply with the LTN 1/20 guidance issued by DfT in July 2020
- Removal of approximately 21 parking spaces, subject to consultation and change to the Traffic Regulation Order, between Burton Stone Lane and Bootham Crescent to enable provision of an LTN 1/20 compliant cycle lane at this location, which would allow a near continuous lane between Clifton Green and Bootham Bar on both sides of the road;
- Provision of cycle lanes on both sides of Shipton Road north of the Rawcliffe Lane junction, which are accompanied by a speed limit reduction from 40mph to 30mph
- Removal of the ghost island and various right turn boxes between the Rawcliffe Lane junction and the Rawcliffe Bar park and ride site to give extra width to provide cycle lanes;

- Changes to pedestrian refuges between the Rawcliffe Lane junction and Rawcliffe Bar park and ride site, and provision of bus boarders to accommodate cycle lanes at bus stops;
- Removal of an area of on-street unrestricted parking adjacent to the Homestead Park exit onto Shipton Lane to provide the extra width necessary for cycle lanes on Shipton Road.

Options

39. Options to consider with this scheme going forward are:

- Implement the entire, or part of the scheme, including removing the current on-street parking and changes to speed limits under the emergency TRO powers local authorities have been granted to deliver covid related active mode schemes.
- Implement the scheme between Bootham Bar and Clifton Green, excluding the on-street parking changes, which would be consulted on and the scheme between the Rawcliffe Lane and Rawcliffe Bar park and ride site so that a transparent decision can be made about scheme delivery in future;
- Do not implement the scheme.

Analysis

40. The section of the scheme between Clifton Green to Bootham Bar is affordable within the current EATF tranche 1 programme at a forecast cost of approximately £20,000, and it is possible to deliver a meaningful scheme over this section, with almost the entire length of proposed lanes, without removing the on street parking spaces between Burton Stone Lane and Bootham Crescent. However, removal of the parking spaces would allow near-continuous lanes along Bootham – hence a better scheme for cyclists. Initial checks have suggested that on-street parking space in the zones around Bootham is oversubscribed. The buildings fronting Bootham are a mix of residential and commercial occupation and little is understood about who uses the spaces currently and for what purposes. Consequently, it is not known what impacts there would be from removing the spaces, and if they were removed under emergency powers this may cause a material impact to some users of the spaces.

41. Under covid restrictions CYC had emergency powers to introduce TROs and these could have been used to remove the parking spaces on Bootham to provide cycle lanes. However, officers would not recommend the use of emergency powers because of the length of time which has now elapsed since Lockdown, and the potential adverse impact of removing the spaces, means that using those powers would not be justified.
42. If CYC is to consult on removing the on-street parking spaces, it would also be sensible to consult on the elements of the scheme between the Rawcliffe Lane junction and Rawcliffe Bar park and ride site at the same time so that, should funding be forthcoming in EATF tranche 2, or an alternative fund, to deliver the larger scheme, its implementation could be taken forward without a second consultation.
43. A drawing showing the indicative scheme layout for the Bootham section is shown in Annex E. Note: No changes to the parking arrangements will be implemented pending the results of a separate consultation and approval process. The extent of the green surfacing and signage indicated on the outline drawings will be reviewed to minimise the impact on the road environment prior to delivery.

Recommendation

44. It is recommended that the scheme goes forward for implementation, but a normal consultation process is entered into prior to the potential removal of parking spaces on Bootham and to consider potential options for their relocation. The section of the scheme between the Rawcliffe Lane junction and Rawcliffe Bar park and ride site would be consulted on at the same time.

Reason

45. This allows CYC to proceed with the scheme in a timely fashion, but make a decision about the on-street parking spaces in an informed, transparent and open manner. Consulting on the section of the scheme north of the Rawcliffe Lane junction would allow a timely implementation of the scheme if EATF tranche 2 funding comes forward.

EATF tranche 2

Background

46. CYC made a bid to the second tranche of EATF at the beginning of August (shown in Annex F). An announcement on the success or otherwise of the bid was expected by the end of August, but no such undertaking has been received.
47. The EATF tranche 2 bid contained a number of schemes which are assessed to have significant benefits for York because they address “missing links” or areas of poor provision in the walk and cycle network in the city.

Options

48. Options to consider going forward are:
 - Work on the EATF tranche 2 schemes could be paused until an announcement on funding for the programme has been made
 - Preparatory work on the EATF tranche 2 schemes could begin, to ensure timely delivery of the schemes in the instance of a funding award – or through CYC’s walking and cycling development programme in due course. This work would need to be funded through the budget for developing future transport schemes.

Analysis

49. If there is an announcement about EATF tranche 2 it is possible that there will remain a need to deliver schemes by the end of the 2020/21 financial year (a constraint in the bid guidance). Allowing development of the EATF tranche 2 schemes using CYC’s future scheme development budget will facilitate meeting that deadline. The schemes are in any case ones with a theoretical benefit and their development will assist CYC’s development of the Local Transport Plan refresh and subsequent transport capital programme if EATF tranche 2 funding is not forthcoming.

Recommendation

50. A sum of £40,000 is allocated to developing the EATF tranche 2 schemes in CYC’s capital programme. This would be recouped if EATF

tranche 2 funding is forthcoming this financial year. A second recommendation is that the Executive Member for Transport writes to the DfT asking for more clarity on when a decision might be made about EATF tranche 2 allocations.

Reason

51. This will allow timely development of schemes and facilitate possible scheme delivery this financial year.

Consultation

52. Consultations for individual schemes are outlined in the report above.

Council Plan

53. The measures and outcomes referred to above make a contribution to the “Getting around sustainably”, and “greener and cleaner city” objectives in the Council Plan.

Implications

54. Financial: the costs of the proposals in this report have been primarily funded from the Emergency Active Travel Fund tranche 1 allocation of £193,000. This is a limited sum of money and can't fund projects which require an ongoing revenue contribution beyond the short term. Progressing the schemes as set out above will allow the Coppergate and EATF tranche 2 schemes to be funded from CYC Local Transport Plan Capital Programme and reduce CYC's exposure to ongoing revenue expenditure. The impact on the current year Capital Programme will be noted at the Decision Session meeting on November 3rd. Extending the current one-way restriction on Coppergate will act to reduce the current income from ANPR enforcement of the existing restriction. Reducing the number of parking spaces in Clifton will act to reduce parking income for CYC. Income from both of these sources is relatively low. Any reduction would have to be absorbed in the Council's overall transport budget.

55. Human Resources (HR): none

56. Equalities: as schemes are considered for permanency, design and consultations will take equalities impacts into consideration as appropriate, and will be subject to further reports prior to permanency being established.

57. Legal: Some interventions will not require Traffic Regulation Orders (TROs). Others will require TROs, of which there are different types:
- Permanent: this process includes prior consultation on the proposed scheme design, a 21-day notice period for statutory consultees and others who can log objections; there could be a public inquiry in some circumstances.
 - Temporary: these can be in place for up to 18 months. There is a 7-day notice period prior to making the TRO and a 14-day notification requirement after it is made, plus publicity requirements. These are most suitable for putting in place temporary measures and road closures. Temporary Traffic Regulation Orders will require advertisement, in accordance with the Local Authorities Traffic Orders (Procedure) (England and Wales) Regulations 1996. A Temporary Traffic Regulation Order will be made in accordance with section 14(1) of the Road Traffic Regulation Act 1984, as amended.
 - Experimental: these only require 7 days' notice to implement them on the basis that they can be adjusted at any stage based on an objective review of the feedback and monitoring. ETROs need to be in place unaltered for a minimum of 6 months before any decision can be made as to whether they can be made permanent. Public engagement regarding them goes live from the moment that they are/will be advertised on street and in the press. Although the initial implementation period can be quick, the need for extra monitoring and consultation afterwards makes them a more onerous process overall.
58. Where works involve a need to introduce or amend a Traffic Regulation Order, the relevant statutory procedures must be followed including the requirement for formal consultation (in accordance with the Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996) and advertisement in the local press. Where objections are received, there is a duty on the Council to ensure that these objections are duly considered.
59. Local authorities need to consider access for Blue Badge holders, deliveries and other essential services. The public sector equality duty applies, therefore the needs of disabled people and those with other protected characteristics should be considered.
60. Necessary changes to Highway signing and lining, including temporary, will need to be implemented in accordance with the Traffic Signs,

Regulations and General Directions 2016 and associated Code of Practice for temporary Highway signing.

61. Crime and Disorder: none

62. Information Technology (IT): none

63. Property: none

64. Other: none

Risk Management

65. No known risks – schemes are conventional.

Contact Details

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Neil Ferris
Economy and Place

Report **Date**
Approved

Wards Affected: [List wards or tick box to indicate all]

All

For further information please contact the author of the report

Annexes

Annex A - CYC Transport and Place Strategy

Annex B - List of EATF tranche 1 schemes

Annex C – references for further reading

<https://www.gov.uk/government/publications/creating-the-transport-decarbonisation-plan>

<https://www.gov.uk/government/publications/cycle-infrastructure-design-ltn-120>

Annex D - North-South Cycle Route Layout

Annex E - Indicative Bootham cycle route drawings

Annex F - EATF Tranche 2 Submission

List of Abbreviations Used in this Report

EATF – Emergency Active Travel Fund

DfT – Department for Transport

CYC – City of York Council