



Decision Session - Cabinet Member for Transport, Planning & Sustainability

To: Councillor Merrett (Cabinet Member)

Date: Thursday, 17 October 2013

Time: 4.30 pm

Venue: The Severus Room - 1st Floor West Offices (F032)

AGENDA

Notice to Members – Calling In

Members are reminded that, should they wish to call in any item on this agenda, notice must be given to Democracy Support Group by:

4.00pm on Monday 21st October 2013 if an item is called in after a decision has been taken.

Items called in will be considered by the Corporate and Scrutiny Management Committee.

Written representations in respect of items on this agenda should be submitted to Democratic Services by 5.00pm on Tuesday 15th October 2013.

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 3 - 8)

To approve and sign the minutes of the meeting held on 4th September 2013 and 16th September 2013.

3. Public Participation - Decision Session

At this point in the meeting, members of the public who have registered their wish to speak at the meeting can do so. The deadline for registering is **5:00pm on Wednesday 16th October 2013.**

4. Nunthorpe Crescent Area Petition (Pages 9 - 26)

This report asks the Cabinet Member to consider a 76 signature petition from the residents of Nunthorpe Crescent, Nunthorpe Gardens and Nunthorpe View, requesting City of York Council to take action to resolve the problem of non-residential parking. The petition is attached as Annex A.

5. Copmanthorpe Primary School - Low Green (Pages 27 - 50) Highway Improvements

This report asks the Cabinet Member to approve highway improvements to Low Green near Copmanthorpe Primary School.

6. Better Bus Area Fund - Museum Street Bus (Pages 51 - 72) Stop: Proposed Alterations

This report sets out proposals to make improvements to the Museum Street bus stop, outlines the consultation feedback and seeks approval to implement the proposed alterations.

7. York Central (Rougier Street) Bus (Pages 73 - 82) Interchange

This report sets out proposals to improve the 10 bus stops at Rougier Street and Station Road with the objective of creating a more formal, integrated "Central Interchange" for bus services in York.

8. Urgent Business

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

Democracy Officer:

Name: Laura Bootland

Contact Details:

- Telephone (01904) 552062
- Email laura.bootland@york.gov.uk

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

- Registering to speak
- Written Representations
- Business of the meeting
- Any special arrangements
- Copies of reports

Contact details are set out above



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If you have any further access requirements such as parking closeby or a sign language interpreter then please let us know. Contact the Democracy Officer whose name and contact details are given on the order of business for the meeting.

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The majority of councillors are not appointed to the Cabinet (39 out of 47). Any 3 non-Cabinet councillors can 'call-in' an item of business following a Cabinet meeting or publication of a Cabinet Member decision. A specially convened Corporate and Scrutiny Management Committee (CSMC) will then make its recommendations to the next scheduled Cabinet meeting, where a final decision on the 'called-in' business will be made.

Scrutiny Committees

The purpose of all scrutiny and ad-hoc scrutiny committees appointed by the Council is to:

- Monitor the performance and effectiveness of services;
- Review existing policies and assist in the development of new ones, as necessary; and
- Monitor best value continuous service improvement plans

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City of York Council	Committee Minutes
Meeting	Decision Session - Cabinet Member for Transport, Planning & Sustainability
Date	4 September 2013
Present	Councillor Looker
Apologies	Councillor Merrett

11. Declarations of Interest

At this point in the meeting the Cabinet Member is asked to declare any personal, prejudicial or pecuniary interests in the business on the agenda. None were declared.

12. Minutes

Resolved: That the minutes of the last decision session

held on 19th July 2013 be approved and signed by the Cabinet Member as a correct record.

13. Public Participation - Decision Session

It was reported that there had been no registrations to speak under the Councils Public Participation Scheme.

14. Haxby to Clifton Moor Cycle Route

The Cabinet Member considered a report which provided details of feedback received following a recent consultation on proposals to create an off-road shared cycle and pedestrian route along the A1237 (Outer Ring Road) corridor between the Haxby Road roundabout and the B1363 (Wigginton Road) roundabout. The report also advised of the outcome of more recent design work and sought approval to advertise the necessary Traffic Restriction Orders and to commence the implementation of the scheme proposals.

Officers outlined the proposals and provided the Cabinet Member with an update as follows:

- It was reported that comments received from Councillor Cuthbertson had not been included in the agenda but had been noted by Officers.
- Further assessments into the current levels of queuing traffic on Haxby Road would be required in relation to the location of the proposed toucan crossing. It was proposed that further details on the toucan crossing would come back to a future meeting.
- Further discussions with Network Rail had revealed that the Network Rail construction phase would cost an additional 25 to 30k but officers were hopeful this could be managed through contingencies and through ongoing discussions with Network Rail.

In relation to the Public Rights of Way diversion and the Farmers Bridge element of the scheme, the Cabinet Member had some reservations about including these due to the necessity to keep costs down. Officers explained that there would be advantages to including the PROW diversion and bridge in the scheme. Officers agreed to further investigate the work required and report back to the Cabinet Member at a later date.

Resolved: That the Cabinet Member:

- (i) Approved the overall scheme layout, including the changes and additional measures proposed within this report (i.e. as per Option 2 in paragraph 45, and as illustrated in Annexes A,C,D, E, F & G.
- (ii) Agreed in principal the Toucan Crossing and PROW diversion as illustrated at Annexes B & H but deferred a final decision to enable further investigative work.
- (iii) Gave authorisation for all elements of the scheme to be implemented as soon as practically possible, which in some cases may need to be after associated Traffic Regulation Orders are put in place,
- (iv) Gave authorisation for the advertisement of the necessary Traffic Regulation Orders relating to the following:

- An extension to the existing 20mph School Safety Zone on Haxby Road,
- An amendment to the speed limit on the roundabout junction of Haxby Road with the A1237 Outer Ring Road, along with authority to enact these Orders if no objections are received (any substantive objections to be considered at a future Officer in Consultation meeting).
- (v) Gave authorisation for Officers to commence the necessary legal process for the proposed diversion of the existing Public Footpath, New Earswick No.1.

Reason:

To provide a safe and convenient route for pedestrians and cyclists between the villages of Haxby, Wigginton and New Earswick with the Clifton Moor leisure and retail park. In addition, the route will form the key part of a wider 'Outer Orbital Route' for cycling and walking from Poppleton to the University of York via Clifton Moor and Monks Cross.

15. Petition to secure a ride around for £1 deal on bus transport for all young people of York

The Cabinet Member considered a report which highlighted the steps that had been taken since a petition requesting that young people be able to 'ride around for £1' was submitted in 2012.

Officers reported that there had been a yearly increase in children travelling on buses in York and July 2012 saw the introduction of the 'All York' ticket which enabled 11 to 18 year olds to travel all day for £1.30. September 2013 would see the launch of the 16-18 year old variant of the 'Yozone' proof of age card which will enable bus operators to offer a discount on adult fares.

The Cabinet Member welcomed the introduction of the 'All York' ticket and supported continued efforts by Officers and the Youth Council to secure the deal for all school holidays.

Resolved: That the Cabinet Member:

- (i) Noted that Bus Operators agreed the introduction of a discounted multi-operator 'All York' day ticket for 11-18 year olds for August 2013 (£1 cheaper than the normal All York 11-16 price).
- (ii) Noted that in line with widespread ambitions, City of York Council will introduce and distribute a 16-18 year old 'YOzone' proof of age card to enable operators to deliver a discount to this age range.
- (iii) Noted that City of York Council will continue to work with bus operators and other partners (eg the York Youth Council) to establish opportunities for further possible bus service and ticketing improvements.
- (iv) Endorsed further efforts by Officers to secure the 'All York' ticket for all school holidays.

Reason:

This course of action will allow the Council to continue to work towards its stated aim of delivering a step change improvement to the bus network and will support the use of bus services by young people.

Councillor Looker, Cabinet Member [The meeting started at 5.30 pm and finished at 6.30 pm].

City of York Council	Committee Minutes
Meeting	Decision Session - Cabinet Member for Transport, Planning & Sustainability
Date	16 September 2013
Present	Councillor Merrett (Cabinet Member)

16. Declarations of Interest

At this point in the meeting, the Cabinet Member was asked to declare any personal, prejudicial or pecuniary interests in the business on the agenda. None were declared.

17. Public Participation - Decision Session

It was reported that there had been no registrations to speak under the Councils Public Participation Scheme.

18. Dunnington Parish Council Neighbourhood Plan

The Cabinet Member considered a report which provided an update on the proposed Dunnington Neighbourhood Plan and requested approval of the formal plan to enable it to progress.

Officers outlined the report and drew the Cabinet Members attention to the timetable on page 5 of the report which indicated that the draft of the plan would be published in April 2014.

The Chair of Dunnington Parish Council was in attendance at the meeting. He advised that the plan offered the opportunity to update the village boundary and that he looked forward to working with City of York Council on the plan.

The Cabinet Member queried if neighbouring Parish Councils had been consulted on the application. Officers advised that at this stage they hadn't as the initial application was about the village itself identifying the boundary. It was confirmed that neighbouring Parish Councils would be consulted in the presubmission consultation stage.

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The Cabinet Member commented that it was important to get this Neighbourhood Plan right so that it could be used as a model for any future applications. He acknowledged the hard work involved and was happy to approve the application.

Resolved: That the Cabinet Member approved the

formal application of the Dunnington

Neighbourhood Plan including the proposed boundary as attached at Annex A of the report.

Reason: To enable the plan to progress.

Cllr D Merrett, Cabinet Member [The meeting started at 6.00 pm and finished at 6.10 pm].



Decision Session – Cabinet Member for Transport, Planning and Sustainability

Date 17th October 2013

Report of the Director of City and Environmental Services

Nunthorpe Crescent area, Petition

Summary

1. The purpose of this report is to consider a 76 signature petition from the residents of Nunthorpe Crescent, Nunthorpe Gardens and Nunthorpe View, requesting City of York Council to take action to resolve the problem of non-residential parking. The petitioners have specified they do not want permit parking. The petition is attached as Annex A.

Background

- 2. The 76 signatures represent approximately 72% of the properties in this cul-de-sac area (plan of area, Annex B).
- 3. The area is close to several resident parking areas, R36, R40, R45, and R49 some of which are oversubscribed (more permits issued than space available). Consequently the street may be subject to residents of these areas who do not wish to pay for a permit to park or who have been unable to find space in their permit parking area. This is confirmed by the comments made by the petitioners whereby they have noted other residents using their street for parking over several years and witnessed other vehicles parking displaying resident parking permits from nearby schemes.
- 4. The petitioners claim commuter parking takes place most days between 6.15am and 10pm.
- 5. The level of parking evident between the junction with Nunthorpe Drive and the Southlands Road end of the street, and in particular vehicles parked in the turning head area suggests a high level of non-resident parking is taking place. If this includes resident parking "overspill" from nearby zones, the level of non-residential parking is likely to remain high on evenings and weekends.

- 6. The petitioners raise the following issues which are creating difficulties for them on a daily basis and request action is taken to resolve these issues without introducing permit parking:
 - Parking too close to driveways
 - Parking opposite driveways
 - Parking in the turning-head area
 - Cars parking for several days or even weeks at a time
 - Requests to drivers to park elsewhere result in verbal abuse
 - Driving inconsiderately
 - No longer safe for children to play in the street

Options available

7. Option one: Access Restriction

This is a moving traffic offence and is intended to prevent motor vehicles entering the street without a reason of legitimate access.



Analysis

This restriction gives residents an unachievable expectation of enforcement. Abuse of the restriction can only be enforced by North Yorkshire Police. They are difficult to enforce and North Yorkshire Police no longer support Traffic Orders of this nature on residential streets. Many of our Resident parking areas have been introduced following the failure of an existing access restriction. Because these restrictions have proved ineffective we no longer use them for residential streets as a means to prevent non-resident access/parking. Consequently, an access restriction is not considered to be a viable option for Nunthorpe Crescent area.

8. **Option two**– Annex C. Introduce strategic no waiting at any time restrictions in the turning head area.

Analysis

This would allow a safe turning area at the east end of the cul-desac. Restrictions already exist on the west end. Vehicles which park in this area on a daily basis would be displaced further west and exacerbate problems elsewhere. No waiting at any time in the turning head is recommended in conjunction with Option three (single yellow) and four (Resident Parking) as well as a stand alone option. 9. **Option Three** – Annex D (i) and (ii). Introduce a waiting restriction (single yellow line) for the full length of the streets or for part of the street.

Analysis

Full length of the street Annex D(i): This would equally apply to residents as non-residents and would create problems of parking for tradesmen, visitors or any residents who require some on-street parking amenity for their own needs. It would prevent commuter and long-term parking. A restriction between 10am and 3pm Monday to Friday would give residents more flexibility, but would still allow non-residential parking on evenings and weekends. This would impact visually on the street scene with carriageway markings and signs on poles at 60m intervals for the full length of any restrictions place.

Part of the street Annex D(ii): placed unilaterally, but would bring up different problems which would be difficult to resolve to the satisfaction of all residents:

- Which side of the street is chosen to place restrictions?
 Parking traditionally takes place on the West side of the street.
 Taking this into account our proposal would place restrictions on the East side of the carriageway and into Nunthorpe Gardens and Nunthorpe View which both have narrow carriageways whereby parked vehicles would obstruct either the carriageway, footway or turning head.
- Parking opposite driveways and obstruction to visibility will still occur for one side of the street.
- It would reduce the parking amenity, but not necessarily the amount of non-resident parking taking place. This may displace the non-resident parking further south in the Crescent and make it more difficult for residents and their visitors to find on-street parking near to their homes.
- Option Four Annex E. Although the petition specifically ruled out a resident parking scheme, this has been included as an option as it would provide the most appropriate way of addressing the problems highlighted.

Analysis

There is a cost to residents to obtain a parking and visitor permits. Discounts are available for short vehicles and those with a low CO2 emission rating. The scheme, using new regulations, would only require entrance signage to enable enforcement and would not be a visible intrusion. The main drawback to a scheme using the new regulations is we are unable to offer any limited parking for non-permit holders. This is not an access restriction so vehicles can still enter the street and park for loading/unloading of goods or passengers.

Any formal consultation on a resident parking scheme could include Nunthorpe Grove and Nunthorpe Drive. Nunthorpe Grove experiences similar problems to Nunthorpe Crescent at the north end of the street.

If a resident parking scheme is unacceptable and not to be considered then the alternative options available are extremely limited and will apply equally to residents as non-residents.

Council Plan

11. Considering this matter contributes to the Council Plan building strong communities by engaging with all members of the local community and get York moving by addressing parking issues.

12. Implications

Legal	There are no legal implications.	
Human Resources	There are no HR implications.	
Crime & Disorder	There are no crime and disorder implications	
Sustainability	There are no sustainability implications	
Equalities	There are no equalities implications	
Property	There are no property implications	

Financial	Legal works associated with amending the Traffic Regulation Order would be the same for all options: Approximately £1250 Implementation Costs Option one: funded by the existing Resident Parking budget within Network Management; approximate cost £500 Option two and three would be met from the existing new lines and signs budget. Approximate costs: Option two: Single Yellow line and associated signage £1,1250 Option three: Double Yellow line in turning head: £100
	Option three: Double Yellow line in turning head; £100 There are implications with ongoing maintenance costs for all options.

Risk Management

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

Recommendations

- 14. It is recommended the Cabinet Member approves the following:
 - A consultation/ballot of residents on options 2-4 (the results of which are to be brought back to the Cabinet Member).
 - Reason: To inform the residents of the options available

Contact Details: Author Sue Gill Traffic Technician Tel No. (01904) 551497 Chief Officer Responsible for the Report Richard Wood Assistant Director Transport, Highways & Waste Report Approved Date 19.09.13

Wards Affected: Micklegate

For further information please contact the author of the report

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Annexes

Annex A Front Page of Petition

Annex B Plan of the area

Annex C Plan for Option two – Turning Head protection

Annex D(i) Plan for Option three (A) – Timed Waiting restriction Annex D(ii) Plan for Option three (B) – Unilateral timed waiting

restriction

Annex E Plan for Option four – Resident Parking

Annex A

Petition Received (covering letter)

1-7-13

Dear Sir/Madam,

On behalf of the residents of the Nunthorpe area I would like to raise your awareness to the issues that we have around parking in the area.

I enclose a petition on behalf of the residents asking that you take notice of the problems.

In case you are not aware we are one of the first streets after the permit parking. In particular the area from Southlands Road to where Nunthorpe Drive enters the street is often severely overcrowded with cars parking. These cars are often cars from the surrounding streets with permit parking; they may be parked for several days at a time, over weekends and evenings. They park with little consideration for resident's needs, e.g. very close to driveways, opposite driveways and also in the turning circle at the end of the street. Some of these cars have parked here for multiple years, in one case at least 4. Other cars start arriving at about 6:15 am onwards and work in various establishments on Bishopthorpe Road or in town. Some may not leave until 9 or 10pm at night.

Some cars even park while their owners go on holiday and can be left unattended for over a week.

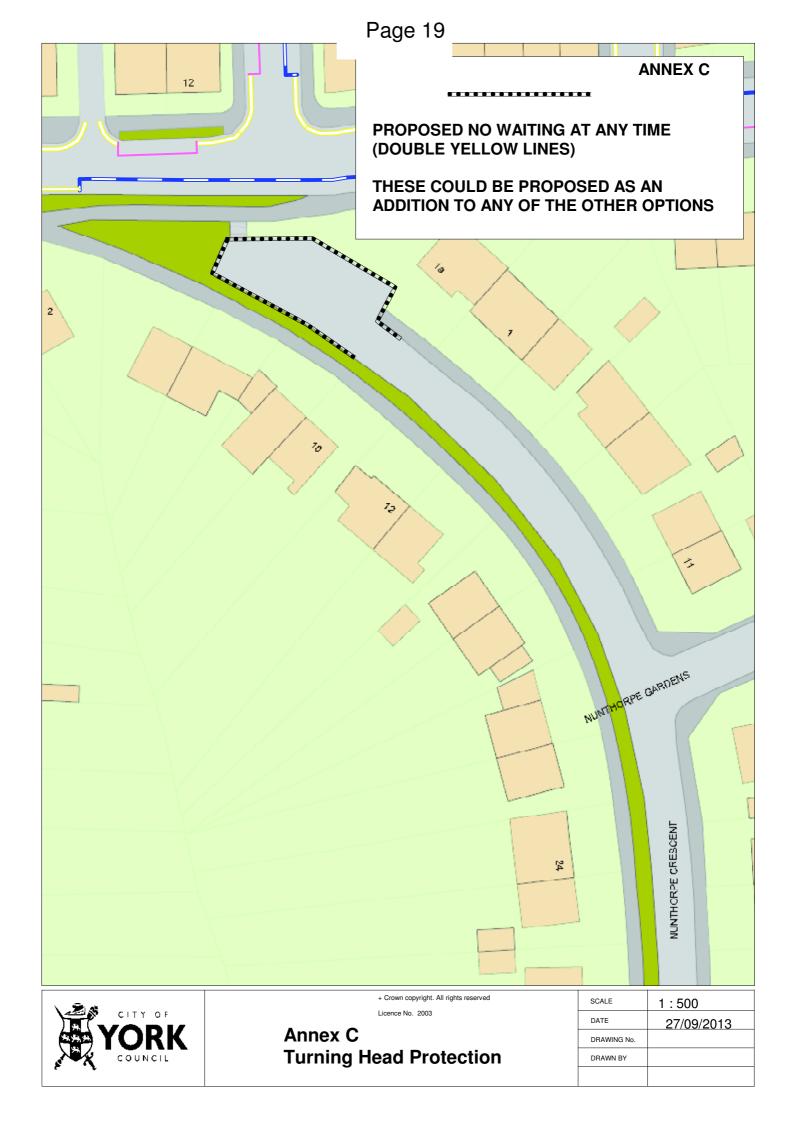
If the residents ask people to move so they get cars out, or as they may be expecting a delivery or similar they are often met with verbal abuse. So as you can understand tempers are wearing very thin. Most of the residents have lived in this street for a number of years and choose to live here as it was a lovely quiet street to live in. Many of us now feel that we live in a car park which is connected to a race track as some people have no idea how to drive slowly and carefully. A few years ago children could play in the street but it is now on longer safe to do so.

Although we do not want permit parking we feel that it is time that something was done, as the problem is only going to get worse.

We would appreciate your help in this matter.

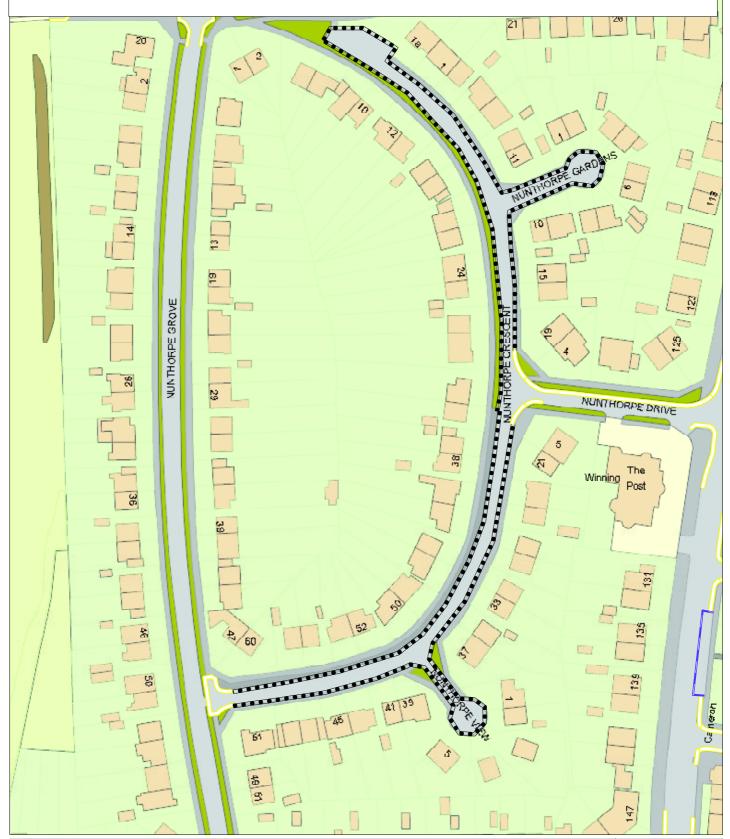
Yours Faithfully





ANNEX D(i)

PROPOSED NO WAITING 10AM TO 3PM, MON TO FRI EXISTING NO WAITING AT ANY TIME RESTRICTIONS AT ENTRANCE AND TURNING HEAD (SOUTH)





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Nunthorpe Crescent Area Option Three (A)

SCALE	1:1250
DATE	27/09/2013
DRAWING No.	
DRAWN BY	



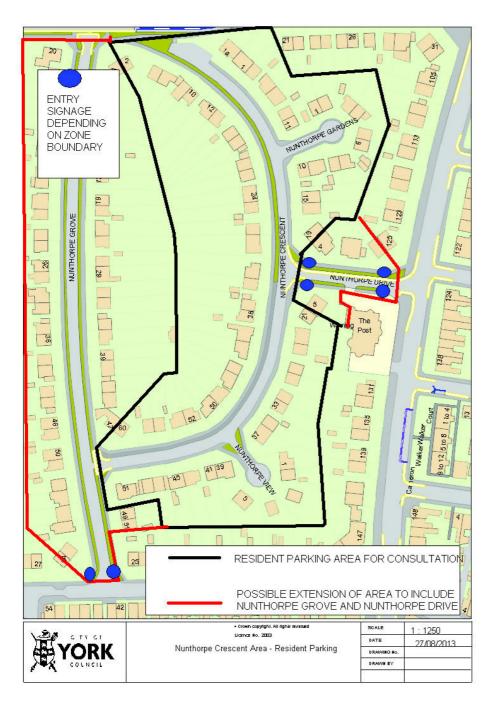


Nunthorpe Crescent Area Option Three (B)

SCALE	1:1250
DATE	27/09/2013
DRAWING No.	
DRAWN BY	

Annex E

Resident Parking – Option Four



Entrance signage
Could be placed at
the entrance to
Nunthorpe Drive or
Nunthorpe
Crescent
depending on
which properties to
be included within
scheme. Advisory
repeater signs at
both ends of the
cul-de-sac would
be recommended.

Example of entrance signage





Decision Session - Cabinet Member for Transport, Planning and Sustainability

17 October 2013

Report of the Director of City and Environmental Services

COPMANTHORPE PRIMARY – LOW GREEN HIGHWAY IMPROVEMENTS Summary

1. A key aim of the Council's safe routes to school programme is to facilitate and encourage walking and cycling on the school journey to reduce the number of cars on the transport network at key times. Safety concerns have been raised about walking to Copmanthorpe Primary School via the entrances on Low Green, which are well used by children from the west of the village. Concerns like these are typically addressed from two different angles. Firstly, a highway improvement scheme has been developed to increase visibility at crossing points and discourage parents from parking at the school entrances. Secondly, a programme of travel initiatives to reduce car use or at least encourage more considerate parking has been devised by working with the school. However, it is difficult to monitor the effectiveness of these initiatives as the collection of mode of travel data is no longer compulsory. There have been no objections to the highway proposals during consultation. Consequently, the report seeks approval to: implement the proposed highway measures and; to re-examine the collection of key data to help monitor the effectiveness of travel initiatives at this and other schools.

Background

2. Copmanthorpe Primary School is situated in the middle of the village with the main and a secondary entrance off Low Green to the west of the site as shown in **Annex A**. However, any parents who have to drive are actively encouraged by the school to use the Recreation Centre car park off Barons Crescent which links to a rear entrance of the school via a short footpath. More details on work with the school to support more sustainable travel can be found in **Annex B**.

- 3. Some 15-20% of pupils now live outside the village. This is likely to have resulted in an increase in the number of cars travelling to the school, but accurate figures do not exist as City of York Council no longer collects mode of travel data through Management Information Service termly reports. In 2011, the Government decided that this data was not required as part of its policy of reducing the administrative burden on schools. Consequently it was decided that the data should not be collected within the authority. Other local authorities such as Wakefield, Leeds, East Riding of Yorkshire, Oxfordshire and Darlington have continued to collect this data as it is seen as important to inform on the success of school travel plans and other sustainable travel initiatives in their authority.
- 4. The Council's School Travel Advisor has been working with the school for some time, although inconsiderate parking on Low Green was not specifically raised until May 2012, with a full discussion taking place in the school travel group's meeting in June. A further meeting was held in the new school year in October to discuss how highway improvements could be used to help alleviate the situation. This street is a cul-de-sac and part of a larger 20mph traffic calmed zone. Vehicle speeds are generally low but visibility at a well used speed table crossing point is restricted by the existing road layout. Parents parking near two of the entrances has made it difficult for large groups to use the footway and to cross the road at convenient points. The school would like to promote more sustainable travel, but these safety concerns could be sufficient to deter walking to school.
- 5. Independent of these discussions, a 16 signatory petition was presented to the Council in February 2013 on behalf of the residents of Low Green and Croft Farm Close objecting to 'inconsiderate parking'. As with many schools in York (and across the whole country), the school suffers from anti-social parking by parents and carers at the start and end of the school day. This parking can typically cause obstruction, inconvenience other road users, and damage highway verges.

Proposals

6. Work will continue with the school to promote a programme of travel initiatives to reduce pressure on the surrounding road network including Low Green. In addition, proposals have been developed to provide a safer route to school by improving a footway and increasing visibility at crossing points as shown in **Annex C**.

- 7. The alignment of the Low Green junction with Church Street makes it difficult for pedestrians crossing north of the junction to see vehicles coming around the corner. Parked cars sometimes make this worse and a shallow angle allows higher vehicle entry speed. It is therefore proposed to realign the junction using a footway build-out, so vehicles have to turn at a right angle, reducing speed and also increasing their visibility. This would be further improved as the footway build-out would also prevent parking immediately at the junction. In addition, a short section of adjacent footway widening would be undertaken to provide more space for pedestrians to pass on the narrow footway.
- 8. A new 'school keep clear' marking would be installed at the most northerly entrance to the school on Low Green, and the existing 'school keep clear' marking at the main entrance would be extended to provide pedestrians with more visibility when they are using the adjacent speed table crossing point. These markings are only advisory but existing markings in the village have been observed to be well respected.
- 9. As City of York Council no longer collects normal mode of travel data, the school is being encouraged to collect their own data to monitor the effectiveness of these and other sustainable travel initiatives. On a larger scale, it is also proposed to examine how other authorities have continued to collect mode of travel data with a view to reintroducing it in York.

Consultation

10. Consultation on the highway proposals has taken place with relevant Councillors, the Parish Council, North Yorkshire Police, the School, and local residents. The responses are summarised below:

Ward Member Views

11. Cllr. P. Healey – asked about the financial implications of the scheme.

Officer comments

There is £12,000 allocated to the scheme in the school safety block of the Transport Capital Programme, however the latest cost estimate is £9,000.

- 12. Cllr. I. Gillies supports the scheme, subject to the outcome of the public consultation.
- 13. Cllr. C. Steward No response received.

Other Member Views

- 14. Cllr. A. D'Agorne supports the scheme, subject to the outcome of the public consultation.
- 15. Cllr. J. Galvin defers to Ward Councillors on this issue.
- 16. Cllr. A. Reid supports the scheme, subject to the outcome of the public consultation.

Parish Council Views

17. Copmanthorpe Parish Council supports the scheme.

Police Views

18. North Yorkshire Police's Traffic Management Officer has no comments.

School Views

19. Copmanthorpe Primary School supports the scheme.

Residents Views

- 20. The 40 most directly affected residents received a consultation leaflet with a plan of the scheme. Six responses were received, which mainly support the principle of the proposals but raise a number of specific issues as detailed below. Some issues unrelated to the scheme were also raised and these have been dealt with separately.
- 21. Five residents asked for more to be done to tackle anti-social parking by parents on Low Green and Croft Farm Close. This included the general volume of vehicles, parking on verges and obstructing driveways.

Officer comments

The most effective way of tackling inappropriate parking is to communicate with the parents through the school. This is covered in more detail in **Annex B**.

22. Two residents asked for vehicle access to be prohibited on Low Green at school times for all but residents and essential visitors.

Officer comments

There is no suitable legal mechanism to prohibit all but residents' and essential visitor's vehicles into Low Green at school times. Access

restrictions are only introduced in exceptional circumstances because they are difficult to enforce, partly because the definition of access is not clear cut. Indeed it could be argued that dropping off or picking up children from school is entering the area for access. The Council does operate residents parking schemes in areas which have persistent problems with excessive parking throughout the day such as near the city centre. There are high costs associated with administrating and enforcing these schemes so residents typically pay £93 per year for one permit that allows them to park on-street in marked bays. Some provision is required for short term visitors, servicing and deliveries, so typically non-permit parking is allowed for a maximum of 30 minutes rendering these schemes unsuitable to prevent school parking.

23. One resident asked for parking to be prohibited on Low Green at school times.

Officer comments

To be effective, parking restrictions near schools are kept to a minimum and reserved for locations where parking could significantly impact on the safety and movement of large groups of children such as at school entrances and crossing points. This is because:

- Parking may be displaced onto nearby unrestricted streets transferring the same problems to other residents.
- Restrictions would apply to residents as well as parents. Not every household has adequate off-street parking to meet their needs and could be concerned if either themselves or their visitors could not park close by. Restrictions would also apply outside of term time, further inconveniencing local residents.
- Double and single yellow line restrictions allow for dropping off and picking up passengers. Parking enforcement officers typically allow around five minutes for this purpose, which is often enough time for parents to leave or collect their children.
- There are over 40 schools with parking restrictions in the Council area
 which require attention from Parking Enforcement Officers, in addition to
 all their other responsibilities. There are only adequate resources to visit
 every school once or twice a year, although they are able to target
 individual schools for a few days in support of specific travel initiatives.
 However, it is typical for drivers to modify their behaviour when Parking

Services attend. It should also be noted that Enforcement Officers only have jurisdiction to deal with yellow line contraventions, they have no powers to address anti-social parking such as on verges or obstructing driveways.

- Where schools have large areas of restrictions, parents are more likely to ignore them and park as close as possible to the school gates, usually the least safe place.
- 24. Two residents were concerned that the 'school keep clear' markings could displace up to three vehicles onto other parts of the street.

Officer comments

This is a potential consequence of any type of parking restriction, but the markings are considered to be the minimum suitable length to discourage parking where there are likely to be the most significant movements by pupils, at a school entrance and a crossing point.

25. One resident asked what steps would be taken if the advisory 'school keep clear' markings proved ineffective.

Officer comments

If low compliance at school times is observed, the introduction of a mandatory no stopping order with accompanying upright signs would be considered.

26. One resident asked for the proposed footway widening on Church Street to be increased to provide more space for pedestrians. This may also require measures to prevent parking on the widened footway.

Officer comments

There are areas on both sides of Church Street were parking is permitted, and at busy times it is quite common for these areas to be full. The design of the footway widening and build-out allows the parking to continue whilst still allowing the passage of a large vehicle, such as a delivery vehicle, through the area. Restricting the number of parking spaces could lead to displacement onto less suitable areas. Drivers have a habit of parking on the footway if they feel they do not have enough space to park on-road, this can be prevented by installing bollards, but as a consequence the useable footway width is reduced. Therefore, the design of the footway widening and build-out aims to strike a balance between increasing the space available to pedestrians, whilst still allowing an adequate amount of parking near the local shops.

27. One resident asked if anti-pedestrian paving could be installed on the build-out to discourage loitering on the extended area of footway.

Officer comments

There is little of the footway build-out which would not be useful for the passage of pedestrians. The footway on Church Street is narrow and pedestrian movement is often restricted by parked vehicles, so the section of build-out adjacent to the existing footway is likely to be used to let others pass. In addition, the section across the junction mouth is on the desire line for pedestrians crossing Church Street. Consequently, this would only leave a small segment of footway (where the post for the no entry sign would be installed), on which there would be little benefit from installing anti-pedestrian paving. However, as there is nowhere to sit adjacent to this area, loitering is not anticipated to be a problem.

Options

28. The Cabinet Member has options to consider in relation to the highway proposals and travel initiatives:

Highway proposals

Option One – approve the scheme as shown in **Annex C** to improve conditions for walking and cycling to school on Low Green;

Option Two – approve the scheme as shown in **Annex C**, with any amendments considered necessary, to improve conditions for walking and cycling to school on Low Green;

Option Three – note the contents of the report, but take no further action.

Travel initiatives

Option A - note the progress made with the school and support the intended programme of initiatives to address inconsiderate parking. Also, to request officers look at re-introducing the collection of mode of travel data for pupils to monitor the effectiveness of work with schools.

Option B - note the progress made with the school and support the intended programme of initiatives to address inconsiderate parking.

However, request that officers do not investigate re-introducing the collection of mode of travel data.

Option C – ask the school to continue unsupported with its efforts to decrease car use and change driver behaviour.

Analysis of Options

Highway proposals

29. It is considered that the implementation of the footway improvements and 'school keep clear' markings would help improve conditions for pupils walking and cycling to the entrances on Low Green. Consultation has shown no objections to the principle of the proposals, with mainly more restrictive measures requested. However, there are many disadvantages associated with extensive legal restrictions to tackle short term parking problems. A more effective approach is considered to be working with the school to try and change the behaviour of parents, alongside any complementary highway improvements. Option one to approve the scheme as shown in **Annex C** would benefit pupils walking and cycling to school, and is therefore the preferred course of action. No suggested amendments to the scheme are considered to be practical, so as a result, option two is not recommended. Option three to take no action would bring no improvements to the route and is also not recommended.

Travel initiatives

30. Modal shift in schools is achieved via a partnership between the schools and City of York Council, with the input of a variety of departments, particularly the Sustainable Travel team and Transport Projects. Encouraging the school to collect normal mode of travel data and plotting that information would inform the school which initiatives would potentially be most effective at reducing car use. It would therefore be appropriate for the Council to examine how other local authorities have continued to collect this data and to revisit the Council's approach as it is difficult to employ evidenced based initiatives without any data to target initiatives and monitor effectiveness. Option A is therefore the preferred course of action. Option B may still improve the travel situation in Copmanthorpe, although the effectiveness of initiatives here and at other schools would be difficult to assess without the objective monitoring of mode of travel data. Whilst the school is having some effect on changing driver behaviour, without the support and encouragement of officers impetus may stall and

the number of vehicles parking inconsiderately may begin to increase. Option C is therefore not recommended.

Council Plan

- 31. The potential benefits for the priorities in the Council Plan are:
- 32. Get York moving Highway improvements and travel initiatives that encourage walking and cycling, leading to less reliance on the car have the potential to cut congestion, improve air quality and improve traffic flow.
- 33. Protect vulnerable people A safer highway environment would benefit the local community, particularly school children.
- 34. Protect the environment By reducing car use, carbon emissions would be cut and air quality improved.

Implications

- 35. This report has the following implications:
- 36. **Financial** The highways scheme is included in the School Safety block of Transport Capital Programme for 2013/14 and is estimated to cost in the region of £9,000 including fees, less than the £12,000 originally budgeted for.
- 37. **Human Resources** None.
- 38. **Equalities** It is likely that more vulnerable road users would benefit the most from safety improvements.
- 39. **Legal** The City of York Council, as Highways Authority of the area, has powers under the Highways Act 1980 and associated Road Traffic Regulations Act 1984 to implement the measures proposed.
- 40. Crime and Disorder None.
- 41. **Information Technology** None.
- 42. **Land** None.
- 43. Other None.

Risk Management

44. In compliance with the Council's risk management strategy, no significant risks associated with the recommendations in this report have been identified.

Recommendations

- 45. The Cabinet Member is recommended to:
- i) Give approval for the implementation of the proposed highway improvements shown in **Annex C**.

Reason: To improve conditions for pedestrians and cyclists using Low Green to travel to school.

ii) Support the work of the School Travel Advisor with the school, and request that officers investigate how other local authorities have continued to collect normal mode of travel to school data, and consider the applicability of this for City of York Council

Reason: The school is already engaged in working with officers to address anti-social parking and has a programme of initiatives that will continue this work. Collection of mode of travel data will allow more targeted work and improve effectiveness.

Contact Details

Author: Chief Officer Responsible for the report:

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and

Christine Packer School Travel Advisor

Sustainable Transport

Tel: (01904) 551345

Report Approved

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Date 30 September 2013

Specialist Implications Officer(s)

There are no specialist implications.

Wards Affected: Rural West York	All	
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For further information please contact the author of the report.

Background Papers

None.

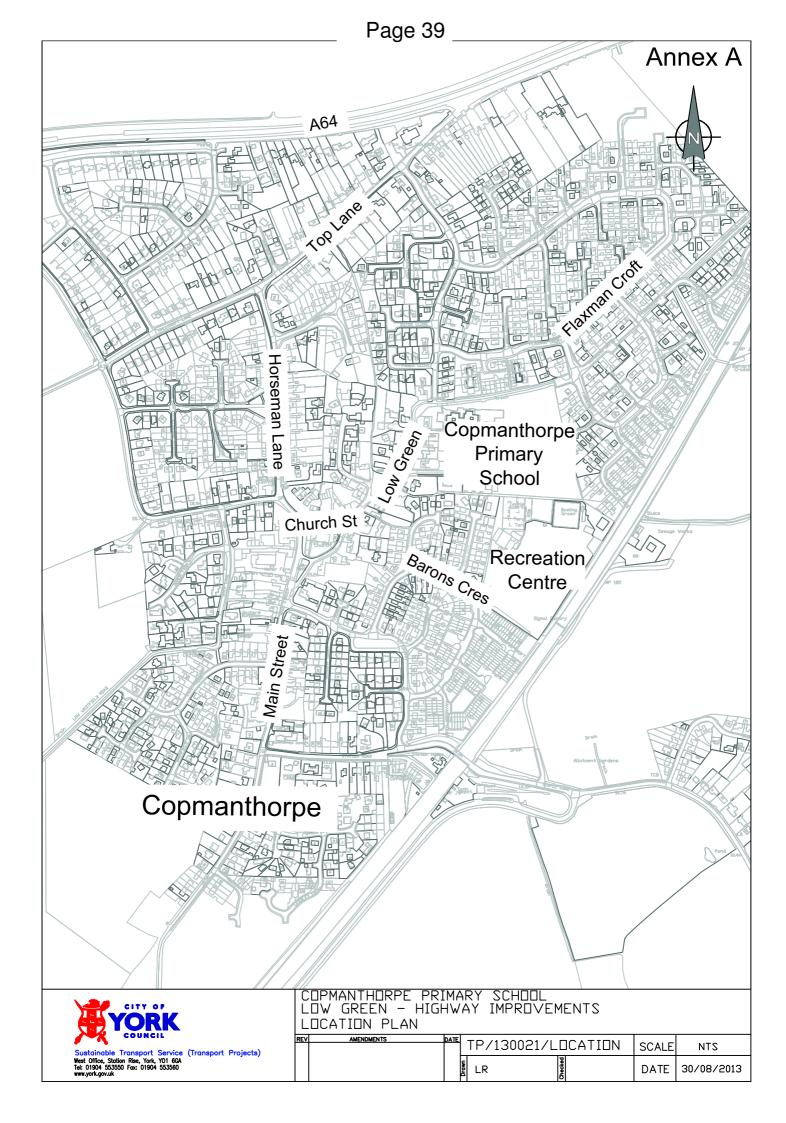
Annexes

Annex A Copmanthorpe Primary School – Location plan

Annex B Travel Initiatives

Annex C Low Green – Proposed highway improvements

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COPMANTHORPE PRIMARY SCHOOL - TRAVEL INITIATIVES

- 1. Copmanthorpe Primary School first wrote its travel plan in 2004. The most recent update of its action plan was prepared in March 2013 with the assistance of the School Travel Advisor. This is attached as Annex B(i).
- 2. Copmanthorpe Primary is aware of the most recent concerns raised and has a travel plan group that meets termly. The work of this group includes seeking to address the parking issues outside the school and to encourage more sustainable travel. Membership comprises the Head Teacher as chair with a parent/governor, parish councillor/governor, a parent and the School Travel Advisor. Members of the school council join the group to talk about a particular issue or project concerning sustainable travel. Thus the whole school community is involved in promoting safe and sustainable travel to school.
- 3. The School Travel Advisor met with the Transport Projects
 Engineer and two governors from the school, who are also
 members of the travel committee, on site on 16 October 2012 to
 observe the parking issues and investigate whether any
 engineering solutions could be implemented to make the journey to
 school safer.
- 4. Following these investigations, a highway improvement scheme was developed as shown in Annex C to improve visibility for pedestrians and discourage parking at the cul de sac end of Low Green. These proposals are included in the 2013/14 School Safety programme.
- 5. The school regularly takes part in the Spring and Autumn Walk to School Week campaigns and reports high levels of participation. They also hold their own events during the course of the year and this spring they held a Walk to School Month, which started with the Walk to School Week in May.
- 6. The school is connected to the car park of the village recreation centre by a footpath allowing safe, off-road passage for those children who are driven to school. The school regularly promotes this car park to parents as an alternative place to park. This is done via newsletters asking parents and carers to park responsibly outside the school. Annexes B(ii) and B(iii) contain newsletters that appeared in May relating to Walk to School Week and in which

- parents are encouraged to park responsibly and use the recreation centre car park.
- 7. The latest action plan places emphasis on continuing participation in walk to school weeks. During May's Walk to School Week, on one morning only two cars were reported to have parked outside the school on Low Green. This shows it is possible for drivers to alter their behaviour and if drivers can change their behaviour for a week, it should be possible for them to make the change more permanently.
- 8. At the June Travel Plan Group meeting which followed the school's Walk to School Month it was reported that walking and cycling figures had improved. The view of the School Council representatives was that having a whole month helped as it encouraged good habits, compared to the week long events which had only a short lived effect. The children also reported that outside the school felt safer during this period as there were fewer cars around. The school now plan to get the pupils to write to parents reporting how much safer they feel when there are less cars outside the school. Further ideas from the meeting include investigating possible child centred initiatives to encourage parents to use the recreation centre car park
- **9.** All children at the appropriate times are offered pedestrian training and Bikeability levels 1&2 training. In 2012/13 46 pupils attended pedestrian training, 46 pupils took Bikeability level 1 training and 44 pupils took Bikeability level 2. These figures are particularly good in relation to other York schools.
- 10. The Council's Parking Services regularly visit schools that have enforceable parking restrictions. Copmanthorpe School was visited in May 2012 by Parking Services and no problems were observed by the team. Parking Services can only enforce parking offences and cannot deal with inconsiderate parking. However while they are there, their presence will often encourage 'good' behaviour by drivers.

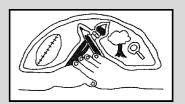
Annexes:

Annex B(i): Updated Action Plan to the travel plan dated March 2013

Annex B(ii) Parents newsletter 17 May 2013

Annex B(iii) Parents newsletter 24 May 2013

Copmanthorpe Primary School Parents' Newsletter



17th May 2013

Healthy Schools Weeks - 20th May—7th June Travel to School Month - Monday 20th May—21st June

When we planned these weeks almost a year ago, we anticipated that we would be looking forward to warmer weather in May and the prospect of doing more activities outside. However, we are undeterred by our current damp, chilly weather and would recommend to you the benefits of encouraging your family in their exercise including walking, scooting and cycling to school safely. We ask parents to help us in keeping our playground safe for everyone, reminding children to park their cycles as soon as they come to school and not cycle through school but lead their bike in. Similarly, scooterers being aware of keeping their scooter speed at walking speed for everyone's safety at the beginning and end of the day. We now have a new cycle rack at the entrance near to the Foundation Stage so children can park more easily.

Parking Outside School on Low Green

We will also be having a special focus on limiting parents' parking on Low Green or on Croft Farm Close so that all parents can encourage their child to travel to school without concerns about their safety over the next four weeks. If you are using Low Green for parking or Croft Farm Close, we would ask for your help to park elsewhere, such as the Recreation Centre, so that we can be sure that the areas are really safe outside school (even in wet weather for our special Travel to School month). We also want children to understand the benefits of getting exercise on their journey to and from school. Further information about cycling / scooting to school is available on our VLE in the Parents' section. Please can we also remind parents about how dangerous it is to use the school entrance as a place to turn around—it is very dangerous for children who are not able to predict what you are doing. We will be asking parents to note registration numbers of cars who ignore this request.

We are also using this month as a focus to encourage healthy living in all ways in school using the themes (from the British Heart Foundation website) below as a focus.

Get Active Each Day



- Regular physical activity is important for the healthy growth, development and well-being of children and young people.
- They should get at least 60 minutes of physical activity every day, including vigorous activities that make them 'huff and puff'.

Choose Water as a Drink

• Water is the best way to quench your thirst—and it doesn't come with the added sugar found in fruit juices, soft drinks and other sweetened drinks.

Eat More Fruit & Vegetables

- Eating fruit and vegetables every day helps children grow and develop, boosts their vitality and can reduce the risk of many chronic diseases.
- Aim to eat two servings of fruit and five servings of vegetables every day.



Switch off the Screen and Get Active

- Sedentary or 'still' time spent watching TV, surfing online or playing computer games is linked to kids becoming overweight or obese.
- Children and young people should spend no more than two hours a day on 'small screen' entertainment.

Eat Fewer Snacks and Select Healthier Alternatives

- Snacks based on fruit and vegetables, reduced fat dairy products and whole grains are the healthiest choices.
- Avoid snacks that are high in sugar or saturated fats—such as chips, cakes and chocolate.

We are having a particular focus on packed lunches. As you know we discourage sweets being part of a packup for health reasons. We would ask you to re-consider giving children a whole packet of crisps every day when these often contain saturated fats. Please look on the VLE in the Parents' section for some ideas for healthy pack-ups.

Play-time Snacks

Please can we remind parents that the children in Key Stage 2 are encouraged to bring fruit to eat at play-time. This can be kept in your child's drawer. We do want to encourage the good habits set up in Key Stage 1 where fresh fruit is served every day at morning break-time.



Fruit Kebabs - Key Stage 2—Wednesday 22nd May—10.45 am

As an alternative to our kitchen's very yummy biscuits, the Year 6 Council will be selling equally yummy fruit kebabs next week at the same price of 20p.

Copmanthorpe School Plant Sale

Where? Copmanthorpe Primary School - Upper School

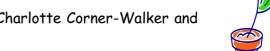
Playground or amphitheatre if raining

When? Wednesday 22nd May, 3.00 pm

> For one day only, the Year 6 children will be selling a range of colourful, beautiful plants and scrumptious vegetables planted by the Year 6s themselves. Don't miss out on this once in a life time chance to buy our special plants. (Bring your purse or

wallet!)

By Alex Kemp, Millie Saywell, Charlotte Corner-Walker and Esther Abraham-Silas.





Parents' Questionnaires

Thank you to those parents who have returned their questionnaire already. We do need your feedback on school systems to help us improve what we already do. Please send your questionnaire in as soon as possible, if you have not already done so, before half-term please—Friday 24th May

Dates for the diary

Pack-up Workshop for You and Your Child— Monday 10th June, 6.00 pm

We have been able to persuade one of the proprietors of 'Little Acorns' in the village to come and set up a workshop for us after school so that you and your child can have the chance to come and try some new ideas for pack-ups. I am sure that some of you have sampled some of the tasty items at the 'Little Acorns' teashop. There is very clear evidence that if you involve your child in making up their pack-up that they are more inclined to try new foods so do come along.

Please complete the slip below to let us know if you are coming. There is a charge of £2 (please bring this with you on the 10th) to cover ingredients and items to take home for the next day's pack-up.

X-----

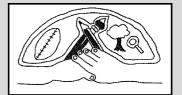
Copmanthorpe Primary School Pack-up Workshop

We are able to attend the Pack-up Workshop on Monday 10th June.
Name of parent attending:
Name of child/children attending:
Class:

Please return this slip to school by Wednesday 5th June

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Copmanthorpe Primary School Parents' Newsletter



24th May 2013

Travel to School Week

We were pleased to see so many children travelling to school this week without using the car.

We were also pleased to welcome York's Travel Bee to school to remind the children of the importance of walking to keep the world more sustainable.



Walk to School Month - 3rd—24th June

Please support our walk to school month after the half-term break too. Will it be your child's class getting the special prize for having the most children walking / cycling / scooting to school?

Parking on Low Green / Croft Farm Close

Thank you to those parents who have helped to make the route to school safe by not parking in these areas. We have had complaints from the residents of Croft Farm Close where children have been seen walking over gardens and dropping litter at the beginning and end of the day. Please can we encourage parents not to use these areas for parking—our school neighbours' property should be respected at all times.



Year 6 Plant Sale — Wednesday 22nd May

Thanks to everyone who supported this sale and our enthusiastic Year 6 sellers! Hopefully they will make a good profit to support activities later in the term!



<u>Text Messaging</u> - could we ask parents to keep the office updated with any change to their mobile no. In some instances we may send messages by text, i.e. if an after-school club is cancelled.

Dates for after half-term

Volunteers to clear the Wildlife Area—Wednesday 5th June, 3.20 pm

We need your support with clearing and tidying up this very special area so that the children can use it during the next half-term. It would be helpful if volunteers could bring gloves, secateurs and rakes etc... Please contact Mr Williams or Mrs Waters if you could help. Children who can help and are supervised are also welcome.



Parents' Consultation Evenings

<u>Foundation Stage</u>: these evenings will be taking place during the week of 10th June. Please look out for details coming out on Monday 3rd June.

<u>Year 1 to Year 5 Parents' Evenings</u>: these will be taking place during the week beginning 24th June. Details will follow by Friday 14th June.

Parents' Forum-Friday 14th June, 8.50 am

The next Parents' Forum will discuss transition and end of year profiles.

Father's Day Sale-Friday 14th June

This will be held on the Friday prior to Father's day at 3.00 pm. There will be lots of reasonably priced items for the children to purchase a present for either their Dad, Grandfather or Uncle if they would like to. Prices will range from 50p to £2—small change appreciated.

Special weeks in school after half-term

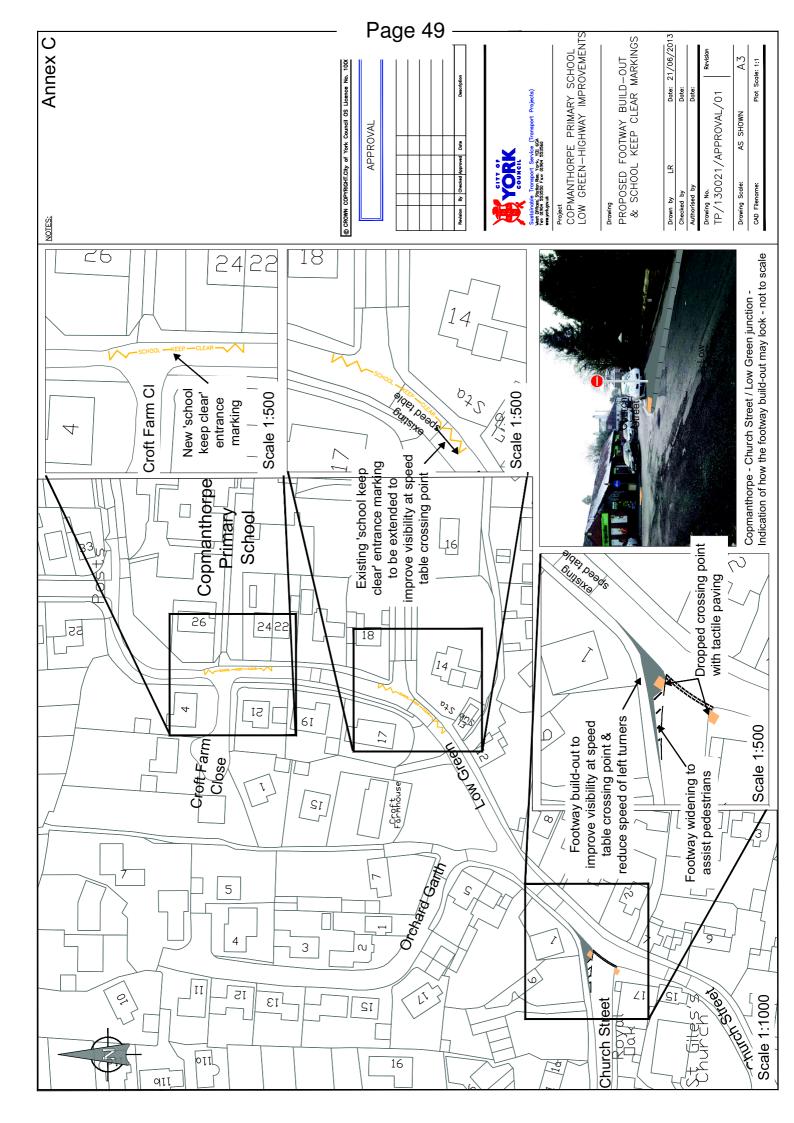
Forest Schools Week — 10th—14th June

The children always enjoy working outside investigating science so this is a special week to look forward to after half-term. Please make sure that your child has a **waterproof coat** and **wellingtons** for this week—the forecast is still not very summer-like but we may be pleasantly surprised!

Design and Technology Week

Look out for more information about this week that is also planned for the next half-term.

School closes today for the summer half-term break and opens again on Monday 3rd June — we wish everyone a glimpse of that illusory summer sunshine and warmth!



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Decision Session - Cabinet Member for Transport, Planning and Sustainability

17 October 2013

Report of the Director of City and Environmental Services

BETTER BUS AREA FUND – PROPOSED ALTERATIONS TO MUSEUM STREET BUS STOP

Summary

1. This report sets out proposals to make improvements to the Museum Street bus stop, outlines the consultation feedback and seeks approval to implement the proposed alterations.

Background

- Improving York's local bus services is identified as one of 6 key actions in the Council Plan in support of Get York Moving. Funding has been provided via the Better Bus Area Fund (BBAF) and this will assist in enabling City of York Council (CYC) to take a significant step forward in delivering the corporate priorities and the outcomes set in the Local Plan, and Economy Strategy.
- 3. As part of the BBAF programme, improvements have been identified at a number of key bus interchanges within the city centre, one of these being the Theatre Interchange. £400,000 is nominally allocated to the Theatre project from CYC's Economic Infrastructure Fund. The three schemes making up the Theatre Interchange project are:
 - Improvements to the park and ride stop on Museum Street;
 - Changes to the bus pull-in layby at Exhibition Square and Theatre;
 and
 - Improvements to passenger facilities at Exhibition Square and adjacent to York Theatre Royal.

This report relates solely to the Museum Street bus stop.

- 4. The bus stop at Museum Street is the main city centre stop for Rawcliffe Bar Park & Ride. The current facility is very congested due to a combination of high pedestrian flows along Museum Street and Park & Ride passengers waiting to board outbound services.
- 5. The problem is exacerbated when buses arrive as passengers move forward and bunch up near the stop, which happens relatively frequently with a 10 minute service. Pedestrians are often forced to step into the carriageway to avoid queuing passengers.
- 6. A further issue is the absence of a passenger shelter at the location. As this is a busy bus stop, it would be highly preferable and would satisfy policy to provide a shelter at this facility.
- 7. The bus stop was altered in 2011 as part of improvements to Library Square. However, the project did not address the issues with pedestrian and passenger conflicts.
- 8. A plan showing the existing arrangement as at early 2013 is shown in **Annex A.** Some minor advanced works have since been carried out to remove the telephone kiosks and sycamore trees.
- 9. The objectives of the Museum Street scheme are to:
 - improve the flow of pedestrians along the northwest side of Museum Street and reduce the conflict with bus passengers; and
 - improve passenger waiting facilities at the bus stop.

Proposals

- 10. Proposals have been developed to achieve the aims of the project. Whilst considering options, discussions were held with officers and key stakeholders such as English Heritage and York Civic Trust.
- 11. The proposed alterations comprise localised removal of the existing stone walls and raised beds to facilitate widening of the footway to provide an improved waiting area off the line of the existing footway with integral seating. The proposals also include options for providing a canopy to give shelter to passengers.
- 12. The annexes illustrate the proposed layout without shelter (Annex B),

with a wood frame canopy (Annex C) and with a steel frame canopy (Annex D).

- 13. Existing stone walling will be reused where possible to retain the fabric of the original walling and a new curved section of walling provided to ensure security to Museum Gardens is maintained. New railings will be provided on the curved wall to match the existing (the railings which are to be removed will be retained for future maintenance).
- 14. The mature cherry tree will need to be removed as the excavation will encroach into the tree's root zone. Its removal can be justified as it has been proven that its roots are damaging the adjacent drainage system and are penetrating into the monument's wall joints. Removal of the tree will open up the view of the adjacent Willow tree, which is considered to be the dominant and more attractive tree, as well improving the view to the Minster.
- 15. The proposals will widen the footway locally at the head of the queue and provide approximately 16m of covered seating. Widening at this location will relocate the head of the queue away from the pinch point in the footway, and hence remove the area of conflict between passengers and pedestrians.
- 16. The existing bus bay and road markings will remain unchanged and traffic will be unaffected.
- 17. If a canopy is provided, there will be a need to relocate the existing downpipes on the adjacent face of the monument. Because of the poor condition of the gutter, it is necessary to replace the gutter and downpipes. The downpipes are of no heritage significance.

Consultation

18. Consultation has taken place with ward councillors, party spokespersons, emergency services, bus operators, equality groups, affected businesses and key stakeholders such as York Civic Trust, English Heritage, York Archaeological Trust, York Museums Trust and York Philosophical Society.

19. Consultees were asked to consider and offer views on the proposed scheme as a whole and express a preference on key issues:

Choice of canopy

Attempts have been made to have a canopy that compliments the setting of the ancient monument whilst also being fit for purpose. Two styles were offered for consideration - a stained wooden frame or a steel framed arrangement based on the Foster type shelter, both with a strengthened glass or polycarbonate roof.

Style of railing

There are two main types of railing present at this location. It is proposed to provide new railings on the new curved walling to match the adjacent Brierley railings that link between the bus stop and the Library, as this is the natural continuation. Alternatively, the original railing (which extends from the Museum Gardens entrance to the bus stop) is an option being considered.

20. The responses to the consultation are summarised below:

Member Views

- 21. Councillors Watson and Looker were consulted as Members for the affected ward (Guildhall), whilst the views of Councillors D'Agorne, Reid and Galvin as Party Spokespersons were also sought.
- 22 Councillors Watson, D'Agorne and Galvin did not offer any comments.
- 23. Councillor Looker welcomes the proposal to extend the bus stop area and provide seating but she considers that providing a canopy may interfere with the view of the Hospital. However, she recognises the need to provide a shelter at this location. She didn't express any preferences on type.
- 24. Councillor Reid states that, if the alterations can be achieved without any damage to St Leonard's Hospital, the Lib Dems are happy to support the proposals. She adds that a shelter would be a useful addition, but does not express a preference on the style of canopy.

Emergency Service Views

25. No responses were received from Yorkshire Ambulance Service or North Yorkshire Fire & Rescue. North Yorkshire Police did reply albeit to say that they had no comment to make on the proposals.

Bus Company Views

26. Each of the bus companies operating from this bus stop were consulted, but none offered any comments.

Road User Group Views

27. None of the road user groups were consulted, as the proposals have no impact on them.

Residents/Business Views

- 28. Each of the businesses fronting Museum Street were consulted. Only NRG recruitment offered comments.
- 29. NRG expressed a preference for the stained wooden canopy option as it would give a better feel for the area and be more aesthetically pleasing for residents and tourists. They consider that the option to replicate the original railings (which extend from the Museum Gardens) would be better suited to the surroundings and keep with the theme and feel of the area.

Other Stakeholder views

- 30. Responses were received from York Civic Trust (YCT), York Philosophical Society (YPS) and English Heritage (EH).
- 31. The **Civic Trust** recognises the need for better facilities for bus passengers and understands the motivation behind the proposals.

They identify that the proposals involve removal of two sections of the 19th century wall, which defined the perimeter of the land held by York Philosophical Society at the time, and which is consistent with the walling leading to Lendal bridge. They add the point that the walling adjacent to St Leonards Hospital was breached in the early 20th Century to facilitate the introduction of a taxi rank, and that the re-entrant was constructed using the reclaimed walling materials, maintaining an architectural coherence along this facade.

 The Civic Trust are concerned that this small piece of York's historic realm will be lost in the arrangements now proposed, and the evidence for the past history of this area destroyed. They have requested that a proper archaeological and photographic record be made of the structures and the three types of existing railings, and that any removed sections of railing are retained for future maintenance.

Officer comments:

The proposed alterations will utilise as much of the existing stone walling as possible. The railings being removed will be retained for future maintenance.

An archaeological watching brief will be required and York Archaeological Trust will be able to record the facility before and whilst it is being altered. English Heritage was involved in early discussions during design, and has been included in the consultation. Scheduled Monument Consent will be needed to permit the alterations to be made, and English Heritage will need to be completely satisfied with the proposals, materials being used and construction methods being employed.

 Although YCT recognise the need for a shelter, they are concerned that the addition of a bus shelter would significantly inhibit views of St Leonard's Hospital. They consider that a modern structure would normally not be allowed so close to a building of such importance, and would prefer that the proposal for a bus shelter be dropped.

Officer comments:

The proposal to include a canopy would provide significant benefits by providing much needed shelter for passengers at one of the busiest stops in York city centre. Currently, for many passengers, the last impression they have of York is waiting for a bus in the rain. Officers recommend that a canopy is provided.

English Heritage's response is given below (item 32).

 YCT add concerns that the soil build-up against St Leonard's Hospital may contain archaeological evidence of the ruins, and that construction works may encounter further evidence. YCT assume that the work will be done under archaeological supervision and, in recognition that elements of the St Leonard's building may be revealed that should not be removed, may inhibit the proposals or require special provision to be made for their preservation.

Officer comments:

As mentioned above, an archaeological watching brief will be required and YAT will be able to record the facility before and during the works. Whilst it is recognised that there may be evidence of the original structure present, the ground has been previously disturbed and therefore it is unlikely that there will be a need to retain any ground insitu. The

archaeologist suspects that some original wall footings may be encountered on the line of the existing footway or near the outcropping section of roman wall, but these are unlikely to be affected by the works.

- YCT regret the loss of the cherry tree, though in addition to the reasons given by CYC they add that its removal will open up important views of York Minster.
- 32. **York Philosophical Society** has commented that the solutions proposed are tastefully done. They added that comments received from YPS members on these proposed alterations reflect a concern for any lost historic fabric to the city.

YPS asked to note their comments, as follows:

 Normally no such thing (a shelter) would be countenanced so close to an important national monument.

Officer comments:

The proposals will need to satisfy English Heritage and will require Scheduled Monument Consent. EH are not opposed to the provision of a canopy at this location.

 The proposals will remove about 14 metres of the 19th century Millstone Grit perimeter wall which defined the perimeter of the land held by YPS at the time and will remove physical evidence for YPS's works and former boundary.

Officer comments:

The Council's Terrier records indicate that the land concerned is currently owned by CYC, although works appear to have been undertaken by different groups such as YPS implying that ownership of the land may have been in different hands before now.

An archaeological watching brief will be required and YAT will be able to record the facility before and whilst it is being altered.

 With regards the replacement of the railing, YPS are concerned that some of the historic fabric will be lost and suggest that the railings be saved for re-use to repair sections of the 19th century railings around Museum Gardens.

Officer comments:

As mentioned above, the lengths of railings that will be removed will be

saved for future repair work.

• The new canopy will be a modern structure built close to an important Scheduled Ancient Monument and it will make the (overall) monument more difficult to see and read even than it is at the moment.

Officer comments:

The canopy will comprise a simple frame (wood or steel) with a glass or polycarbonate roof. It will not have any back or side panels to ensure access is always available for maintenance of the monument. As such it will have limited impact on the viewing of the facade.

The view of this south-eastern face of the monument has already been improved by the removal of two sycamore trees and two phone kiosks. The removal of the cherry tree will further open the view of the facade. Before these initial works we undertaken, the facade was severely obscured.

• On the wood/tubular construction option, YPS consider that, in this case, the steel tubular construction will probably be preferable in terms of "blending in" with the monument behind the shelter.

Officer comments:

The proposal for a canopy has attracted a split response from consultees and officers, and there has been no clear preference given on the style of canopy.

33. **English Heritage** has commented on the proposals. Although having been involved in the development of the proposals their comments largely related to the requirements of the scheduled monument consent application to have a structural assessment undertaken to demonstrate that the works will not affect the stability of the monument.

The only comment relevant to the consultation was that

 they considered it disappointing that the proposed shelter does not take the opportunity to interpret the standing ruins. They confirmed that the possibility of doing something that echoed the vaulting arrangement was discussed, and would therefore act as piece of interpretation, but that a standard canopy can be thought of as an opportunity lost.

Officer comments:

The early discussions with EH included suggestions about the style of the canopy, an option being to reflect the arched vaulting arrangement as mentioned above. This was considered further during design and proposed canopy posts have been positioned to reflect the spacing of the arches. The design of the canopy posts can accommodate details to reflect the arch detail, however the heights of the arches cannot be replicated as they are around 4 metres high and a canopy of this height would neither be compatible with standards nor be functional. It would also be detrimental to the aesthetics of the monument. The canopy being provided will be bespoke and not be a standardised shelter.

34. Options

The Cabinet Member is being asked to consider the following options:

- Option 1 approve the scheme as shown in **Annex B**, without a canopy.
- Option 2 approve the scheme as shown in **Annex C**, with a wooden frame canopy.
- Option 3 approve the scheme as shown in **Annex D**, with a steel tubular frame canopy (based on the Foster type).
- Option 4 do nothing

In addition, a decision is also required on the style of railing to be provided to the new curved section of boundary wall, the choices being:

- Brierley railing (type 1 shown on the Annex A plan), as a natural continuation of the railing from the library to the stone pillar positioned at the commencement of the new curved wall.
 Aesthetically this would be the preferred selection.
- Museum Gardens railing (type 2 on the Annex A plan) which is the original railing extending from the Museum Gardens entrance and across part of the St Leonard's Hospital frontage. Historically this would be the preferred choice.

Analysis of Options

35. Option 1 would satisfy the objectives in providing a widened footway waiting area to reduce the conflict between passengers and pedestrians. However, the objective of providing shelter at this busy bus stop would

not be achieved.

- 36. Options 2 and 3 would fully satisfy the objectives and aims of the project. It is considered that the implementation of the proposed alterations to widen the footway would benefit the many passengers using the Park & Ride bus service and reduce the conflict with the numerous pedestrians who use the route along Museum Street. Provision of a canopy would provide the required cover from the elements, benefitting many passengers.
- 37. The Council's design guide indicates that the "standard" 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 officer assigned to the task. However, the following is one of the specified guidelines that should be followed:
 - "Whilst the Foster shelter is the default design, in some high amenity locations a bespoke shelter design might be more appropriate.
- Due to the wedge shape of the new recess and the desire to introduce low stone walling for seating, it would be impossible to utilise a standard rectilinear Foster-style shelter with a roof pitched from front to back without having to considerably change the design. The option shown in Annex D incorporates the general ideas and style of the Foster and the same materials, except that the stanchions would be central and the roof pitched from the front and back edges towards the centre.
- 39. Officers recommend the provision of Brierley style railings along the new curved wall as this would be the natural continuation of the section of railings between the Library and the bus stop and aesthetically this would be the most appropriate selection. There is no physical link between the Museum Gardens railing to the west of the bus stop to the new railings and so the historical link is broken.
- 40. Option 4 would not satisfy any of the scheme objectives.

Council Plan

- 41. The potential benefits for the priorities in the Council Plan are:
 - Get York Moving improvements to the bus stop facility will further encourage use of the Park & Ride service, and improve pedestrian movement by reducing the conflict between pedestrians and

- queuing passengers.
- <u>Protecting the environment</u> the improvements will serve to open up the views of St Leonard's Hospital and, indirectly, views of the Minster. The choice of materials for the improved bus stop facility will be sensitive and consistent with the existing historic fabric of the monument, with much of the existing materials being reused.

Implications

42. This report has the following implications:

Financial

43. The Museum Street scheme forms part of the BBAF Theatre Interchange project, which has an overall budget of £400,000 and includes proposals to improve the bus facilities at the Theatre and Exhibition Square.

The Reinvigorate York programme is proposing to undertake public realm improvements to Exhibition Square and to the junction of St Leonard's Place with Museum Street / Duncombe Place / Blake Street. Details of the proposals are still under consideration and the scope of the proposals has not yet been determined. £150k of the BBAF budget is being allocated to the Exhibition Square element of the scheme.

Although a firm estimate has not been undertaken for Museum Street due to various uncertainties in the design, it is estimated that the Museum Street project will cost circa £75-£80k. The £400k budget appears to be adequate to cover the costs of the Museum Street project.

The provisional cost estimates for the canopies indicate that the wooden frame and steel frame canopies will be of a similar cost to purchase and that the installation costs will also be similar. The main consideration, therefore, would be the whole life costs. It is considered that the wooden frame could more readily attract vandalism and require more regular treatment; hence there could be greater liability with the wooden frame canopy.

44. Human Resources - none

Equalities

45. The Centre for Accessible Environments (CAE) have undertaken an Access and Mobility Audit, based around key issues of coach travel, streets and spaces, street furniture and clutter, heritage and other cultural attractions, blue badge parking and shopmobility. The audit has

- highlighted a number of key challenges around improving the public realm environment for disabled pedestrians and wheelchair users.
- 46. Museum Street is one of the main pedestrian routes between the railway station and the Minster. The main area of concern regarding accessibility at Museum Street is the footway congestion footpath due to bus passenger queues obstructing the footway. The proposed BBAF scheme will serve to relieve the congestion caused by the queuing and thereby meet the objectives of the CAE study.
- 47. The lack of seating along key routes is also identified in the CAE report. There is currently no seating at the Museum Street bus stop but the proposed scheme will introduce new seating for passengers. Some new benches have recently been installed near the Museum Gardens entrance.
- 48. CAE consider that the quality of the existing paving at the bus stop is very good, and that the footway is generally free of street furniture obstructions and off-road cyclists. The new construction will utilise the same high quality materials, and create more available space for the passage of pedestrians.

Legal

- 49. The proposed works would fall within the Local Highway Authority's Permitted Development Rights outlined in Part 13(b) to Schedule 2 of the 1995 Town and Country Planning General (Permitted Development) Order. A grant of planning permission will not be required for the works.
- 50. The land is located within the scheduled monument area for St Leonard's Hospital and any alterations will require Scheduled Monument Consent from English Heritage.

Crime and Disorder.

- 51. Reports indicate that, on occasions, youths climb on to the roof of the monument and throw stones and other debris, as well as abuse, to pedestrians. Continuation of this would result in further abuse to passengers and pedestrians, and could result in the bus stop canopy being prone to similar vandalism. It is understood that this problem is low risk.
- 52. A wood frame canopy may be more prone to vandalism than a steel frame and so the choice of a wood frame canopy could result in greater

maintenance costs.

Information Technology.

53. The existing real time information unit mounted to the bus stop pole is to be retained.

Land.

54. The land to the rear of the footway, comprising the footway recess and raised planting areas, does not lie within the adopted highway. The land is owned by the Council, and it is intended to have the area of land dedicated as highway upon completion of the project.

Risk Management.

55. In compliance with the Council's risk management strategy, no significant risks associated with the recommendations in this report have been identified.

Recommendations.

- 56. That the Cabinet Member gives approval for:
 - the implementation of the proposed bus stop improvements as shown in Annex D subject to the necessary Scheduled Monument Consent bring obtained, and
 - the new railings being provided within the scheme to match the Brierley style of railing.

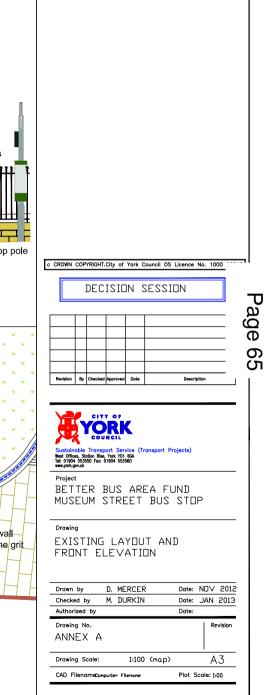
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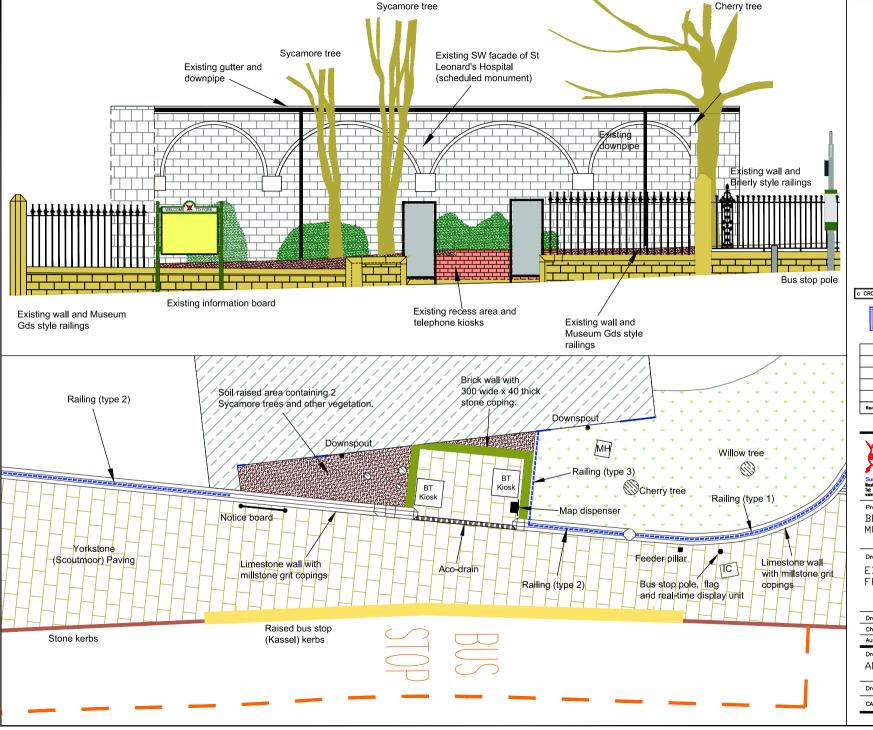
- to improve the facilities at this very busy bus stop and to reduce the conflict between pedestrians and queuing passengers.
- it would also offer greatest aesthetic benefit to the monument and its setting.
- although the overall supply and installation costs of the canopies would be similar, it is considered that the whole life costs for the wooden frame may be higher than those for the steel canopy due to possible vandalism and because of the requirement for regular treatment to preserve the wood.
- the provision of replacement Brierley railings would be natural continuation of the section of railings between the Library and the bus stop and aesthetically this would be the most appropriate selection. There is no physical link between the Museum Gardens railing to the west of the bus stop and so the historical link is broken.

Contact Details

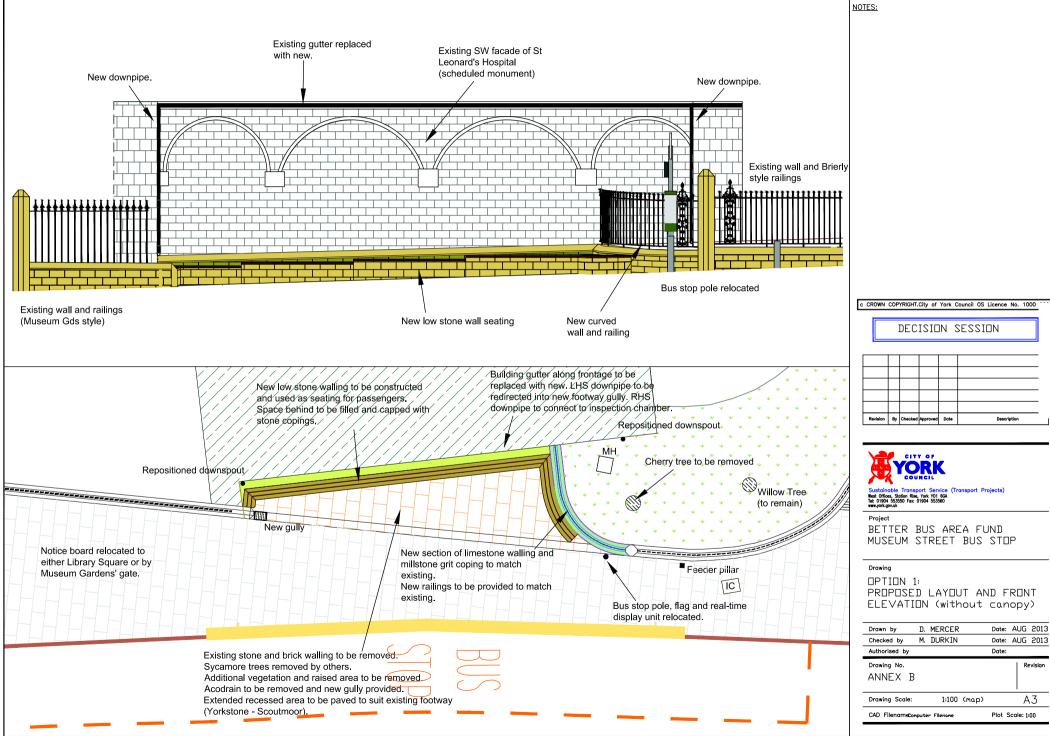
Tel: (0190	ingineer Projects e Transport Service		·		
There are no specialist implications.					
Wards Affected: Guildhall All					
For further information please contact the author of the report.					
Background Papers - None.					
Annexes:					
Annex A Annex B Annex C Annex D	Option 1: Proposed L Option 2: Proposed L	xisting layout and Front Elevation. ption 1: Proposed Layout and Front Elevation (without canopy). ption 2: Proposed Layout and Front Elevation (with wood canopy). ption 3: Proposed Layout and Front Elevation (with steel canopy).			

NOTES:



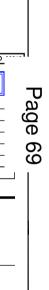


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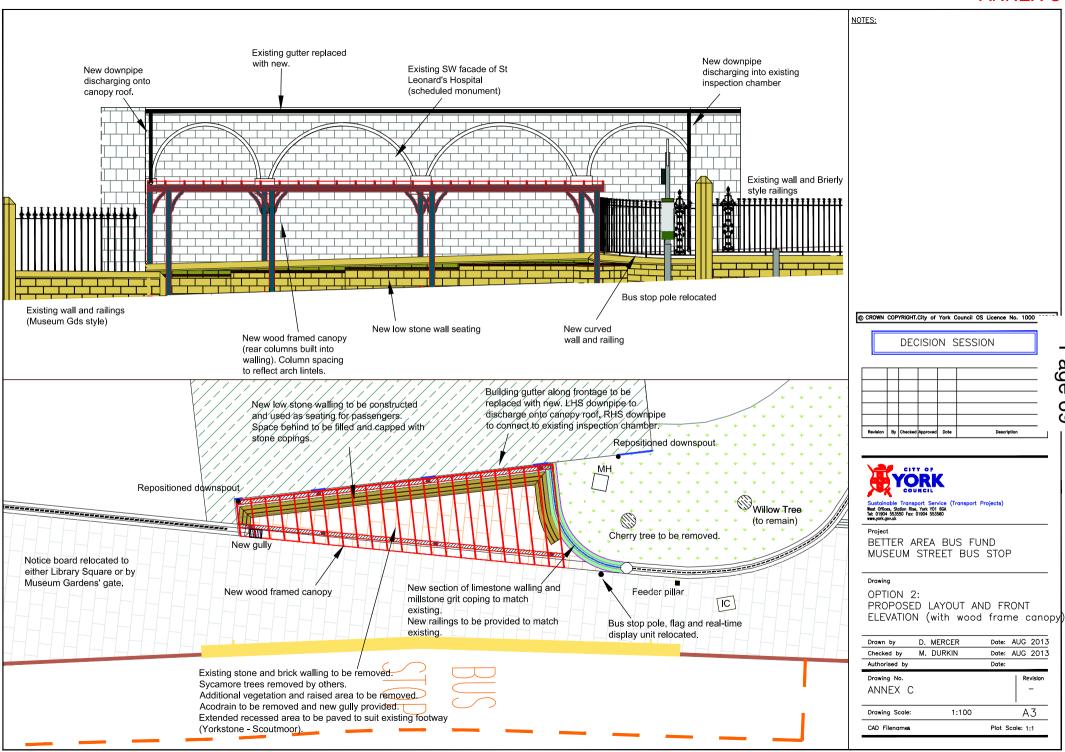
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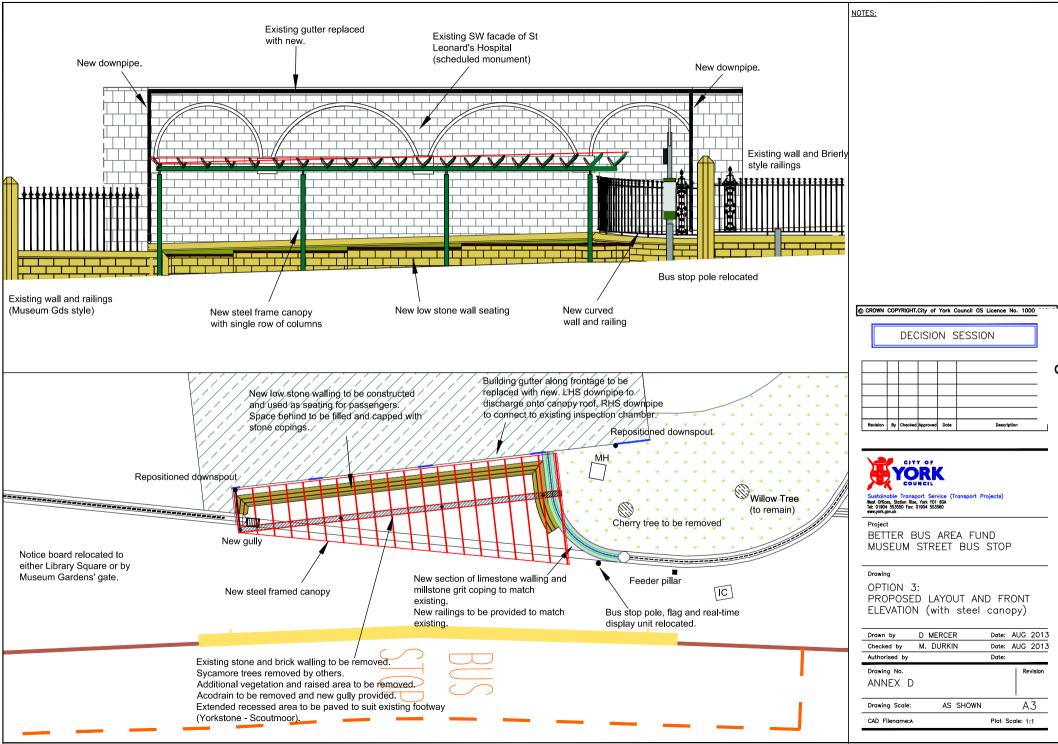


Revision

А3









Decision Session - Cabinet Member for Transport, Planning and Sustainability

17 October 2013

Report of the Director of City and Environmental Services

BETTER BUS AREA FUND – YORK CENTRAL BUS INTERCHANGE (ROUGIER STREET)

Summary

1. This report sets out proposals to improve the 10 bus stops at Rougier Street and Station Road with the objective of creating a more formal, integrated "Central Interchange" for bus services in York. The intention is both to improve the facilities for bus passengers, but also take the opportunity to make more general changes in Rougier Street which will improve the attractiveness of the area more generally.

Background

- 2. Improving York's local bus services is identified as one of 6 key actions in the Council Plan in support of Get York Moving. Funding has been provided via the Better Bus Area Fund (BBAF) to assist City of York Council (CYC) in delivering the corporate priorities and outcomes set in the Council Plan, Local Plan and Economic Strategy. A part of the BBAF Programme identifies five locations in central York which will fulfil the role of "Bus Interchanges" due to their high density of bus services, and the ability to interchange between them, at these locations. Rougier Street and Station Road form one of these interchanges, the largest one, with the other interchanges being located at the Rail Station, Piccadilly, Stonebow and Exhibition Square. The interchange cluster of stops comprises in practice:
 - Six stops on Rougier Street itself; and
 - Two stops on Station Road, adjacent to the Cedar Court Hotel.
- 3. These stops, between them, are served by a very high proportion of the city's bus services, including three park and ride routes, four of the city's

10 minute frequency bus services, and inter-urban services to Leeds, Hull and destinations on the East Coast. They are also located close to the Rail Station interchange and Station Avenue, allowing bus passengers to interchange onto Rawcliffe Bar park and ride services, Stephenson's services to destinations north of York and First's service 5 which connects Acomb and Strensall via the city centre.

- 4. As such, the cluster of bus stops around Rougier Street are currently the nearest thing York has to a "bus station", which is to say that, in the absence of a single, off-street, centralised bus interchange, the Rougier Street stop cluster act as a location where bus services are concentrated and it is relatively easy to interchange from one service to another. The cluster is also used for driver changeovers and short term layover by bus operators. It is understood that the number of bus service arrivals and departures per day at Rougier Street is of a similar order of magnitude as at many city centre bus stations in large cities for example, Sheffield Bus Interchange.
- 5. Accordingly, the BBAF programme includes a budget, funds being provided by the Department for Transport, of £500,000 to upgrade the Central Interchange. The objectives of the upgrade are to:
 - "Improve the amenity of the Central Interchange for passengers;
 - Improve the operating environment of the Central Interchange bus stops for bus operators; and
 - Redevelop the current cluster of stops to be more architecturally coherent and feel like a single location for interchange rather than a cluster of bus stops."¹
- 6. The objective for this paper is to set out the work which has taken place to date and ask the Member to support the proposals or suggest an alternative course of action. If the Member supports the proposed course of action then City of York Council will begin the process of procuring the proposed shelter through a tender process. Works should complete in March 2014.

Proposals

7. Proposals have been developed to achieve the objectives of the project,

¹ From the design brief for York Central Interchange.

and taking into account a survey of bus movements on Rougier Street. Whilst considering options, discussions were held with officers and key stakeholders such as bus operators, York Civic Trust and Skelwith, the property developers for Roman House.

- 8. A planning application has been submitted for the proposed works on the "red shelter" and letters have been sent to adjacent properties and businesses seeking their views on the proposal.
- 9. The proposed alterations consist of:

To improve the attractiveness of York Central Interchange and Rougier Street more generally:

- replacement of the existing red shelter, which is tatty and life expired, with a new structure, designed to be architecturally coherent with the Foster shelters used elsewhere in the cluster;
- movement of the Foster shelters on the Northern House side of Rougier Street so that they are more effectively bunched together, facing the new structure which will replace the red shelter attached to Roman House:
- Resurfacing of footways to improve the appearance of the area;
- Use of lighting and public art to make the facilities generally more attractive, and a better place to spend time waiting for a bus

To improve safety/ reduce perceived danger at York Central Interchange:

- Resurfacing of bus lay-bys to combat degradation of surfaces and unevenness caused by several years of bus movement;
- Installation of CCTV units within the shelters to improve passenger safety;

To improve the customer experience at York Central Interchange:

- Improvements to the real time information system across the Central Interchange;
- Improvements to signage, information and mapping for bus passengers.

The annexes illustrate the proposed scheme.

Consultation

- 10. Consultation has taken place with key stakeholders such as York Civic Trust, bus operators and Skelwith group. Local businesses and properties have been consulted through the planning application.
- 11. Responses during the consultation have focussed on the poor state of repair of the existing facilities and peoples' desire that they be replaced. No specific queries or objections have been raised relating to the proposed design of the replacement shelter.

12. Options

The Cabinet Member is being asked to consider the following options:

- Option 1 approve the scheme as shown in Annex A.
- Option 2 suggest an alternative arrangement.
- Option 3 do nothing

Council Plan

- 13. The potential benefits for the priorities in the Council Plan are:
 - Get York Moving improvements to the bus stops will further encourage use of bus services and improve passenger waiting environments, particularly for passengers wishing to interchange between services.
 - <u>Protecting the environment</u> the improvements will improve the environment on Rougier Street, which is currently poor. In particular they will improve the environment within the enclosed "red" shelter attached to Roman House which is currently very poor.

Implications

14. This report has the following implications:

Financial

15. Provisional cost estimates suggest that the proposed works can be delivered within the allocated budget of £500,000, all of which is provided by the Department for Transport element of the BBAF. The cost will be reviewed when a firm estimate has been received for the replacement shelter. Other costs (for example, for real time information equipment

and new "Foster" shelters) are known quantities.

16. Human Resources - none

Equalities

- 17. The Centre for Accessible Environments (CAE) have undertaken an Access and Mobility Audit, based around key issues of coach travel, streets and spaces, street furniture and clutter, heritage and other cultural attractions, blue badge parking and shopmobility. The audit has highlighted a number of key challenges around improving the public realm environment for disabled pedestrians and wheelchair users.
- 18. The works at Rougier Street will improve footways in the area, reducing risks of trips and falls. They will also improve the levels of lighting in the area, which will improve visibility of hazards and improve perceived safety levels in the area.

Legal

19. The proposed works would fall within the Local Highway Authority's Permitted Development Rights outlined in Part 13(b) to Schedule 2 of the 1995 Town and Country Planning General (Permitted Development) Order. A grant of planning permission is not required for the works on the Rougier Street shelter, however, planning permission is required for the changes to location of advertising shelters on Rougier Street and a planning application was submitted on 30th August 2013.

Crime and Disorder.

20. There are no implications on crime and disorder.

Information Technology.

21. There are some information technology implications of expanding the real time system and providing in-shelter CCTV coverage. These are not significant.

Land.

22. All land lies within the adopted highway. The land is owned by the Council on the Roman House side of the road.

Risk Management.

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

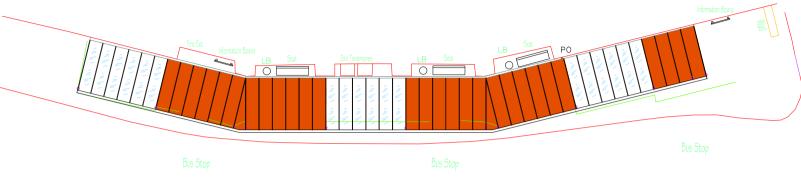
Recommendations.

- 24. That the Cabinet Member gives approval for:
 - the implementation of the proposed bus stop improvements as shown in **Annex A**.

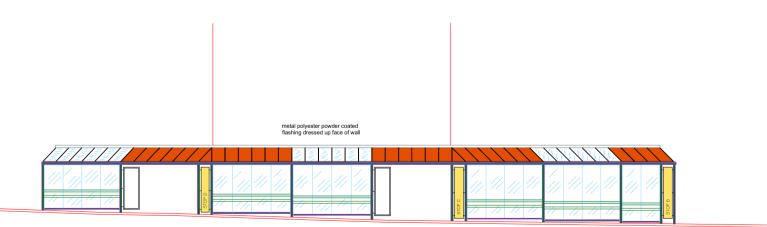
Contact Details

Author: Julian Ridge Programme Manager, BBAF Sustainable Transport Service Tel: (01904) 552435	Chief Officer Responsible for the report: Richard Wood Assistant Director Transport, Highways and Waste				
	Report Approved	Date 01.10	0.13		
Specialist Implications Officer(s)					
There are no specialist implications.					
Wards Affected: Guildhall (site	e of scheme)	All			
For further information please contact the author of the report.					
Annexes:					
Annex A Proposed scheme.					

REVISION NOTES



ROOF PLAN AS PROPOSED



MAIN ELEVATION AS PROPOSED

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Contact
Tel No:
FAN No:
Email:
Job Title
ROUGIER ST BUS SHELTER

NEW SHELTER AS PROPOSED

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Aug 2013		Scale@A1 1/75	

PLANNING

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