



**Notice of a public
Decision Session - Executive Member for Transport**

To: Councillor D'Agorne (Executive Member)

Date: Tuesday, 20 October 2020

Time: 9.30 am

Venue: Remote Meeting

A G E N D A

Notice to Members – Post Decision 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 **5:00 pm on Thursday 22 October 2020**.

*With the exception of matters that have been the subject of a previous call in, require Full Council approval or are urgent which are not subject to the call-in provisions. Any called in items will be considered by the Customer and Corporate Services Scrutiny Management Committee.

Written representations in respect of items on this agenda should be submitted to Democratic Services by **5.00pm on Friday 16 October 2020**.

1. Declarations of Interest

At this point in the meeting, the Executive Member is asked to declare:

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

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

2. Minutes

(Pages 1 - 6)

To approve and sign the minutes of the meeting held on 8 September 2020.

3. **Public Participation**

At this point in the meeting members of the public who have registered to speak can do so. Members of the public may speak on agenda items or on matters within the remit of the committee.

Please note that our registration deadlines have changed to 2 working days before the meeting, in order to facilitate the management of public participation at remote meetings. The deadline for registering at this meeting is 5:00pm on Friday, 16 October 2020.

To register to speak please visit:

www.york.gov.uk/AttendCouncilMeetings to fill out an online registration form. If you have any questions about the registration form or the meeting, please contact the relevant Democracy Officer, on the details at the foot of the agenda.

Webcasting of Remote Public Meetings

Please note that, subject to available resources, this remote public meeting will be webcast including any registered public speakers who have given their permission. The remote public meeting can be viewed live and on demand at www.york.gov.uk/webcasts.

During coronavirus, we've made some changes to how we're running council meetings. See our coronavirus updates (www.york.gov.uk/COVIDDemocracy) for more information on meetings and decisions.

4. **Hopgrove Lane South - Proposed Left Turn Lane** (Pages 7 - 24)

This report prepared, in accordance with the decision by the Executive Member in 2018, in response to a petition presents the findings of preliminary investigations into the feasibility, likely cost, and impact of providing a left filter traffic lane on Hopgrove Lane South at its junction with Malton Road.

The Executive Member is asked to note the findings of the preliminary feasibility investigations and instruct Officers not to progress the proposal any further.

5. Emergency Active Travel Fund (Pages 25 - 96)

The Executive Member will consider a paper which discusses a number of schemes taken forward by City of York Council under the Emergency Active Travel Fund (EATF), a DfT programme launched in May 2020 to help promote social distancing and greater use of active travel especially where previous capacity of the public transport system has been significantly reduced - as a result of the covid 19 pandemic. Funding could also be used to make changes to street layouts and footway widths to allow pedestrians to socially distance more effectively.

6. Urgent Business

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

Democracy Officer:

Michelle Bennett

Contact details:

- Telephone – (01904) 551573
- Email – michelle.bennett@york.gov.uk

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

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

Contact details are set out above.

This information can be provided in your own language.

我們也用您們的語言提供這個信息 (Cantonese)

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

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

Bu bilgiyi kendi dilinizde almanız mümkündür. (Turkish)

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

 (01904) 551550

City of York Council

Committee Minutes

| | |
|---------|---|
| Meeting | Decision Session - Executive Member for Transport |
| Date | 8 September 2020 |
| Present | Councillor D'Agorne |

19. Declarations of Interest

The Executive Member confirmed that he had no personal interests not included on the Register of Interests, nor any prejudicial or disclosable pecuniary interests, to declare in respect of business on the agenda.

However, he wished to place on record that, in common with other cyclists, he would benefit from the proposals in Agenda Item 4 (Winter Gritting Cycle Pilot Trial Analysis) and had suggested the pilot trial before he became an Executive Member.

20. Public Participation

It was reported that there had been no registrations to speak at the meeting under the Council's Public Participation Scheme, but one request to speak from a Ward Member.

Cllr Melly, Member for Holgate Ward, spoke on Agenda Item 6 (Urgent Business: E-scooter and E-bike Trial). She welcomed the trial but expressed concerns about a lack of information on mitigating the effects on people with visual impairments, the suitability of the hospital site, data protection and insurance issues, and how visitors to the city could access the scheme.

21. Traffic Management Order Waiting Lists

The Executive Member considered a report which advised of the likely cost of dealing with the items on the Traffic Management Order waiting lists and sought guidance on which items to prioritise.

There was currently a backlog of around 20 traffic movement and 15 speed requests to be responded to, as listed in Annex A to the report. These had been split into 4 broad areas. Further

details, and the estimated costs of taking forward each of the changes, were set out in Annexes B to E. It was noted that funding would need to be identified before progressing the schemes. The following options were presented in respect of each area:

- a) Modifications to aid cycle movement:
 - Option 1 – advertise all amendments, using minimum legal consultation as they were minor changes (recommended)
 - Option 2 – advertise some of the amendments
 - Option 3 – take no further action.
- b) Redundant restrictions:
 - Option 1 – advertise all amendments
 - Option 2 – advertise removal of old access restrictions and consider removal of the right turn prohibition from Lendal after further investigation (recommended)
 - Option 3 – take no further action.
- c) Potential new restrictions:
 - Option 1 – investigate all items further, provided capital funding is made available, and report back on each (recommended)
 - Option 2- as above, except for the access restrictions.
- d) Speed limit changes:
 - Option 1 – note the intention to bring a report later in the year outlining costs, potential for improvement and scheme priority (recommended)
 - Option 2 – defer this area of work until a later date.

In response to questions, officers confirmed that they would keep the programme under review but would require the approval of the Executive Member to add any further items.

Resolved: (i) That the following options be approved in respect of orders to be added to the Transport Services work programme for delivery once funding has been identified, as recommended in the report:-

- a) Modifications to aid cycle movement
To advertise all the suggested amendments once funding has been identified, using the legal minimum consultation (Option 1).

Reason: Because these are uncontroversial minor alterations that introduce improvements to the cycle network

and contribute to the further encouragement of active travel options.

b) Redundant Restrictions

Subject to funding being identified, to advertise the removal of the old access restrictions and carry out some further investigation into the removal of the right turn prohibition from Lendal, to be brought back for consideration at a later date (Option 2).

Reason: Because these restrictions are not effective and no longer needed, and the ongoing maintenance is a needless drain on resources.

c) Changes to speed limits

To receive a report on these requests at a future Decision Session that will outline costs, potential for improvements and scheme priority, depending on resources (Option 1).

Reason: Because this has the potential to target limited resources to where there is scope for actual improvements.

(ii) That the work be prioritised as follows:

- Priority 1 – the modifications to aid cycle movement and the removal of redundant restrictions.
- Priority 2 – the speed limit review report.
- Priority 3 – the potential new restrictions.

Reason: Because the modifications and removals require no further investigation work and the speed limit report can be started, whereas the requests for new restrictions, if taken forward first, would have an adverse impact on other areas of workload and commitment.

22. Winter Gritting Cycle Pilot Trial Analysis

The Executive Member considered a report which reviewed the pilot carried out during winter 2019/20 to include in the regular winter gritting cycle a defined section of the cycle route that was off the main highway and would not normally be treated.

A map showing the routes covered by the trial was attached as Annex A to the report. Details of the practical works carried out and the issues encountered were contained in paragraphs 13-20. The trial had cost £47k in total. The Executive Member was asked to decide whether to continue the trial for a year, with the cost to be covered from the reserve budget (Option 1) or to cease treating the defined cycle routes, in view of the additional budget pressure (Option 2).

In response to questions from the Executive Member, officers confirmed that:

- The service would continue to be modified as lessons were learned from the trial and could be flexible in terms of the routes treated, provided it remained within budget.
- There were limitations on the number of routes that could be treated, due to the need to operate out of Hazel Court within a 2-hour window.

Resolved: That Option 1 be approved and winter treatment be continued on the cycle routes that have been defined during the trial period, using the reserve budget for a further year of the trial.

Reason: In order to encourage sustainable travel, and to confirm the council's winter maintenance plans for the winter ahead.

23. Progress Towards Determining all Outstanding DMMO Applications

The Executive Member considered a report which detailed ongoing progress towards eliminating the council's backlog of undetermined definitive map modification order (DMMO) applications and sought approval to refer the report to the Local Government Ombudsman (LGO).

This was the second of the update reports required by the LGO following their finding that the Council had taken too long to process the DMMO application of 'Mr X'. The first had been considered at the Decision Session on 17 January 2020 (Minute 54 of that meeting refers).

Since January, two of the determined applications had had orders made and, due to objections, had been submitted to the

Secretary of State for a final decision. Four applications had been rejected and were considered closed. The outstanding application from the previous report had been determined. The backlog had therefore been reduced from seventeen to twelve. The council had also submitted the order regarding the application by 'Mr X' as directed, and was awaiting the Secretary of State's final decision on this.

Resolved: That the content of the report be noted and approval be given to forward it to the Local Government Ombudsman.

Reason: In accordance with the steps required to avoid a finding of maladministration by the LGO.

24. Urgent Business: E-scooter and E-bike Trial (Department for Transport initiative), in the Context of the COVID-19 Economic Recovery and Transport Recovery Plans

The Executive Member considered a report which presented a proposal for a small-scale trial of e-scooters and e-bikes in York for a 12-month period from the end of September 2020 involving City of York Council, York Hospital and the University of York, with the trial being operated by a preferred supplier at no additional cost to the council.

This item had been accepted for consideration as urgent business in order to meet the Department for Transport's trial window and to enable a decision to be made in public rather than through the use of emergency measures.

The report set out details of the trial and how it would operate in York. Potential issues and how they might be managed were detailed in Annex 4, and a summary Community Impact Assessment (CIA), including the risks that e-scooters might pose for people with visual impairments, was provided at Annex 1. The Executive Member was asked to decide whether to participate in the trial as recommended (Option 1) or not to (Option 2).

Georgina Stares, for the University of York, and Dan Braidley, from York Hospital, were in attendance for this item, and both spoke in support of the trial on behalf of their respective organisations. In presenting the report and responding to

questions from the Executive Member and matters raised under Public Participation, officers confirmed that:

- The e-scooters would be controlled by geofencing in terms of their speed and the areas where they could operate; they would be confined to specific parking bays and not allowed in non-cycling areas;
- It was proposed to roll out e-bikes later on in the trial;
- The DfT required the council's permission to carry out the trial, which could be stopped if there were problems
- Insurance would be the supplier's responsibility;
- The CIA was a live document and would be kept updated.

Resolved: (i) That approval be given to participate in the trial as outlined in the report, with the implementation of e-scooters and e-bikes across the city in a number of small-scale parking bays, from September 2020 to September 2021, with a review taking place throughout.

Reason: To take advantage of an opportunity to explore how e-scooters might add to the mix of sustainable transport options available to residents, with a supplier selected to meet the needs of York.

(ii) That the progress of the trial be reported to the Economy & Place Scrutiny Committee on a regular basis.

Reason: To ensure that the trial is properly monitored.

Cllr A D'Agorne, Executive Member
[The meeting started at 9.38 am and finished at 10.38 am].



**Decision Session –
Executive Member for Transport**

20 October 2020

Hopgrove Lane South - Proposed Left Turn Lane

Summary

1. This report prepared, in accordance with the decision by the Executive Member in 2018, in response to a petition presents the findings of preliminary investigations into the feasibility, likely cost, and impact of providing a left filter traffic lane on Hopgrove Lane South at its junction with Malton Road.

Recommendations

2. The Executive Member is asked to:

Note the findings of the preliminary feasibility investigations and instruct Officers not to progress the proposal any further.

Reason:

The feasibility study responds to a petition received in 2018 requesting the provision of an extra traffic lane on Hopgrove Lane South aimed at reducing the delay currently experienced by drivers turning onto Malton Road. The officer recommendation is based on the assessment that, on balance, the time-savings for drivers would not outweigh the road safety concerns or justify the cost. There is also a risk that the proposal could attract more through traffic to Hopgrove Lane South, and have negative impacts on nearby villages.

Background

3. In February 2018 it was reported to a former Executive Member that a petition containing 172 signatures had been received calling on the

council to provide a left filter lane at the Hopgrove Lane South/Malton Road junction. The Executive Member was presented with two options. One was to take no further action, but this was not recommended or approved because it was thought there might be potential to implement a cost effective scheme. Therefore option two was approved, which was to carry out feasibility work to assess the likely cost, practicality, and potential impact of such a scheme. As part of the approval it was agreed that the findings of the feasibility investigation should be brought back to a subsequent meeting to decide if a scheme should be included in a future capital programme.

Feasibility Assessment

4. As part of the feasibility study the following key pieces of work have been undertaken:-

- developing an outline design
- a detailed traffic survey (to help assess the existing situation, and potential impact of introducing a left turn lane)
- a utility search (to assess the extent and likely cost of protecting or diverting underground services affected by the scheme)
- checking previous accident records and undertaking a Road Safety Audit of the proposed scheme (to assess the road safety implications of the proposal)
- producing a cost estimate for delivering the project, and an assessment of its worth in transport terms (to enable scheme “value for money” to be assessed, and to guide future budget allocation needs)
- initial consultation with local Ward Councillors (to gauge support and identify concerns)

The main findings are summarised and discussed below:-

Outline Design

5. The outline design developed for the feasibility study is shown on the plan in **Annex A**. This provides a second exit lane about 35m long, which is enough for about six cars to occupy. The design keeps the scheme within the public highway (this avoids the need to acquire adjacent land), and maintains a footway on the south side of the road. The centre-line road marking on Hopgrove Lane South has been kept in its existing position so that space for vehicles turning from Malton Road is not reduced.

Traffic Surveys

6. Traffic surveys were carried out over a two-day period covering a Friday and Saturday (7am to 7pm each day). Full turning counts were carried out for all arms of the junction, and queue lengths/delays were measured on Hopgrove Lane South. The key findings are presented below, along with discussion about their relevance to the proposal. A more detailed summary of the survey results is provided in **Annex B**.
7. The traffic survey results confirm that Hopgrove Lane South carries a significant level of traffic in both directions (around 40% of that on Malton Road), and that a high percentage of traffic heading towards Malton Road turns right at the junction (about 45%). The busiest periods occurred in the late afternoon on Friday, and around late morning /early afternoon on Saturday.
8. Drivers making this right turn often have to wait a significant time to find a safe gap to exit on to Malton Road (up to 21 seconds after reaching the give-way line) and queues in excess of 12 vehicles regularly build up on Hopgrove Lane South at busy periods.
9. These figures indicate that introducing a second exit lane would be of benefit by enabling left turners to avoid being stuck behind right turners. Based on the split between left and right turners, and the available space to build a second lane, it is estimated that at peak queuing times a left turner could avoid waiting for around six drivers in front of them to turn right. It is estimated this could reduce save them between 1 and 2 minutes delay.
10. Right turners would also benefit from twin exit lanes by not having to wait for left turners in front of them. The benefit would not be as great as for the left turners, but it would still be significant.

Utility Search

11. Although there does appear to be available space in the public highway to widen to road to provide a separate left turn lane, there are known to be many underground services located in area. Enquires have been made with the various utility companies to check what is there, and give advice about what work is likely to be required to protect or divert their equipment if the scheme was to be constructed.

12. The feedback indicates that underground infrastructure linked to electricity and communication services would be affected and require protection or diversion. The initial estimated cost of the necessary work is around £62K.

Road Safety Assessment

13. The formal accident records compiled by the Police show 4 incidents at the junction over the last 5 years. All of these resulted in “slight” injuries. This accident rate is below the trigger point for a local safety scheme investigation to be initiated.
14. A stage one (feasibility) road safety audit has been carried out on the outline design. This has highlighted a number of concerns, most of which could be addressed in the detailed design of the scheme. However, the most significant concern is that left-turners in a second exit lane will have difficulty seeing oncoming traffic because of right-turners. This would increase the probability of a collision with approaching traffic on Malton Road, especially with cyclists riding past the junction. It would be difficult to address this fully in the scheme design without major remodelling of the junction geometry.
15. There is also known to be an existing problem of drivers approaching the junction from the A1237 with their left-turn indicator flashing, although they are not intending to turn into Hopgrove Lane South. This can lead to drivers to pull out of Hopgrove Lane South on the assumption that the approaching vehicle is about to turn left. This problem has been a factor in at least two of the recent accidents at the junction. The proposed scheme would do nothing to change the risks linked to this problem.

Costs/Value

16. The total cost of the project, including service protection works, professional fees, and a contingency allowance, is estimated at £120K. This funding would need to be allocated from a future transport capital programme, and the scheme would need to be assessed as a priority when assessed against other spending options under consideration at that time.
17. The scheme would undoubtedly produce significant time-savings for users of Hopgrove Lane South at certain times of the day (it is estimated

that left turning traffic could save between 1 and 2 minutes delay at peak times).

18. The scheme would primarily benefit car occupants, such as commuters and shoppers. It is therefore considered be of low priority when set against the Council's "Hierarchy of Transport Users", and it also has little value in terms of contributing to any of the council's Transport Policy aims, which are:-
- To enable everyone to undertake their activities in the most sustainable way and to have a transport system that:
 - Has people walking, cycling and using public transport more;
 - Makes York easier to get around with reliable and sustainable links within its own area, to adjacent areas and cities and the rest of the UK;
 - Enables people to travel in safety, comfort and security, whatever form of transport they use;
 - Provides equal access to opportunities for employment, education, training, good health and leisure for all, and
 - Addresses the transport-related climate change and local air quality issues in York.

Ward Councillor Consultation

19. In preparing this feasibility report it was thought helpful to be aware of the views of Ward Members representing the surrounding areas. Additional comments received from residents in support of the provision of a left turn lane since the petition was originally submitted have been considered by Officers. The junction is located within Huntington and New Earswick Ward, but is very close to three other ward areas as shown on the plan in **Annex C**. Hence all the ward councillors representing these areas were consulted to get their initial views on the proposal.
20. Responses were received from the following Cllrs, and their key points/comments are summarised below :-

Cllr Ayre – supports the proposal.

Cllr Runciman - supports the proposal

Cllr Orrell – Supports the proposal, and comments that this junction saw an increase in traffic when Vangarde opened and could well have a further increase when the Stadium complex opens. Also, improving the

traffic flow at this junction would be positive in terms of climate change and the impact of air pollution on local residents.

Cllr Warters - Whilst the scheme would get traffic moving better at this location, consideration needs to be given to the consequences of making this route more attractive to motorists on the A166. This could see traffic increases through Holtby, Murton, and Stockton on the Forest.

Cllr Fisher - supports the proposal, and comments that most drivers on the A166 already uses the road through Holtby as a cut through to get to Monks Cross and the north east area of York. They accept the delay at Hopgrove Lane South because it is still quicker than going via the A64 at most times. Hence the scheme proposed will not add much, if any, additional traffic through Holtby since everyone already travels that way anyway. The residents of Holtby and Murton will also gain as they can get to the Monks Cross area more quickly.

Cllr Doughty - Supports the proposal, although appreciates the concern highlighted by Cllr Warters

21. Overall, this feedback has shown strong support for the proposal from the local Ward Councillors. The main reasons are reducing the amount of queuing traffic on Hopgrove Lane South, and the delay for motorists using this route to access Malton Road.
22. A concern put forward by Cllr Warters is the possible increase in traffic elsewhere if Hopgrove Lane South became more attractive to use. However, a counter argument was put forward by Cllr Fisher that drivers are already choosing to use Hopgrove Lane South over possible alternatives despite the current delays, and improving this would not lead to any significant transfer from elsewhere.
23. Both of the views put forward by the Cllrs Warters and Fisher are considered reasonable. However it is considered likely that there is a degree of suppressed demand caused by the delays at the existing junction which could be released if the delays were removed leading to additional traffic in nearby villages. It is difficult to predict what the actual outcome would be. Ideally, the effects of providing the extra exit lane would be tested via a trial, but unfortunately this could not be done without physically widening the road. In such a situation computer traffic modelling is considered the best way of getting further information to guide the decision.

24. To assess the wider effects on the road network of the proposed junction alteration would require strategic rather than local modelling to be carried out. This is more time consuming and costly to undertake as it would require an update to the Council's citywide transport model.

If further modelling were to be undertaken, it would be sensible to test other possible modifications to the junction to assess what the local and wider effects are likely to be. For example, one alternative could be to prohibit the right-turn out of Hopgrove Lane South. This would reduce the delays for those exiting onto Malton Road, but not by as much as a dedicated left-turn lane. The former right-turners would also experience increased journey distance and delays, and changes to the wider traffic patterns could cause other problems elsewhere. Accessibility for residents in the area to the local road network would be restricted at all times by the change in response to an intermittent issue. Enforcement of the banned turn could also be an issue, meaning there would probably be a need to introduce expensive physical measures or CCTV camera monitoring to deter right-turns still being made. Such a change may also introduce additional road safety concerns which would need to be considered. It is not considered viable to put in place an experimental change without physical measures as abuse of the restriction is considered to be likely.

Options

25. The Executive Member is asked to consider the findings of the feasibility study as set out in this report, and then decide on one of the following options:
- i) Approve the proposal for detailed design and implementation (and allocation of the necessary budget in the 21/22 Capital Programme)
 - ii) Request a further report back after strategic traffic modelling is carried out (to help inform a final decision on the scheme being progressed and included in a future Capital Programme). As part of this modelling work other ways of modifying the operation of the junction would also be explored, such as prohibiting certain movements.
 - iii) Abandon the proposal now, and inform petitioners of the reasons (limited benefits, road safety concerns, costs etc.)

Analysis

26. The proposal to widen Hopgrove Lane South to provide a second exit lane onto Malton Road is attractive in terms of queuing and delay reduction for motorists, but also carries risks for adding to traffic problems elsewhere. The scheme would have a negative impact on road safety at the junction. It is also an expensive proposal, which would contribute little in terms of meeting transport policy objectives or current Council Plan priorities (see paragraph 28).
27. In view of the above analysis officers could not recommend Option i), to implement the scheme without any further assessment. Option ii), to delay a decision until traffic modelling is carried out to help answer the question of possible impacts elsewhere, does offer a possible way forward. However, it is already known that the left-turn lane proposal has road safety concerns and would be expensive. Any alternative junction modifications would have similar issues. Therefore Option iii), not taking the proposal any further, is recommended by officers.

Council Plan

28. The Key Priorities set out in the Council's Plan 2019-23 are as follows:
 - Well-paid jobs and an inclusive economy
 - A greener and cleaner city
 - Getting around sustainably
 - Good health and wellbeing
 - Safe communities and culture for all
 - Creating homes and world-class infrastructure
 - A better start for children and young people
 - An open and effective council
29. The introduction of the second exit lane on Hopgrove Lane South would not make a significant contribution to any of these priorities. The most relevant is "getting around sustainably". The proposal would not encourage any transfer away from car use, but might result in a very small improvement to local air quality by reducing the amount of traffic queuing on Hopgrove Lane South. However, if it attracted more traffic to the road, this benefit could be negated.

Implications

30.

- **Financial** - The initial feasibility study has cost around £8K. This was largely funded from the Transport Capital Programme for 19/20, and the balance is being funded from a £10K allocation in the 20/21 Programme. The possible additional modelling work to assess wider impact of a scheme and develop a more detailed design is estimated at £8K. This could also be met from the 20/21 Capital Programme allocation. The funding for implementing the scheme, estimated in the region of £120K, would need to be considered for inclusion in a future Capital Programme
- **Human Resources (HR)** - There are no HR implications.
- **One Planet Council / Equalities** - There are no equalities implications.
- **Legal** - There are no legal implications.
- **Crime and Disorder** - There are no crime and disorder implications,
- **Information Technology (IT)** - There are no IT implications.
- **Property** - There are no property implications.

Risk Management

31. **Physical** - there is always a potential for new safety issues to arise whenever an existing traffic arrangement is altered, and potential for traffic diversions. Mitigation would be via traffic modelling, and further stages of road safety audit during the design.
32. **Organisation/Reputation** - there is a risk of criticism from the public in implementing a scheme to which some people may have objections, but equally there could also be criticism from potential supporters of the scheme if it is not implemented. Good quality consultation should ensure that well informed decisions are made about the scheme and reduce the risk of public criticism.

33.

| Risk Category | Impact | Likelihood | Score |
|-------------------------|---------------|-------------------|--------------|
| Physical | Medium | Unlikely | 6 |
| Organisation/Reputation | Medium | Unlikely | 6 |

Measured in terms of impact and likelihood, the risk scores have all been assessed at lower than 16. This means that at this point, the risks need only to be monitored, as they do not provide a threat to the achievement of the objectives of this report.

Contact Details

Author:

**Mike Durkin
Engineer
(Transport Projects)**

Tel No. 553459

Chief Officer Responsible for the report:

**James Gilchrist
Assistant Director of Transport,
Highways and Environment**

Report **Date** 7 October 2020
Approved

Wards Affected:

**Huntington and New Earswick
Heworth Without
Strensall
Osbalwick and Derwent**

For further information please contact the author of the report.

Background Papers:

Hopgrove Lane South Petition - report to Executive Member for Transport and Planning Decision Session meeting on 15/2/2018.

Annexes:

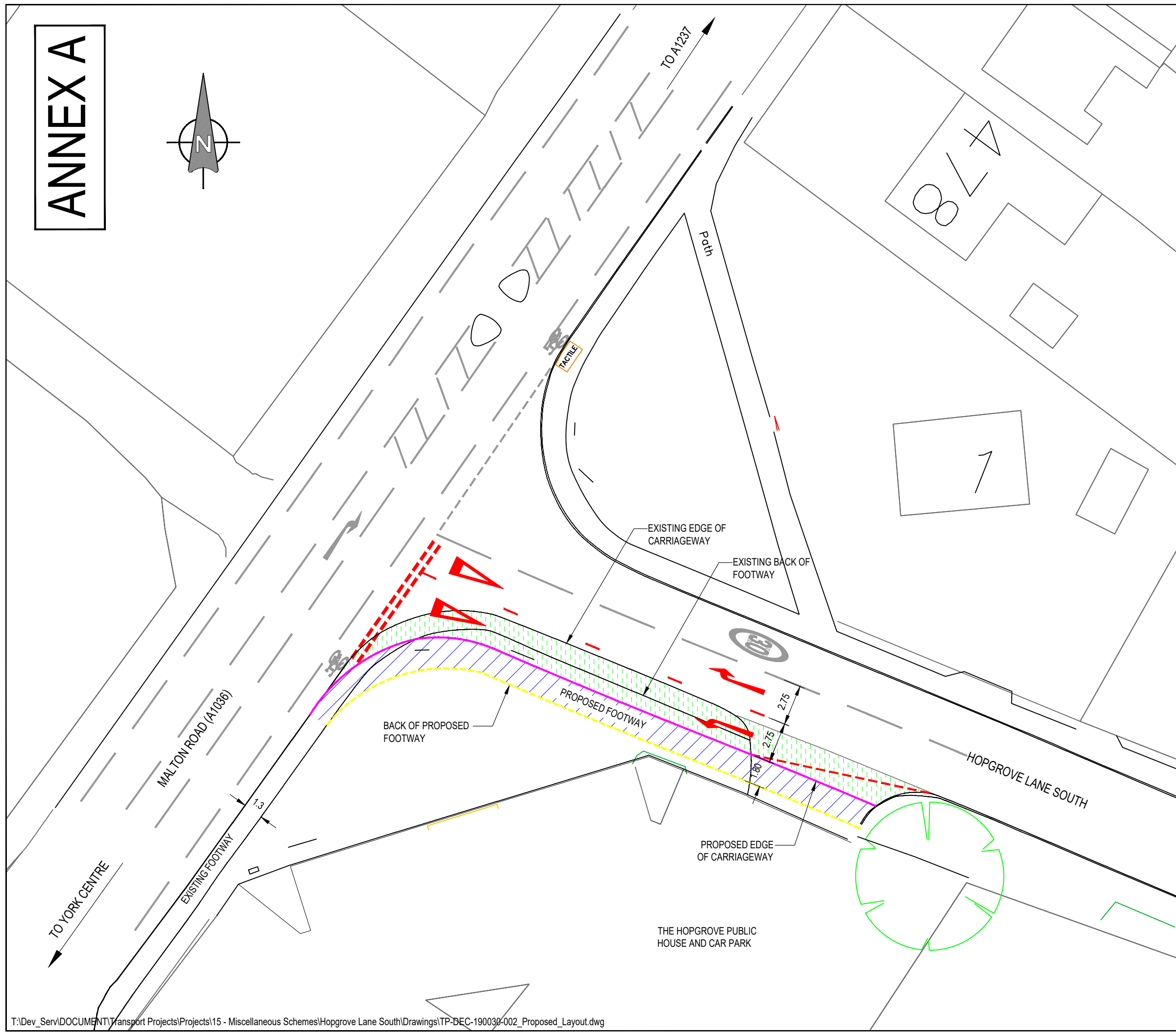
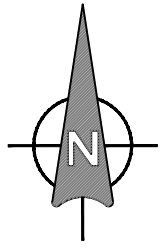
Annex A - Outline Design Plan

Annex B - Survey Results

Annex C - Ward Boundaries

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ANNEX A



NOTES:
 1. ALL DIMENSIONS ARE IN METRES AND ALL LEVELS ARE IN m AOD UNLESS SHOWN OTHERWISE.

KEY:

- EXISTING ROAD MARKINGS
- PROPOSED ROAD MARKINGS
- PROPOSED EDGE OF CARRIAGEWAY
- PROPOSED BACK OF FOOTWAY
- PROPOSED CARRIAGEWAY CONSTRUCTION
- PROPOSED FOOTWAY CONSTRUCTION

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FEASIBILITY

| Revision | By | Checked | Approved | Date | Description |
|----------|----|---------|----------|------|-------------|
| | | | | | |
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| | | | | | |

CITY OF YORK COUNCIL
 Highways - Transport Projects and Delivery Team
 Eco Depot, Hazel Court, James Street, York, YO11 3DS
www.york.gov.uk

Project
 HOPGROVE LANE SOUTH MALTON ROAD JUNCTION

Drawing
 PROPOSED WIDENING TO FORM TWO EXIT LANES

Drawn by MLH Date: AUG 19
 Checked by Date:
 Authorised by Date:

Drawing No. TP/DEC190030/002 Revision -

Drawing Scale: 1:250 A3

CAD Filename: Plot Scale: 1:1 @ A3

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Hopgrove Lane South /Malton Road Traffic Survey Results

Traffic surveys were carried out over a two-day period covering a Friday and Saturday (7am to 7pm each day). Full turning counts were carried out for all arms of the junction, and queue lengths/delays were measured on Hopgrove Lane South.

Friday

- The total 2-way traffic flow on Hopgrove Lane South was 5,947 movements, which equates to 43% of the traffic flow level on Malton Road (14,143).
- The flow on Hopgrove Lane South towards Malton Road was 3134, which was 11% higher than the flow away from the junction (2813).
- Of reaching the Malton Road junction, 1712 turned left compared to 1412 turning right (i.e. a 55/45 split).
- The worst period for queuing was late afternoon (4.00 to 5.30pm) with a queue length in excess of 12 vehicles often being recorded. During this period the length of time it took for a right turner to exit the junction, having reached the give-way line, varied between 3 and 9 seconds. The queue also built up to similar lengths, but less consistently, in the late morning, and interestingly longer delays were recorded for right turners to exit the junction (typically between 7 and 14 seconds).

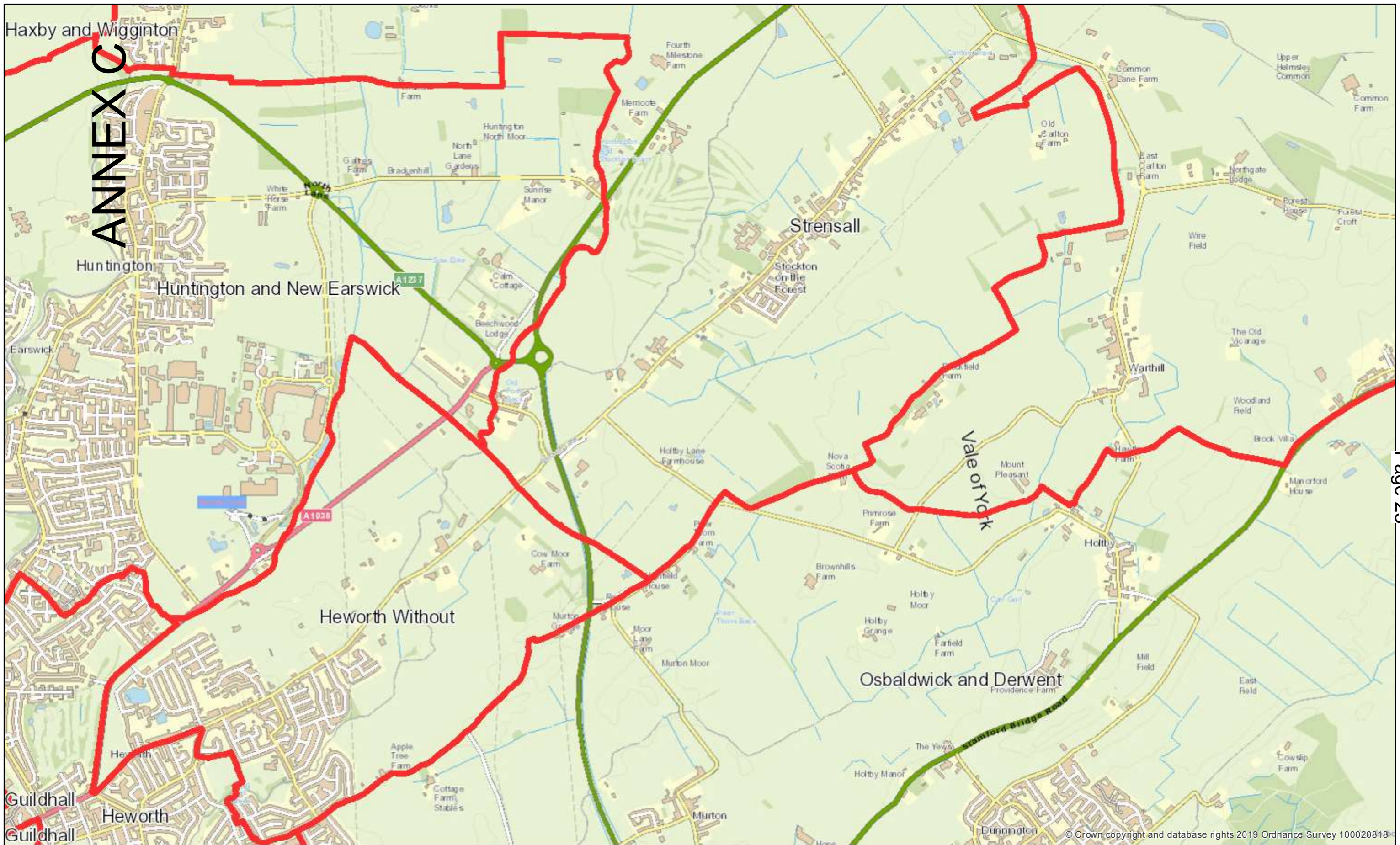
Saturday

- The total 2-way traffic flow on Hopgrove Lane South was 4,759 movements, which was 36% of the traffic flow level on Malton Road (13,269).

ANNEX B

- The flow on Hopgrove Lane South towards Malton Road was 2555, which was 16% higher than the flow away from the junction (2204).
- On reaching the Malton Road junction, 1440 turned left compared to 1108 turning right (i.e. a 57/43 split).
- The worst period for queuing was late morning/early afternoon (11.15 am to 12.30pm) with a queue length in excess of 12 vehicles often being recorded. During this period the longest delays were recorded for right turners to exit the junction having reached the give-way line (between 8 and 21 seconds). The queue also occasionally built up to similar lengths, but far less consistently, towards the mid-afternoon, and interestingly much shorter delays were recorded for right turners to exit the junction (typically between 2 and 7 seconds).

The traffic survey results confirm that Hopgrove Lane South carries a significant level of traffic (around 40% of that on Malton Road), and that a high percentage turns right at the junction (about 45%). Drivers making this right turn often have to wait a significant time to find a safe gap to exit on to Malton Road (up to 21 seconds) and queues in excess of 12 vehicles regularly build up on Hopgrove Lane South at busy periods.



Wards close to Hopgrove Lane South



Scale: 1:20,000
Author: City of York Council
Date: 17 Dec 2019



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Decision Session – Executive Member for Transport**20th October 2020**

Report of the Corporate Director of Economy and Place

Emergency Active Travel Fund**Summary**

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

Recommendations

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Background

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

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

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

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

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

The Emergency Active Travel Fund

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

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

York's EATF bid

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

Table 1: EATF Tranche 1 Measures

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

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

Individual measures

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

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

Coppergate one-way restriction/ contraflow cycle scheme

Background

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

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

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

Options

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

Analysis

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

Recommendation

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

Reason

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

Castle Mills Bridge westbound cycle lane

Background

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

Options

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

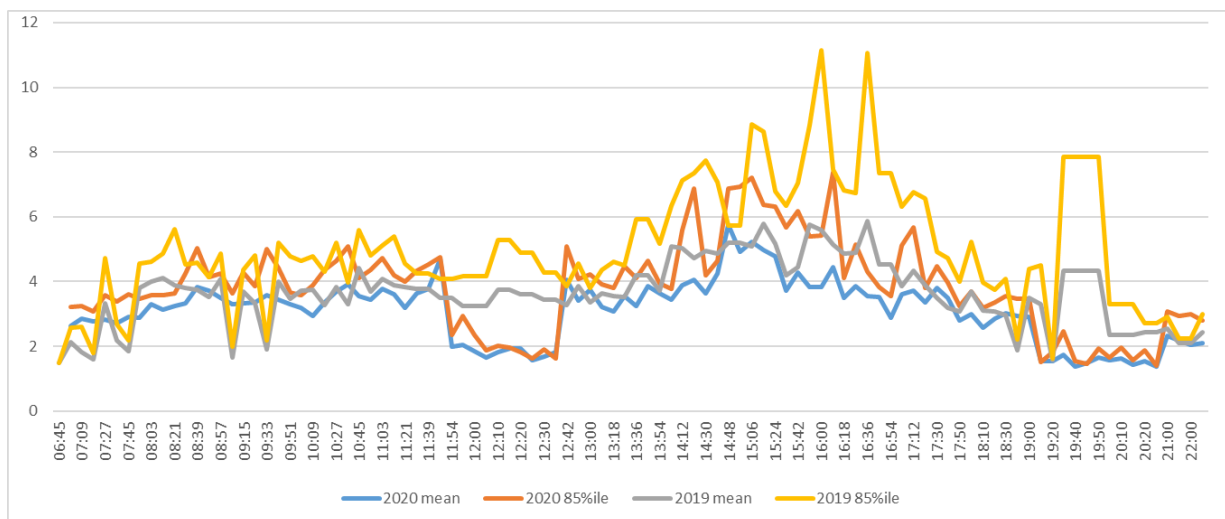
Analysis

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

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

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

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



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

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

Recommendation

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

North – South Cycle Route

Background

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

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

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

Options

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

Analysis

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

Recommendation

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

Reason

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

Shipton Road/ Bootham Cycle Lanes

Background

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

38. Principal features of the scheme are:

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

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

Options

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

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

Analysis

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

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

Recommendation

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

Reason

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

EATF tranche 2

Background

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

Options

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

Analysis

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

Recommendation

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

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

Reason

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

Consultation

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

Council Plan

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

Implications

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

55. Human Resources (HR): none

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

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

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

61. Crime and Disorder: none

62. Information Technology (IT): none

63. Property: none

64. Other: none

Risk Management

65. No known risks – schemes are conventional.

Contact Details

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Chief Officer Responsible for the report:

Neil Ferris
Economy and Place

Report **Date**
Approved

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

All

For further information please contact the author of the report

Annexes

Annex A - CYC Transport and Place Strategy

Annex B - List of EATF tranche 1 schemes

Annex C – references for further reading

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

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

Annex D - North-South Cycle Route Layout

Annex E - Indicative Bootham cycle route drawings

Annex F - EATF Tranche 2 Submission

List of Abbreviations Used in this Report

EATF – Emergency Active Travel Fund

DfT – Department for Transport

CYC – City of York Council

COVID_19 Economic Recovery

Transport and Place Strategy



June 2020

Executive Summary

In response to the impacts of COVID_19 City of York Council are developing an Economic Recovery Plan. As part of this plan a one year Transport and Place Strategy has been produced to underpin the city's economic recovery, respond to reduced capacity and confidence in the public transport network, and secure the active transport benefits that have been realised during the initial lockdown. This strategy compliments and is in addition to implementation of the government's Safer Public Places guidance, which was issued in May 2020, and follows five key strands:

- Create ***a people focused city centre***
- ***Prioritise active transport***
- Promote ***a complimentary park > walk > visit strategy*** using council car parks outside the people focused city centre
- ***Maintain confidence in public transport***
- ***Support the city's secondary centres***

Most of the interventions set out in the strategy will remain in place for the full year – or until such point as a vaccine or treatment for COVID_19 is in place - whereas others will only be applied as and when required by the current government COVID_19 alert level or guidance. This provides a simple and clear framework for stepping up or down the strategic response. Should the government announce a change in alert level or guidance then the appropriate measures can be immediately actioned and communicated to the public.

It is important to note that all elements of the strategy are designed to be flexible and pragmatic. Should guidance change; anticipated trends not emerge; measures prove ineffective; or funding not be available, then the strategy will be refined. Public and stakeholder feedback will be sought throughout as part of a supporting communication and engagement plan.

Key principles

The city's Economic Recovery - Transport and Place Strategy is designed to underpin and support the economic recovery, whilst locking in as many of the active transport benefits that have been realised during COVID_19 as possible.

The Economic Recovery Plan for the city is aligned with the Council Recovery Plan, and the following key principles:

- healthiness
- wellbeing
- sustainability
- innovation
- inclusivity
- safety

The city's economy, particularly in the city centre, is very dependent on tourism which creates and sustains significant numbers of jobs in the hospitality, food and beverage, retail, leisure and cultural sectors. Initial estimates suggest that there could be 15,000 job losses in York as a result of COVID_19, largely across these sectors. Creating places and an environment in which visitors can safely return to the city centre in the short term will be crucial in laying the foundations for the long term economic recovery.

Post-lockdown measures

The ongoing response to COVID_19 will over time involve a combination of active mitigations to ensure the infection reproduction rate remains below 1. These include:

- Continued social distancing
- Avoiding crowded places
- A sector by sector approach to returning to work
- Phased reopening of schools
- Active discouragement of the use of public transport when the risk is high, and the promotion of walking and cycling
- Downloading of a track and trace app to identify contact tracing and self-isolation following exposure to infection
- Increased levels of personal hygiene and surface cleaning
- Requirements to wear face coverings on public transport and in enclosed spaces
- Continuing to work from home wherever possible
- Shielded people and those in high risk groups to remain in self-isolation
- Full or partial future lockdowns should the virus reproduction exceed a rate of 1

A combination of the above is likely to remain in place until such time as a vaccine is (hopefully) discovered, tested, and in mass production; or combinations of anti-viral drugs that are proven to effectively treat the virus are discovered. The current best estimates are that a vaccination will hopefully be available sometime in 2021. In short, for at least the next 12 months there are likely to be varying degrees of the above measures in place, causing significant disruption to society and the economy.

Behavioural change and the public response

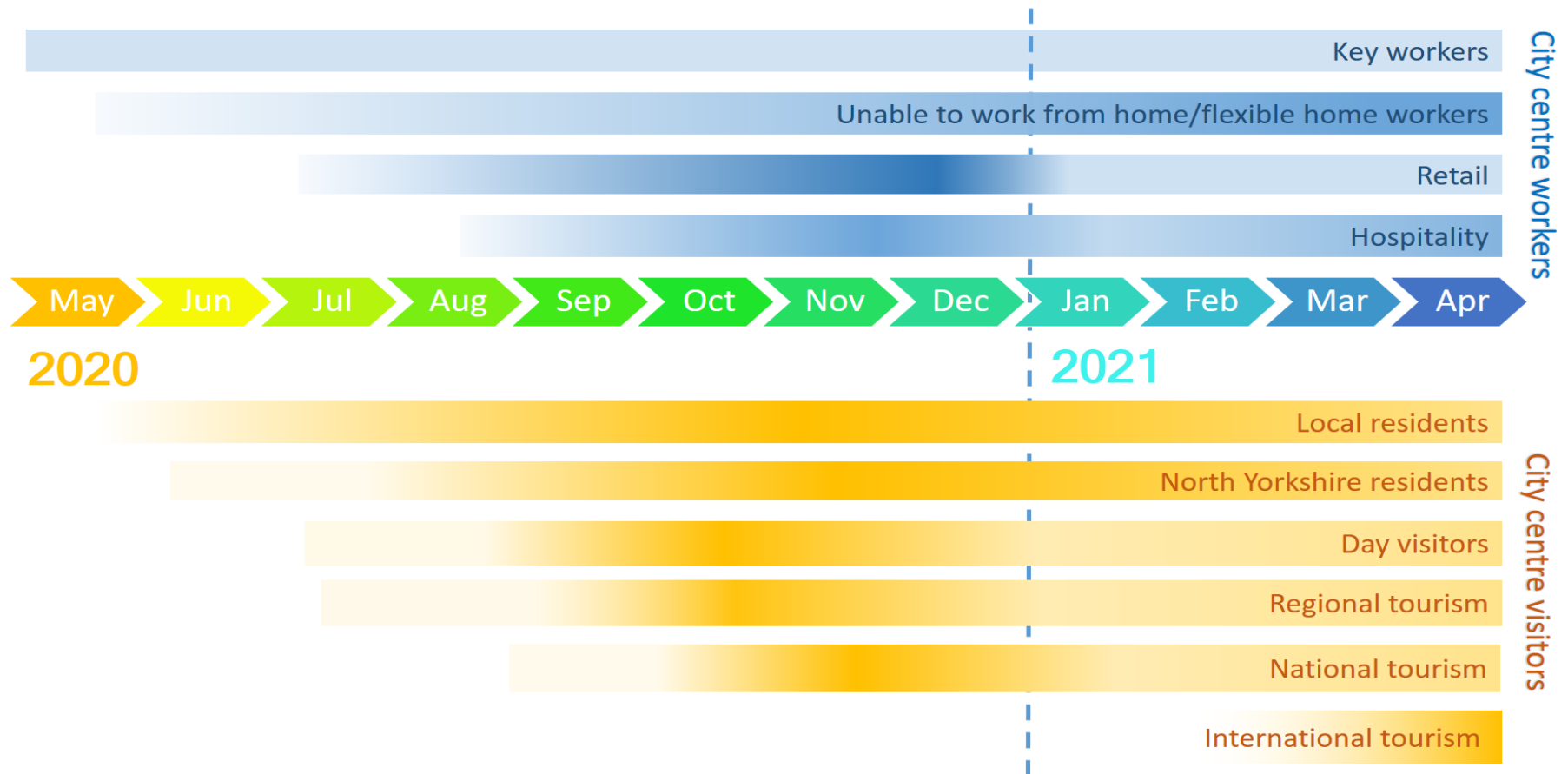
Predicting anything that will happen as a consequence of COVID_19 is challenging. In the long term this may result in a fundamentally different 'new normal', where complete behavioural change occurs and people simply adapt to a new way of working, living, and interacting, causing permanent changes to the structure of our society and economy. Alternatively we may quickly revert back to the underpinning principles of human behaviour and the way life was pre-COVID_19, with more nuanced societal and economic changes and a speeding up and ratchetting forward of existing trends.

In the short term, as the current lockdown is initially lifted it may feel daunting to people at first. First instincts may be to visit friends and family; travelling by car to quiet, rural areas where it is easy to social distance; and avoiding crowded places. The assumption is that people will look to spend time and money locally until confidence grows and some forms of national domestic tourism returns. International travel is expected to be severely restricted and affected for the foreseeable future.

The following page sets out very high level theoretical assumptions on when different groups who use and visit the city centre would likely return over the coming year if COVID_19 restrictions were lifted in incremental stages and there was a continual and gradual fall in infection reproduction rates.

The darker shaded areas represent anticipated spikes in visitors or employment, particularly relating to seasonal changes such as employment.

Estimated timeline of people returning to the city centre by group assuming a gradual release of government restrictions



However, as noted earlier in this document the measures to tackle COVID_19 in advance of a vaccine are highly unlikely to follow a fixed trajectory, with a flexible application of future measures to respond to spikes in infection.

Government alert levels

In response to the infection risks posed by COVID_19 the government’s latest strategy is to follow an alert level based model to flex restrictions to respond to potential spikes in infection rates. These are set out below:

| COVID Alert Levels | | |
|--------------------|---|---|
| Level | Description | Action |
| 5 | As level 4 and there is a material risk of healthcare services being overwhelmed | Social distancing measures increase from today’s level |
| 4 | A COVID-19 epidemic is in general circulation; transmission is high or rising exponentially | Current social distancing measures and restrictions |
| 3 | A COVID-19 epidemic is in general circulation | Gradual relaxing of restrictions and social distancing measures |
| 2 | COVID-19 is present in the UK, but the number of cases and transmission is low | No or minimal social distancing measures; enhanced testing, tracing, monitoring and screening |
| 1 | COVID-19 is not known to be present in the UK | Routine international monitoring |

During the initial emergency lockdown the alert level was 5, with a reduction to level 4 in mid-May and tentative suggestions of a further relaxation to level 3 in July, dependent on infection reproduction rates. This provides a much more useful framework through which to assess the impact on those using and visiting the city centre and secondary centres, and allows a strategic transport and place approach to be tailored to each of the different alert levels that can be quickly implemented as and when the government changes the level. It should however be noted that there remains nuances within each alert level which may require a flexible local application of strategic responses.

COVID_19 impact on transport

The period of lockdown resulted in significant improvements in air quality, largely as a consequence of the reduction in travel resulting in far lower levels of vehicle usage. The initial guidance to exercise outside the home once a day, and reduced numbers of vehicles on the roads, also resulted in an increase in active forms of travel such as walking and cycling. This trend is entirely in line with the council's existing long term transport strategy to promote active travel, and there is an opportunity to harness the cultural shift to these modes of transport.

However, social distancing to reduce the spread of infection will in the short to medium term have a major impact on public transport. The guidance of maintaining a 2 metres distance from other people is expected to reduce the capacity of the public transport network by as much as 90%. There is also likely to be a reluctance to use public transport as the close proximity to others means it will be perceived to be the highest risk form of transport in terms of infection.

This initial reluctance is anticipated to dissipate over time, and in a post-vaccine world public transport will remain the strategic priority. There may be less demand in the long term should large scale homeworking become the norm, particularly on inter-city travel, although this would be reflected across all forms of transport. Much of the travel to York will depend on our ability to secure a sustainable long term economic recovery for the city centre.

To underpin this recovery the emergency economic response pre-vaccine will be vital and is the immediate focus of the council's COVID_19 Economic Recovery Plan. This plan will require significant short term transport measures that are set out in the following Economic Recovery - Transport and Place Strategy, which will also lay the foundations for a future sustainable transport system.

COVID_19 Economic Recovery - Transport and Place Strategy

Driving York's economic recovery and creating a sustainable transport legacy

The COVID_19 Economic Recovery - Transport and Place Strategy will deliver bold interventions to accelerate the city's move towards active and sustainable transport, yet also has the short term pragmatism to accept that the economic recovery relies on people, who will only visit the city centre if they can travel with confidence and in a way which they feel safe. This strategy compliments and is in addition to implementing the government's Safer Public Places guidance, which was issued in May 2020. Some elements of the strategy will require interventions throughout the 12 month period whilst others will be implemented or stood down depending on the alert level at the time.

To achieve the aims set out above the strategy will focus on five key strands:

- Create ***a people focused city centre***
- ***Prioritise active transport***
- Promote ***a complimentary park > walk > visit strategy*** using council car parks outside the people focused city centre
- ***Maintain confidence in public transport***
- ***Support the city's secondary centres***

This strategy is a time limited, one year response to the impact of COVID_19. It does not replace the requirement for a new Local Transport Plan (LTP). The measures set out in this strategy will instead begin to serve as a test case for the LTP, and allow analysis of the impacts, and public feedback on the interventions, to help develop the long term strategies.

COVID_19 Economic Recovery - Transport and Place Strategy

COVID_19 Economic Recovery Plan

COVID_19 One Year Transport and Place Strategy

People focused city centre

- A safe city centre environment to social distance with confidence
- Attract visitors back to the city centre to drive economic recovery
- Create flexible public spaces for commercial use by local businesses
- Harness improved air quality and increased use of active transport
- Continue long term sustainable transport strategies

Prioritise active transport

- Ensure current increases in active travel continue
- Provide improved sustainable transport options as alternatives to reduced public transport capacity
- Ensure that travel by car does not become the short term solution for commuters and a long term dependency
- Ensure those that are able to work from home continue to do so
- Develop school drop off strategies

Park > Walk > Visit

- Ensure the city centre is attractive to residents in the immediate future
- Ensure the city centre is a destination of choice for visitors post-lockdown
- Accept visitors may need to be incentivised to return
- Accept visitors will see and use cars as the primary form of transport
- Promote car parking opportunities *outside the people focused city centre*

Maintain confidence in public transport

- Ensure that the bus and rail network continues to operate for those that need it
- Bus stops and the railway station are safe environments
- Capacity is increased at key times of day and times of the year
- As the risk or perceived risk of infection reduces people return to using public transport instead of cars

Support the city's secondary centres

- Safe environments in which people can social distance with confidence
- Increased footstreet areas for people focused secondary shopping centres
- Create flexible public spaces for commercial use by local businesses
- Increased cycle parking to encourage active travel

A people focused city centre

The COVID_19 emergency and resulting government restrictions and guidance for social distance in public places has already required the council to implement measures to create additional space within the city centre for pedestrians and business, and the repurposing of roads to allow people to safely walk and cycle.

A people focused city centre will redefine and expand the pedestrianised footstreets in line with Department for Transport guidance (Safer Public Places) to accommodate social distancing; create new cycle routes through the city centre to harness the modal shift to active transport; and explore options to increase the capacity for cyclists and pedestrians in crossing the river. An additional benefit will be the improvements in air quality from the consequent reduction in city centre traffic.

This strand of the strategy also has a key role in the economic recovery of the city centre as it will help to drive footfall when government guidance allows. Residents and visitors will only return to the city if they have confidence that they can safely social distance and that it is an attractive outdoor environment to spend time, given that other footfall drivers such as pubs and restaurants will not be open during higher alert levels. It will also make large public spaces and footstreets available to repurpose for local businesses to adapt their operating models to social distancing.

Actions – People focused city centre

- Implement the government's Safer Public Places guidance in conjunction with other stakeholders and partners
- Create a priority city centre cycle route that avoids the inner-ring road and narrow pedestrian areas
- Create multiple large scale cycle parking points within the city centre through new or repurposed office/station cycle parking
- Extension of the footstreets and creation of increased public spaces that can be used by local businesses to adapt their operating models
- Create flexible areas of public space for leisure, culture and local businesses, including the potential use of Castle Car Park if viable options are identified
- All displaced blue badge parking to be replaced and concentrated in accessible points and linked to shop mobility and shuttle services
- Accelerate feasibility work to explore city delivery hub models for all businesses
- Apply indicative keep left and one way walking routes in space constrained streets and around the Bar Walls

Prioritise active transport

During the initial COVID_19 lockdown there was a significant rise in people walking and cycling as part of their permitted daily exercise. The reduction in vehicular traffic also meant that the roads were less busy and safer, again encouraging people to travel by bicycle.

In an attempt to harness the growing trend to active transport during lockdown; to add capacity to the sustainable transport network whilst bus and train travel is restricted; and to ensure that commuter car dependency does not emerge; the strategy proposes to invest and make bold interventions to create new networks of park and cycle hubs, priority cycle routes, cycle hire and cycle parking to prioritise active travel as the preferred form of commuter transport.

During the lockdown key workers were provided with free car parking in council car parks. This has now ended for all, except those designated as critical workers by the government (NHS and care workers). For other key workers free city car parking will only be reintroduced when the government alert level is raised to 5.

This is to avoid encouraging new car dependency in those key workers that previously did not drive to work. In the long term it would also take car parking capacity away from the visitors to the city centre that generate the demand to protect and create employment. Without footfall there will be far fewer jobs for people to commute to.

Actions - Prioritising active transport

- Invest in all Park and Ride to also become Park and Cycle hubs
- Consider options to create two Park and Cycle super-sites with expanded cycle offers, with potential solutions including:
 - Cycle hangers for privately owned bikes
 - Cycle hire schemes if viable
 - Clear cycle priority routes to new city centre cycle parks that involve limited on road cycling
- Phase out subsidised city centre parking for key workers (except for critical workers) when government alert levels are below 5 **and** we are not in an emergency response phase, and offer alternative active transport incentives
- Develop school drop-off strategies that responds to the decreased bus capacity

A complimentary park > walk > visit strategy

Whilst ensuring the commitment and continuation of long term sustainable transport strategies, the Transport and Place Strategy needs to reflect the major economic challenges facing the city. The structure of York's economy means that a failure to encourage residents and visitors back to the city centre once it is safe will cause huge short and potentially long term damage. Although the long term transport strategy remains completely committed to sustainable transport there is an acceptance that in the short term – and for those where active travel is not an option - cars will be the preferred method of travel due to the loss of capacity and confidence in public transport.

As the purpose of the Transport and Place Strategy is to underpin the economic recovery a complimentary **park > walk > visit** strategy will be adopted, with the promotion and incentivisation of car parking for residents and visitors in council car parks outside the people focused centre. This pragmatic response reflects that people will seek to drive to places; that they will have options as to where they visit; and that we need to be an attractive destination that people can visit with confidence and ease. This approach will drive footfall, build city centre business confidence, mitigate some of the worst immediate economic impacts, and lay a solid foundation for the economic recovery.

However, the incentives would only be applied to targeted car parks, and specifically exclude Castle, Esplanade and Piccadilly car parks so as to align with the **people focused city centre** strand of the strategy. Castle Car Park may be closed under this strategy to create additional public space for businesses and events, and Esplanade and Piccadilly Car Park would not be incentivised so as not to encourage additional cars within the city centre. The initiative would also be time limited, being phased out as and when it is appropriate to return to full priced car parking and the promotion of public transport.

Actions - A complimentary park > walk > visit strategy

- The use of car parking incentives in council car parks outside the people focused city centre - when the use of public transport is being discouraged - to attract residents and visitors to the city centre
- Escalate the implementation of pay on exit and roll out across all council car parks
- Promotional campaign to encourage people to shop local and use open air food markets and retailers in the city centre
- Promotional safely visit York campaign when government guidance allows
- An exit strategy to ensure we return to public transport once confidence and capacity has returned

Maintain confidence in public transport

Social distancing will have a significant impact on public transport. The need to maintain safe distances will vastly reduce capacity on buses and trains, both of which play key roles in York's transport hierarchy. The communal nature of public transport and requirements to wear face coverings from the 15 June, will also mean it is likely to remain the least attractive mode of transport behind walking, cycling, and cars as people try to minimise their social contact.

However, during this period public transport will still be the only viable form of transport for many people, and it is also vital that a modal shift away from bus and rail and a new wave of car dependency does not take root during the COVID_19 response phase. Consequently it is important that significant thought and effort is given to the safety of bus and rail users and maintaining confidence in public transport.

Through strategic interventions we will ensure that the bus and rail network continues to operate for those that need it, that bus stops and the railway station are safe environments, that capacity is increased at key times of day and times of the year, and as the risk or perceived risk of infection reduces people return to using public transport with confidence instead of cars.

Actions – Maintain confidence in public transport

- Support any rail campaigns relating to social distancing
- Lead an information campaign about how to social distance when using and waiting for buses
- Through the York Quality Bus Partnership encourage bus operators to make changes to ticketing, schedules and vehicles to help deliver social distancing
- Explore options to protect and enhance bus priority routes so that buses can be kept out of any additional congestion caused by increased car use
- Continuing with previous projects to develop the public transport network (e.g. York Station frontage, Castle Gateway, York All Electric Bus Town)

Support the city's secondary centres

Although the city centre is the key driver of the economy, York's secondary centres also play important roles in the city's social and economic vibrancy. Large secondary high streets and centres such as Acomb and Haxby and out of town shopping centres at Vanguard, Monks Cross, Clifton Moor and the Designer Outlet will all need to apply the government guidance on Safer Public Places. Where the public spaces are the responsibility of third parties we will work with them to ensure that they understand and implement the appropriate measures. In secondary centres we will take the direct lead.

Secondary centres are well placed to benefit from the relaxing of restrictions as people are expected to look to shop local where they can easily travel safely by foot or bicycle. To facilitate this there will need to be increased cycle parking provision within easy access of shops and services, in addition to the measures to maintain confidence in public transport. It is not envisaged that subsidised or free car parking will be required as these areas are generally well served by low cost or free parking areas.

There are also opportunities to work with our local communities to create extended footstreet areas and public spaces where local businesses can adapt their operating models in response to social distancing and help them to become resilient and be part of the economic recovery.

Actions – Support the city’s secondary centres

- Implement the government’s Safer Public Places guidance in secondary centres in conjunction with other stakeholders and partners
- Explore options for extended footstreet areas and creating people focused environments
- Create increased public spaces that can be used by local businesses to adapt their operating models
- Increase secondary centres’ cycle parking
- Refine the current interventions at Bishopthorpe Road based on public feedback
- Ensure third parties implement the Safer Public Places guidance at out of town shopping centres

Implementation of the strategy

Many of the actions and interventions set out in this strategy will run for the duration of the one year period and potentially beyond – although all measures will need to be flexible and pragmatic and remain under review based on government guidance, local responses, and ongoing assessments of the outcomes of the interventions.

The implementation of the strategy will have two key strands – those elements which are intended to be in place throughout the COVID_19 response, and those that will be introduced or ended depending on the government alert level at any given time. This will provide a very clear and easy to use framework. Should the government announce a change in alert level then the appropriate measures can be implemented and communicated to the public. Any changes to restrictions within each alert level will be assessed and responded to in consultation with elected Members.

A number of the measures in the strategy required urgent implementation to ensure the city was ready for the reopening of non-essential retail on the 15 June. The following section sets out the measures that were in place for that date, and which different measures will be introduced or removed based on the government alert levels.

Priority measures that were implemented for the reopening of non-essential retail on the 15 June 2020

- A first phase extension of the city centre footstreets, with staffed barriers to assist the public (see Annex I)
- Identification of a second phase of city centre footstreet extensions (see Annex I)
- Implementation of a Circulation Management Plan for pedestrians
- Increased disabled parking provided at Monk Bar car park, with individual taxis providing personalised shuttle services in to the heart of the centre for those that need it
- Identification of constrained streets where queuing will be challenging, with a wraparound support service for businesses
- Guidance and support packs issued to businesses on how to reopen safely
- Public toilets reopened, with additional temporary toilets procured
- Launch of the Let's Be York campaign to provide information and support for all residents, visitors and businesses
- Bespoke city wide signage created, implemented and shared with all stakeholders and businesses to ensure a consistent, friendly and high quality standard

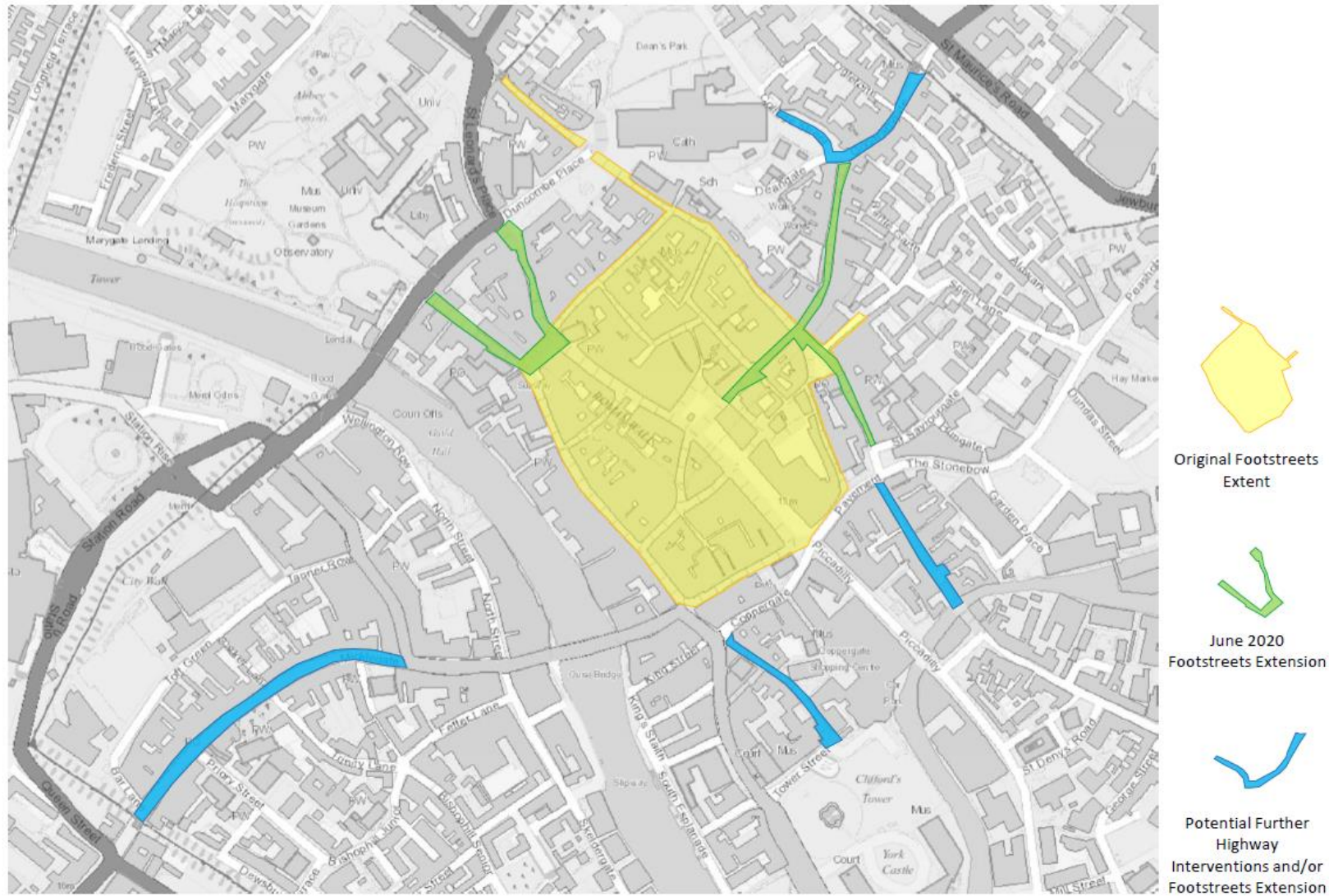
Implementation of the strategy based on government alert levels

The following table sets out when each element of the strategy will be in place under the government alert levels.

| Action | Alert level | | | | |
|---|-------------|---|---|---|---|
| | 1 | 2 | 3 | 4 | 5 |
| People focused city centre | | | | | |
| Implement the government's Safer Public Places guidance | | | ✓ | ✓ | ✓ |
| Create priority city centre cycle route | ✓ | ✓ | ✓ | ✓ | ✓ |
| Large scale city centre cycle parking points | ✓ | ✓ | ✓ | ✓ | ✓ |
| Extension of footstreets for use by local businesses | | ✓ | ✓ | ✓ | ✓ |
| Create flexible areas of public space on Castle Car Park | | ✓ | ✓ | ✓ | ✓ |
| Displaced blue badge parking concentrated in accessible point(s) | | ✓ | ✓ | ✓ | ✓ |
| Accelerate feasibility work for city delivery hub models | ✓ | ✓ | ✓ | ✓ | ✓ |
| Keep left and one way walking routes in space constrained streets | | ✓ | ✓ | ✓ | |
| One way walking route around the Bar Walls | | ✓ | ✓ | | |
| Prioritising active transport | | | | | |
| Invest in all P&R to also become Park & Cycle hubs | ✓ | ✓ | ✓ | ✓ | ✓ |
| Create two Park & Cycle super-sites | | ✓ | ✓ | ✓ | |
| Free city centre parking for key workers | | | | | ✓ |
| Develop school drop-off strategies | | ✓ | ✓ | ✓ | |

| Action | Alert level | | | | |
|--|-------------|---|---|---|---|
| | 1 | 2 | 3 | 4 | 5 |
| A complimentary park > walk > visit strategy | | | | | |
| Incentivise visitor parking in car parks outside inner-ring road | | | ✓ | | |
| Escalate implementation of Pay-On-Exit | ✓ | ✓ | ✓ | ✓ | ✓ |
| Promotional campaign to shop local in city centre markets | | | ✓ | ✓ | ✓ |
| Promotional campaign to safely visit York | ✓ | ✓ | ✓ | | |
| Develop exit strategy to return to public transport | ✓ | ✓ | | | |
| Maintain confidence in public transport | | | | | |
| Support rail campaigns relating to social distancing | | | ✓ | ✓ | |
| Support bus operators deliver social distancing measures | | | ✓ | ✓ | |
| Lead campaign on social distancing on buses | | | ✓ | ✓ | |
| Protect and enhance priority bus routes | | ✓ | ✓ | ✓ | ✓ |
| Continue with capital projects to enhance public transport | ✓ | ✓ | ✓ | ✓ | ✓ |
| Support the city's secondary centres | | | | | |
| Implement the government's Safer Public Places guidance | | | ✓ | ✓ | ✓ |
| Explore extending footstreets and people focused environments | | | ✓ | ✓ | ✓ |
| Create public spaces for use by local businesses | | ✓ | ✓ | ✓ | ✓ |
| Increase secondary centres' cycle parking | | ✓ | ✓ | ✓ | ✓ |
| Ensure out-of-town shopping applies Safer Public Places guidance | | | ✓ | ✓ | |

Annex I – footstreets extended on 15 June and proposed future footstreet and highway interventions



COVID-19 Emergency Active Travel Fund

SECTION A: BACKGROUND

Q1. What is your local transport authority name?

City of York Council

Q2. Which geographical region are you in?

Yorkshire and the Humber

Q3. What type of authority are you?

Unitary Authority

Q4. How would you classify yourself geographically?

Urban Other (population between 25,000 and 250,000)

SECTION B: YOUR SCHEME(S) OR PROGRAMME

Q5. Please provide the scheme or programme name(s)

York Economic Recovery Transport Strategy – Phase 1

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Q6. Please provide a brief summary of the scheme(s) or programme. For example, locations, measures to be adopted, whether they are permanent or temporary measures, and how the scheme or programme will improve mobility, and/or assist with social distancing

The funding will be used to enhance the City's One Year Transport and Place Strategy which is part of the Economic Recovery Strategy being developed by the Council. The following programmes will be delivered and evaluated:

1. Extension of Park & Cycle facilities at two Park & Ride sites (Rawcliffe Bar and Askham Bar) – significantly increasing cycle parking capacity at two (out of six) P&R sites to enable commuters who would normally catch the Park & Ride bus to cycle into the city instead. Lockers would be able to be moved between sites as appropriate where a need is identified.
2. New and enhanced lightly segregated/widened cycle lane(s) on the first Park & Cycle corridor (on Shipton Road/Bootham route) – temporary trial re-allocation of carriageway space to encourage use of the Park & Cycle scheme and to cater for local increases in cycle usage on strategic commuting corridors.
3. Extension of city centre cycle parking to increase capacity at arrival points from enhanced routes (in pedestrianised areas and some city centre car parks) – expansion of provision to cater for higher numbers of cyclists arriving at city centre destinations who may have previously used public transport.
4. Provision of a North-South cross city centre cycle route improvements including better signing and traffic restrictions to prioritise cycling.
5. Temporary road-space reallocation on dual carriageway sections of the inner ring road (westbound Castle Mills Bridge trial).
6. Trial closure of The Groves area to through-traffic (except cyclists and local access) – removal of through traffic, the majority of which has no origin or destination in the estate, to make access to the shops, the hospital and other community facilities more attractive by sustainable modes of transport and to enable social distancing.
7. Improvements for cyclists using cycle logos in the carriageway, coloured surfacing and 'Do not overtake Cyclists' signage – measures to raise the profile of cycling on city centre bridges and to enable cyclists to feel more confident where the carriageway isn't wide enough to provide segregated cycle lanes and footways are constrained.
8. Conversion of city centre road from 2-way to one-way with widened footways and contraflow cycle lane (Coppergate) – removal of a traffic lane on a temporary basis to enable narrow footways to be widened on a busy pedestrian route outside shops whilst still accommodating 2-way cycle use.
9. Supporting the extension of the City Centre pedestrianised area to include key peripheral city centre access streets and to reduce circulating traffic to enable social distancing. TRO will be advertised (Blake St, St. Helen's Square and Lendal, and Goodramgate, Church St, St Sampsons Square, Kings Square, Colliergate). Removal of traffic circulation loops which penetrate the pedestrianised area will make the destination easier to get to safely. This will be temporary initially, with a view to making it permanent if it is successful. Alternative space and services will be provided for any displaced Blue Badge Parking
10. Temporary footway widening and lane closure to accommodate social distancing on local shopping streets (continuing the Bishopthorpe Road temporary closure of outbound lane to accommodate social distancing and queuing outside local shops on narrow footways).
11. Localised measures to accommodate queuing outside city centre shops – temporary measures to enable customers to queue outside supermarkets without blocking the footway for other pedestrians, including Piccadilly.
12. Upgrade existing automatic cycle counters on strategic corridors to enable a higher frequency of data availability to show up trends more readily and prioritise future investment plans (currently only downloaded on a monthly basis) – improving the ability of monitoring equipment to quickly pick up on trends in vehicular and cycle traffic.
13. Adjust signal timings at major junctions on Inner Ring Road to improve pedestrian access to city centre and reduce clustering on kerbs and in pedestrian islands.

Q7. What will be the total cost of the scheme or programme (including VAT)? (Note an estimate can be provided if the cost is unknown)

£173,000 - Exc. VAT - Estimated

Q8. What will be the capital cost of the scheme (including VAT)? (Note an estimate can be provided if the cost is unknown)

£42,000 - Exc. VAT - Estimated

Q9. What will be the revenue cost of the scheme (including VAT)? (Note an estimate can be provided if the cost is unknown)

£131,000 - Exc. VAT - Estimated

Q10. This expenditure is not intended to be used for any consultancy spend. Are you intending to use consultants?

No

Q11. Is your authority developing a Local Cycling and Walking Infrastructure Plan (LCWIP)?

Yes

LCWIP DETAILS

Q12. Is the proposed scheme located on or within the cycling/walking network plan?

Yes

Q13. Has the proposed scheme been identified in the prioritised list of schemes in your LCWIP? (note: this is not a compulsory requirement for applications)

Yes

SECTION C: SCHEME DETAILS

Q14. What measures will be adopted? Please select all that apply. Please note that for all measures, appropriate access for freight deliveries, bus routes, taxis and disabled people needs to be appropriately considered.

Point closures

Segregated cycleway (temporary)

Widening existing footway

Restriction or reduction of parking availability, (e.g. closing bays or complemented by increasing fees)

Park and cycle/stride/scooter facilities

Cycle counters and/or other active travel data management diagnostics

Other (please specify):

Speeding up introduction of planned measures on trial basis

Innovative approaches to existing constraints – 'e.g. short sections of [do not overtake cyclists]'

Q15. If applicable, what is the route length of the scheme (s)? Note an estimate can be provided if the distance is not yet known

Shipton Rd / Clifton / Bootham 3.4km (estimated total length)
Tadcaster Road – widened cycle lanes 1.75 km (estimated total length)
Other locations – Approx. 500m

Q16. When are the works expected to be completed?

End July 2020

Q17. When is the scheme(s) expected to be open to the public?

Different parts will open as and when they are completed, some will be in June, others in July

Q18. Will Traffic Regulation Orders be required?

Yes

Q19. Please confirm you have read the statutory guidance for local authorities (<https://www.gov.uk/government/publications/reallocating-road-space-in-response-to-covid-19-statutory-guidance-for-local-authorities>) and have consulted with bus operators, hauliers and local groups representing disabled people as appropriate.

No

Q20. Have you considered how the scheme(s) or programme will be evaluated and will you ensure that appropriate monitoring measures will be put in place?

Yes

SECTION D: DECLARATION

Q21. Reporting Officer details

Name Tony Clarke
Telephone number 01904 551641
Email address Tony.clarke@york.gov.uk
Postal address City of York Council, West Offices, Station Rise, YORK YO1 6GA

Q22. Senior Responsible Officer details

Name Neil Ferris
Telephone number 01904 551448
Email address Neil.ferris@york.gov.uk

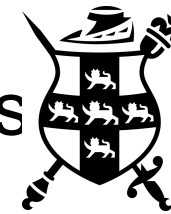
Q23. Section 31 Officer (or equivalent with delegated authority) details

| | |
|-------------------------|-----------------------------|
| Name | Debbie Mitchell |
| Telephone number | 01904 554161 |
| Email address | Debbie.mitchell@york.gov.uk |

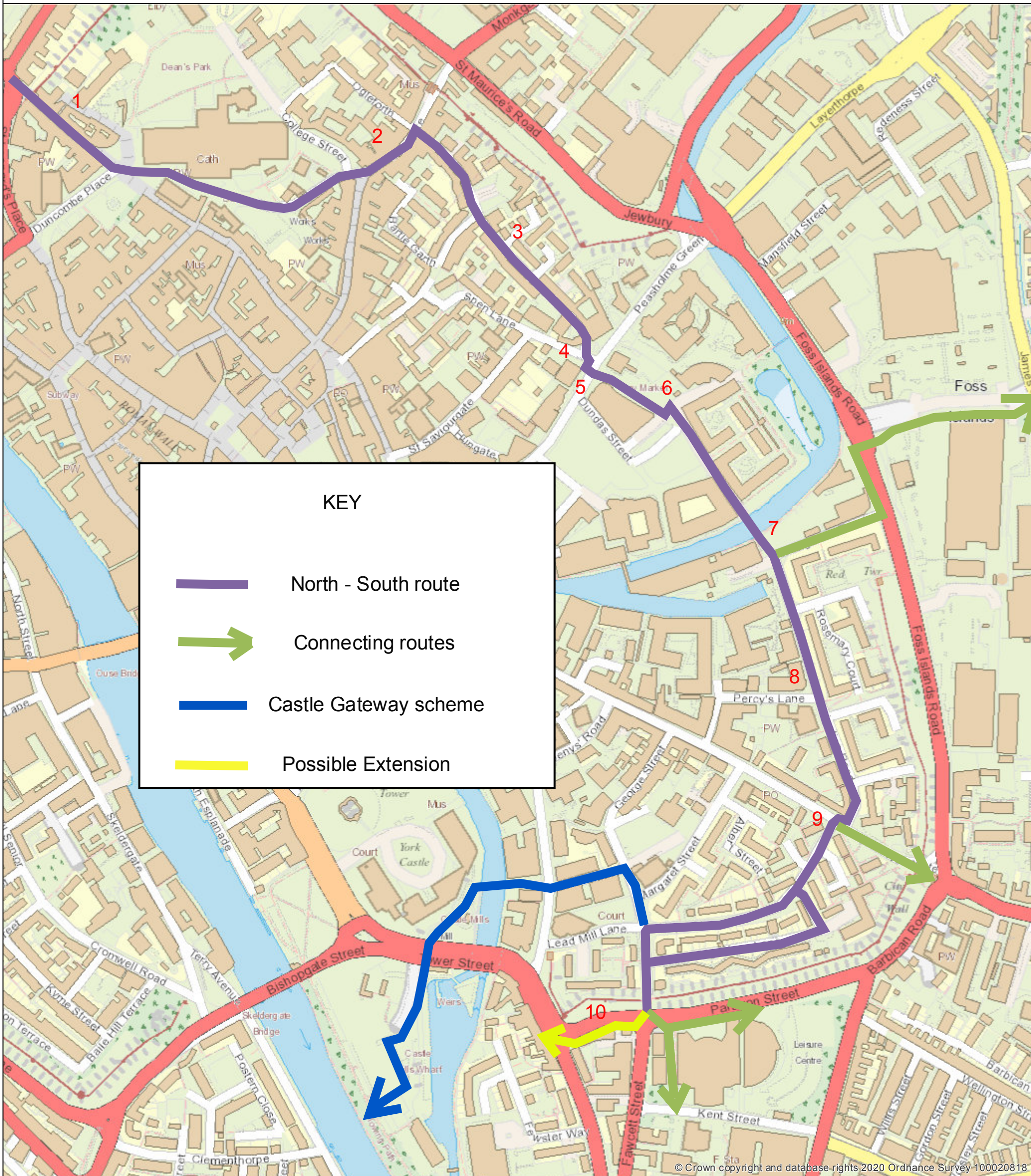
Q24. Please add further details or clarification

Question 19: We have read the statutory guidance but consultation has not yet been undertaken with all groups but is currently in progress.





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Annex A : N-S Cycle Route improvements



KEY

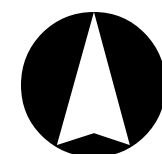
-  North - South route
-  Connecting routes
-  Castle Gateway scheme
-  Possible Extension

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Date: 08 Jul 2020

Author: City of York Council

Scale: 1:4,000









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MAJOR HAZARDS:

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-  HZ02 PEDESTRIAN OVER BRIDGE

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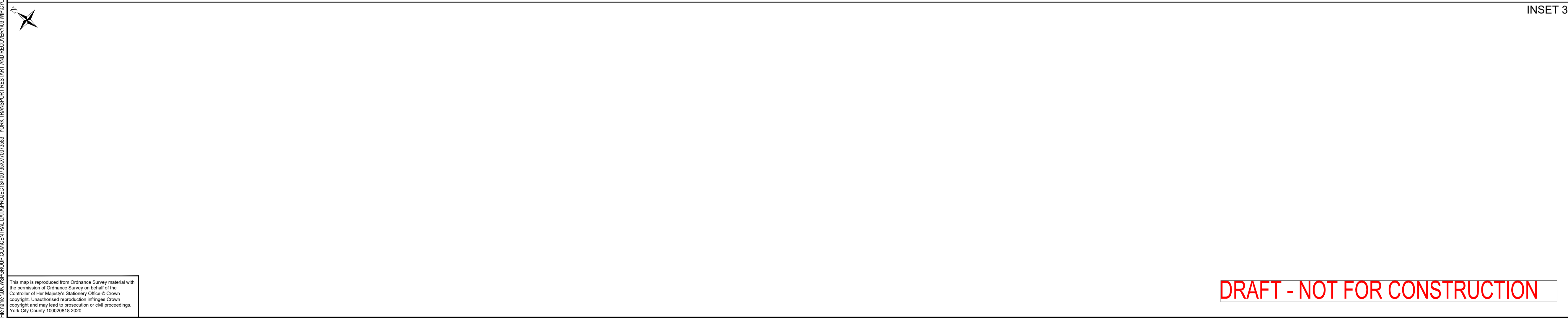
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MAJOR HAZARDS:

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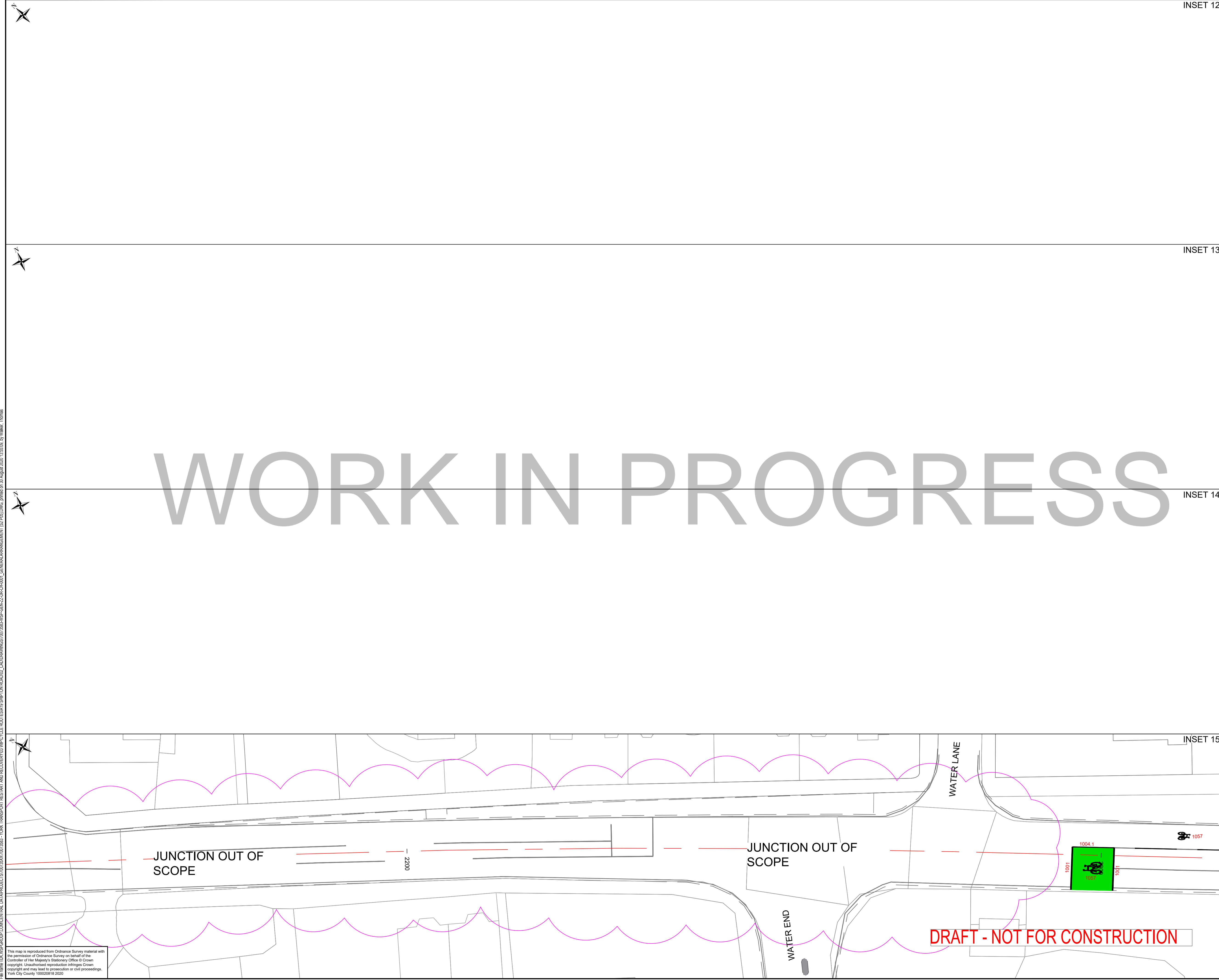
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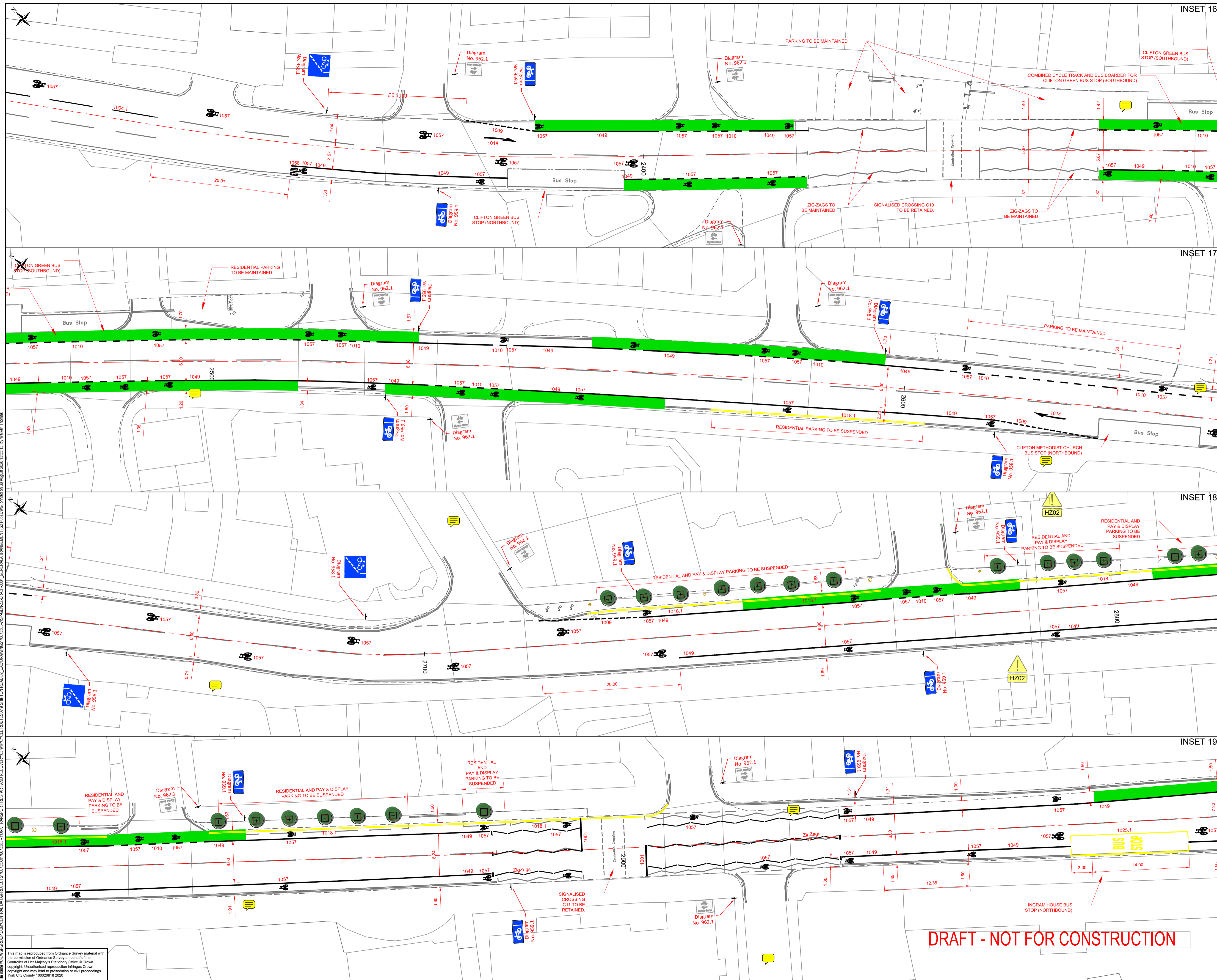
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- MAJOR HAZARDS:**
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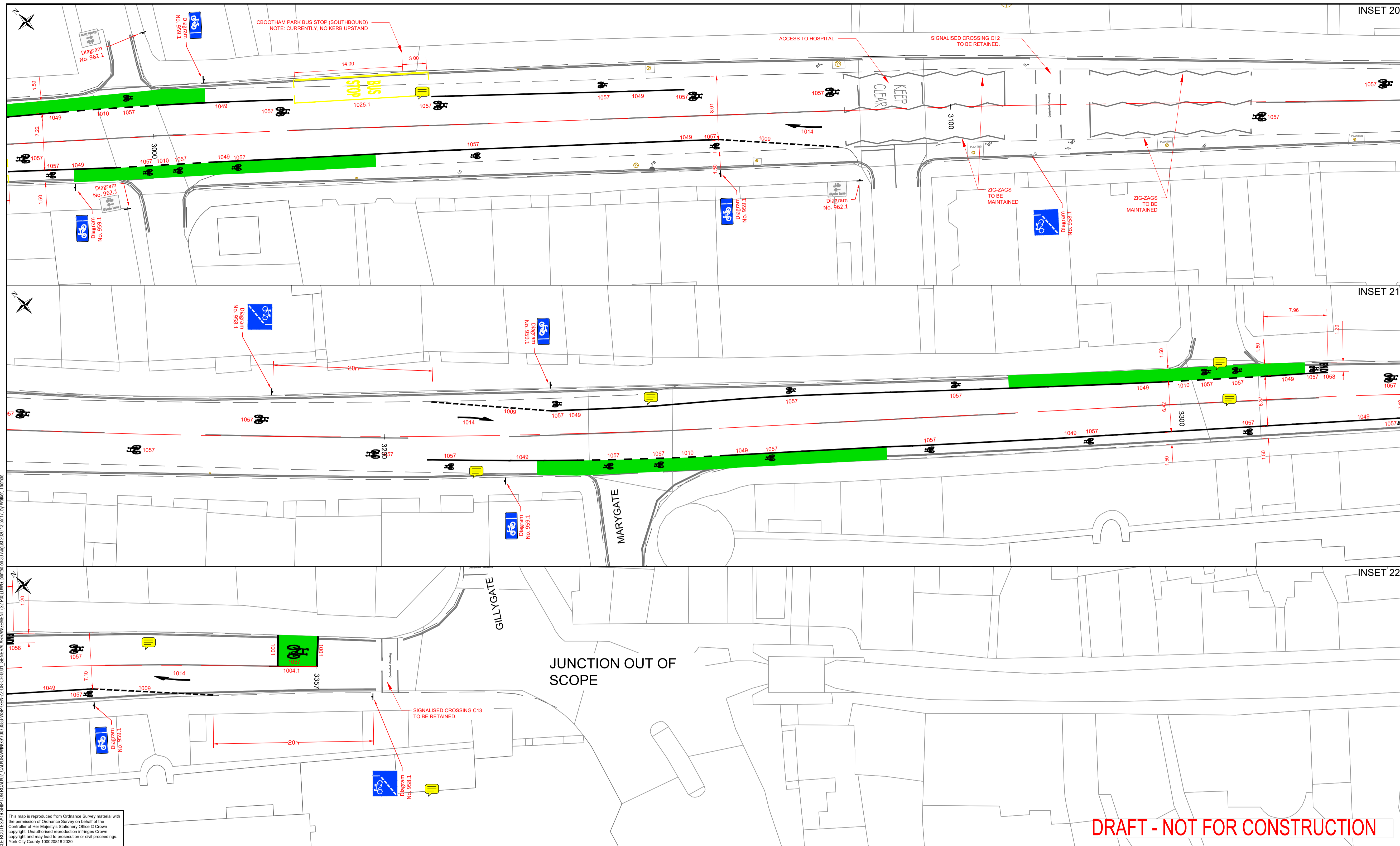
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- 1057 ROAD MARKING WITH DIAGRAM NO.
- RESIN BOUND CHROME GREEN COLOURED HIGH FRICTION SURFACING FOR ASL & CYCLE LANE. IN ACCORDANCE WITH CL. 924 MCHW.
- TEMPORARY PLANTER / TRAFFIC BARRIER TO CLOSE PARKING BAYS.
- TRAFFIC SIGN WITH DIAGRAM NO.
- NEW TRAFFIC SIGN POST.
- SIGN TO BE MOUNTED ON EXISTING TRAFFIC SIGN POST OR LIGHTING COLUMN.

MAJOR HAZARDS:

- HZ01 BURIED SERVICES
- HZ02 PEDESTRIAN OVER BRIDGE

THE HAZARDS NOTED ARE IN ADDITION TO THE NORMAL HAZARDS AND RISKS FACED BY A COMPETENT CONTRACTOR WHEN DEALING WITH HIGHWAYS WORKS.

CONTRACTOR TO REFER TO PRE-CONSTRUCTION INFORMATION FOR FURTHER INFORMATION.

| REV | DATE | BY | DESCRIPTION | CHK | APP |
|-----|------------|----|---|-----|-----|
| P05 | 30/08/2020 | JC | FIRST ISSUE - DETAIL DESIGN | | TW |
| P04 | 02/07/2020 | CD | ADDRESSED COMMENTS AS PER JR EMAIL REGARDING NARROW LANES | | JP |
| P03 | 17/07/2020 | DB | LIGHT SEGREGATION REMOVED. CHANGES AT TRAFFIC ISLANDS | | JP |
| P02 | 14/07/2020 | DB | AMENDED TO INCLUDE ADVISORY CYCLE LANES | | JP |
| P01 | 18/06/2020 | DB | FIRST ISSUE | | JP |

DRAWING STATUS: S2 - FOR INFORMATION

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CLIENT: **CITY OF YORK COUNCIL**

DESIGNER: **wsp**

SITE PROJECT: COVID-19 TRANSPORT RESTART AND RECOVERY

TITLE: YORK - POP-UP CYCLE LANES
A19 SHIPTON ROAD
GENERAL ARRANGEMENT
PAGE 6 OF 6

| | | |
|----------------------|--------------|---------------|
| SCALE @ A1: 1:250 | CHECKED: JP | APPROVED: - |
| PROJECT NO: 70065347 | DESIGNED: DB | DRAWN: DB |
| | | DATE: JULY 20 |

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| DRAWING NO: 70073583-WSP-GEN-ZZ-DR-CH-0001 | REV: P05 |
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File: area 116 WSP\GROUP_COM\CENTRAL_DATA\PROJECTS\70073583-YORK_TRANSPORT_RESTART_AND_RECOVERY\03_WPC\CYCLE_LANE_GENERAL_ARRANGEMENT_S2_P05.DWG, created on 30 August 2020, 13:58:17 by Walker, Thomas

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MARKING QUANTITIES

| TSR&GD DIAGRAM NO | UNIT | QUANTITY |
|-------------------------------------|------|----------|
| 1001 (200MM WIDE) | M | 29.28 |
| 1004.1 (100MM WIDE) | M | 30.00 |
| 1009 (150MM WIDE) | M | 58.16 |
| 1010 (150MM WIDE) | M | 148.47 |
| 1014 RIGHT (4.5M LONG) | ITEM | 5 |
| 1018.1 (75MM WIDE) | M | 382.26 |
| 1025 (100MM WIDE) | M | 25.60 |
| 1049 (150MM WIDE) | M | 894.55 |
| 1057 LEFT (1215MM LONG) | ITEM | 73 |
| 1057 LEFT (1780MM LONG) | ITEM | 24 |
| 1057 LEFT (2750MM LONG) | ITEM | 2 |
| BUS STOP CLEARWAY LINE (200MM WIDE) | M | 33.18 |
| WHITE TEXT (1035MM HIGH) | ITEM | 6 |
| YELLOW TEXT (1600MM HIGH) | ITEM | 14 |
| ZIG-ZAG | ITEM | 57 |
| ZIG-ZAG END MARK | ITEM | 6 |

Emergency Active Travel Fund - tranche 2 survey

General

Q1. What is your local transport authority name?

City of York Council

Strategic case

Q2. Please set out the context for the bid by briefly explaining the local transport problem, challenge or needs that your bid will help to address. These should be consistent with the objectives of the Fund set out in the bid invitation letter.

City of York Council is seeking funding for a series of measures to make it easier and safer to travel around York using active modes. The programme set out in this form, and in York's previous tranche 1 application, has been formulated by:

- Assessing where bus services in York carry large numbers of passengers, and may struggle to cater for passenger volumes with social distancing measures in place
- Using York's LCWIP scoping study to identify movements where there are large numbers (or potential numbers) of cyclists and pedestrians, but where road conditions are poor for these modes.

York is a compact and flat city, and our LCWIP scoping study showed very large movements of cyclists between the west of York and the city centre, to the city's two universities and further education college. It showed that there were large numbers of car commuters to peripheral employment sites, many with quite short distance commutes. York has an extensive off-road cycle route network, but consultation with residents has sometimes shown awareness of this network is weak – people often don't know that they live near a cycle route – and if they do, may not know where that route goes. York is seen as a place where cycling and walking levels are high – but 70% of York residents say they "never" cycle. Some areas of the city have high levels of physical inactivity and poor health outcomes. Activity levels for children in York are below the national average, and this bid seeks to address this by improving routes to/from some secondary schools and also contains funding for a scheme to improve the environment and reduce the impact of vehicles around a school which could be rolled out across the city more generally in time.

As advised in the guidance, our application seeks to reallocate road space from vehicles to active modes – and does so to encourage utility cycling and higher levels of physical activity through walking and cycling. We have also been careful to advance solutions which do not disadvantage bus services, and where possible convey an advantage on bus services and their passengers – because the growth of York in the medium to long term depends on an effective bus network.

This application builds on work already delivered/ under construction in tranche 1 of EATF. We have already delivered improved, wider, cycle lanes on Tadcaster Road, the main radial corridor to the west of York, which leads to the city's further education college. We have delivered pop up facilities in two locations in York city centre (Coppergate and Castle Mills). We are pressing on with providing cycle lanes on Shipton Road, the main radial to the north of York and are improving cycle facilities on Malton Road, the main radial to the north east of York. To improve conditions for pedestrians and support a return of activity to York city centre the council has increased the fully pedestrianised area of York city centre by approx. 25% and increased the hours when traffic is banned in the city centre.

York has been committed to encouraging active travel for over 40 years. Our Local Transport Plans have always had ambitious plans to increase walking and cycling, and measures to do this are at the heart of new developments in York. A legacy of this activity is a well-developed network of on-street and off-street cycle routes. The city council see EATF as a great opportunity to bring forward more schemes in York's pedestrian and cycle programme, towards rolling out the measures which we have seen work on a subset of radials in the city to achieve coverage of all major radials in the city.

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Q3. Please provide a summary of the proposed scheme(s). For example, locations, measures to be adopted, and whether they are temporary or permanent measures. Please explain how the scheme(s) will help to address the local challenges you have set out above, consistent with the objectives of the Fund. This should include how you have considered any mitigating impacts on other transport modes.

York's schemes have been identified to cater for high public transport movements or to fill in gaps in the existing network provision which may currently discourage cyclists and/ or pedestrians and to provide an alternative to high volume bus movements and focus on areas of the city where physical activity levels/ health outcomes are poor. The schemes proposed in this bid are located as follows:

- A1237 outer ring road bridges – permanent provision of a cycle lane and improved footways over a 1km viaduct where provision is currently poor – linking suburbs on the northern and southern banks of the River Ouse, including a school on the southern bank and retail on the northern.
- Further improvements on the A19 Shipton Road, a 2 mile radial with pop-up cycle lanes being delivered through tranche 1 of the EATF. The additional funding will allow some of the existing pedestrian refuges on the road (which currently cause cycle lanes to be narrowed) to be replaced with signalised crossings and improvements to the main junctions on the road and will allow the scheme to become permanent.
- Measures in the city centre to improve access into and around the city centre to serve a larger footstreet area and ensure that the heart of the city is as accessible as possible for pedestrians/cyclists and disabled travellers. This scheme would include a range of measures such as improved signage, improvements to disabled crossing facilities, and a new toucan crossing catering for cyclists and pedestrians using the existing riverbank path, but wishing to travel across the Inner Ring Road into the south east of the city centre, an area being regenerated. There would also be the opportunity for a complimentary CYC funded scheme to provide Cycle/bus enhancements on the Inner Ring Road to be delivered in parallel to the EATF scheme if feasible following detailed design and consultation.
- Measures focused on improving the environment for cyclists accessing local villages, from Wheldrake to Heslington. To be complimented by a further CYC funded scheme on the principal roads to/ from the University of York in Heslington, a huge generator of bus trips now. This scheme also includes a scheme to provide an off-road cycle route to a village, Wheldrake, which will benefit commuters between Wheldrake and York city centre, including schoolchildren travelling to school in Fulford.
- Acomb Road/ York Road Acomb cycle scheme – a scheme to permanently improve conditions for cyclists on a main road (B1224) to the west of York which the LCWIP identifies as having the potential to carry large numbers of cyclists, including many children travelling to schools, but where there is very little provision. Length of road affected approx. 1.5 miles.
- School Zone Pilot. We work closely with schools to encourage more active travel trips across the city. There is significant concern about the impact of traffic on the environment and safety of pupils at drop off and pick up times at some schools in the city which we aim to address with this programme. After a successful trial of a people street concept at Carr Junior School in association with Sustrans last year we are including changes to Ostman Rd in Acomb as a pilot scheme in this application for potential future wider rollout across the city.

Q4. What prioritisation has been undertaken to identify these proposed scheme(s)? Please tick all that apply

Scheme(s) identified in Local Transport Plan

Scheme(s) identified by the Rapid Cycleway Prioritisation Tool (<https://www.cyipt.bike/rapid/>)

Scheme(s) identified using the Propensity to Cycle Tool (<https://www.pct.bike/>)

Scheme(s) identified through consultation with stakeholders

Other (please specify):

Schemes identified in York's own Cycle Strategy

LCWIPs

Q5. Which LCWIP does the scheme(s) fall under?

The schemes are informed by York's draft LCWIP scoping report. This identifies area where there is a need to improve provision for cyclists, but has not progressed to the point where specific schemes are identified

Q6. Please provide a URL to the LCWIP if available

The draft LCWIP Scoping Report is available on request..

Scheme 1

Q7. Scheme name

A1237 Ouse Bridge scheme

Q8. Total scheme cost (£)

£120,000

Q9. Please provide a clear description of the scheme, including :• the location of new cycle lanes proposed to be introduced;• types of road that they are located on;• the location of any junction improvements and point closures; • the location of any area-wide measures such as school streets, point closures or modal filters; • whether interventions are temporary or permanent.If possible, a map should be emailed separately to Walking.Cycling@dft.gov.uk.

This route is a key link on both the pedestrian and cycle networks but is currently very sub-standard owing to the restricted space currently available on the bridges. The route has at its eastern end the residential areas of Rawcliffe and Clifton Without plus the employment, shopping and leisure facilities on the Clifton Moor Retail Park. At the route's western end there are the residential areas of Acomb and Poppleton, employment sites at York Business Park and Millfield Lane Industrial Estate. One of the city's larger secondary schools, whose catchment area extends to both sides of the River Ouse, is also located in the area and thus has a number of pupils on its roll who need to cross the river and the East Coast Main Line. As a result of the significant number of trip attractors located within easy cycling and walking distance there is great potential for movement across the existing viaduct which currently isn't used to its full potential because the current shared use path is a significant pinch-point on the pedestrian and cycling networks due to the restricted width. The path is immediately adjacent to a section of York's Outer Ring Road with a 60mph speed limit. There are relatively few crossings of the river and the rail line north of the city centre and the nearest alternative route, via Clifton Bridge, is not viable as it increases the journey length by up to 4 miles.

The carriageway width allocated to vehicles on the existing A1237 viaduct over the River Ouse and East Coast Main Line will be narrowed with the space released used to provide a cycleway at carriageway level on the "city centre" side of the viaduct. The speed limit on the road will be reduced and measures introduced to segregate Active Travel users from vehicles.

Q10. What measures are included in your proposed scheme(s)? Please select all that apply. Please note that for all measures, appropriate access for freight deliveries, bus routes, taxis and disabled people needs to be appropriately considered.

Installing segregation to make an existing cycle route safer

Provision for monitoring and evaluation of schemes

Other (please specify):

Signage for pedestrians and cyclists will be reviewed to ensure it clearly publicises and raises awareness of the new facility and the journeys it enables.

Q11. For corridor schemes, please provide the route length in miles

0.8 miles

Scheme 2

Q13. Scheme name

Shipton Road cycle route enhancement

Q14. Total scheme cost (£)

£350,000

Q15. Please provide a clear description of the scheme, including :• the location of new cycle lanes proposed to be introduced;• types of road that they are located on;• the location of any junction improvements and point closures; • the location of any area-wide measures such as school streets, point closures or modal filters; • whether interventions are temporary or permanent.If possible, a map should be emailed separately to Walking.Cycling@dft.gov.uk.

Installation of light segregation on Shipton Road. Reallocation of road space to cyclists at the Rawcliffe Lane Shipton Rd and Shipton Road/Clifton Green junctions, subject to co-design work with the communities, businesses and residents affected. Provision of pedestrian crossing facilities at Clifton Green incorporating into upgraded signalised junction.
Conversion of two pedestrian refuges on Shipton Road to toucan/ puffin crossings to give wider cycle lanes at these locations without compromising the safety of pedestrians.
Bus boarder build outs at bus stops so cycle lanes are continuous along length of Shipton Road (currently go around buses at laybys).

Q16. What measures are included in your proposed scheme(s)? Please select all that apply. Please note that for all measures, appropriate access for freight deliveries, bus routes, taxis and disabled people needs to be appropriately considered.

New segregated cycleway (permanent)

Installing segregation to make an existing cycle route safer

Provision for monitoring and evaluation of schemes

Other (please specify):

Links to tranche 1 facilities on this road, and also a "park and pedal" scheme at Rawcliffe Bar park and ride site.

Q17. For corridor schemes, please provide the route length in miles

2 miles (in two directions)

Scheme 3

| |
|---------------------------|
| Q19. Scheme name |
| City Centre Accessibility |

| |
|----------------------------|
| Q20. Total scheme cost (£) |
| £150,000 |

| |
|--|
| <p>Q21. Please provide a clear description of the scheme, including :• the location of new cycle lanes proposed to be introduced;• types of road that they are located on;• the location of any junction improvements and point closures; • the location of any area-wide measures such as school streets, point closures or modal filters; • whether interventions are temporary or permanent.If possible, a map should be emailed separately to Walking.Cycling@dft.gov.uk.</p> |
| <p>The scheme improves the accessibility of the city centre providing improvements for cyclists/pedestrians and wheelchair users on routes into the core pedestrianised (Footstreets) area. The scheme would provide a pedestrian/ cyclist crossing on Tower Street (dual carriageway) adjacent to the St Georges Field car park access road to allow pedestrians and cyclists using the existing riverside paths to link into pedestrian and cycle routes on the north side of the Inner Ring Road which is currently a barrier to movement. Separate to the EAT scheme the potential for the provision of a dedicated bus/cycle lane linking into the crossing will be investigated and delivered using Council funds if viable following further design/modelling and consultation. The scheme also includes improved signage and footway improvements to link ped/cycling routes into the extended Footstreets area.</p> |

| |
|--|
| <p>Q22. What measures are included in your proposed scheme(s)? Please select all that apply. Please note that for all measures, appropriate access for freight deliveries, bus routes, taxis and disabled people needs to be appropriately considered.</p> |
| <p>New segregated cycleway (permanent)</p> |
| <p>Provision for monitoring and evaluation of schemes</p> |
| <p>Other (please specify): New signalised toucan crossing over York's dual carriageway inner ring road.</p> |

Scheme 4

| |
|--|
| Q25. Scheme name |
| Wheldrake to Heslington improvements for cycling and walking |

| |
|---|
| Q26. Total scheme cost (£) |
| £550,000 (including £350k Council commitment to longer term delivery of cycling/walking improvement to the University area) |

Q27. Please provide a clear description of the scheme, including :• the location of new cycle lanes proposed to be introduced;• types of road that they are located on;• the location of any junction improvements and point closures; • the location of any area-wide measures such as school streets, point closures or modal filters; • whether interventions are temporary or permanent.If possible, a map should be emailed separately to Walking.Cycling@df.gov.uk.

The active travel options for residents of Wheldrake south of York are limited as the two access roads linking it to the city centre (A19 Selby Road and Elvington Lane) are high speed and narrow. An off road cycle/ walk route provided between Wheldrake and Heslington via Wheldrake Woods and Low Lane (which would allow the route to cross the A64 using an existing grade separated minor road bridge) will enable residents to avoid these roads and will provide a shorter route which is within cycleable distance of the York urban area. People walking or cycling into the city centre would then use University Road to access the existing cycle route through Walmgate Stray/ Hospital Fields Road to travel to central York. The project funded directly by the Emergency Active Travel Fund will be complimented by a scheme to be funded directly by the Council on University Road adjacent to Heslington Hall which will be progressed in parallel through detailed consultation with the local community. Owing to the sensitive location and number of key stakeholders to consult it is not anticipated that this Council funded element of the overall scheme will be delivered until early 2021/22.

Q28. What measures are included in your proposed scheme(s)? Please select all that apply. Please note that for all measures, appropriate access for freight deliveries, bus routes, taxis and disabled people needs to be appropriately considered.

New segregated cycleway (permanent)

New permanent footway

Selective road closures using planters, cones or similar

Provision for monitoring and evaluation of schemes

Q29. For corridor schemes, please provide the route length in miles

Total route length 5.2miles inc. approx.1.6miles of new cycle route to link existing public highway.

Scheme 5

Q31. Scheme name

Acomb Road/ York Road, Acomb on carriageway cycle lanes

Q32. Total scheme cost (£)

£200,000

Q33. Please provide a clear description of the scheme, including :• the location of new cycle lanes proposed to be introduced;• types of road that they are located on;• the location of any junction improvements and point closures; • the location of any area-wide measures such as school streets, point closures or modal filters; • whether interventions are temporary or permanent.If possible, a map should be emailed separately to Walking.Cycling@dft.gov.uk.

The scheme provides cycle lanes on both sides over a 1.5 mile length on the B1224 Acomb Road/ York Road Acomb. A co-design process with local community, residents and businesses will develop the detailed proposals. This may include:

Advisory cycle lanes to the Ridgeway/ Beckfield Lane roundabout, considering measures to improve safety for cyclist and pedestrians at the roundabout

Mandatory cycle lanes (with some breaks to accommodate on-street parking where no alternative exists), also interspersed with sections of advisory cycle lanes where the road narrows and adjacent buildings prevent highway widening.

The eastern end of the scheme then feeds into existing cycle facilities on the A59 Holgate Road/Poppleton Rd. The western end of the scheme links to the recently constructed Knapton and Rufforth cycle path which links two villages to the west of the city via a new grade-separated crossing of the A1237 Outer Ring Road.

Light segregation may be provided where appropriate to maximise user safety, particularly as it has the potential to cater for large numbers of school children travelling to Millthorpe, All Saints and York High schools and residents travelling between Acomb and the City Centre for employment, shopping or recreational purposes.

Q34. What measures are included in your proposed scheme(s)? Please select all that apply. Please note that for all measures, appropriate access for freight deliveries, bus routes, taxis and disabled people needs to be appropriately considered.

New segregated cycleway (permanent)

Restriction or reduction of parking availability (e.g. closing bays or complemented by increasing fees)

Provision for monitoring and evaluation of schemes

Other (please specify):

In parallel with this scheme, measures will be taken forward through York's Access Fund programme to encourage increased physical activity in parts of Acomb and Westfield Wards where health outcomes have historically been poor.

Q35. For corridor schemes, please provide the route length in miles

Up to 1.5 miles (in two directions)

Finance case

Q37. Total DfT funding sought (£)

£850,000

Q38. Total DfT capital funding sought (£)

£663,000

Q39. Total DfT revenue funding sought (£)

£187,000

Q40. Total local authority contribution, if applicable, (£)

£600,000. The Council proposes to contribute £600k of Capital funding to the schemes identified in the programme. In addition the Council will use the long-running Access Fund programme (£450k in 2020/21) to support the schemes through publicity, promotion stakeholder and community engagement, provision of services such as cycle training (for children and adults). Some schemes could be delivered as elements of already programmed road resurfacing programmes. This allows DfT to achieve maximum value from EATF spend because funds do not need to be committed to resurfacing costs, erasing existing carriageway markings etc.

Management case

Q41. When do you expect to commence construction? (DD/MM/YY)

Construction of some measures will commence very shortly after award as enhancements to EATF tranche 1 schemes (e.g. the Shipton Road) or because they are being delivered as part of pre-existing resurfacing schemes. For other schemes the expectation is that construction will commence early in 2021, assuming a funding announcement by the end of August 2020.

Q42. When do you expect to have completed the work? (DD/MM/YY)

The schemes in this programme have been designed to be deliverable by 31/03/2021. Complementary projects such as the University Rd element of the Wheldrake/Heslington/University scheme are planned for 2021/22

Q43. Please describe the project review and governance arrangements in place, and any assurance arrangements, e.g. to ensure that accessibility requirements will be met

The programme and the schemes within it will be managed using York's existing, and proven, project management structures. These include a gateway system based on Green Book principles which is controlled by an Officer "Transport Board" which meets on a monthly basis. Where appropriate specific schemes will be progressed through the Executive Member Decision Session process. All schemes will be subject to road safety audits before they are implemented.

Q44. Please indicate what community engagement will be undertaken as part of the scheme development and that stakeholders have been consulted on matters such as accessibility issues, impacts on local businesses, freight deliveries and bus and taxi operators

The schemes in this programme have been developed in consultation with local stakeholders, the principal local bus operator and ward councillors for the affected areas. Schemes have been carefully designed to minimise adverse impacts – for example on business or residential parking space – however where there are potential adverse impacts there will be consultation during the detailed design phase with affected groups (including local residents, traders associations, businesses and parish councils/ward councillors).

The scheme around University of York will be developed in consultation with the University who are supportive of the principles and outputs of the scheme.

As schemes are developed there will be consultation with groups representing mobility and sensory impaired people – particularly for measures such as replacement of pedestrian refuges with signalised crossings, or any measures which make changes to footways (although the preliminary scheme development for this bid suggests that there are very few adverse impacts on footways from the schemes in the programme).

Q45. Please state which design standards have been followed in developing your scheme (s)

This programme aspires to deliver schemes designed to the standards set out in LTN 1/20. York, like many UK towns and cities, has constrained sections of highway such as bridges, bus stops, junctions, conservation areas etc., which may make it difficult to achieve full compliance with LTN1/20 – however, years of implementing cycle and pedestrian schemes in York means that, when necessary, the Council has in-house experience to deliver effective cycle priorities where roadspace is constrained.

Q46. Consultancy spend should be limited and where needed, existing framework contractors should be used. Are you intending to use consultants?

Yes

If yes, please provide details

Capacity constraints within the CYC design team means that we will need to use consultants to design and assist in the delivery of schemes. The consultancy expertise we will call on will be sourced from existing contracts and framework agreements.

Commercial case

Q47. Is the authority ready to commence work and, if applicable, are contractors/ procurement / delivery partners in place?

Yes

Please provide details

In absolute terms the individual schemes are small in scale and can be delivered using City of York Council's in house engineering capability or framework contractors – some schemes may align with pre-existing resurfacing schemes. We have procurement routes already established for items such as armadillos, wands etc.

Monitoring and Evaluation

Q48. Has monitoring and evaluation been considered for all scheme(s)?

Yes

If yes please provide details

Although York is not proposing any schemes of >£2m value, for which M&E is compulsory, we will undertake an appropriate level of monitoring and evaluation for the schemes being taken forward based on the following:

- output report – specifically the interventions delivered through the EATF, length of priorities, equipment installed etc
- manual (and in some cases automated) counts of cyclists in the location. York has had a programme of cycle counts for many years, giving the city a baseline assessment of cycle use which few other local authorities have.
- Counts of pedestrians – particularly on the new crossings provided
- General stakeholder engagement around schemes – in particular residents on corridors which benefit from the measures and interest groups

Q49. Using the monitoring and evaluation guidance provided, please outline briefly how you will monitor and evaluate each permanent scheme costing at least £2m. (If no individual scheme is expected to cost over £2m, please state "not applicable")

Not Applicable

Declaration

Q50. Reporting Officer details

Name Tony Clarke
Telephone number 07795 283296
Email address tony.clarke@york.gov.uk

Q51. Senior Responsible Officer details

Name Neil Ferris
Telephone number 07798 840368
Email address neil.ferris@york.gov.uk

Q52. Section 151 Officer (or equivalent) details

Name Debbie Mitchell
Telephone number 01904 554161
Email address debbie.mitchell@york.gov.uk

Q53. Please add further details or clarification

CYC has put forward an ambitious programme delivering schemes to encourage residents and visitors to take up active travel options, particularly in this period when the capacity of the public transport network is constrained. It is essential for the economic prosperity of the city that as many people as possible take up these options so that the reduced capacity bus and rail services are available for travellers who do not have any other viable options. It is already clear from the relatively high demand in the city centre car parks at this early stage of recovery that we need to ensure that travellers are aware of the alternative options available and we remove as many pinch points on the active travel network as possible

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