

Annex D – Improving Movement and Public Realm in the City Centre

Proposals for delivering a trial on Lendal Bridge

1. Undertaking of a trial is seen as necessary before the restrictions might be made permanent. The trial should demonstrate that the impact on general traffic is manageable and highlight any issues that need resolving. Confidence that the trial will be successful comes from experience of the 2000 closure of Lendal Bridge backed up by the predictions from the traffic modelling work. Permanent restrictions would be necessary before any reallocation of road space could take place as such measures are costly to reverse.
2. The proposal is to commence the trial in the summer holiday period 2013 when traffic volumes are relatively low and pedestrian movements are high. It will require extensive consultation and work with retailers and businesses to consider delivery and access issues and this will form another work stream in designing the trial. It is recommended that the trial runs for at least six months to allow the objection period to be completed and understand and monitor the redistribution of traffic on the network, although it could run for a shorter (if there are particular significant problems it could be lifted off sooner) or longer period as required.
3. The trial would be implemented using experimental Traffic Regulation Orders (TRO). This means that the trial could run for up to 18 months, or lifted off sooner should significant problems occur. The first six months of the TRO form the objection period so nothing could be implemented on a permanent basis until the six month objection period had passed and any representations assessed. Every time a new order is made (e.g. for phasing of the trial) a new 6 month objection period starts. An experimental TRO does allow for the order to be made permanent once all objections have been considered, without the requirement for any further specific consultation.
4. The 6 month objection period must be completed before an order can be made permanent. An order can be amended within that period to take account of significant concerns. The remit of the

order cannot be extended before the objection period is complete, as it would not be possible to demonstrate that the change had resulted as a way of accommodating or addressing concerns raised.

5. An order could be amended such that the hours of operation are reduced, i.e. start with 7:00am – 7:00pm and if there are significant issues arising, amend the order within the first 6 months to reduce the hours of operation to 10:30am – 5:00pm. The order then completes its 6 month objection period from when the 7:00am – 7:00pm time period was introduced and, subject to dealing with objections, can be confirmed. There is nothing to prevent another order being made to re-trial the 7:00am – 7:00pm time period provided there are some differences to the trial, e.g. mitigation works.
6. The aspiration is for a 7:00am to 7:00pm restriction. ‘Off Peak’ daytime hour options are put forward as a way of piloting the basic signing and enforcement requirements and understanding the impacts of the restriction without significantly impacting on the peak hours.
7. This report highlights the economic and public realm benefits of the aspiration for a two-way 12 hour reprioritisation (7am to 7pm).
8. Options available for implementing a trial are therefore:
 - a) Start 10:30am – 4:00pm and run for 6 months, or longer, consider any objections (confirm) then consider making a further order.

Advantages

- It enables a gradual build up
- It provides evidence of learning/listening to residents and businesses and from an off peak period
- It allows early problems to be identified and addressed

Disadvantages

- It is a more complicated message to communicate if a further order is considered in the future as changes and the date/time they take effect must be communicated twice.

- b) Start 10:30am – 5:00pm and run for 6 months or longer, consider any objections (confirm) then consider making a further order for 7:00am - 7:00pm

Advantages

As option a) plus,

- Running up to, but not including, the PM peak allows some learning to take place in relation to slightly higher traffic flows.
- Consistency with current footstreet hours

Disadvantages

As option a) but

- Does start to impinge on the PM peak

- c) Start 7:00am – 7:00pm run for 6 months or longer , consider any objections (confirm)

Advantages

- Starts with the aspirational timescale
- Timescales of restricted hours can be reduced if required during the objection period

Disadvantages

- It does not provide an opportunity to learn from off-peak hours operation

9. It is proposed to reinstate the right turn out of Lendal. In order to do this, for the period of the trial it would involve removal of the pedestrian island. Proposals are being considered for a zebra crossing to be implemented to assist the large volumes of pedestrians that cross the road at this point. It is possible to fit a zebra crossing into the space with some minor engineering alterations to kerbs, however beacons with power supplies would be required and the cost implications of this are still being investigated. In the longer term, if the restrictions were to become permanent there is an option to provide a raised table or different paved area etc to indicate that vehicles do have priority at the junction.
10. It is proposed to enforce the trial with ANPR cameras, in a similar manner to Coppergate with cameras positioned at the Rougier Street end of the Bridge. Exemptions can be made for specific

business related vehicles that will require access. It is likely that some Police support will be required and high level discussions are taking place with the Police to confirm the level of support and resource required and available. Enforcement of the trial is essential to increase the likelihood of success and reduce the risk of abuse.

11. Access only restrictions would apply through St. Leonard's Place, Duncombe Place and Museum Street, with signing along the approaches (Gillygate and Bootham) advising of 'access only' and camera enforcement. Signing will also be placed on station side of the bridge advising on camera enforcement.
12. It is proposed that Saturdays would be included from the beginning of the trial. Flows over Lendal Bridge on Saturdays around mid day are only slightly higher than during the same periods on weekdays. Flows on other parts of the network are in some cases significantly higher on Saturdays and Saturdays will require close monitoring. Saturdays will be useful in understanding potential peak hour implications.
13. As part of the detailed design of the trial close attention will be paid to the loading hours either side of the footstreet hours in relation to consistency, times and locations.
14. In terms of timescales for any permanent restriction, spring 2014 coincides with the opening of the new Park and Rides and the realisation of other BBAF benefits but would be dependant upon the outcomes of the consultation monitoring and any subsequent mitigation works required.
15. The trial will complement the 20mph programme by reinforcing the message that road space must be shared by all modes. Considerate behavior is essential to all users being able to access and use public spaces, the city centre, residential areas and local parks and shops.
16. In relation to the free parking provision after 5:30pm which is aimed at encouraging people into the city centre in the evening; the bridge restriction does not preclude any vehicles accessing free parking or the city centre so in that respect is separate. The trial and any permanent restriction should be considered as an incremental step towards achieving the longer term transport

aspirations for the city, relating to improved public transport offer. Better reliability, frequency, quality, ticketing, delivery through the i-Travel York and Better Bus Area programmes, as well the package of measures put forward through the West Yorkshire Transport Fund will all start to deliver viable alternatives to access the city centre and support an early/evening economy.

Mitigation:

17. York has restricted road space and limited opportunities to undertake physical mitigation measures. The prime response to traffic growth cannot be road based within the main urban area and has to be focused on public transport, walking and cycling. Modelling of the BBAF programme initiatives indicated that it was likely to generate an 18% increase in bus passengers over the two year programme. Modelling work shows that the savings in travel times on bus routes only leads to a relatively small direct increase in bus patronage (+2%). However the modelling work does not take into account improved reliability of bus services, the potential for new routes being opened, the release of vehicles and drivers and subsequent reinvestment in improved frequencies. It is these secondary effects that have the potential to lead to the significantly greater increase.
18. Modelling has provided an indication of what will happen on the network but it is not perfect and some routes and junctions may be more or less affected than the modelling indicates. There are some measures we can undertake and these are set out in the paragraphs below. The trial will help identify locations where the impact is greater or less than predicted as well assist in identifying any additional mitigation measures. It is expected there will be some locations where there can be no mitigation due to the road layout etc.
19. It is proposed to provide additional Network Operator staff to provide proactive management and control utilising the systems available e.g. CCTV, UTC, radio networks etc. These staff would focus on proactive traffic management Monday to Saturday. Saturday is seen as particularly necessary due to the different traffic flow patterns and because in terms of public perception many residents may well experience Saturday network conditions more than on other days. Opportunities may well exist to make

some real improvements to the general operation of the highway network particularly on a weekend.

What will we do?

- A package of measures promoting alternative means of travelling around the city will be developed to coincide with the trial. This will include engaging with York residents and businesses to help them understand their choices about the way they move around the City. Including the initiatives and marketing strategy developed for the LSTF and BBAF projects with additional promotions and incentives such as free / reduced price tickets (currently being discussed with bus operators).
- The possibility of a second Shopmobility site on the west side of the river closer to the station will also be investigated although at this stage the costs are unknown and the availability of a suitable premise has not been identified.
- Delivering the communications/ marketing plan through establishing a new communications / marketing post funding linked to BBAF/LSTF/ Local Transport plan funding.
- Business and personal travel planning are seen as important in encouraging behavioural change working alongside the restriction to further encourage the take-up of public transport, walking and cycling. LSTF funded travel planning is in place covering the northern sector of the city. Extension to other parts of the city to help mitigate against impact of the restriction and to capitalise on the freeing up of the public transport route will require additional resource.
- Improvements to the A59/A1237 roundabout will start imminently as part of Access York. When complete this will reduce congestion at this key junction on the Outer Ring Road and complement the recent improvements made to the other end of the river crossing at the A19, providing a better alternate northern route round the city. New bus priority lanes on Boroughbridge Road are due for completion in 2013 ahead of the opening of the new P&R sites in April 2014.

- Adjustment of traffic signal settings will be made during the trial to capitalise from the reductions in traffic on some routes and to mitigate against the impacts on others. This will be particularly important at certain junctions e.g. Gillygate/Bootham which are important routes in to the city and which can be predicted to experience greater traffic flows as traffic diverts away from St. Leonard's Place.
- Close monitoring of the network using CCTV during all periods of the restriction will be necessary (including weekends). Proactive response to issues relating to obstructions due to loading and adapting signal timings through the trial will require additional staff resourcing of these network operators as part of any trial.
- Bus travel times are currently monitored in real time and historically using the GPS bus tracking system. A bus controller will be in position for the trial to proactively manage all aspects of the bus reliability working with parking control and network management to tackle issues with bus reliability as they arise. The focus will be on protecting services on routes outside of the restriction that may be impacted on by displaced traffic.
- Lining on Burton Stone Lane will be provided to reduce parking immediately adjacent the bus stops to protect bus movement in approaching/leaving the stops.
- The scope for physical mitigation in terms of junction improvements in the city centre is somewhat limited. The completion of James Street link road will at some point provide quite significant relief to Foss Islands Road, in particular the Layerthorpe and Walmgate junctions. Phase 1 already offers options for public transport to avoid the Walmgate Bar Junction.
- Further improvements to the outer ring road are being progressed through the West Yorkshire Transport Body. Whilst the proposed restrictions, will in the short term, inevitably put the outer ring road under some additional pressure this effectively strengthens the case for bidding for its improvement. Discussions with WYTF+ are focusing on an early roll out of the Outer Ring Road improvements.

- Junctions likely to be significantly affected include Water End / Clifton Green. Additional traffic on Water End will also have the potential to lead to an increase the volume of traffic using Westminster Road / The Avenue to avoid the Clifton Green traffic lights. A commitment to address residents concern over the volume of traffic on these streets is necessary, with any appropriate measures being implemented prior to, or at the same time as, any permanent restriction being adopted on Lendal Bridge.
- The Groves area and Burton Stone Lane are also areas that may be impacted by additional traffic flows. The monitoring regime will establish 'before' trial traffic flows and these areas will be targeted for specific monitoring during the trial period to establish what mitigation may be required. Part of the purpose of the trial is to identify locations and impacts and develop mitigation in response where possible.
- Potential for other bus priority measures are being considered as part of the trial and any permanent restriction which would assist local service buses and Park & Ride services. Services likely to require some assistance include the Service 5 on Leeman Road, Service 11 on Nunnery Lane, Service 10, 14 and 8 at Walmgate.

Implementation and Enforcement:

20. As part of the delivery of the project a dedicated project manager will be appointed and a delivery team will be formed to support the development of the trial design and any potential final scheme. The BBAF will be used to support the delivery of the trial.
21. A dedicated traffic operations manager would require to be resourced for the period of the trial and should the restriction be made permanent.
22. A northbound local bus, taxi, cycle only restriction, signed from the city walls at Lendal Arch, will effectively achieve the restriction from this direction. The restriction will be enforced with ANPR cameras and fines will be issued to non-permitted vehicles who proceed through the area during restricted times. Non permitted vehicles can proceed into Rougier Street or turn back round the gyratory system. Note that taxis are currently permitted in the majority of

York bus lanes. (No change is proposed here; taxis provide flexibility in the public transport offer, particularly when carrying luggage or bulky shopping.)

23. A southbound restriction will be in place from the south side of the Lendal/Museum Street junction and will be enforced with ANPR cameras. An 'access only' restriction will be put in place at the junction into St Leonard's Place from Bootham and Gillygate. Advance warning signs will advise of the restriction on through traffic on the Clarence Street, Lord Mayors Walk and Bootham approaches. It is recognised that a number of vehicles will have legitimate access to St Leonard's Place, Duncombe Place etc.

Monitoring & Evaluation

24. A full monitoring and evaluation plan will be established as part of the development of the trial. Data will be collected and monitored relating to traffic flows, volumes, queuing, patronage, air quality, bus reliability and travel times. A baseline dataset will be established that will assist in the evaluation of the trial. Specific data includes:

- traffic, pedestrian and cycle counts at key locations e.g. Lendal Bridge, Exhibition Square, Water End, Leeman Road area, Crichton Avenue, Foss Islands Road, Skeldergate Bridge, city centre, Burton Stone Lane, the Groves area etc. will provide valuable data about volumes and flows
- Bus journey and timing data will identify any impact on bus services.
- Air quality measurements will continue to be made via the existing network of monitoring points and stations.

25. Data that is currently available and will be used to establish the baseline around the city include:

- Traffic counts from ATC counters (60+ sites) covering radials and ORR – this data is updated daily
- Bus and P&R travel times – available for all routes via ACIS operator reports.
- Bus and P&R reliability – available for all routes via ACIS operator reports.

- UTC / SCOOT / UTMC data from traffic signals and loops provide real time (and historical) information on traffic.
- Cycle counts ATC counters (mostly off road routes) are updated monthly.
- CCTV monitoring provides full coverage of inner ring road and most radials.
- CCTV – mobile camera unit.
- Bus and P&R patronage data.
- Travel times from Traffic Master data – although this is data is gathered all year it is only received from the Department for Transport in January for the previous academic year. It does, however, provide a dataset of ‘before’ data for the entire city.
- Bridge Counts conducted annually in September give historical trends and will help establish early indications against the model predictions
- Inner and outer cordon counts conducted annually in September give historical trends and will help establish early indications against model predictions
- Spot classified turning count surveys
- ANPR travel time data
- Air Quality – diffusion tube network provides long term trends
- Car park occupancy

There is potential for:

- Interview surveys to be carried out.
- Additional traffic surveys on key roads.
- Council panel surveys.
- Links to business and personal travel planning.
- New ATC counters or pneumatic loops to be cut on – Leeman Road / Burton Stone Lane / Westminster Road.
- Use of Blue-Tooth vehicle tracking for origin / destination and travel time surveys the technology is available that would give a reasonable spread of data across the city. Costs are currently being investigated.
- ‘On bus’ surveys to identify changes in patronage or travel behaviour.

26. To help assess the impact of the trial a city-wide public consultation would be undertaken as part of the evaluation. Business consultation will be undertaken separately.