

Notice of a public Decision Session - Executive Member for Transport

To: Councillor D'Agorne (Executive Member)

Date: Tuesday, 19 October 2021

Time: 10.00 am

Venue: The George Hudson Board Room - 1st Floor West Offices (F045)

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 Services by **5:00 pm on Thursday 21 October 2021**.

*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 15 October 2021**.

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 - 8)
To approve and sign the minutes of the meeting held on 21 September 2021.

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 our meetings. The deadline for registering at this meeting is at **5.00pm on Friday 15 October 2021**.

To register to speak please visit www.york.gov.uk/AttendCouncilMeetings to fill in an online registration form. If you have any questions about the registration form or the meeting please contact Democratic Services on the details at the foot of the agenda.

Webcasting of Public Meetings
Please note that, subject to available resources, this meeting will be webcast including any registered public speakers who have given their permission.

The 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. Directorate of Place 2021/22 Transport Capital (Pages 9 - 30) Programme – Monitor 1 Report
This report sets out progress to date on schemes in the 2021/22 Transport Capital Programme, and proposes adjustments to scheme allocations to align with the latest cost estimates and delivery projections.

5. Petition by residents of Kexby Avenue and Arnside Place seeking the introduction of Residents Parking (Pages 31 - 52)

This report asks the Executive Member to consider drafting of a further Order to extend the R39B Residents' Priority Parking Zone to include properties in Kexby Avenue.

6. Tadcaster Road Sustainable Modes Improvement Scheme (Pages 53 - 132)

This report sets outs the feasibility work that has been undertaken to determine measures to improve the corridor for sustainable modes within the budget available to be delivered with the major highway maintenance scheme which is due to commence in spring 2022.

7. York Bus Service Improvement Plan (Pages 133 - 192)

This report presents a Bus Service Improvement Plan (BSIP) for York. The Department for Transport (DfT) requires local transport authorities to submit their BSIPs by 31 October 2021.

8. Urgent Business

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

Democracy Officer:

Robert Flintoft

Contact details:

- Telephone – (01904) 555704
- Email – Robert.flintoft@york.gov.uk

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

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

Contact details are set out above.

This information can be provided in your own language.

我們也用您們的語言提供這個信息 (Cantonese)

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

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

Bu bilgiyi kendi dilinizde almanız mümkündür. (Turkish)

(Urdu) یہ معلومات آپنے کی اپنی زبان (بولی) میں بھی مہیا کی جا سکتی ہیں۔

 (01904) 551550

City of York Council	Committee Minutes
Meeting	Decision Session - Executive Member for Transport
Date	21 September 2021
Present	Councillors D'Agorne
Apologies	

18. Declarations of Interest

The Executive Member was asked to declare, at this point in the meeting, any personal interests, not included on the Register of Interests, or any prejudicial or disclosable pecuniary interests that he might have had in respect of business on the agenda. He confirmed he had none.

The Executive Member did not mention item 4. Consideration of results from the consultation to extend the existing R20 Fishergate Residents Parking Zone, was within his Ward and that he had discussed the matter with residents within this capacity.

19. Minutes

Resolved: That the minutes of the Decision Session of the Executive Member for Transport and Planning held on 22 June 2021 and 20 July 2022 be approved and signed by the Executive Member as a correct record.

20. Public Participation

It was reported that there had been nine registrations to speak at the meeting under the Council's Public Participation Scheme.

Cllr Myers presented a petition from the residents of Burton Stone Lane regarding increased traffic and the speed of traffic on the street. He outlined the measures taken by residents and Ward Councillors to monitor and highlight these issues, he noted that Ward funding was agreed to be used in May/June of 2019 but action to mitigate these issues had not been undertaken by the Council. He asked that an update on progress and any delays be given to residents and for greater

collaboration between the Council, Residents, and Ward Councillors in relation to these issues.

Katherine Crocker presented a petition requesting residents parking be installed on Alma Terrace, she noted that while the 50% threshold had not been met with responses, of those that did respond 87% were in favour when the Council balloted residents. She noted other streets that would have residents parking and additional student accommodation being built and due to this impact requested that Alma Terrace be included in a residents parking scheme.

Margaret James also requested that Alma Terrace be included in a residents parking scheme. She noted the additional parking that currently happens on the street and the impact on the streets residents. She noted the residents petition which had 18 responses with 13 in favour and 5 against.

Anthony May spoke on behalf of York Civic Trust, he raised concerns that cycling in York had declined in 2019 by a sixth but had risen nationally by 10%. He questioned why some council schemes and others deferred until next year. He outlined that he believed the Council misinterpreted government guidance resulting in schemes not being taken forward. He noted his concern that current policy would not prevent a decline in cycling and asked that changes be made and faster schemes be taken forward.

Cllr Melly raised concerns that projects to improve cycle provisions lacking progress. She noted that schemes from two years prior had yet to receive preliminary work. She asked whether feasibility work had been completed on a city centre cycling travel route and an update on the use of funding to remove barriers to cycling. She also asked what progress had been done regarding a cycling project on Wigginton Road which she stated was not included in the report.

Cllr Douglas raised concerns that a digital only parking permit scheme proposed for residents parking schemes would provide a equality issue effecting some residents ability to use the scheme. She also noted that some residents have concerns about how a digital scheme could be enforced, she asked whether a digital scheme would prevent carers from parking on a street, where with paper permits the resident would be able to supply them with a permit for the length of their stay. She also

noted with digital it would be hard for residents to raise potential non-resident parking in the area.

Anwen Hughes requested that Alma Grove and Alma Terrace both be included in the residents parking scheme, he noted that while the streets did not meet the 50% threshold, many households were unaware of the importance of the 50% threshold and it would have been meet if that was more ideally known. With Kilburn Road being recommended to be approved he noted that this would also increase parking within non resparking streets.

Janet McLeod raised concerns that introducing residents parking to Kilburn Road will mean additional parking on streets such as Edgware Road where residents parking will not be in place. She asked that Edgware Road residents be balloted again once any impact of the residents parking on Kilburn Road be in place. She also noted that Edgware Road was an unadopted road and asked whether signs could be used to not it would be trespassing to park on the street.

Cllr Vassie raised the Heslington to Wheldrake cycle path and asked that action be taken to deliver the path. He noted the funding earmarked for the path, the Civic Trusts support, and residents support. He noted the need for more sustainable travel in York to create a carbon free York and questioned therefore if additional feasibility studies were required.

21. Consideration of results from the consultation to extend the existing R20 Residents Parking Zone

While not part of the consultation to extend the existing R20 Residents Parking Zone the Executive Member requested an update on Kexby Avenue. Officers noted that Kexby Avenue was scheduled to be considered by the Executive Member in October and was part of the University Residential Parking Scheme following a petition from residents and could be taken out for consultation.

In regards to the consultation to extend the existing R20 Residents Parking Zone, officers noted that due to only one street meeting the 50% threshold of responses, their recommendation was therefore for Kilburn Road to be added to residents parking zone.

The Executive Member noted concerns raised by the public participants about the potential impact on streets not included within the scheme and those streets that came close to the 50% threshold of responses. Regarding Edgeware Road it was noted that as a majority of residents voted against joining the residents parking zone and as a unadopted road the council could not add limits to the road. It was confirmed that the Edgeware Road could be reconsulted following the inclusion of Kilburn Road to the residents parking zone if they bring a petition forward.

Alma Terrace and Alma Grove were considered due to the high number of residents in favour of those that responded, but having missed out on the 50% threshold, was not recommended for inclusion. The Executive Member noted that due to the geography of both streets and the large number of responses, he requested that both streets be advertised to join the residents parking zone.

With the new student accommodation in the area Fredrick House it was confirmed that the developers had to survey before and after the development on parking. The Executive Member also enquired about whether R20 was the right Residents Parking Zone for these streets to join and asked that this be reviewed.

Resolved:

- i. That Kexby Avenue which had been considered as part of the University Residential Parking Scheme be consulted on with residents again following a petition from residents;
- ii. That approval be given to advertise an amendment to the York Parking, Stopping and Waiting Traffic Regulation Order to introduce Residents' Priority Parking for Kilburn Road, Alma Terrace, and Alma Grove;
- iii. Officers to consider and consult with the Executive Member whether Kilburn Road, Alma Terrace, and Alma Grove should be added to the R20 Residential Parking Scheme or to another scheme due to geographical locations of R20 to the location of the additional streets.

Reason: To implement adequate parking management in line with the council's objectives as stated in the Local Transport Plan and the stated preferences of residents from the streets consulted.

22. Vehicle Activated Speed (VAS) Indicator Signs Trial Update

Officers introduced the report and the Executive Member noted that he was happy to approve option 2.

Resolved:

- i. Approved Option 2 in the report: to change the VAS Policy to include Speed Indicator Devices as an alternative sign, which provide feedback to drivers as follows:
 - A vehicle's speed and thank you message for vehicles travelling at or below the posted speed limit.
 - The speed limit roundel and a slowdown message for vehicles exceeding the speed limit.

All VAS/SID sites must still meet the criteria established in the existing policy. The change to the policy would only be applied to new sites or existing sites where replacement is required due to failure, unless external funding is available.

Reason: To provide an alternative sign type at VAS sites as requested by many Ward and Parish Councillors.

23. Delivery Plan for Active Travel Fund Programme

Officers outlined the report and noted that they would look into cycling on Wigginton Road raised under public participation. They also noted the work being undertaken regarding the consultation on My City Centre that is linked to the Executive decision on the footstreets. They also highlighted that £100,000 had been allocated by Executive to examine barriers in the city that impact cycling, they did not however, that barriers were often installed to reduce anti-social behaviour raised by residents and a balance should be considered if considering their removal or alteration.

It was noted that the Heslington to Wheldrake scheme was scheduled for January 2023 to November 2023. Officers noted that their focus was on delivery of schemes, but highlighted challenges such as land ownership that can affect the ability to deliver. They also noted that the Council's understanding was that government funding outlined for schemes would not be withdrawn, and would therefore still be in place for the delivery of schemes outlined in the program.

The Executive Member welcomed an approach being focused on the delivery of schemes and noted the potential of York as a flat city for more active travel opportunities. He also noted concerns that timescales for delivery had been to slow and that too many single occupancy car journeys took place across the city. He noted that he approved of quarterly updates but asked that additional detail be added whether in conjunction with the capital reports or separately. He also outlined the need to speed up the delivery of schemes and hoped that this would be reflected in future reports timescales of schemes delivery.

Discussion took place around the delivery of a number of schemes within the report including University Road, the Executive Member noted his concern that the scheme had significant expenditure attached and enquired as to whether road space could be allocated to make the scheme simpler to complete and more cost effective. Officers noted the current challenges to the scheme and outlined that delegation to the Director of Environment Transport and Planning could be given to explore the use of a traffic regulation order on the main carriageway for allowance of pedestrian access.

Resolved:

- i. Noted the update on the Active Travel Programme contained within this report and accompanying annexes;
- ii. To delegate to the Director of Environment Transport and Planning to implement a traffic regulation order on the main carriageway for allowance of pedestrian access;
- iii. Noted that a further funding bid has been submitted and we are awaiting the outcome. For those items on the programme where it is noted "subject to successful bid", these schemes will only be

- progressed as part of this programme if the bid is successful;
- iv. Noted the programme status summary, will be included in future Capital Monitoring Reports, to provide updates on the status of the programme.

Reason: To note the progress of the Active Travel Fund Programme ,and to ensure safe passage on University Road for pedestrians on the main carriageway.

Cllr A D'Agorne, Executive Member for Transport
[The meeting started at 10.03 am and finished at 11.35 am].

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Decision Session – Executive Member for Transport**19 October 2021**

Report of the Director of Environment, Transport and Planning

Directorate of Place Transport Capital Programme – 2021/22 Monitor 1 Report**Summary**

1. This report sets out progress to date on schemes in the 2021/22 Transport Capital Programme, and proposes adjustments to scheme allocations to align with the latest cost estimates and delivery projections.

Recommendations

2. The Executive Member is asked to:

- 1) Approve the amendments to the 2021/22 Directorate of Place Transport Capital Programme.

Reason: To implement the council's transport strategy identified in York's third Local Transport Plan and the Council Priorities, and deliver schemes identified in the council's Transport Programme

- 2) Approve the increase in budget allocation and the progression of the improvements to the footway on University Road, funded by Ward Funding and from the Pedestrian Minor Schemes budget ahead of any potential future restriction to the highway.

Reason: To address the defective footway following a review by the Director of Environment, Transport and Planning as indicated in paras. 26 to 29.

Background

3. Following approval at Budget Council on 25 February 2021, the Transport Capital Budget for 2021/22 was confirmed at £44,241k. The

budget was then amended to £22,095k in June 2021 when the Executive Member was presented with the Consolidated Transport Capital Programme, which included all schemes and funding carried forward from 2020/21, and adjusted the spend profile for the Outer Ring Road and Station Frontage major schemes.

4. The approved budget includes funding from the Local Transport Plan (LTP) grant and council resources, and significant funding from various external sources, including grant funding from the European Regional Development Fund (ERDF) for the completion of the Hyper Hubs project, the National Productivity Investment Fund, the West Yorkshire Transport Fund, the Transforming Cities Fund and funding from the Department for Transport for the Outer Ring Road Dualling scheme.
5. There are a number of schemes in the programme where progress was delayed in 2020/21 due to the impact of the Covid-19 pandemic, as Transport Service resources were focused on the emergency Covid measures and developing and implementing the Emergency Active Travel schemes, and staff in the Highways section were redeployed to Waste Services to ensure essential services could continue throughout the pandemic. These schemes have been included in the 2021/22 transport capital programme, and feasibility and design is now being progressed to develop schemes for implementation.

2021/22 Major Schemes

6. The allocations within the Major Schemes block will deliver a significant programme of improvements to the city's infrastructure. Funding for these schemes has been secured from several external funding sources, with contributions from the council's capital budgets agreed to support these projects.
7. Following public consultation on the Outer Ring Road scheme in 2020/21, a report was presented to the September Executive meeting setting out the results of the public engagement process. The results showed that 79% of respondents supported the scheme proposals but there were concerns across a number of areas, chiefly about poor cycling and walking facilities. The project team have recommended a revised scheme which addresses many of these concerns.
8. Following the approval of the revised scheme in September, a planning application for the scheme will be submitted in October 2021. In parallel, work is in progress to acquire land, develop the business case

and complete the detailed design for the scheme. The construction stage is expected to start in mid-2023. Following a review of expected costs and timescales, the 2021/22 funding allocation has been adjusted to reflect the revised spend profiles for the scheme.

9. Planning approval was granted for the Station Frontage scheme in February 2021, and work on the scheme has continued in 2021/22. The utility diversion works are expected to start in winter 2021, with the main highway works planned for summer 2022, and the station works planned to start in autumn 2022. The 2021/22 funding allocation has been adjusted to reflect the revised spend profiles for the scheme, following a review of expected costs and timescales, and the scheme is expected to be completed in autumn 2023.
10. Work on the Hyper Hub at Monks Cross Park & Ride site has continued, but there have been some delays to the power supply upgrade works required for the site, and it is now expected to open in autumn 2021. The construction of the Poppleton Bar site started as planned in April, and the site will open in the autumn. Work is continuing on the proposed Hyper Hub at Union Terrace car park, and a planning application is being developed for the scheme.
11. Work on the Smarter Travel Evolution Programme is continuing as planned. The real-time traffic model has been completed and is now in use, and work on the data platform and communications upgrades is continuing and will be completed in 2021/22.
12. The work to install electric vehicle charging equipment in car parks has continued, but there have been some delays to the power supply works being carried out by Northern Powergrid. However, it is expected that all sites will be completed in autumn 2021.
13. The detailed design for the City Centre Access/ Hostile Vehicle Mitigation measures is being progressed as agreed by the Executive, and delivery of the scheme will be progressed later in the year.
14. Following the decision to create a city centre Clean Air Zone (CAZ), an allocation was included in the Transport Capital Programme to fund work carried out by bus companies to improve emissions from their bus fleets. The majority of the conversion work was completed in 2020/21, and the remaining work on the Connexions and the First York bus fleets will be completed in 2021/22.

15. Following the recent report to the Executive regarding the proposed new railway station in Haxby, work will continue with Network Rail to develop the scheme during 2021/22. The council has been awarded £400k grant funding from the Department for Transport for the development of the scheme, with an additional £250k available from Council Resources to fund land purchase costs. A decision on funding for the full scheme is expected from the Department for Transport in 2022.
16. The council has been awarded £1.4m grant funding from the Transforming Cities Fund for the Tadcaster Road Transport Enhancements scheme to make improvements for cyclists and other sustainable transport modes, as part of a wider maintenance scheme being progressed by the council. Preliminary design and feasibility work has been completed and a public consultation has been carried out, which is reported in a separate item on the agenda to this meeting. It is proposed to add £150k to the 2021/22 budget for the completion of the detailed design for this scheme, with the remaining funding allocated to the 2022/23 capital budget for implementation of the scheme.
17. The Scarborough Bridge Cycle Routes project includes several schemes to improve facilities for cyclists on the approaches to the Scarborough Bridge Footbridge. The improvements to the Marygate Car Park path were completed earlier in the year, and following a trial allowing cyclists to use High Petergate during Footstreets hours carried out in 2020/21, approval has been granted to make this permanent.
18. The work at the Bootham/ St Mary's junction was planned to start in September, but this was deferred due to the need for the Bootham/ Gillygate traffic signals upgrade to be implemented in September due to safety issues raised following a survey of the traffic signals equipment, and the work is now planned for later in the year. The construction of a ramp at the end of St Mary's to provide a step-free access for pedestrians and cyclists has been delayed due to the need for utility equipment diversions, and once these have been carried out, the construction of the scheme can be progressed.
19. A new allocation of £355k has been added to the programme to support the delivery of the Castle Gateway Masterplan to improve accessibility for pedestrians and cyclists, and increasing levels of travel using active modes, as part of the redevelopment of the Castle Gateway area. This is funded through a grant from the West Yorkshire Transport Fund.

2021/22 Transport Schemes

20. A review of the current programme has identified schemes where the allocations need to be amended to reflect scheme progress and updated cost estimates.
21. Section 106 funding has been received from the Germany Beck development for improvements to bus stops in the vicinity of the site. The first phase of this work has been completed, and it is proposed to increase the allocation by £14k to allow additional works to be carried out in 2021/22.
22. Funding has also been received from the developer of the Windmill Lane (Hull Road) site for the installation of real-time information screens at bus stops near the site, and it is proposed to add £21k developer funding to the programme to fund this work in 2021/22.
23. It is proposed to reduce the allocation for the Park & Ride Advance Signage scheme to £40k, as the cost of the planned works is lower than originally estimated. The installation of the new signs will be completed in autumn 2021.
24. The council has successfully bid for an additional £500k grant funding from the Department for Transport for additional upgrades to traffic signals through the Traffic Signal Asset Renewal (TSAR) programme. This will be used to upgrade additional pedestrian crossing sites across the city.
25. It is proposed to increase the allocation for the Dropped Kerbs programme to £85k to fund the installation of additional dropped kerbs in the Footstreets area of the city centre.
26. There were two schemes for University Road. A scheme funded by Ward Funding and the Pedestrian Minor Schemes budget for improvements to the footway on University Road (following damage from tree growth), and it was proposed to increase the Pedestrian Minor Schemes allocation to £35k for the contribution to this scheme. This initial work to improve the footpath was planned to be progressed in advance of the Active Travel Fund scheme to implement a cycle route between Wheldrake and Heslington.
27. However, at the 21 September Decision Session, the following decision was made regarding the University Road proposals:

“To delegate to the Director of Environment Transport and Planning to implement a traffic regulation order on the main carriageway for allowance of pedestrian access.

Reason: To ensure safe passage on University Road for pedestrians on the main carriageway.”

28. Following the delegation to the Director of Environment, Transport and Planning, further analysis and consultation with local stakeholders has taken place and new information has been presented regarding the immediate impact to the highways and the need for further work and consultation ahead of any potential future restrictions of the highway.
29. Therefore, following the representation from Ward Councillors and in light of new information, it is recommended that the originally proposed improvements to the footway on University Road, funded by Ward Funding and from the Pedestrian Minor Schemes budget, should proceed ahead of any potential future restriction to the highway.
30. The allocation for the Navigation Road Cycle Scheme has been increased to £40k, as the cost estimate for the implementation of the one-way plug scheme was higher than originally expected. This scheme was developed as part of the Emergency Active Travel Fund programme in 2020/21, but was not completed last year.
31. Funding has also been allocated for the completion of the Emergency Active Travel Fund scheme to improve signage on city centre bridges to reduce conflicts between cyclists and other vehicles.
32. Details of the costs of the Local Safety Schemes programme have been added to the capital programme, and the allocations for the Elvington Lane and Sim Balk Lane Speed Management schemes have been increased, due to the higher cost of the planned work to replace existing speed cushions and associated resurfacing work.
33. The allocation for the Hempland Avenue Speed Management scheme has been increased due to the higher cost of the resurfacing work required for the scheme. The scheme aims to reduce vehicle speed at the Hempland Avenue/ Hempland Lane junction by narrowing the carriageway at the junction.

34. It is proposed to reduce the allocation for the Bridge Maintenance programme to £515k and slip the funding allocated for the Lendal Bridge Maintenance scheme to 2022/23, as this scheme will not be implemented in 2021/22. Some resurfacing work was carried out recently in order to improve the road surface, and the bridge maintenance scheme will be progressed in future years.
35. The allocation for the Flood Sign Renewal scheme has been increased to £200k with the addition of carryover funding from 2020/21, and a programme of work is currently being developed for implementation in 2021/22.
36. No other changes are proposed to schemes in the transport capital programme at this stage of the year. A number of schemes have already been completed including upgrades to traffic signals at six locations through the TSAR programme, improvements to car park signage, installation of new Pay-on-Exit systems at Marygate and Piccadilly car parks, and measures to improve safety at Clifton Green Primary School and to extend the existing 20mph limit in Osbaldwick. Feasibility and design work is being progressed on the remaining schemes for implementation later in 2021/22.
37. Details of the revised budgets are shown in Annexes 1 and 2 to this report.
38. Following the award of grant funding from the Emergency Active Travel Fund (EATF) in 2020/21, and the government's Active Travel Fund (ATF) in 2021/22, the transport capital programme now includes a number of schemes being progressed as part of the council's Active Travel Programme to encourage the use of active travel modes (walking and cycling) through the provision of new/ improved infrastructure for across the city. This includes the Cycling Schemes allocation, completion of EATF schemes from 2020/21, and the schemes in the Active Travel Fund Tranche 2 programme.
39. An update on the Active Travel Programme was presented to the September Decision Session meeting, with an outline of the proposed schemes and timescales, and details of the programme are shown in Annex 3 to this report.

Consultation

40. The capital programme is decided through a formal process using a Capital Resources Allocation Model (CRAM). CRAM is a tool used for allocating the council's capital resources to schemes that meet corporate priorities.
41. Funding for the capital programme was agreed by the council on 25 February 2021. While consultation is not undertaken on the capital programme as a whole, individual scheme proposals do follow a consultation process with local councillors and residents. A wider consultation regarding the council's budget for 2021/22 was carried out in winter 2020, as part of the process of developing the council's 2021/22 Budget.

Options

42. The Executive Member has been presented with a proposed programme of schemes, which have been developed to implement the priorities of the Local Transport Plan (LTP3) and the Council Plan.

Analysis

43. The programme has been prepared to meet the objectives of LTP3 and the Council Plan as set out below; implement the City Centre Access & Safety Scheme; complete the Hyper Hubs schemes; progress the Smarter Travel Evolution Programme; and progress the Outer Ring Road upgrades and Station Frontage major schemes.

Council Plan

44. The Council Plan has Eight Key Outcomes:

- 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

45. The Transport Capital Programme supports the prosperity of the city by improving the effectiveness, safety and reliability of the transport network, which helps economic growth and the attractiveness for visitors and residents. The programme aims to reduce traffic congestion through a variety of measures to improve traffic flow, improve public transport, provide better facilities for walking and cycling, and address road safety issues.
46. Enhancements to the efficiency and safety of the transport network will directly benefit all road users by improving reliability and accessibility to other council services across the city.
47. The capital programme also addresses improvements to the transport network raised by residents such as requests for improved cycle routes, measures to address safety issues and speeding traffic, and improvements at bus stops such as real-time information display screens and new bus shelters.

Implications

48. The following implications have been considered.

- **Financial:** See below.
- **Human Resources (HR):** In light of the financial reductions in recent years, the Executive Member's attention is drawn to the fact that the majority of Highways and Transport staff are now funded either through the capital programme or external funding. This core of staff are also supplemented by external resources commissioned by the council to deliver capital projects, which provides flexible additional capacity and reflects the one-off nature of capital projects.
- **Equalities:** There are no Equalities implications.
- **Legal:** There are no Legal implications.
- **Crime and Disorder:** There are no Crime & Disorder implications.
- **Information Technology (IT):** There are no IT implications.
- **Property:** There are no Property implications.
- **Other:** There are no other implications.

Financial Implications

49. As detailed earlier in this report, there are a number of new funding allocations to be added to the 2021/22 Transport Capital Programme. The Local Transport Plan grant allocation has been increased as a higher grant award was received for 2021/22. Additional funding from

various sources has also been added to the programme, including additional developer funding (Section 106) for bus stop improvements, grant funding from the Department for Transport for additional traffic signal upgrades, additional council resources and grant funding from the Department for Transport for the Haxby Station scheme, funding from the Transforming Cities Fund for transport improvements on Tadcaster Road, and an allocation from the West Yorkshire Transport Fund for the Castle Gateway Transport Development work.

50. The funding allocation for the Lendal Bridge Maintenance scheme has been slipped to the 2022/23 capital programme as the scheme will not be progressed in 2021/22, and some amendments have been made to allocations for individual schemes following revised cost estimates for the proposed work.
51. If the proposals in this report are accepted, the Economy & Place Transport Capital budget for 2021/22 would be amended to £21,879k, as set out in Annex 1 to this report.

Risk Management

52. For larger schemes in the programme, separate risk registers will be prepared and measures taken to reduce and manage risks as the schemes are progressed throughout 2021/22.

Contact Details

Author:

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Directorate of Place
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Chief Officer Responsible for the report:

James Gilchrist

Director Environment, Transport and Planning

Report Approved



Date 01/10/21

Specialist Implications Officer(s) List information for all

Wards Affected: *List wards or tick box to indicate all*

All

For further information please contact the author of the report

Background Papers:

Directorate of Place 2021/22 Transport Capital Programme Budget Report –
13 April 2021

Directorate of Place Transport Capital Programme 2021/22 Consolidated
Report – 22 June 2021

Annexes

Annex 1: 2021/22 Transport Budget

Annex 2: 2021/22 Transport Capital Programme

Annex 3: 2021/22 Active Travel Programme

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Annex 1 - Council Approved 2021/22 Transport Capital Budget

Funding	2021/22 Budget £1,000s	Amend ments	Revised Budget £1,000s
Local Transport Plan Grant	1,570	12	1,582
Traffic Signal Asset Renewal Programme	1,387	500	1,887
Developer Funding (Section 106)	62	35	97
Clean Bus Technology Grant	312		312
Local Transport Plan Schemes (CYC Funding)	745		745
Walking & Cycling Schemes (CYC Funding)	500		500
Bishophill/ Micklegate Public Realm Improvements	230		230
CCTV Upgrades Programme	157		157
Access Barrier Review	100		100
Car Park Improvements	38		38
Active Travel Fund Tranche 2 Grant	500		500
Active Travel Fund Tranche 2 Match Funding	600		600
Bridge Maintenance	1,615	-1,100	515
City Fibre Network	410		410
Flood Sign Renewal	150	50	200
Outer Ring Road Dualling	3,585	-478	3,107
Station Frontage	5,253	-390	4,863
Hyper Hubs	927		927
Smarter Travel Evolution Programme	1,501		1,501
EV Charging Asset Replacement	374		374
City Centre Access & Security	1,332		1,332
Clean Air Zone	463		463
Scarborough Bridge	283		283
Haxby Station	-	650	650
Tadcaster Road Transport Improvements	-	150	150
Castle Gateway Transport Development	-	355	355
Total	22,095	-216	21,879

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Scheme Ref	2021/22 Transport Capital Programme	Total 21/22 Budget	Proposed M1 Budget	Funding Source
		£1,000s	£1,000s	

Public Transport				
PR01/21	P&R Site Upgrades	100	100	Local Transport Plan
PR02/21	Rawcliffe Bar Resurfacing	120	120	Council Resources
PT01/21	Bus Stop Improvements	100	100	Local Transport Plan
PT02/21	Regional RTPI Programme	126	126	Council Resources
PT03/21	Dial & Ride Buses	160	160	Local Transport Plan/ Council Resources
PT04/21	Germany Beck Bus Stops	24	38	
New	Hull Road/ Windmill Lane Bus Stops		21	Developer Funding
Public Transport - Carryover Schemes				
PT01/17	P&R Advance Signage	80	40	Council Resources
TM08/15	School Bus Exhaust Refits/ Tour Bus Conversions	312	312	Government Grant
PT02/14				
PR01/20	P&R Token Barriers	35	35	Council Resources
Total Public Transport		1,057	1,052	

Traffic Management				
TM01/21	Air Quality Monitoring	20	20	Local Transport Plan
TM02/21	Signing & Lining	70	70	Local Transport Plan
TM03/21	TSAR Programme	1,387	1,887	Council Resources/ Government Grant
	A19 Shipton Road / P&R Access			
	Hawthorn Road nr Lime Tree Ave			
	Front Street, Acomb			
	Haxby Road nr Park Avenue			
	Bootham / Gillygate Junction			
	Malton Road / Elmfield Avenue Junction			
	Heworth Green nr Dodsworth Avenue			
	Scarcroft Road / Scarcroft Hill			
	Micklegate Resurfacing			
	Clifton Moorgate/ Hurricane Way			
	Additional TSAR Schemes			
	TSAR Previous Years			
TM04/21	Coppergate One-Way Closure	100	100	Local Transport Plan
Traffic Management - Carryover Schemes				
TM05/19	Bishophill/ Micklegate Access Control	230	230	Council Resources
TM03/20	CCTV Asset Renewal	157	157	Council Resources
TM07/18	Hungate CCTV	38	38	Developer Funding
TM03/19	Car Park Direction Signage	20	20	Local Transport Plan
TM07/19	Wigginton Road Multi-Modal Study	50	50	Local Transport Plan
TM08/19	Fulford Road Corridor Improvements	45	45	Local Transport Plan
TM10/19	Hopgrove Lane South Review	5	5	Local Transport Plan
TM14/19	The Groves Traffic Restrictions	50	50	Local Transport Plan
TM09/19	Car Park Improvements	38	38	Council Resources
TM06/19	City Centre Footstreets VMS	10	10	Council Resources
Total Traffic Management		2,220	2,720	

Scheme Ref	2021/22 Transport Capital Programme	Total 21/22 Budget	Proposed M1 Budget	Funding Source
		£1,000s	£1,000s	

Pedestrian & Cycle Schemes				
CY01/20	Cycle Schemes	600	600	Local Transport Plan/ Council Resources
	University East-West Campus Link			
	City Centre North-South Cycle Route			
	Rougier Street/ Tanners Moat Cycle Gap			
	Fishergate Gyroratory Pedestrian & Cycle Improvements			
	Hospital Fields Road Cycle Improvements			
	Orbital Cycle Route - Lawrence Street/ James Street/ Regent Street Crossing Improvements			
	Accessibility Improvements (Cycle Barriers)			
	Terry's - Riverside Path Ramp Improvements			
	Skeldergate - Cycle Improvements at Build-outs			
	Fulford Road - Frederick House Development Improvements			
	Tang Hall Lane / Foss Islands Path Access Improvement			
	Nunthorpe Grove / Southlands Rd Point Closure Improvements			
	Nunnery Lane - conversion of Victor Street Puffin to Toucan			
	Manor Lane/ Shipton Road Junction Improvements			
	Cycle Margin Works			
CY01/21	Access Barrier Review	100	100	Council Resources
CY02/21	Cycle Minor Schemes	50	50	Local Transport Plan/ Council Resources
CY03/21	Business Cycle Parking	20	20	Council Resources
PE01/21	Dropped Kerbs	40	85	Local Transport Plan/ Council Resources
PE02/21	Pedestrian Minor Schemes	10	35	Local Transport Plan/ Council Resources
PE03/21	Pedestrian Crossing Review	100	100	Council Resources
	Wetherby Road			
	Heworth Green (near Malton Ave)			
	Main St Copmanthorpe			
	Main Street Elvington			
PE04/21	New Schemes			
	PROW Structural Repairs			
Pedestrian & Cycle Schemes - Carryover Schemes				
CY02/19	Navigation Road Cycle Route	20	40	Local Transport Plan
EATF	Bootham Bar-Clifton Green Cycle Route	35	35	Local Transport Plan/ Council Resources
EATF	EATF Bridge Signage		15	Local Transport Plan
Total Pedestrian & Cycle Schemes		1,025	1,130	

Safety Schemes				
SR01/21	22/23 Programme Development	5	5	Local Transport Plan
SR02/21	Osbaldwick Primary SRS	10	10	
SR01/20	St Marys Primary - Askham Richard	10	10	
SR02/20	OLQM – Hamilton Drive	4	4	
SR03/20	Primary School – Road Closures	3	3	
SR06/18	St Barnabas Primary School	15	15	
SR01/19	Clifton Green Primary SRS	10	10	
Local Safety Schemes				
LS01/19b	Fawcett Street / Paragon Street LSS			
LS01/20	Review of Cluster Sites			

Scheme Ref	2021/22 Transport Capital Programme	Total 21/22 Budget	Proposed M1 Budget	Funding Source
		£1,000s	£1,000s	

LS02/20	Monkgate Roundabout Review	50	50	Local Transport Plan	
LS03/20	Stage 4 RSA Reviews				
LS01/21	22/23 Programme Development	30	30		
LS01/19a	Foss Islands Road LSS				

Scheme Ref	2021/22 Transport Capital Programme	Total 21/22 Budget	Proposed M1 Budget	Funding Source
		£1,000s	£1,000s	

Danger Reduction				
DR01/21	Reactive Danger Reduction		2	
DR02/21	2022/23 Programme Development		1	
DR03/21	Danger Reduction Schemes A19 south of Skelton Acaster Malbis, near Ship Inn Askham Lane / Ridgeway roundabout Green Lane roundabout, Clifton Jockey Lane/ Monks Cross Link Wheldrake Lane / York Rd, Elvington	30	12	Local Transport Plan
DR03/20	Stockton Lane Vehicle Activated Sign (VAS)		15	
Speed Management Schemes				
SM01/21	Speed Management Review Heslington Lane 20mph Zone Review SMS Howard Link Rawcliffe SMS New Lane Acomb SMS Rawcliffe Drive SMS Wigginton Road SMS	50	25	
SM02/21	2022/23 Scheme Development		5	
SM03/21	Vehicle Activated Signs Review		10	
SM04/21	SID Trial		5	
SM01/18	Alness Drive Speed Management		5	
SM01/20	Elvington Lane SM	50	52	
SM02/20	Sim Balk Lane SM	10	15	
SM04/17	Hemland Avenue SM	30	60	
SM03/19	Osbaldwick 20mph Limit	5	5	
Total Safety Schemes		312	349	

Scheme Development				
Var.	Future Years Scheme Development	50	50	Local Transport Plan
Var.	Previous Years Costs	50	50	Local Transport Plan
-	Staff Costs	250	250	Local Transport Plan/ Council Resources

Total Scheme Development	350	350
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Total Integrated Transport Programme	4,964	5,601
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Active Travel Fund				
Var.	Active Travel Fund Tranche 2 A1237 Ouse Bridge Cycle Route Shipton Road Cycle Route City Centre Accessibility Wheldrake to Heslington Pedestrian & Cycle Improvements Acomb Road Cycle Lanes People Streets (Ostman Road)	1,100	1,100	Government Grant/ Council Resources

Total Active Travel Fund	1,100	1,100
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Structural Maintenance				
BR01/18	Bridge Maintenance	1,615	515	

Scheme Ref	2021/22 Transport Capital Programme	Total 21/22 Budget	Proposed M1 Budget	Funding Source
		£1,000s	£1,000s	
SM01/19	City Fibre Network	410	410	Council Resources
SM01/21	Flood Sign Renewal	150	200	
Total Structural Maintenance		2,175	1,125	

Scheme Ref	2021/22 Transport Capital Programme	Total 21/22 Budget	Proposed M1 Budget	Funding Source
		£1,000s	£1,000s	

Major Schemes

Major Schemes				
OR01/17 OR02/17	York Outer Ring Road - Dualling	3,585	3,107	Government Grant
YC01/17	Station Frontage	5,253	4,863	Government Grant
TM07/16	Hyper Hubs	927	927	Government Grant/ Council Resources
STEP	Smarter Travel Evolution Programme	1,501	1,501	Government Grant
TM04/20	EV Charging Asset Replacement	374	374	Council Resources
TM07/18	City Centre Access & Safety	1,332	1,332	Council Resources
CZ01/19	Clean Air Zone	463	463	Council Resources
HS01/21	Haxby Station	50	700	Government Grant/ Council Resources/ Local Transport Plan
TR01/21	Tadcaster Road Transport Enhancements	50	200	Local Transport Plan/ Government Grant
CY04/15	Scarborough Bridge Sub-Projects	303	303	Government Grant/ Local Transport Plan
PR01/18	Low Emission Bus Strategy	200	200	Council Resources
New	Castle Gateway Transport Development		355	Government Grant

Total Major Schemes	14,039	14,326
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Total Programme	22,278	22,152
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Overprogramming	183	273
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Total Budget	22,095	21,879
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Fin year 21/22
Fin year 22/23
Fin year 23/24
LTP

Status of Active Travel Programme Schemes		Notional Funding Assignment (£000)	<i>Brief</i>	Preliminary Design and Feasibility	Consultation	Decision	Detailed Design and Commissioning	Construction	Completion
Project	Dates reflect when the activity is complete								
Navigation Road Cycle Route	20	Provision of One Way Plug on Navigation Rd to reduce traffic and improve cycle route. Link with Local Safety Scheme on Foss Islands Rd	Complete	Complete	Complete	Complete	Complete	Oct-21	Fin year 21/22
A1237 section over the river Ouse	120	Provision of segregated Cycle Route on A1237 between Great North Way and A19.	Dec-21	Jan-22	Feb-22	Mar-22	Sep-22	Fin year 22/23	
Tadcaster Road (Transforming Cities Fund)	1400	Provision of on road and off road cycle routes from Sim Balk Lane to the Mount to link in with Highway Maintenance Scheme	Complete	Sep-21	Oct-21	Feb-22	TBC		Fin year 22/23
A19	305								
A19 Rawcliffe to Rawcliffe lane		Provision of improved cycle facilities/lanes. Complexity of delivery may mean a two phase approach (reflected in the construction milestones)	Nov-21	Jan-22	Feb-22	Apr-22	Oct 22 (Ph1) Jun 23 (Ph2)		Fin year 22/23
A19 Clifton Green to Rawcliffe lane		Provision of improved cycle facilities/lanes	Nov-21	Jan-22	Feb-22	Apr-22	Jan-23		Fin year 22/23
A19 Bootham Bar-Clifton Green Cycle Route		Provision of improved cycle facilities/lanes on Bootham	Nov-21	Jan-22	Feb-22	Apr-22	Jan-23		Fin year 22/23
Wheldrake Heslington path	250	Provision of cycle route between Wheldrake and Heslington	Apr-22	Jun-22	Jul-22	Jan-22	Nov-22		Fin year 22/23
City Centre North-South Cycle Route		Improved signing High Petergate, Minster Yard, Deangate, Goodramgate, Aldwark, Hungate, Navigation Road and Walmgate	Mar-22	May-22	Jun-22	Aug-22	Oct-22		Fin year 22/23
St Georges Field Crossing	100	Signalised Toucan Crossing of Tower Street near St Georges Field Car Park entrance to link with Castle Gateway bridge	Mar-22	Apr-22	Jul-22	Jan-22	Jan-23		Fin year 22/23
Acomb Road	200	Provision of Cycle lanes on Acomb Rd/York Rd Acomb	Dec-21	Jan-22	Mar-22	Jun-22	Nov-22		Fin year 22/23
People Streets	80	Measures to improve environment for Cyclists/pedestrians on Ostman Rd near Carr Junior/Infant schools	Nov-21	Dec-21	Apr-22	Jul-22	Jan-23		Fin year 22/23
City centre bridges		Review and campaigns for improving behaviours on bridges (inc. close passing)	Mar-22	May-22	Jun-22	Aug-22	Oct-22		Fin year 22/23
City Centre Cycle Parking Improvements (subject to successful bid)	150	Upgrade of existing cycle parking facilities, introduce provision for adapted cycles and look at City centre lockers/secure storage	Jul-22	Sep-22	Oct-22	Dec-22	Feb-23		Fin year 22/23
City Centre Access Improvements (subject to successful bid)	250	Improvements to the routes from car parks for people with mobility issues and visually impaired	Jul-22	Sep-22	Oct-22	Dec-22	Feb-23		Fin year 22/23
People Streets (subject to successful bid)	200	Improve walking and cycling routes in the vicinity of 2 schools (Clifton Green primary and Badger Hill Primary)	Aug-22	Oct-22	Nov-22	Jan-23	Mar-23		Fin year 22/23
Business and Retail Park Active Travel Package (subject to successful bid)	250	Improve travel links around Clifton Moor and Monks Cross	Aug-22	Oct-22	Nov-22	Jan-23	Mar-23		Fin year 22/23

Continues on next page

LTP Schemes									
University Road Minor Pedestrian Works	30	As part of the Capital Programme 'Pedestrian Minor Schemes' project, an issue with the footpath on University road, caused by tree roots, will be addressed.	Mar-22	May-22	Jun-22	Aug-22	Oct-22		Fin year 22/23
Rougier St / Tanners Moat Cycle Gap	600	Improvements for cycling/ped amenity and to prevent non-cycle vehicle use	Jun-22	Jul-22	Aug-22	Dec-22	Mar-23		Fin year 22/23
Fishergate Gyratory Ped and Cycle Scheme		Improvements to make the gyratory less intimidating for cyclists	Jun-22	Jul-22	Aug-22	Dec-22	Mar-23		Fin year 22/23
Hospital Fields Road Cycle Improvements		Segregated cycle facility between off-road path and Fulford Road junction	Jun-22	Jul-22	Aug-22	Dec-22	Mar-23		Fin year 22/23
Skeldergate - Cycle Improvements at Build-outs		Improvements for cyclists at build outs	Jun-22	Jul-22	Aug-22	Dec-22	Mar-23		Fin year 22/23
Fulford Road - Frederick House Improvements		General cycling improvements	Jun-22	Jul-22	Aug-22	Dec-22	Mar-23		Fin year 22/23
Tang Hall Lane / Foss Islands Path Access		Improve access onto Foss Islands Path near humpback bridge	Jun-22	Jul-22	Aug-22	Dec-22	Mar-23		Fin year 22/23
Nunthorpe Grove / Southlands Rd Improvements		At Mandate Stage	Jun-22	Jul-22	Aug-22	Dec-22	Mar-23		Fin year 22/23
Nunnery Lane / Victor St - Puffin to Toucan		At Mandate Stage	Sep-22	Oct-22	Nov-22	Mar-23	Jun-23		Fin year 23/24
Manor Lane / Shipton Road Improvements		Safety improvements for cyclists at the junction	Sep-22	Oct-22	Nov-22	Mar-23	Jun-23		Fin year 23/24
Terry's - Riverside Path Ramp Improvements		Make path wider and easier to use	Sep-22	Oct-22	Nov-22	Mar-23	Jun-23		Fin year 23/24
Bishopthorpe Road cycle lanes		At Mandate Stage	Sep-22	Oct-22	Nov-22	Mar-23	Jun-23		Fin year 23/24
University East-West Campus Link		Improved cycle links between East and West University campuses	Jun-22	Jul-22	Aug-22	TBC	TBC		LTP
City Centre North-South Cycle Route		Goodramgate, Aldwark, Hungate, Navigation Road and Walmgate	Jun-22	Jul-22	Aug-22	TBC	TBC		LTP
Orbital Cycle Route - Lawrence/ James/Regent St Crossing Improvements		Cycling amenity improvements at James St / Lawrence St / Regent St	Jun-22	Jul-22	Aug-22	TBC	TBC		LTP
University Road scheme		Re allocation of road space to provide improved cycling and walking facilities on University Road	Jun-22	Jul-22	Aug-22	TBC	TBC		LTP



Decision Session – Executive Member for Transport**19 October 2021**

Report of the Director of Environment, Transport and Planning

Residents' Parking – Petition by residents of Kexby Avenue and Arnside Place**Summary**

1. Following consultation on ResPark carried out in February 2021, a report was taken to the Executive Member for Transport in June. Arnside Place is a Private Street and was not included in that consultation. Given the level and nature of responses at that time the proposals for Kexby Avenue and 13-57 Thief Lane (odd) were not taken forward in the scheme now implemented on streets nearby.
2. Since that decision, we have received a petition, organised by a resident, which was copied to the Executive Member and which requested a review of the decision not to include Kexby Avenue and 13-57 Thief Lane. This report considers that petition and responses to a recent follow-up consultation and ballot conducted by officers.

Recommendation

3. The Executive Member is asked to:
 - a. Approve the drafting of a further Order to extend the R39B Residents' Priority Parking Zone to include properties in Kexby Avenue.
Reason: This recommendation is supported by the majority of people from Kexby Avenue who signed the petition were in favour and is supported by the outcome of the further consultation.
 - b. To not include 13-57 Thief Lane within the R39B Residents Priority Parking Zone.

Reason: This was not contained within the petition. The response to the consultation is low with four responses, 3 in support and 1 against from 23 properties.

- c. To consider the case for including Arnside Place within the R39B Resident's Priority Parking Zone.

Reason: This is finely balanced as half of the 10 properties signed the petition, but there were only two responses to the council led consultation. If Arnside Place was added to the ResPark scheme residents would be able to purchase a permit and park within the zone. But the zone would not cover Arnside Place as it is a private street. So equally residents from the Zone could also park in Arnside Place.

Background

- 4. A report on the outcome of consultation on ResPark was take to the Executive Member for Transport in June. Given the level and nature of responses at that time the proposals for Kexby Avenue and 13-57 Thief Lane (odd) have not been taken forward. Arnside Place is a Private Street off Kexby Avenue and was not included in that original consultation. The rest of the scheme has now been implemented.
- 5. We received a petition, on 8th July 2021, organised by a resident: the header of which is copied at ANNEX A. There are 47 properties in Kexby Avenue of which 35 had signed the petition. The canvassing also covered Arnside Place. There are 10 properties here of which 5 have signed the petition.
- 6. The scheme that has now been implemented includes Green Dykes Lane and Devon Place. We have given it reference R39B and it operates from Monday to Friday; 9am to 5pm.
- 7. If Kexby Avenue was to be included in the ResPark scheme, that zone (R39B) would be extended. If Kexby Avenue is included it raises a question about Arnside Place.
- 8. It should be understood that a highway authority is not in a position to introduce parking controls requiring a permit within a Private Street. If Arnside Place is included in the ResPark scheme then permits would be valid in Kexby Avenue although there would not be any ResPark controls within Arnside Place itself.

9. If 13-57 Thief Lane (odd) is included in the ResPark scheme then all permits would be valid in Kexby Avenue and any marked bays along Thief Lane.

Consultation, Responses and Proposals

10. The proposed extension to R39B would include Kexby Avenue, Arnside Place and (for completeness) 13 – 57 (odds) Thief Lane. To further inform discussions we carried out a letter drop with ballot paper (with a Freepost envelope) to those properties. The consultation documents are copied in ANNEX B. The main features of this area are detached, semi-detached and short terraces of houses. Many of these have some off-street parking. There is a proportion of Student Houses and HMOs. There were eighty properties in all.
11. There have been 34 returns to date (7th October 2021).
12. There are 47 properties in Kexby Avenue. We have received 27 responses, 21 of which are in support with 7 against. The support was distributed along the street with the bulk of objections from the section between the bend and Green Dykes Lane. This distribution very much mirrors the response to the consultation earlier this year. In this case, however, the level of response has risen significantly doubled. The level of support have risen from 4 to 21; objections rising from 4 to 7. Given this, and the driving petition, which contained signatures from 35 of the properties, it is considered that the introduction of ResPark on Kexby Avenue will bring benefits to the majority of residents.
13. There are 10 properties in Arnside Place. We have received two response to date, both supporting the proposal. Again, given that the driving petition contained signatures from 5 of the (ten) properties, it is therefore a finely balanced decision if Arnside Place should be included in this extension and the process of a public discussion may help determine that decision. As set out above, there would not be any ResPark controls within Arnside Place itself. Arnside Place would be included in the ResPark scheme and permits would be valid in Kexby Avenue.
14. There are 23 properties in this section of Thief Lane. We have received 4 responses, 3 of which are in support with 1 against. Again this very much mirrors the response to the consultation earlier this year. Given that the driving petition did not request change on this section of Thief Lane and the limited responses it is not considered sufficient evidence

to change the original decision of June this year. Although increasing the level of residents parking in neighbouring streets may increase the parking pressure on this section of Thief Lane.

15. As with any parking scheme that affords priority to residents the existing level of parking by non-residents will either transfer to other modes or times or will displace to other locations (on street or off street). The original agreement with The University of York includes monitoring of these effects.

Council Plan

16. This report is supportive of the following priorities in the Council Plan which focuses on key outcomes that include:
 - Good health and wellbeing
 - Getting around sustainably and
 - A greener and cleaner City of York Council safe communities and culture for all.

www.york.gov.uk/downloads/file/2132/council-plan-2019-to-2023

Implications

17. The following are the identified implications.
 - **Financial** – The consultation process and implementation of any agreed set of schemes will be funded from funds deposited by the University of York under a Section 106 agreement. The initial subsidy will be funded in the same way.
 - **Human Resources** – The extended parking zone will require staff resources (shortly utilising an online self-service system and virtual permits) by the back office and CEO staff. The management and monitoring will be a Traffic Management function.
 - **Equalities** – As set out in the Equalities Impact Assessment Documentation an ANNEX C.
 - **Legal** – The decisions will require changes in the parking Traffic Regulation Orders and sealing.
 - **Crime and Disorder** - None
 - **Information Technology (IT)** – There is an existing ICT system in place. A new ICT system for parking covering penalty charge notices and permits has been rolled out. Some initial teething issues are being resolved with the aim of improving the customer experience.
 - **Property** - None

- **Risk Management** – The proposed extension to the existing Residents' parking provision will be something that most residents/customers will welcome but may disadvantaged some people who may have objected to the draft proposal. These objections have been reviewed and reported herein.

Contact Details:

Author: **Chief Officer Responsible for the report:**

Ken Hay
Traffic Projects Officer
Transport
Tel No. 2474

James Gilchrist
Director Environment, Transport & Planning

Report Approved



Date 07/10/2021

Ward Affected: Fishergate

All



For further information please contact the author of the report.

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Annex A

Header to Petition

To Whom It May Concern

We the residents of Kexby Avenue would like to appeal against the decision of allowing Non resident parking in our neighbourhood streets (the L-shaped street within Kexby and the cul-de-sac on Arnside Place). We are led to believe residents of 13 properties replied to the letter circulated earlier to solicit responses on allowing non-resident parking, to which 7 were for the parking and 6 against. However, several residents who had not responded to the letter circulated earlier, have now expressed concerns regarding recent incidents of crowded parking by non-residents in our streets, causing different difficulties for us residents.

We would like to request you to review the decision and introduce Resident Parking Scheme in our neighbourhood

The Signatures below are For the Resident parking to Happen

Name and Address	Signature
Name and Address	Signature

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ANNEX B



Directorate of Place
West Offices, Station Rise
York, YO1 6GA

Email: highway.regulation@york.gov.uk

Date: 21st September 2021

The Resident

Dear Resident,

Residents' priority parking scheme (ResPark)

You may recall the consultation on ResPark carried out in February 2021. This was reported to the Executive Member for Transport in June. Given the level and nature of responses at that time the proposals for Kexby Avenue and 13-57 Thief Lane (odd) have not been taken forward.

Since that decision, we have received a petition, organised by a resident, requesting a review of the decision. There are 44 properties in Kexby Avenue of which 35 had signed the petition. The canvassing also covered Arnside Place. There are 10 properties here of which 5 have signed. As a result we are carrying out a further ballot (see overleaf) to obtain a majority view.

The currently agreed scheme includes Green Dykes Lane and Devon Place. We have given it reference R39B and it operated from Monday to Friday; 9am to 5pm. If residents vote (see attached) for inclusion that zone will be extended.

It should be understood that this highway authority is not able to introduce parking controls within a Private Street. If Arnside Place is included in the ResPark scheme then permits would be valid in Kexby Avenue although there would not be any ResPark controls within Arnside Place itself. If 13-57 Thief Lane (odd) is included in the ResPark scheme then all permits would be valid in Kexby Avenue and the marked bays along Thief Lane.

Yours Faithfully,

Ken Hay
Ken Hay, Traffic Project Officer

Consultation Ballot**Residents' Priority Parking Scheme R39B September 2021**

Please indicate your preferences by ticking the appropriate box.

	YES	NO
Do you support the proposal to introduce a Residents' Priority Parking Scheme for your street (as outlined within the information provided)?		

Whether you support a scheme or not: please indicate your preferred time of operation.

Monday to Friday 9am-5pm as in the other zones	
Or 24 hours, 7 days a week	

Name: (Mr. Mrs. Miss Ms) _____

Address: _____

Postcode: _____

Please send this ballot to the freepost address below.

Email highway.regulation@york.gov.uk or ring (01940 551550) if you:

- Require any further information or clarification;
- Want to discuss any special needs/circumstances that you believe would be affected by the introduction of a ResPark Scheme nearby or
- Want this information in Large Print Format.

Freepost RTEG-TYYU-KLTZ
 City of York Council
 West Offices
 Station Rise
 York YO1 6GA

Please write any further Comments you wish to make overleaf (or use separate sheet)

Annex B

Zone R39B Extension Responses Oct 2021

Section of street	Support	Objection	Comment
Kexby Avenue N-S section and Western end	9	1	
Kexby Avenue Eastern end	12	6	
Thief Lane fronting 13 to 57 even	3	1	
Arnside Place	2	-	

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ANNEX D

City of York Council
Equalities Impact Assessment

Who is submitting the proposal?

Directorate:	Transport, Environment and Planning		
Service Area:	Traffic Management		
Name of the proposal :	Petition by residents of Kexby Avenue and Arnside Place seeking the introduction of Residents Parking in these streets.		
Lead officer:	Darren Hobson		
Date assessment completed:	15/09/2021		
Names of those who contributed to the assessment :			
Name	Job title	Organisation	Area of expertise
K Hay	Traffic Projects	CYC	Highways and Traffic
A Howarth	Traffic Projects	CYC	Highways and Traffic
D Hobson	Traffic Team Manager	CYC	Highways and Traffic

Step 1 – Aims and intended outcomes

1.1	What is the purpose of the proposal? Please explain your proposal in Plain English avoiding acronyms and jargon.
	To introduce on street parking controls in residential areas to restrict parking by non-residents so allowing residents more opportunity to find space near to their homes.
1.2	Are there any external considerations? (Legislation/government directive/codes of practice etc.)
	A Local Authority's ability to restrict parking on street is directed by Government Regulation and Guidance. Local Transport Policy guides the application of parking restrictions aimed at achieving the aims of the Policy.
1.3	Who are the stakeholders and what are their interests?
	All those who live and visit the area and all road users requiring to pass through or park in the area. This includes residents, those that operate local businesses and visitors to the area as well as those travelling through and around the area using all forms of transport.

1.4	What results/outcomes do we want to achieve and for whom? This section should explain what outcomes you want to achieve for service users, staff and/or the wider community. Demonstrate how the proposal links to the Council Plan (2019- 2023) and other corporate strategies and plans.
	CYC operates a City Parking Services Office that is the first point of call for stakeholders; administering the permit issue and enforcement processes. Service users should have a satisfactory experience using the service, understand the system and the reasons why it operates. Staff should consider their work is worthwhile and that they are supported. We would seek that the wider community understand and, on balance, support the Parking Policy and Processes. The schemes and processes as implemented support and further CYC Policies for the future of York and, in particular, Transport.

Step 2 – Gathering the information and feedback

2.1	What sources of data, evidence and consultation feedback do we have to help us understand the impact of the proposal on equality rights and human rights? Please consider a range of sources, including: consultation exercises, surveys, feedback from staff, stakeholders, participants, research reports, the views of equality groups, as well your own experience of working in this area etc.
Source of data/supporting evidence	Reason for using
The Council's digital access and inclusion policies.	This sets out that CYC understands that York residents, like people in many areas, have diverse needs, knowledge, skills and don't always have access to the right technology. The Council's aim is, for everyone who chooses to engage with our digital services to be able to access them easily. We want to provide the same successful outcome for all customers, regardless of their hardware, software, language, location or technical ability.
The Consultation Processes include press adverts, notices on street, letter drops and email contacts and publicity on CYC Website and local contacts including Ward Councillors.	There is a legal obligation to publish Traffic Regulation Orders in particular ways; this includes notices placed in the press and posted on street. In addition, we seek majority support for the schemes we introduce and so the engagement process is vital to the assessment and reporting process to better inform decision making.

Step 3 – Gaps in data and knowledge

3.1	What are the main gaps in information and understanding of the impact of your proposal? Please indicate how any gaps will be dealt with.
Gaps in data or knowledge	Action to deal with this
The existing (pre-scheme) patterns of parking can be very complex with lots of factors at play. It is, therefore, difficult to predict the likely revised parking patterns that will be evident after a scheme has been introduced.	Use experienced staff and evidence from past schemes as well as an undertaking to monitor and review once any scheme is implemented.
The level of feedback and demography of those prepared to engage and provide feedback can lead to a skew the result and not be representative of the community it is intended to serve.	Again to use experienced staff and evidence from past schemes as well as an undertaking to monitor and review once any scheme is implemented.

Step 4 – Analysing the impacts or effects.

4.1	Please consider what the evidence tells you about the likely impact (positive or negative) on people sharing a protected characteristic, i.e. how significant could the impacts be if we did not make any adjustments? Remember the duty is also positive – so please identify where the proposal offers opportunities to promote equality and/or foster good relations.		
Equality Groups and Human Rights.	Key Findings/Impacts	Positive (+) Negative (-) Neutral (0)	High (H) Medium (M) Low (L)
Age	ResPark has the greatest impact upon those that travel by car. The schemes as currently operating do provide a discounted rate for Visitor Permits to those who are of pensionable age.	+	L
Disability	The layout of parking provision and restrictions considers and accommodates movement by all travel modes and mobility levels. It also takes account of and improves, where possible, provision for those who are visually impaired. Those whose vehicles can legitimately display a 'Blue Badge' can park for a limited period on double yellow lines and without restriction in ResPark areas or bays.	+	L
Gender	There are no aspects associated with ResPark Schemes that would specifically or disproportionately affect people of a particular gender.	0	
Gender Reassignment	There are no aspects associated with ResPark Schemes that would specifically or disproportionately affect people sharing this characteristic.	0	
Marriage and civil partnership	The legislation (TRO) refers to all those in a Household whatever their relationships.	0	
Pregnancy and maternity	The layout of parking provision and restrictions considers and accommodates movement by all travel modes and mobility levels.	+	L
Race	There are no aspects associated with ResPark Schemes that would specifically or disproportionately affect people sharing this characteristic.	0	

Religion and belief	Some aspects of ResPark Schemes identify Saturdays or Sundays as being the weekend. There are no other aspects associated with ResPark Schemes that would specifically or disproportionately affect people sharing this characteristic.	0	
Sexual orientation	There are no aspects associated with ResPark Schemes that would specifically or disproportionately affect people sharing this characteristic.	0	
Other Socio-economic groups including :	Could other socio-economic groups be affected e.g. carers, ex-offenders, low incomes?		
Carer	The scheme includes provision of a range of permits including those for visiting carers and support services.	0	
Low income groups	ResPark has the greatest impact upon those that travel by car. As with any 'expense' the proportional impact of purchasing permits will be greater for car owners sharing this characteristic. The schemes as currently operating do provide a discounted rate for Visitor Permits to those who are in receipt of various benefits.	-	L
Veterans, Armed Forces Community	There are no aspects associated with ResPark Schemes that would specifically or disproportionately affect people sharing this characteristic.	0	
Other			
Impact on human rights:			
List any human rights impacted.	Highway Law provides for 'Traffic' to pass and re-pass along the highway. It offers no right to park whether this is a resident or visitor.	0	

Use the following guidance to inform your responses:

Indicate:

- Where you think that the proposal could have a POSITIVE impact on any of the equality groups like promoting equality and equal opportunities or improving relations within equality groups
- Where you think that the proposal could have a NEGATIVE impact on any of the equality groups, i.e. it could disadvantage them
- Where you think that this proposal has a NEUTRAL effect on any of the equality groups listed below i.e. it has no effect currently on equality groups.

It is important to remember that a proposal may be highly relevant to one aspect of equality and not relevant to another.

High impact (The proposal or process is very equality relevant)	There is significant potential for or evidence of adverse impact The proposal is institution wide or public facing The proposal has consequences for or affects significant numbers of people The proposal has the potential to make a significant contribution to promoting equality and the exercise of human rights.
Medium impact (The proposal or process is somewhat equality relevant)	There is some evidence to suggest potential for or evidence of adverse impact The proposal is institution wide or across services, but mainly internal The proposal has consequences for or affects some people The proposal has the potential to make a contribution to promoting equality and the exercise of human rights
Low impact (The proposal or process might be equality relevant)	There is little evidence to suggest that the proposal could result in adverse impact The proposal operates in a limited way The proposal has consequences for or affects few people The proposal may have the potential to contribute to promoting equality and the exercise of human rights

Step 5 - Mitigating adverse impacts and maximising positive impacts

5.1	Based on your findings, explain ways you plan to mitigate any unlawful prohibited conduct or unwanted adverse impact. Where positive impacts have been identified, what is been done to optimise opportunities to advance equality or foster good relations?
	With respect to low income groups, the schemes as currently operating do provide a discounted rate for Visitor Permits to those who are in receipt of various benefits. The price of a permit is also a discounted price for those who require permits for low emission vehicles. The layout of parking provision and restrictions considers and accommodates movement by all travel modes and mobility levels. It also takes account of and improves, where possible, provision for those who are visually impaired.

Step 6 – Recommendations and conclusions of the assessment

6.1	<p>Having considered the potential or actual impacts you should be in a position to make an informed judgement on what should be done. In all cases, document your reasoning that justifies your decision.</p> <p>No major change to the proposal – the EIA demonstrates the proposal is robust. Most of the consequences of implementing schemes improve the environment and provision for movement for all road users. There is no potential for unlawful discrimination or adverse impact. All opportunities have been taken to advance equality and foster good relations, subject to continuing monitor and review.</p> <p>Important: If there are any adverse impacts you cannot mitigate, please provide a compelling reason in the justification column.</p>
Option selected	Conclusions/justification

Step 7 – Summary of agreed actions resulting from the assessment

7.1 What action, by whom, will be undertaken as a result of the impact assessment.			
Impact/issue	Action to be taken	Person responsible	Timescale

Step 8 - Monitor, review and improve

8. 1	How will the impact of your proposal be monitored and improved upon going forward? Consider how will you identify the impact of activities on protected characteristics and other marginalised groups going forward? How will any learning and enhancements be capitalised on and embedded?
	There is an established, rolling programme of review of all aspects of ResPark schemes. This can be triggered either by on site observations or contact from local people or Ward Members. In addition, new schemes once introduced are subject in their first six months to a year to 'Fast Track' review of any aspect that appear to be working poorly or having a disproportionate impact on some road users. The whole ResPark process fall with Council activities that are subject to Scrutiny in the usual way.



Decision Session – Executive Member for Transport**19 October 2021**

Report of the Director of Transport, Environment and Planning

Tadcaster Road Sustainable Modes Improvement Scheme**Summary**

1. Tadcaster Road is one of York's busiest transport corridors. The route not only provides access in and out of the city but also to key employment and education sites such as York College, York Racecourse, and a cluster of secondary schools in the Mount area of York. The existing cycling and walking infrastructure are of variable quality and the cycle route is disjointed. Bus journeys along this route regularly experience delays.
2. This report sets out the feasibility work that has been undertaken to determine measures to improve the corridor for sustainable modes within the budget available to be delivered with the major highway maintenance scheme which is due to commence in spring 2022.
3. A review of the results of the consultation undertaken in August/September 2021 on an outline design (Appendix A) and proposes changes through the design process to address the comments raised. A record of the consultation responses is included in Appendix B
4. It is proposed to fund the scheme from the Transforming Cities Fund (TCF) which is administered by the West Yorkshire Combined Authority (WYCA) and the Department for Transport's Local Highways Maintenance Challenge Fund.
5. There is an overarching aspiration to create continuous cycle routes in both directions along the constrained road space available on this corridor however the funding is not currently available to deliver the full ambition at this stage. By integrating the works into the delivery of the highway maintenance project the most effective and best value scheme will be achieved within the funding currently available. Further funding

could be sought to deliver the more costly items, such as the Moor Lane roundabout upgrade, as future phases of the improvements.

Recommendations

6. The Executive Member is asked to

- 1) Approve Option C - to support the officer recommendations for design revisions as summarised in the table at para 119:

Reason: To address the comments raised during the consultation.

- 2) Approve the progression of the detailed design with approval of the final layout delegated to the Director of Transport, Environment and Planning in consultation with the Executive Member

Reason: to ensure the final design addresses the comments raised in the consultation.

- 3) Approve the procurement of the works with the Tadcaster Road core works maintenance scheme and delegate to the Director of Place (in consultation with the s151 Officer and Director of Governance or their delegated officers) the authority to take such steps as are necessary to procure, award and enter into the resulting contracts.

Reason: to ensure best value for money and to minimise disruption to local residents

- 4) Should the budget not be sufficient for the scheme once detailed design and further costing work has been undertaken a report to the Executive Member for Transport will be prepared to determine priorities.

Reason: to determine the priorities for delivery as the budget may not be sufficient to deliver the whole scheme.

- 5) Approve entering into a Funding Agreement with West Yorkshire Combined Authority (WYCA) in respect of the Transforming Cities Funding (TCF) and delegate to the Director of Place (in consultation with the s151 Officer and Director of Governance or their delegated officers) the authority to take such steps as are necessary to negotiate and enter into the final agreement.

Reason: to enable the scheme to be funded by the Transforming Cities Fund.

Background

7. City of York Council (CYC) and the West Yorkshire Combined Authority (WYCA) received £1.43m funding allocation from the Department for Transport's Transforming Cities Fund (TCF) to make improvements on the Tadcaster Road for sustainable modes of travel.
8. The scheme objectives are:
 - Increase numbers of bus users on the corridor
 - Increase the number of pedestrians and cyclists using the route
 - Improve safety and amenity for cyclists using Tadcaster Road
 - Improve the journey times and reliability of bus services using the corridor
9. In addition, CYC has secured £5m funding from the Department for Transport's Local Highways Maintenance Challenge Fund to carry out essential maintenance and improvements to the drainage, lighting and carriageway and footway surfaces.
10. Both schemes are proposed to be delivered simultaneously so that disruption to residents, businesses and the users of Tadcaster Road can be minimised. Simultaneous delivery also gives scope for significant cost savings which will enable the delivery of a greater number of interventions for the same cost. The cost saving from progressing the TCF funded elements alongside the maintenance scheme is estimated by the consultants advising CYC on the work package to be approximately 15%, implying that £200k "more" measures can be delivered using the allocated £1.4m than would be possible if the scheme was being progressed independently of the maintenance scheme. The design development of the TCF funded elements has therefore been expedited to "catch up" with the maintenance scheme and there is a continuing need to progress the scheme at pace if the opportunity to reap the savings available from simultaneous delivery of the transport and maintenance scheme is to be made.

Consultation

11. A feasibility design for the TCF funded scheme was undertaken during Spring 2021 with stakeholder engagement and public consultation

undertaken in Summer 2021. The consultation plans are provided as Appendix A.

12. Reflecting the significance of the Tadcaster Road corridor, over 500 responses were received during the public consultation process. Consultation respondents stated that their key priorities were improving facilities for people on bikes and improving the road surface quality. This was followed by improving air quality, reducing bus journey time/improving reliability, and improving facilities for people on foot. A common priority for the respondents based on the comments received in the survey and via email was improving traffic speeds and flow for cars. The Consultation Report is provided as Appendix B.
13. A wide range of comments were received during the consultation. These ranged in their views: a significant number of respondents commenting that they were not in favour of some of the interventions intended to improve conditions for pedestrians, cyclists and bus passengers (especially the new signalised crossings); conversely, we received large numbers of comments that the provision for cyclists, pedestrians and bus passengers did not go nearly far enough. A number of alternative schemes were proposed, or alternative uses of the funding, including suggestions that all of the funding should be allocated to a single intervention, such as substantial modifications to Moor Lane roundabout to improve it for cyclists.
14. Delivering a scheme which was fully compliant with the government's Local Transport Note on the guidance and good practice for Cycle Infrastructure Design (LTN 1/20) would involve a minimum of:
 - Rebuilding or replacing Moor Lane roundabout
 - Stepped cycle lanes on Tadcaster Road itself, enabled by highway widening in some areas which would involve felling mature trees and/ or third party land take
 - Tightening the approach/ egress radii on most of the side roads off Tadcaster Road and providing tables across the roads, aligned with the footway
 - Rebuilding of several of the major junctions (e.g. St Helen's Road, Sim Balk Lane), again requiring felling of mature trees and/ or third party land take.
15. Undertaking all of these interventions would result in a scheme which vastly exceeded the budget that is available. As such, scheme design has focussed on a set of interventions which are affordable, tackle the most serious shortcomings in the corridor, with a particular focus on

improving the reliability of bus services and providing as continuous as possible cycle lanes. This was the scheme contained with Annex A and consulted upon. This does not preclude further interventions at a later date which may emerge through York's fourth Local Transport Plan and the Local Cycling, Walking Infrastructure Plan (LCWIP) which will form a part of it.

16. In more general terms, developing the Tadcaster Road scheme contains lessons which will be applied to the other Active Travel Fund (ATF) schemes – in particular the need to prioritise funding to make the greatest possible overall benefit, but accepting that, at current funding levels, schemes which comply with every aspect of LTN 1/20 may not always be possible.
17. The following key themes and locations have been assessed in more detail in the sections below:
 - General Themes
 - i. Segregated cycle lanes
 - ii. Pedestrian crossings
 - iii. Road space reallocation
 - iv. Bus Stops
 - v. Kerbside parking
 - Area Specific Interventions
 - i. Sim Balk Lane / York College area
 - ii. Moor Lane roundabout
 - iii. The Horseshoes (vicinity)
 - iv. Slingsby Grove shops
 - v. St Helen's Road junction
 - vi. The Knavesmire
 - vii. Knavesmire Road (vicinity)
 - viii. The Mount
18. Each of the response themes and interventions are considered with some design options and analysis and an officer recommendation as to what is proposed for the next stage of design.
19. A summary of the recommendations is included at para 119

Segregated cycle lanes

Summary

20. LTN 1/20 guidance recommends that for the traffic flows and vehicular speeds experienced on Tadcaster Road protected space should be provided to make the route attractive to all types of cyclists. Comments received during the consultation highlighted high demand for segregation to make this route more attractive to both new and existing cyclists. A number of comments were received making the case that without the protection they were unlikely to change their travel behaviour.
21. Design options for whole route segregation were considered early in the feasibility design stage with the most appropriate arrangement for Tadcaster Road considered to be a stepped cycle track as shown in Figure 2.1A below:

Figure 2.1A – Example stepped cycle track



Source: LTN 1/20

22. Based on unit cost information provided by DfT for a similar stepped cycle tracked scheme in Cambridge, the cost of implementing a stepped cycle track on both directions along Tadcaster Road key route section is estimated at £3m+. This is significantly above the current funding allocation for the corridor.
23. Given the budgetary limitations, an alternative approach is to provide localised segregation at key locations along the corridor using bolt down infrastructure, often referred to as 'light segregation', an example of which is shown in Figure 2.1B below:

Figure 2.1B – Example 'light segregation'



Source: Transport for London (Euston Road)

Design Options

24. Design Option 1: Proceed with consultation scheme

Proceed to detailed design with cycle lane proposals as indicated on the consultation plans.

25. Design Option 2: Modify consultation scheme proposals

Proceed to detailed design with cycle lane proposals as consulted upon subject to the following additional design development:

- To investigate the provision of 'light segregation' features such as 'pole wands' where viable to do so subject to:
 - maintaining a minimum effective cycle lane width of 1.5m in accordance with LTN 1/20
 - maintaining a desirable minimum general traffic running lane width of 3.25m, with an absolute minimum of 3.0m over localised constrained sections and where appropriate
 - maintaining access to side roads, bus stops, parking area and private driveways
 - ensuring light segregation features are in keeping with the local environment along the route
 - budgetary constraints.

26. Light segregation can help to 'prove the concept' of segregation. Subject to monitoring outcomes there remains the potential to revisit and implement stepped cycle tracks (or similar) along the Tadcaster Road corridor as a subsequent phase of works should additional funding become available.

27. Officer Recommendation

Design Option 2. Proceed to detailed design including investigation into the provision light segregation along the route where width permits.

Pedestrian crossings

Summary

28. Given the key objective of providing enhanced facilities not just for cyclists but also for pedestrians along the Tadcaster Road corridor, a review of pedestrian crossing facilities has been undertaken. There are three key component elements as follows:
29. Refuge crossings – a total of eleven existing refuge crossings have been reviewed. Of these, five are proposed to be retained and improved; two replaced with traffic signal controlled crossings on the same alignment reflecting a key desire line; and four removed. The justification for removal of the four existing refuge crossings is firstly sub-standard existing provision, with three of the four currently informal crossings without dropped kerbs and tactile paving; secondly, the close proximity of alternative crossing facilities; and thirdly removal provides the opportunity to reallocate roadspace (see Section below) to provide LTN 1/20 compliant cycle lane width.
30. Signal controlled pedestrian crossings - Three new signalised pedestrian crossing are proposed for the route, namely:
 - north of the junction with Knavesmire Road – this facility provides a controlled crossing facility for all types of pedestrian serving this key desire line to/from York Racecourse and environs, replacing the existing sub-standard refuge crossing. Removal of the existing refuge also provides the opportunity to reallocate roadspace to provide LTN 1/20 compliant cycle lanes and improve the outbound bus stop provision.
 - north of the junction with Middlethorpe Grove - this facility provides a controlled crossing facility for all types of pedestrian serving this key desire line connecting Middlethorpe residential estate to Slingsby Grove shops, replacing the existing sub-standard refuge crossing. Removal of the existing refuge also provides the opportunity to reallocate roadspace to provide LTN 1/20 compliant cycle lanes.
 - north of the junction with Nelson's Lane. This crossing was proposed following consultation with Ward Members concerned about access to the Knavesmire and bus stops in the area.
31. Consultation feedback on the above signal-controlled crossings was mixed. Whilst some respondents commented they would provide a safer

crossing option for them (or their children), others raised concerns about the impact that additional signal-controlled crossings would have on general traffic flows along the corridor. Concerns were also raised about potential impacts on accesses and the location/positioning of the signal poles, specific comments which will be reviewed as part of the next stage of design.

32. It would be proposed to install Puffin style crossings with near side indicators if this option was approved in line with the city's current policy. Near-sided indicators encourage the users to look in the direction of approaching traffic as they wait. Mounting in this position also helps those with visual impairments see the red / green man. Research has shown that compared to existing pedestrian signal facilities, Puffin facilities can reduce both driver and pedestrian delay at junctions, and improve pedestrian comfort (particularly for older pedestrians and those with impaired mobility). Research has also indicated safety benefits. City of York council have been installing the Puffin near sided pedestrian indicators for many years and now the majority of signalised crossings in the City are Puffins.
33. Side road crossings – whole route improvements to side road junctions have been incorporated within the core works in the form of consistent dropped kerb and tactile provision. It is recognised that there remains the opportunity to tighten side road radii and potentially to upgrade side roads to continuous crossings, subject to additional funding as a later phase of works.
34. Several suggestions were made during the consultation process for different types of crossings along the corridor, for example Zebra crossings. The use of Zebra crossings was considered during the feasibility design stage but not progressed given traffic volumes of approximately 1,200 veh/hr (two-way) and free flow speeds.

Design Options

35. Design Option 1: Proceed with consultation scheme
Proceed to detailed design with pedestrian refuge proposals and three new traffic signal controlled crossings as indicated on the consultation plans and described above.
36. Design Option 2: Modify consultation scheme proposals
Proceed to detailed design with proposed pedestrian facilities as consulted upon subject to the following additional design development:

- Proceed to detailed design on the three proposed signal-controlled pedestrian crossings (north of the junction with Knavesmire Road; north of the junction with Middlethorpe Grove; and north of the junction with Nelson's Lane)
- Develop a preliminary design option to improve pedestrian and cycle segregation at the York College Toucan crossing (see specific section below)
- Develop a preliminary design option to improve existing sub-standard Toucan crossings located north and south of Moor Lane roundabout (see specific section below)
- Retain existing refuge crossing located immediately south of the junction with The Horseshoe (see specific section below)
- Minor amendments only to the refuge crossing located north of the junction with Ainsty Grove given the proposed removal from the current scheme of widening into the Knavesmire (see specific section below)
- Review signal-controlled pedestrian crossing green man time at the controlled crossing of Tadcaster Road north of Dalton Terrace

37. Officer recommendation

Design Option 2. Proceed to detailed design with proposed pedestrian facilities as consulted upon subject to the provision of additional information as indicated above.

Road Space reallocation

Summary

38. Due to existing width constraints along sections of the Tadcaster Road corridor there are locations where on-carriageway cycle lanes are either not provided at all or are provided at widths lower than the desirable minimum (2.0m) or even absolute minimum (1.5m) as stated in LTN 1/20. An example of a discontinuous cycle lane is provided as Figure 2.2 below:

Figure 2.2 – Example of discontinuous cycle lane (southbound adjacent to The Knavesmire)



Source: Site visit video footage (Dec-20)

39. In order to address this sub-standard / discontinuous provision for cyclists the proposed scheme as shown in the consultation plans is based on a roadspace reallocation strategy comprising the following key elements:
- *Removal of sub-standard right turn pockets* – there are nine locations where existing right turn pockets for vehicles reduce the available width for ahead cyclists and general traffic resulting in a pinch point with the cycle lane frequently compromised by encroaching vehicles. In accordance with the scheme objectives of providing continuous and, where possible, protected cycle lanes for the major (ahead) cycle movements, the removal of the existing right turn pockets is proposed.
 - *Rationalisation of existing pedestrian refuge crossings and removal of redundant splitter islands* - section above sets out the proposed pedestrian refuge crossing strategy. This rationalisation and redesign provides the opportunity to provide continuous cycle lane widths along these route sections in accordance with LTN 1/20.
 - *Amended inbound bus lane sections* – by removing the right turn pockets and rationalising pedestrian refuge crossings there is opportunity to widen existing inbound bus lane sections to improve provision for both buses and cyclists.
 - *Localised carriageway widening* - localised widening into the verge is also proposed northbound in the vicinity of Middlethorpe Drive in order to achieve minimum cross section width. No trees will be affected by the proposed widening.

40. Consultation feedback on this road space reallocation strategy has been mixed. There is support for providing facilities which improve journeys by cycle along Tadcaster Road by widening the bus and cycle lanes. Concern was however expressed about how residents will turn into and off the Tadcaster Road corridor in a car or on a cycle following the removal of the right turn pockets.

Design Options

41. Design Option 1: Proceed with consultation scheme
Proceed to detailed design with the road space reallocation strategy as indicated on the consultation plans and described above.
42. Design Option 2: Amend proposed design to retain existing right turn pockets
With this design option the existing problem of sub-standard cycle lane widths adjacent to right turn pockets will not be addressed, thereby affecting the major ahead cycle movements. Retaining the right turn pockets would also mean there would not be sufficient space to widen existing bus lanes to reduce existing bus/cycle conflicts within the bus lane, thereby not achieving one of the scheme objectives of improving bus journey time reliability. Furthermore, there are a number of existing side roads along the corridor without a right turn pocket – for example at the junction with Middlethorpe Drive – so removing the right turn pockets as indicated would be consistent for whole route treatment. Existing right turn pockets are also typically below the 2.5m minimum width as stated in CD123 (Rev 2). As a consequence of the above, this design option is not recommended.

It is recognised that existing right turn pockets can assist with cycle movements into and out of side roads, a point made during the consultation process. However, the benefit of providing enhanced facilities for the major ahead movement of cyclists is considered to outweigh retaining right turn pockets.
43. Design Option 3: Modify consultation scheme proposals.
Proceed to detailed design with road space reallocation proposals as shown on the consultation plans subject to the following additional design development:
 - Through detailed design undertake a review to confirm space constraints prevent the inclusion of right turn pockets and to double check the justification for their removal.

- As part of the detailed design process ensure bus lane widths avoid the critical 3.2m-3.9m width as defined in LTN 1/20.

44. Officer recommendation

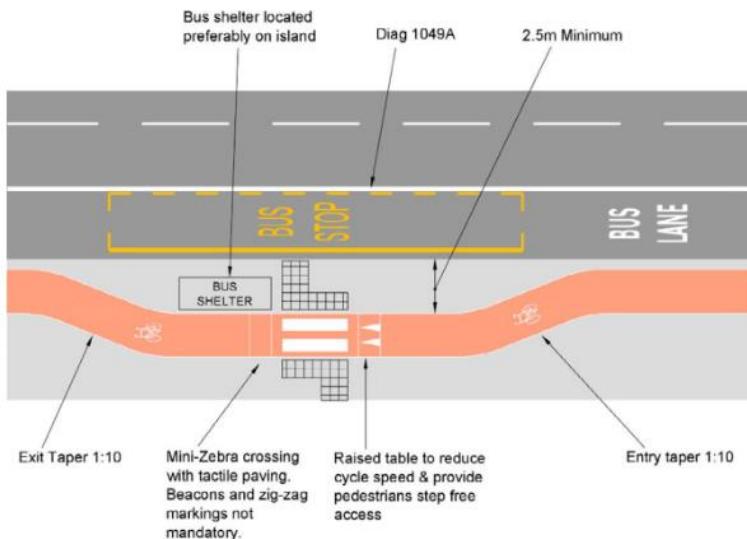
Design Option 3. Proceed to detailed design with road space reallocation proposals as shown on the consultation plans subject to the additional design development as detailed above.

Bus stops

Summary

45. In total there are 20 bus stops along the Tadcaster Road corridor. At three locations where space and site constraints permit – namely opposite York College (northbound); York College (southbound); and opposite Slingsby Grove shops (southbound) - a bus stop bypass is proposed whereby the cycle track runs behind the bus stop as shown in Figure 2.4 below.

Figure 2.4A – Bus stop bypass layout

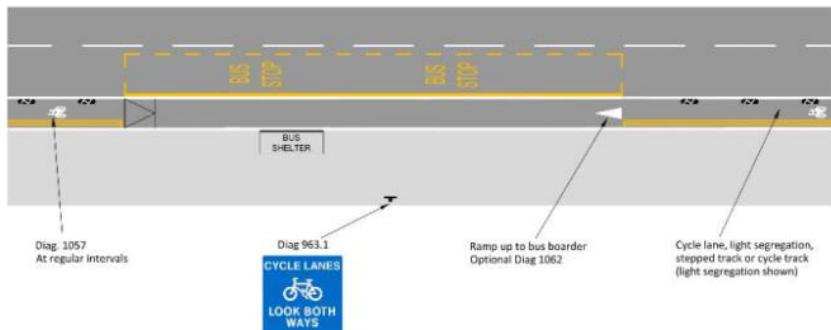


Source: LTN 1/20

46. Mixed consultation feedback has been received for the proposed bus stop bypasses. Concerns include the environmental impact of using the green space in the case of Slingsby Grove and the removal of trees opposite York College (northbound). Concerns were also received about the increased likelihood of interactions between cyclists and pedestrians.
47. At the remaining 17 bus stop locations a conventional arrangement is proposed where the bus stop cage is aligned the cycle lane as there is

insufficient space and/or site constraints such that it is not possible to provide bus stop bypasses. A variant as raised during the consultation process is to provide a bus stop boarder as shown in Figure 2.4B. However, as recognised in LTN 1/20, this technique is not common, and research is ongoing into the impacts, in particular between bus passengers boarding/alighting bus passengers and cyclists. Such an intervention would also require additional funding.

Figure 2.4B – Bus stop boarder layout



Source: LTN 1/20

Design Options

48. Design Option 1: Proceed with consultation scheme
Progress to next stage of design with three bus stop bypass proposals as indicated on the consultation plans and described above.
49. Design Option 2: Do not include bus stop bypasses in the scheme
Remove all three of the proposed bus stop bypasses. This option is not recommended due to the potential for cycle/bus conflicts in particular opposite York College (northbound). Removal is also not in keeping with the principles of LTN 1/20.
50. Design Option 3: Modify consultation scheme proposals
Proceed to detailed design with bus stop proposals as shown on the consultation plans subject to the following additional design development:
 - Amend bus stop bypass proposal at York College (northbound) to avoid tree removal
 - Reflecting LTN 1/20, clarify design detail relating to interactions between cyclists and pedestrians at the proposed bus stop bypass locations.
51. Officer recommendation

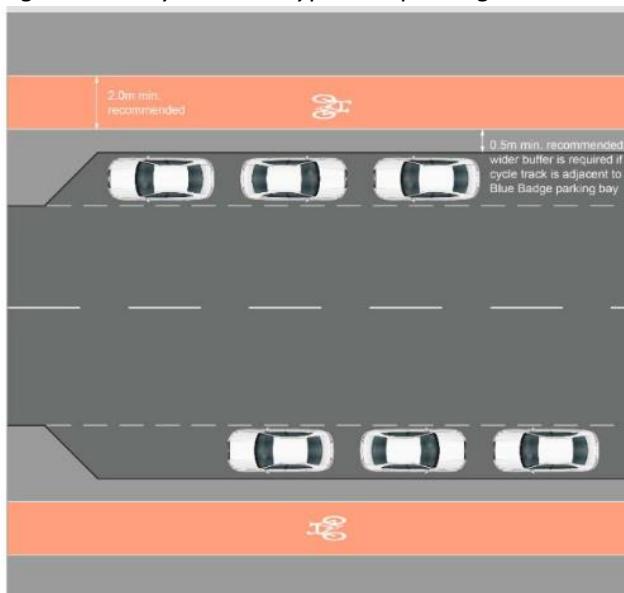
Design Option 3. Proceed to detailed design with bus stop proposals as shown on the consultation plans subject to the additional design development as detailed above.

Kerbside parking

Summary

52. Consultation feedback included providing a buffer zone between kerbside parking areas and adjacent cycle lanes to account for car door opening into the cycle lane (0.5m minimum buffer strip is recommended in LTN 1/20). Other feedback queried if it is possible to realign the on-carriageway cycle lane to provide a cycle track between parked vehicles and the footway to provide a higher level of service in terms of safety and comfort than having a cycle lane on the offside of parking/loading areas as shown in Figure 2.5 below.

Figure 2.5 – Cycle track bypass at parking areas



Source: LTN 1/20

53. In total there are six locations along the Tadcaster Road corridor with kerbside car parking. The consultation plans show a cycle track bypass at one of the six locations, namely opposite Slingsby Grove shops southbound. Although not visible on the consultation plans due to scale, the design principle is to provide a 0.5m buffer strip at four of the remaining five locations, with a wide bus lane provided adjacent to the fifth location (The Mount northbound).

54. In terms of cycle track bypass options at the remaining five parking areas it is not possible to provide a cycle track bypass at two of the locations, namely opposite Knavesmire Road northbound (due to trees); and The Mount northbound (due to cobbles and trees). Further investigation work is recommended to confirm the viability and cost implication of providing a cycle track bypass at the remaining three locations

Design Options

55. Design Option 1: Proceed with consultation scheme
Progress to next stage of design with cycle lane proposals adjacent to kerbside parking as indicated on the consultation plans and described above.
56. Design Option 2: Modify consultation scheme proposals
Proceed to detailed design with cycle lane proposals adjacent to kerbside parking as consulted upon subject to the following additional design development:
- Review design opportunity and cost of providing cycle track bypasses at Slingsby Grove shops (northbound); Library (northbound); and Mayfield Grove (northbound).
 - Subject to the above review not being viable/beyond the scheme budget, show 0.5m buffer strip adjacent to kerbside parking areas at the above locations.

57. Officer recommendation

Design Option 2. Proceed to detailed design with cycle lane proposals adjacent to kerbside parking as consulted upon subject to additional design development as detailed above.

Area specific interventions

58. A number of area specific issues were raised during the consultation process. A commentary responding to the issues raised is provided below, working from south to north along the corridor.

Sim Balk Lane junction / York College area (Consultation Sheet A9)

Summary

59. Consultation responses broadly supported the proposed improvements in this location. Specific feedback is summarised below:

- concerns about shared use space and the risk of conflict between pedestrians and cyclists
 - concerns over removal of trees in order to accommodate the northbound bus stop bypass
60. In recognition of the significant operational impact of the existing signal-controlled crossing serving York College due to the frequency of the crossing being called, in particular during peak periods, the feasibility study included considering subway crossing options at this location. A viable layout was developed but not progressed due to an estimated cost of £1.5M which is significantly beyond what is available and would not fit with the funding conditions. A subway option would also be subject to land take and further design, assessment and consultation as a later phase of work.
- #### Design Options
61. Design Option 1: Proceed with consultation scheme
Progress to next stage of design with scheme proposals as indicated on the consultation plans.
62. Design Option 2: Modify consultation scheme proposals
Progress further design, assessment and costing work on a variant option which:
- widens the existing sub-standard shared use footway (subject to land availability) in order to provide segregated facilities
 - realigns the proposed inbound bus stop lay-by and bus stop cycle bypass to avoid removal of existing trees
 - provides segregated pedestrian and cycle facilities at the controlled crossing serving York College.
63. Officer recommendation
- Design Option 2.** Progress further design, assessment and costing work on a variant option as detailed above.

Moor Lane roundabout (Consultation Sheet A8)

Summary

64. It is recognised that the current provision for pedestrians and cyclists negotiating Moor Lane roundabout is not to the desired standard and requires circuitous navigation of the roundabout using predominately

staggered Toucan crossings. Existing facilities are also not designed for people using non-standard cycles.

65. As part of the feasibility design process, two major scheme options were investigated for Moor Lane roundabout, namely a cycle friendly roundabout and a pedestrian/cycle friendly traffic signal-controlled junction ('CYCLOPS'). High level cost estimates suggest both options would cost circa £3m and are therefore significantly beyond the currently agreed TCF funding. In addition to cost implications, there would also be a requirement for detailed traffic modelling to understand the impact on capacity and journey times, in particular for buses. The insights/consultation feedback from people travelling across this roundabout with the existing arrangement will be helpful in shaping our approach for further funding applications at this strategically significant junction.
66. CYC have considered an interim solution for Moor Lane roundabout as outlined below in Option 2.

Design Options

67. Design Option 1: Do nothing (pending major scheme)
Progress detailed design of consultation scheme with no specific measures at Moor Lane roundabout. Seek separate funding for a major long-term scheme which satisfies DfT guidelines and offers considerable improvement for pedestrians and cyclists compared to the existing arrangement.
68. Design Option 2: Investigate interim scheme solution
Undertake further design, assessment and costing work on a potential interim scheme solution which:
 - reduces Tadcaster Road to single lane approaches (currently two lanes) to provide more space for widened and segregated footways/cycle tracks
 - replaces existing sub-standard staggered Toucan crossings with straight across segregated pedestrian/cycle crossings on Tadcaster Road north and south of Moor Lane roundabout. This variant would also provide the opportunity to address specific consultation comments regarding northbound cyclists wishing to turn right into Principal Rise and the southbound re-entry for cyclists.
69. Whilst it is recognised this interim option would not provide enhanced cycle facilities for more confident on-road cyclists through Moor Lane

roundabout, it would provide improved off-road facilities for less confident cyclists. Explore any joint funding opportunities re the junction and traffic signals and the potential to recycle traffic signal equipment in the event of securing funding for a major scheme at this location.

70. Officer recommendation

Design Option 2. Progress further design, assessment and costing work on Design Option 2.

The Horseshoe (Consultation Sheet A7)

Summary

71. Consultation respondents expressed limited benefit in widening footways in order to achieve the 1.8m desirable minimum, but were supportive of localised widening of the carriageway in order to achieve wider cycle lanes.
72. There was also a request to retain the existing pedestrian refuge crossing located south of The Horseshoe.

Design Options

73. Design Option 1: Proceed with consultation scheme
Progress to next stage of design with scheme proposals as indicated on the consultation plans.
74. Design Option 2: Modify consultation scheme proposals
Proceed to detailed design with scheme design as consulted upon subject to the following additional design development:
 - Remove proposed footway widening along this route section
 - Review design opportunity to retain existing pedestrian refuge crossing located south of The Horseshoe, ensuring minimum cycle lane widths are maintained.

75. Officer recommendation

Design Option 2. Proceed to detailed design with scheme design as consulted upon subject to the additional design development as set out above.

Slingsby Grove Shops (Consultation Sheet A6)

Summary

76. Consultation responses showed strong support for improving the intervisibility sight lines for vehicles exiting Slingsby Grove, achieved by relocating the northbound bus stop and amending the parking bays adjacent to the shops. However, the relocation of the northbound bus stop also received several objections from residents and business owners. Several suggestions were made for the parking at the shops or library to be removed instead.
77. Other suggestions included ensuring an LTN 1/20 compliant car door 'buffer strip' between the northbound parking bays and cycle lane (or potentially creating a northbound cycle bypass on the inside of the parking bays); measures to reduce likelihood of pedestrians and cyclists conflicting when using the southbound bus stop bypass; and adding additional cycle stands.

Design Options

78. Design Option 1: Proceed with consultation scheme
Progress to next stage of design with scheme proposals as indicated on the consultation plans.
79. Design Option 2: Modify consultation scheme proposals
Proceed to detailed design with scheme proposals as shown on the consultation plans subject to the following amendments:
 - review alternative location for relocated northbound bus stop
 - review incorporation of a buffer strip between the northbound parking bays and cycle lane
 - review opportunity and cost of creating a northbound cycle bypass on the inside of the parking bays
 - incorporate additional cycle parking serving Slingsby Grove shops
 - reflecting LTN 1/20, review design detail relating to interactions between cyclists and pedestrians at the proposed southbound bus stop bypass.
80. Officer recommendation

Design Option 2. Proceed to detailed design with scheme design as consulted upon subject to the additional design development as set out above.

St Helen's Road Junction (Consultation Sheet A5)

Summary

81. Consultation responses broadly supported the proposed improvements at the junction. Specific feedback is summarised below:

- request that the early start for northbound cyclists is triggered by detection and not requiring manual push button operation
- recognised difficulty for southbound cyclists turning right into St Helen's Road with the existing arrangement and a query if it is possible to provide a southbound cycle bypass to avoid delay at the junction
- queried whether the proposed signal upgrade is justified at this location in cost/benefit terms given recent junction refurbishment as part of the city-wide Traffic Signs Asset Renewal (TSAR) programme.

Design Options

82. Design Option 1: Proceed with consultation scheme

Progress to next stage of design with scheme proposals as indicated on the consultation plans.

83. Design Option 2: Modify consultation scheme proposals

Proceed to detailed design with scheme design as consulted upon subject to the following additional design development:

- specify cycle detection for approaching northbound cyclists
- remove the signal upgrade from scheme proposals and incorporate bus detection using existing traffic signal technology.

84. During the feasibility design stage consideration was given to more significant changes to the junction layout to provide improved facilities for southbound cyclists for both the ahead movement and the right turn movement into St Helen's Road. However, whilst a geometrically viable layout has been developed it would necessitate the removal of the southbound right turn lane into St Helen's Road. This is anticipated to have significant capacity impacts including for buses and, as such, has not been included within the proposed TCF package of works. This option could be revisited as a later phase of works pending separate funding.

85. Officer recommendation

Design Option 2. Proceed to detailed design with scheme design as consulted upon subject to the additional design development as set out above.

Widening alongside The Knavesmire (Consultation Sheets A5, A4 & A3)

Summary

86. The route section from Ainsty Grove to St George's Place is characterised by varying road width, reducing to less than 8.5m in some locations. This results in existing sections of discontinuous on-road cycle lanes as shown in Figure 2.5. Opportunities to widen the carriageway to achieve minimum cycle lane widths as defined in LTN 1/20 are restricted by the presence of mature trees. There are also heritage constraints including The Tyburn in the vicinity of the Pulleyn Drive crossing.

Figure 2.5 – Existing discontinuous cycle lanes (adjacent to York Clinic for Integrated Healthcare)



Source: Site visit video footage (Dec-20)

87. Without removing trees there is insufficient space to provide continuous on-road cycle lanes in both directions or to sufficiently widen the existing footway/shared use space adjacent to The Knavesmire to create segregated off-road provision. The current proposal provides a compromise, providing the greatest possible widths for more confident cyclists who wish to stay on-road and a shared use off-road space for less confident cyclists adjacent to The Knavesmire.
88. Feedback on this proposal highlighted strong support for widening the existing footway adjacent to The Knavesmire and widening the inbound on-road cycle lane, but raised concerns about the off-road space being shared use. Feedback also highlighted a need for protection to be added to the on-road cycle lanes and concern about any changes that could damage the trees in this area.

Design Options

89. Design Option 1: Progress with proposed scheme (3.0m shared use route adjacent to The Knavesmire)
Develop the detailed design of a shared use route adjacent to The Knavesmire as per the consultation version comprising two component elements:
 - re-designation of existing 3.0m segregated facility between St George's Place and Hob Moor Toucan crossing to 3.0m unsegregated shared use in accordance with LTN 1/20 guidelines. Scheme to extend 3.0m section to Knavesmire Road; and
 - widen and redefine the existing eastern footway between The Tyburn and Ainsty Grove to a 3.0m shared use path to ensure consistent off-road provision along the length of The Knavesmire on the eastern side of Tadcaster Road.
90. It is recognised that Design Option 1 does not satisfy the consultation feedback of segregated provision. It is also one of the more expensive cost items of the scheme.
91. Design Option 2: 4.5m segregated facility adjacent to the Knavesmire
Widen the shared use path to 4.5m to provide segregated off-road walking and cycling facilities. This is likely to incur considerable additional costs, meaning other elements of the scheme cannot be delivered. It will also require the felling off an estimated 12 mature trees and the associated time delays whilst permissions and further consultation takes place. High concern has been raised throughout the consultation about any measures which may change or remove green space or trees. An alternative variant of Option 2 could be to provide a 4.5m off-road segregated facility through The Knavesmire, along the broad alignment of the existing informal route, reducing the potential for tree removal significantly. This variant option would also likely require additional street lighting and would require separate funding.
92. Design Option 3: Widen footway on eastern side of Tadcaster Road adjacent to The Knavesmire
Whilst this option would improve provision for pedestrians, it would not address the current gap in provision for cyclists.
93. Design Option 4: Do nothing (pending further funding)
Under this option discontinuous on-road cycle lanes will be retained. It is recognised the scheme will not have addressed concerns about a safer

and continuous route for people travelling by cycle along the full length of the corridor. Further funding will need to be sought to deliver an alternative off-road intervention in this area.

94. With Design Option 4 there would no longer be the requirement to amend the existing pedestrian refuge located north of the junction with Ainsty Grove to accommodate cyclists. As such, this element of the scheme would be removed.

95. Officer recommendation

Design Option 4. In light of the clear request for segregated provision for cyclists and pedestrians alongside The Knavesmire (east side of Tadcaster Road), remove the proposed widening of the existing footway to 3.0m shared use from the scheme. Further work is required to explore alternative off-road options that achieve desired widths for segregating pedestrians and cyclists in accordance with LTN 1/20 without impacting on trees. This alternative option will require a different funding stream and could be delivered separately/independently of the Tadcaster Road scheme.

Vicinity of Knavesmire Road junction (Consultation Sheet A2)

Summary

96. Consultation responses broadly supported the proposed improvements at this location. Specific feedback is summarised below:
 - incorporate buffer strip between the northbound parking bays and cycle lane (this was already included in the consultation plans)
 - localised amendments to the proposed controlled pedestrian crossing facility to the north of the junction with Knavesmire Road to avoid driveway accesses
 - address poor inter-visibility for drivers exiting Knavesmire Road.

Design Options

97. Design Option 1: Proceed with consultation scheme
Progress to next stage of design with scheme proposals as indicated on the consultation plans.
98. Design Option 2: Modify consultation scheme proposals

Proceed to detailed design with scheme proposals as shown on the consultation plans subject to the following additional design development in response to consultation feedback:

- realign the proposed controlled pedestrian crossing facility to the north of the junction with Knavesmire Road to avoid driveway accesses
- review maintenance requirements to improve visibility for drivers existing Knavesmire Road.

99. The scheme proposal includes removing a short section of inbound bus lane south of the junction with Knavesmire Road. As part of the broader road space reallocation strategy described above, the justification for the removal of this localised section of bus lane is to reduce friction for all modes. This provides the opportunity to provide LTN 1/20 compliant cycle lane widths in both directions and a full width right turn pocket for the significant right turn movement into Knavesmire Road such that the northbound ahead movement (buses and general traffic) is not impeded.

100. Officer recommendation

Design Option 2. Proceed to detailed design with scheme design as consulted upon subject to the additional design development as set out above.

The Mount (Consultation Sheet A1)

Summary

101. Specific issues raised during the consultation process included:

- concern about the proposed removal of the existing sub-standard refuge crossing near the junction with Mill Mount due to the perception of excessive delays to pedestrians using the controlled crossing as part of the traffic signal arrangement at the junction with Dalton Terrace.
- queried the value of the proposed short section of new southbound bus lane on The Mount between the junctions with Scarcroft Road and Dalton Terrace
- dislike expressed about the existing off-carriageway southbound cycle track due to the loss of priority across side roads; the requirement to use shared space either side of the junction with Albermarle Road; and poor surface quality plus difficulties for cyclists safely re-joining Tadcaster Road southbound south of the junction with Albermarle Road.

102. Regarding the final bullet point above, with the exception of ensuring a safer re-entry onto Tadcaster Road for southbound cyclists south of the junction with Albermarle Road, broader/more significant changes to the junction with Dalton Terrace/Albermarle Road including amendments to the existing off-carriageway southbound cycle track are beyond the scope of this project and would require separate funding and delivery timescales.

Design Options

103. Design Option 1: Proceed with consultation scheme

Progress to next stage of design with scheme proposals as indicated on the consultation plans.

104. Design Option 2: Modify consultation scheme proposals

Proceed to detailed design with scheme proposals as shown on the consultation plans subject to the following additional design development in response to consultation feedback:

- review opportunities to maximise the green man period for pedestrians using the controlled pedestrian crossing at the junction with Dalton Terrace (as an alternative to the existing sub-standard refuge crossing)
- use micro-simulation modelling to test the impact of the proposed new section of southbound bus lane.

105. Officer Recommendation

Design Option 2. Proceed to detailed design with scheme design as consulted upon subject to the additional design development as set out above.

Options

106. There are four options to be considered

107. Option A: To progress the current designs that were consulted upon as per Annex A through detailed design and proceed to implementation.

108. Option B: To engage further on the active travel elements before detailed design.

109. Option C: To progress as per the officers recommendations detailed in the table at para 119 through a process of detailed design.

Analysis of Options

110. Option A: To progress the current designs that were consulted upon as per Annex A through detailed design and proceed to implementation.
111. The scheme contained with Annex A has been through significant feasibility work already. But to progress with this design through the detailed design process would not respond to the comments of residents and users of the Tadcaster Road Corridor. Therefore this is not recommended option
112. Option B: To engage further on the active travel elements before detailed design.
113. Recognising that a perfect solution is not possible with the budget or space available and that the public response was often mixed, this options pause the sustainable travel improvements to the Tadcaster Road Project. It would see the delivery of the maintenance elements of the scheme commencing in 2022. This would allow time to consult and attempt to negotiate more of a consensus on the design.
114. The whole project could not be paused and delayed as the time limited nature of the funding for both the maintenance scheme and the Sustainable Travel scheme would be put in jeopardy. Even this approach would put the funding for the Sustainable travel elements of the scheme at risk.
115. Option C: To progress as per the officers recommendations detailed above and summarised below in para 119 through a process of detailed design.
116. Recognising the comments from the consultation to progress as per the officer's recommendations, which in the main seek to address the themes that emerged through the consultation. By progressing through a process of detailed design further work to address the comments received will be undertaken. It would recognising the challenges that widening alongside the Knavesmire poses and remove this from the current proposals.
117. Should the budget not be sufficient for the scheme a report to the Executive Member for Transport will be prepared to determine priorities.

118. This project is constrained by the budget. The detailed design work will impact upon the cost estimates. Therefore it is proposed to bring a report back to the Executive Member once the design work and costing has been undertaken so that a final prioritised list of affordable interventions to improve sustainable modes of transport on the Tadcaster Road corridor can be commissioned

119. Summary of Design Option recommendations

Item	Officer Recommendation
General Themes	
Segregated cycle lanes	<p>To investigate the provision of 'light segregation' features where viable to do so subject to:</p> <ul style="list-style-type: none"> ▪ maintaining a minimum effective cycle lane width of 1.5m in accordance with LTN 1/20 ▪ maintaining a desirable minimum general traffic running lane width of 3.25m, with an absolute minimum of 3.0m over localised constrained sections and where appropriate ▪ maintaining access to side roads, bus stops, parking area and private driveways ▪ ensuring light segregation features are in keeping with the local environment along the route ▪ budgetary constraints.
Pedestrian crossings	<p>Proceed to detailed design with proposed pedestrian facilities as shown on the consultation plans subject to the following additional design development:</p> <ul style="list-style-type: none"> ▪ Proceed to detailed design on the three proposed signal-controlled pedestrian crossings (north of the junction with Knavesmire Road; north of the junction with Middlethorpe Grove; and north of the junction with Nelson's Lane) ▪ Review opportunities to improve pedestrian and cycle segregation at the York College Toucan crossing ▪ Review opportunities to improve existing sub-standard Toucan crossings located north and south of Moor Lane roundabout ▪ Retain existing refuge crossing located immediately south of the junction with The Horseshoe (south) ▪ Minor amendments only to the refuge crossing located north of the junction with Ainsty Grove given the proposed removal from the consultation scheme of

Item	Officer Recommendation
	<p>widening into the Knavesmire</p> <ul style="list-style-type: none"> ▪ Review signal-controlled pedestrian crossing green man time at the controlled crossing of Tadcaster Road north of Dalton Terrace
Road space reallocation	<p>Proceed to detailed design with road space reallocation proposals as shown on the consultation plans subject to the following additional design development:</p> <ul style="list-style-type: none"> ▪ Through detailed design undertake a review to confirm space constraints prevent the inclusion of right turn pockets and to double check the justification for their removal. ▪ As part of the detailed design process ensure bus lane widths avoid the critical 3.2m-3.9m width as defined in LTN 1/20.
Bus Stops	<p>Proceed to detailed design with bus stop proposals as shown on the consultation plans subject to the following additional design development:</p> <ul style="list-style-type: none"> ▪ Amend bus stop bypass proposal at York College (northbound) to avoid tree removal ▪ Reflecting LTN 1/20, clarify design detail relating to interactions between cyclists and pedestrians at the proposed bus stop bypass locations.
Kerbside parking	<p>Proceed to detailed design with cycle lane proposals adjacent to kerbside parking as shown on the consultation plans subject to the following additional design development:</p> <ul style="list-style-type: none"> ▪ Review design opportunity and cost of providing cycle track bypasses at Slingsby Grove shops (northbound); Library (northbound); and Mayfield Grove (northbound). ▪ Subject to the above review not being viable/beyond the scheme budget, show 0.5m buffer strip adjacent to kerbside parking areas at the above locations.
Area Specific Interventions	
Sim Balk Lane / York College area	<p>Progress further design, assessment and costing work on a variant option which:</p> <ul style="list-style-type: none"> ▪ widens the existing sub-standard shared use footway into adjacent land subject to availability.

Item	Officer Recommendation
	<ul style="list-style-type: none"> ▪ realigns the proposed inbound bus stop lay-by and bus stop cycle bypass to avoid removal of existing trees ▪ provides segregated pedestrian and cycle facilities at the controlled crossing serving York College. <p>Subject to the outcome of the above review, progression to detailed design with the variant option will be an officer decision in consultation with Executive Member.</p>
Moor Lane roundabout	<p>Progress further design, assessment and costing work on an interim option which would improve off road facilities for cyclists and pedestrians pending a future, separately funded major scheme intervention at this location.</p>
The Horseshoes (vicinity)	<p>Proceed to detailed design with scheme proposals as shown on the consultation plans subject to the following additional design development in response to consultation feedback:</p> <ul style="list-style-type: none"> ▪ remove proposed localised widening of footways to 1.8m desired minimum ▪ retain existing pedestrian refuge crossing located south of The Horseshoe.
Slingsby Grove shops	<p>Proceed to detailed design with scheme proposals as shown on the consultation plans subject to the following amendments:</p> <ul style="list-style-type: none"> ▪ review alternative location for relocated northbound bus stop ▪ review incorporation of a buffer strip between the northbound parking bays and cycle lane ▪ review opportunity and cost of creating a northbound cycle bypass on the inside of the parking bays ▪ incorporate additional cycle parking serving Slingsby Grove shops ▪ reflecting LTN 1/20, review design detail relating to interactions between cyclists and pedestrians at the proposed southbound bus stop bypass.
St Helen's	<p>Proceed to detailed design with scheme design as</p>

Item	Officer Recommendation
Road junction	<p>consulted upon subject to the following additional design development:</p> <ul style="list-style-type: none"> ▪ specify cycle detection for approaching northbound cyclists ▪ remove the signal upgrade from scheme proposals and incorporate bus detection using existing traffic signal technology
The Knavesmire	<p>In light of the clear request for segregated provision for cyclists and pedestrians alongside The Knavesmire (east side of Tadcaster Road), remove the proposed widening of the existing footway to 3.0m shared use from the scheme. Further work is required to explore alternative off-road options that achieve desired widths for segregating pedestrians and cyclists in accordance with LTN 1/20 without impacting on trees. This alternative option will require a different funding stream and could be delivered separately/independently of the Tadcaster Road scheme.</p>
Knavesmire Road (vicinity)	<p>Proceed to detailed design with scheme proposals as shown on the consultation plans subject to the following additional design development in response to consultation feedback:</p> <ul style="list-style-type: none"> ▪ realign the proposed controlled pedestrian crossing facility to the north of the junction with Knavesmire Road to avoid driveway accesses ▪ review maintenance requirements to improve visibility for drivers existing Knavesmire Road.
The Mount	<p>Proceed to detailed design with scheme proposals as shown on the consultation plans subject to the following additional design development in response to consultation feedback:</p> <ul style="list-style-type: none"> ▪ review opportunities to maximise the green man period for pedestrians using the controlled pedestrian crossing at the junction with Dalton Terrace (as an alternative to the existing sub-standard refuge crossing) ▪ use micro-simulation modelling to test the impact of the proposed new section of southbound bus lane.

Council Plan

120. The Council Plan has Eight Key Outcomes:

- 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

121. The Tadcaster Rd Scheme supports the prosperity of the city by improving the effectiveness, safety and reliability of the transport network, which helps economic growth and the attractiveness for visitors and residents. The scheme will improve public transport, provide better facilities for walking and cycling, and address road safety issues.

122. Enhancements to the efficiency and safety of the route will directly benefit all road users by improving reliability and accessibility to other council services across the city.

Implications

123. The following implications have been considered:

Financial:

124. It is proposed to fund the £1.43m Transport elements of the Tadcaster Rd scheme from the Transforming Cities Fund which is administered by the West Yorkshire Combined Authority. An indicative allocation has been secured from the overall TCF allocation with the receipt of funding subject to the West Yorkshire Combined Authority's assurance and governance processes. Following the approval of the business case a funding agreement will be prepared between the Council and the Combined Authority to access the funding.

125. The latest scheme cost estimate for the TCF funded package of sustainable transport focussed transportation improvements along Tadcaster Road is £1.63m. Reflecting the stage of design, this includes a 22% risk contingency of £294k.

126. The cost of the scheme will be kept under review as the detailed design is progressed to keep within the available budget. Cost reductions are anticipated as:

- there are a number of design amendments to be undertaken as detailed in this report requiring associated updates to the scheme cost estimate
- the risk contingency allowance will reduce as the scheme progresses to detailed design
- savings are anticipated as a result of simultaneous delivery with the core works maintenance scheme, in particular in terms of site management and traffic management costs.

127. Should the final designed scheme cost above the indicative TCF allocation it will be necessary to either reduce scope of the scheme or identify other highway and transport capital funds for example LTP.

- **Human Resources (HR):** There are no HR implications
- **Equalities:** Within the constraints of the highway space available the facilities will be designed to accommodate all road users.
- **Legal:**
 - *Procurement* - Any procurement activity will be carried out in accordance with the council's Contract Procedure Rules and the Public Contracts Regulations 2015 (PCRs), as appropriate.
 - *WYCA Funding* - It is noted that funding will be received from TCF (via WYCA). Legal Services will review the funding agreement once it is received which will be based on the standard template agreement with WYCA.
 - As part of the review of the funding agreement an analysis of the funding in respect of the Subsidy Control Regime (previously State Aid) will need to be undertaken. It is likely the funding will not amount to a subsidy as CYC will contract with contractors to deliver the approved delivery and procurement strategy and will ensure a compliant procurement route is followed in accordance with the Public Contracts Regulations 2015. This therefore satisfies the requirement that trade between the UK and the EU is not affected.
- **Crime and Disorder:** There are no Crime & Disorder implications.
- **Information Technology (IT):** There are no IT implications.
- **Property:** There are no Property implications.
- **Other:** There are no other implications.

Risk Management

128. The project management and construction risks will be minimised by integrating the delivery of the transport elements into the overall Highway Maintenance scheme delivery.
129. The changes to the highway layout could lead to a road safety risk. This will be minimised by ensuring that the designs are undertaken in accordance with current standards and Road Safety Audits are undertaken prior to the construction of the works.

Contact Details

Author:	Chief Officer Responsible for the report:		
Author's name: Julian Ridge Title: Sustainable Transport Manager Dept Name: Transport Tel No. 01904552435	Chief Officer's name: James Gilchrist Title: Director of Transport Planning & Environment	Report Approved	<input checked="" type="checkbox"/> Date 8/10/21

Specialist Implications Officer(s) List information for all

Financial: Name: Patrick Looker Title: Finance Manager Tel No.	Legal: Name: Cathryn Moore Title: Legal Manager Tel No.
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Wards Affected: Micklegate, Dringhouses and Woodthorpe

All

For further information please contact the author of the report

Background Papers:

Appendices

Appendix A Consultation Drawings

Appendix B Consultation Report

List of Abbreviations Used in this Report

ATF – Active Travel Fund

CYC – City of York Council

LCWIP – Local Cycling and Walking Infrastructure Plan

LTN 1/20 – Local Transport Note Guidance and Good Practice Cycle Infrastructure Design

MOVA – Microprocessor Optimised Vehicle Actuation

TCF – Transforming Cities Fund

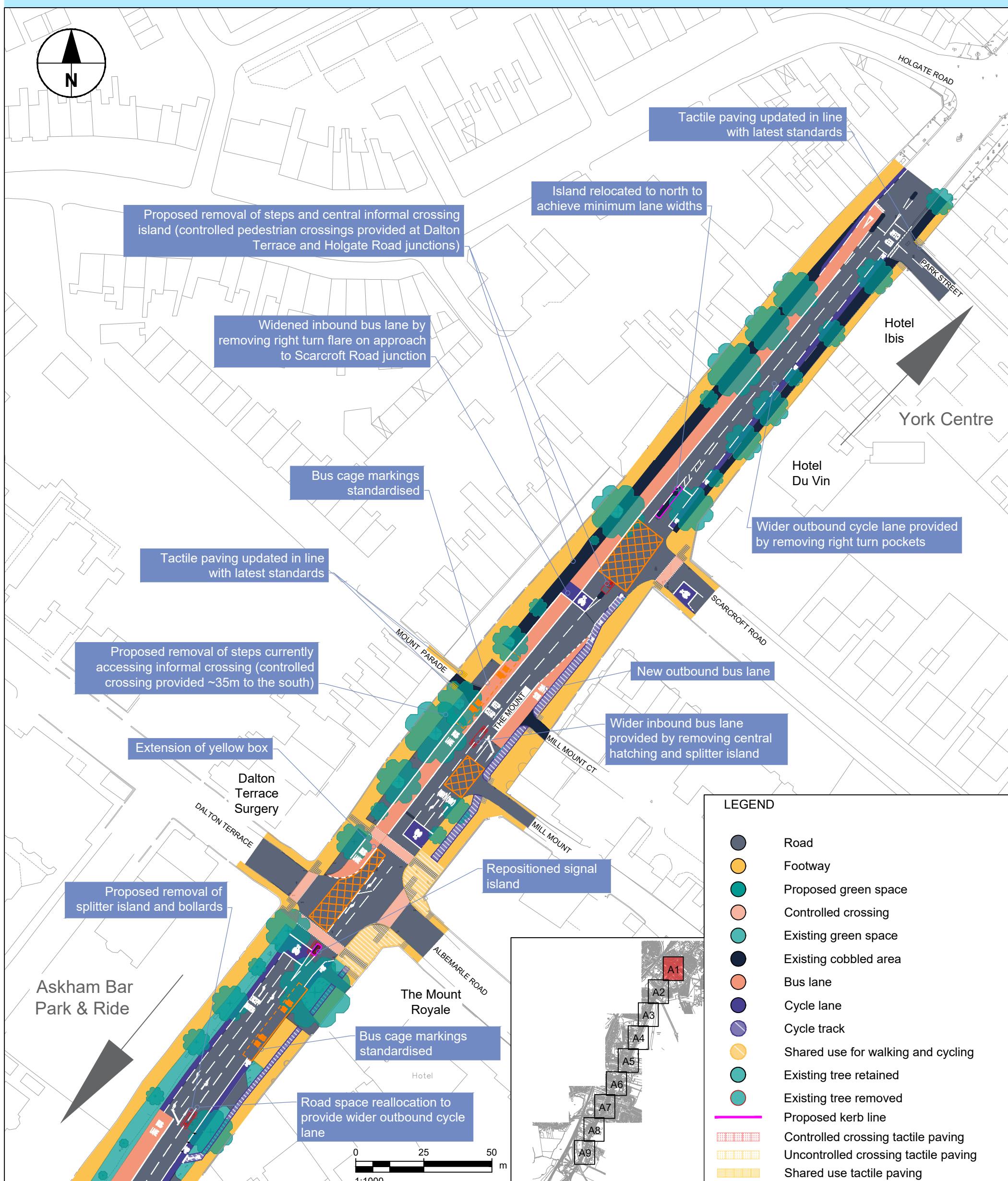
TSAR – Traffic Signal Asset Renewal

WYCA – West Yorkshire Combined Authority

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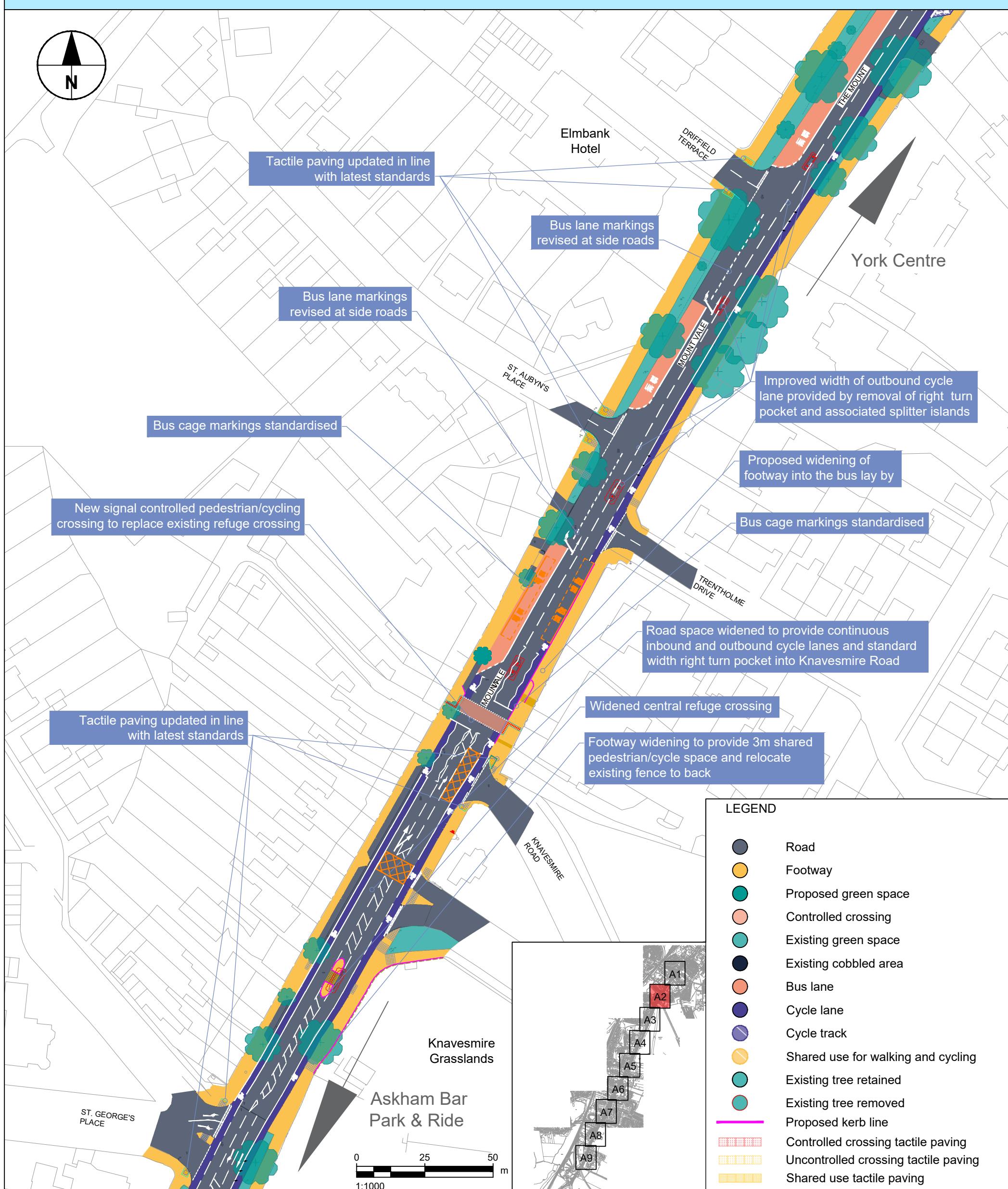
A1: The Mount near Dalton Terrace

Scheme A: Tadcaster Road



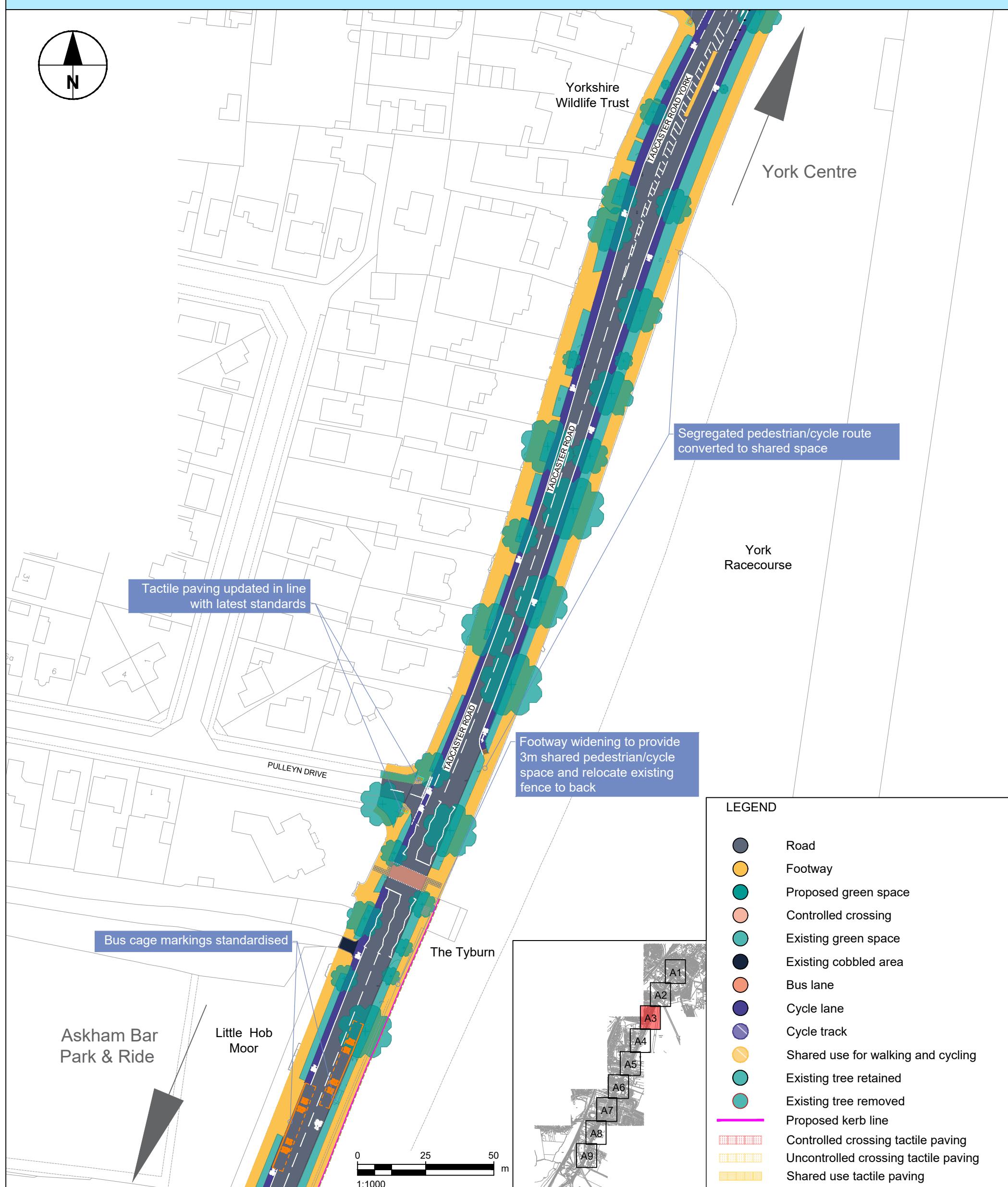
A2: Mount Vale near Knavesmire Road

Scheme A: Tadcaster Road



A3: Tadcaster Road near Pulleyn Drive

Scheme A: Tadcaster Road



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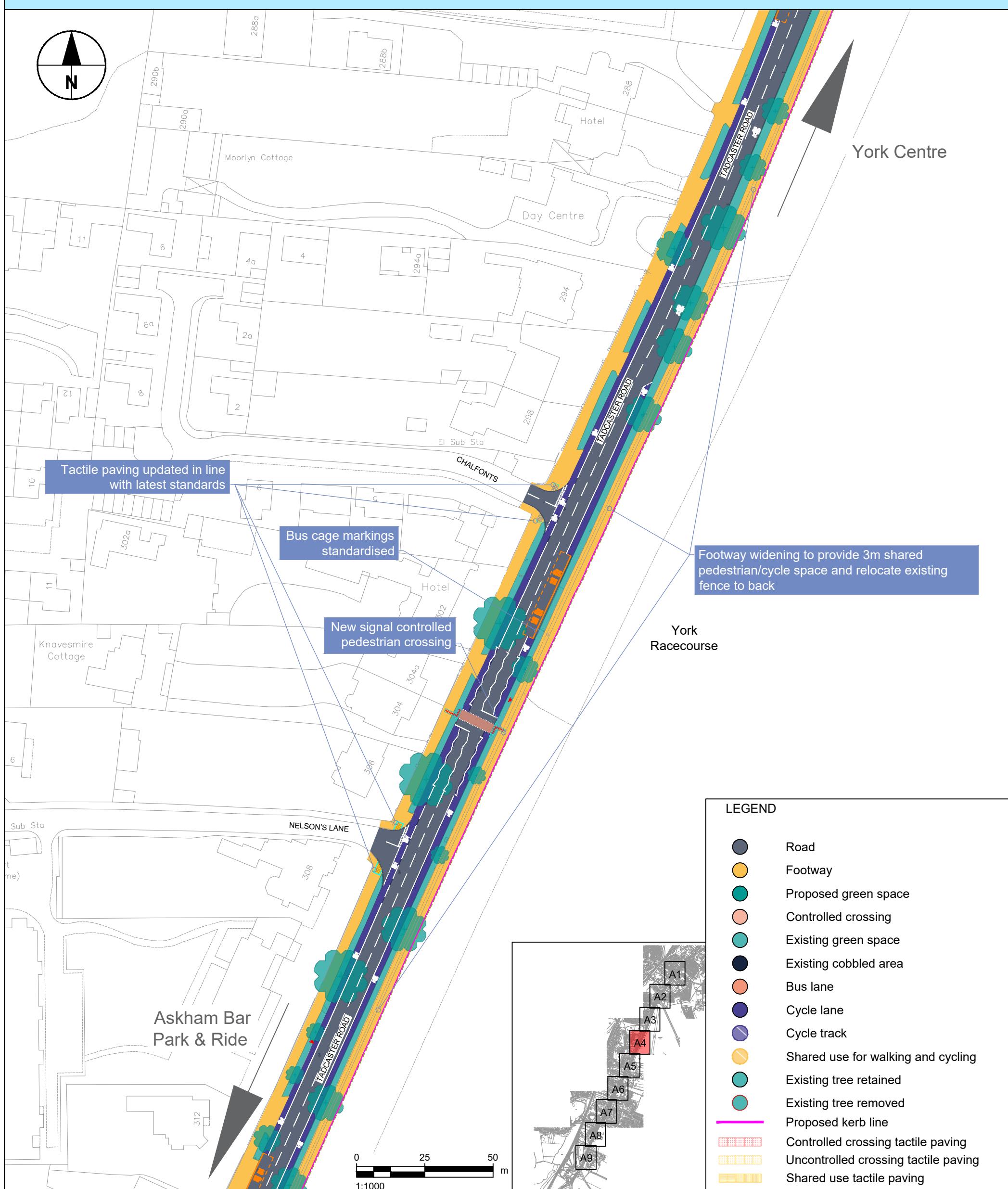


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A4: Tadcaster Road near Nelson's Lane

Scheme A: Tadcaster Road



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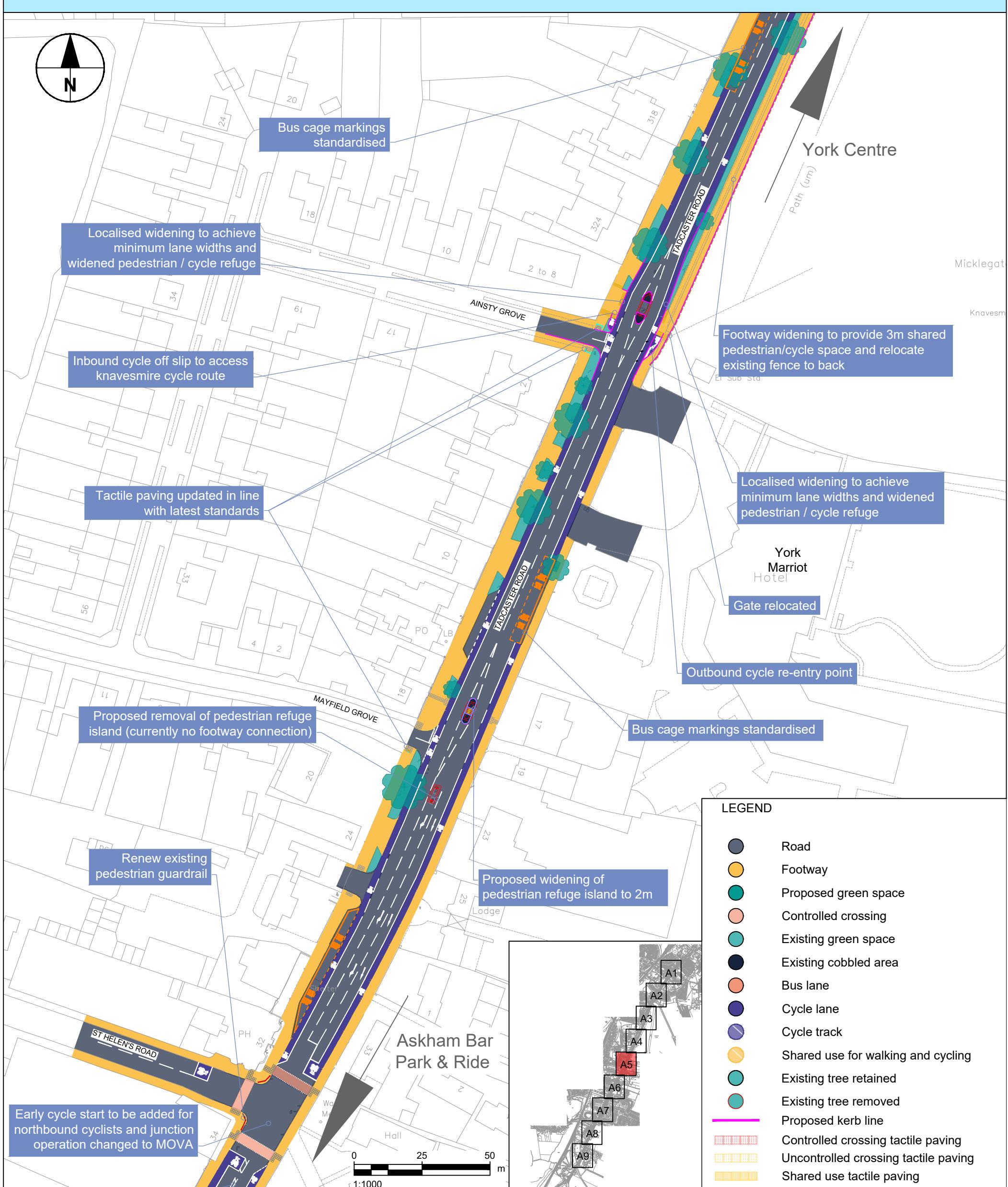


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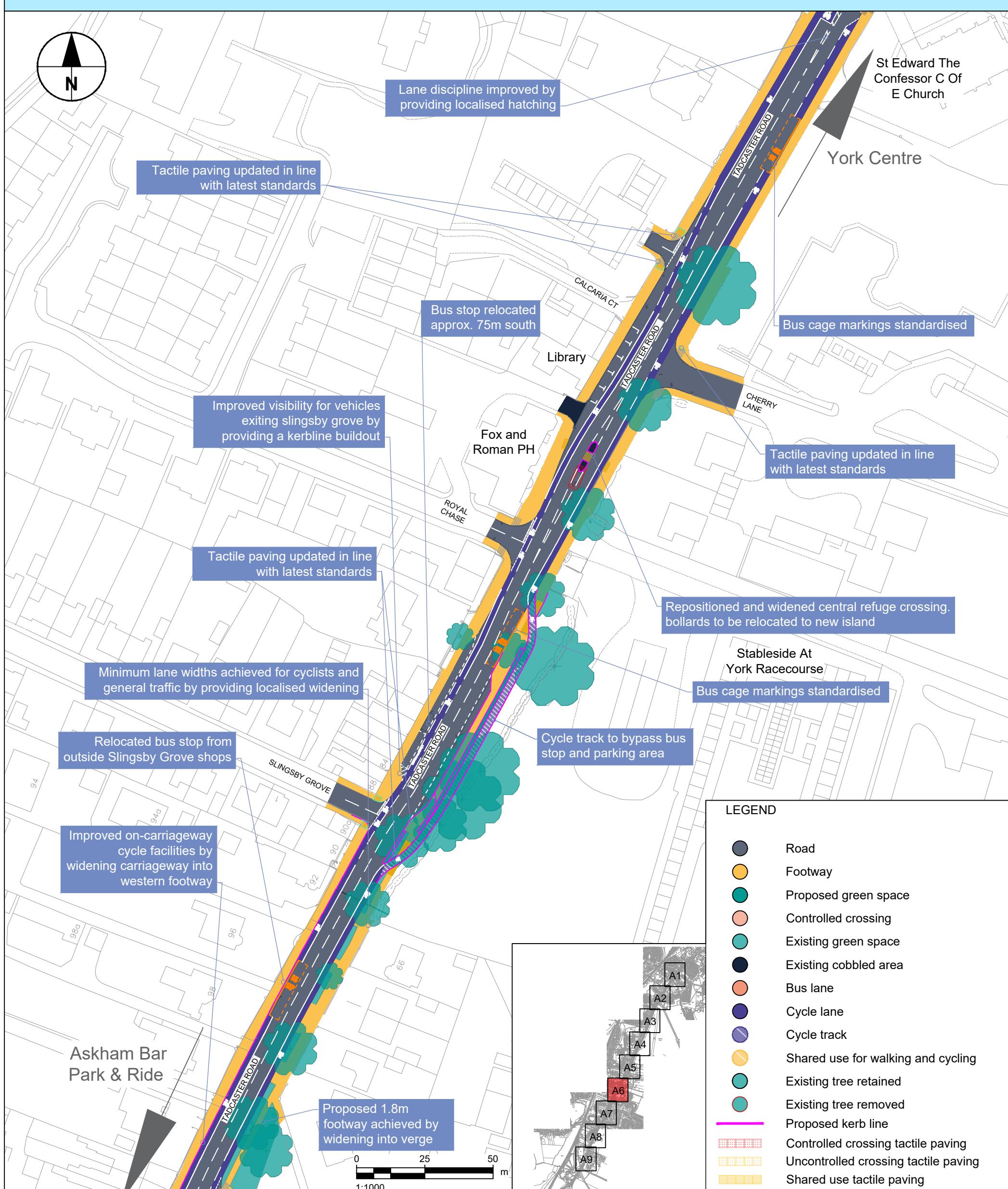
A5: Tadcaster Road near St Helen's Road

Scheme A: Tadcaster Road



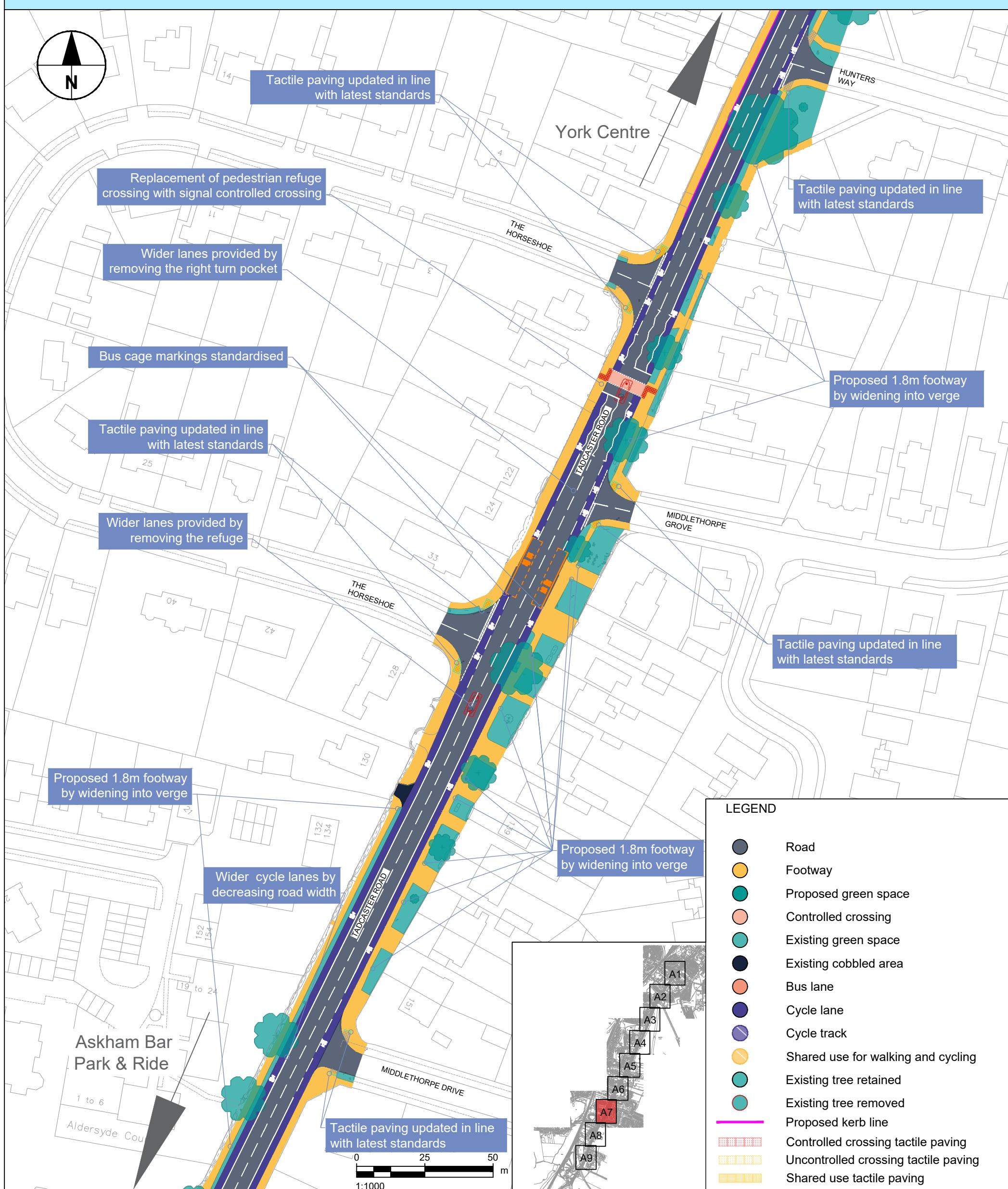
A6: Tadcaster Road near Slingsby Grove

Scheme A: Tadcaster Road



A7: Tadcaster Road near The Horseshoe

Scheme A: Tadcaster Road



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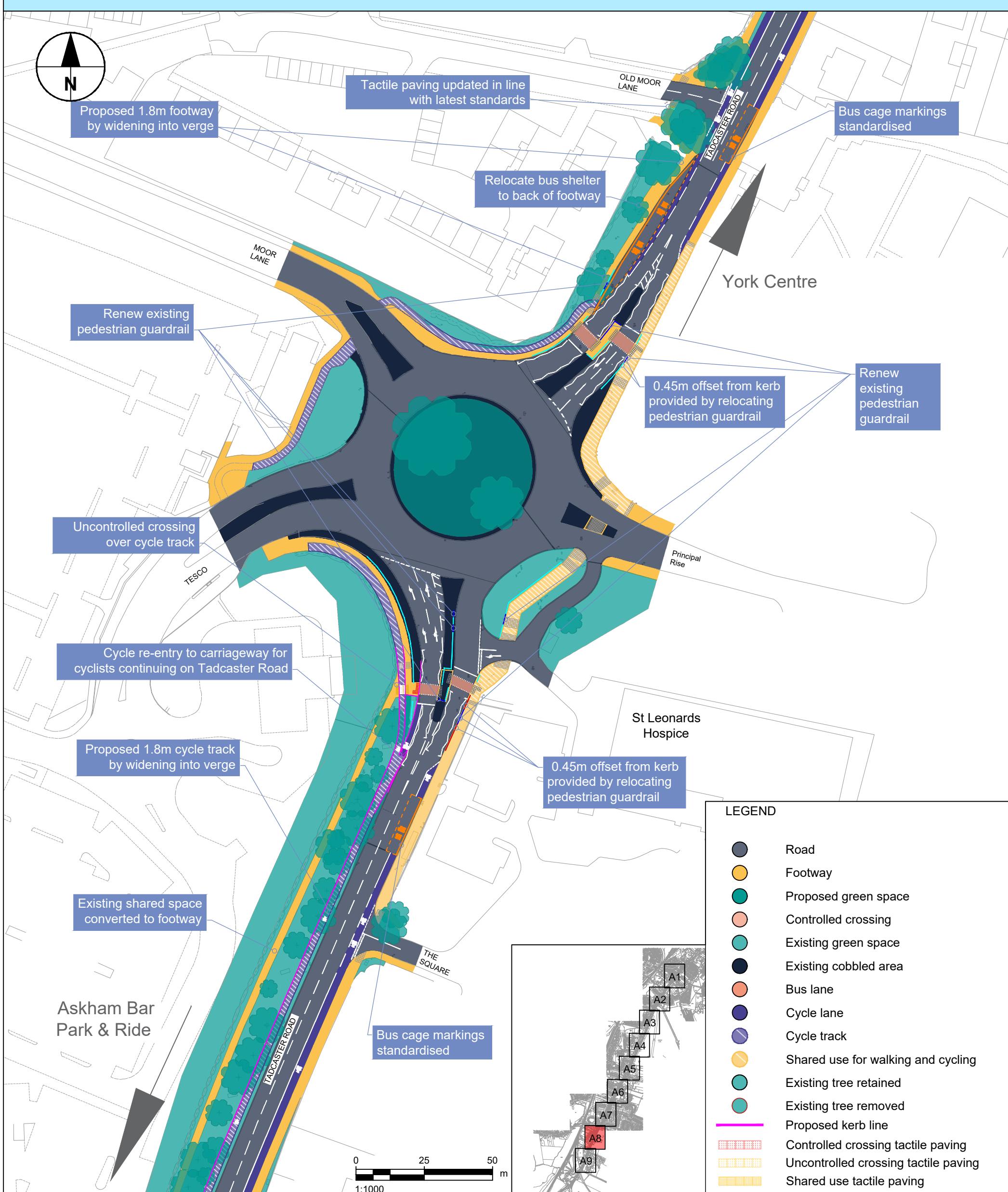


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A8: Tadcaster Road near Moor Lane Roundabout

Scheme A: Tadcaster Road



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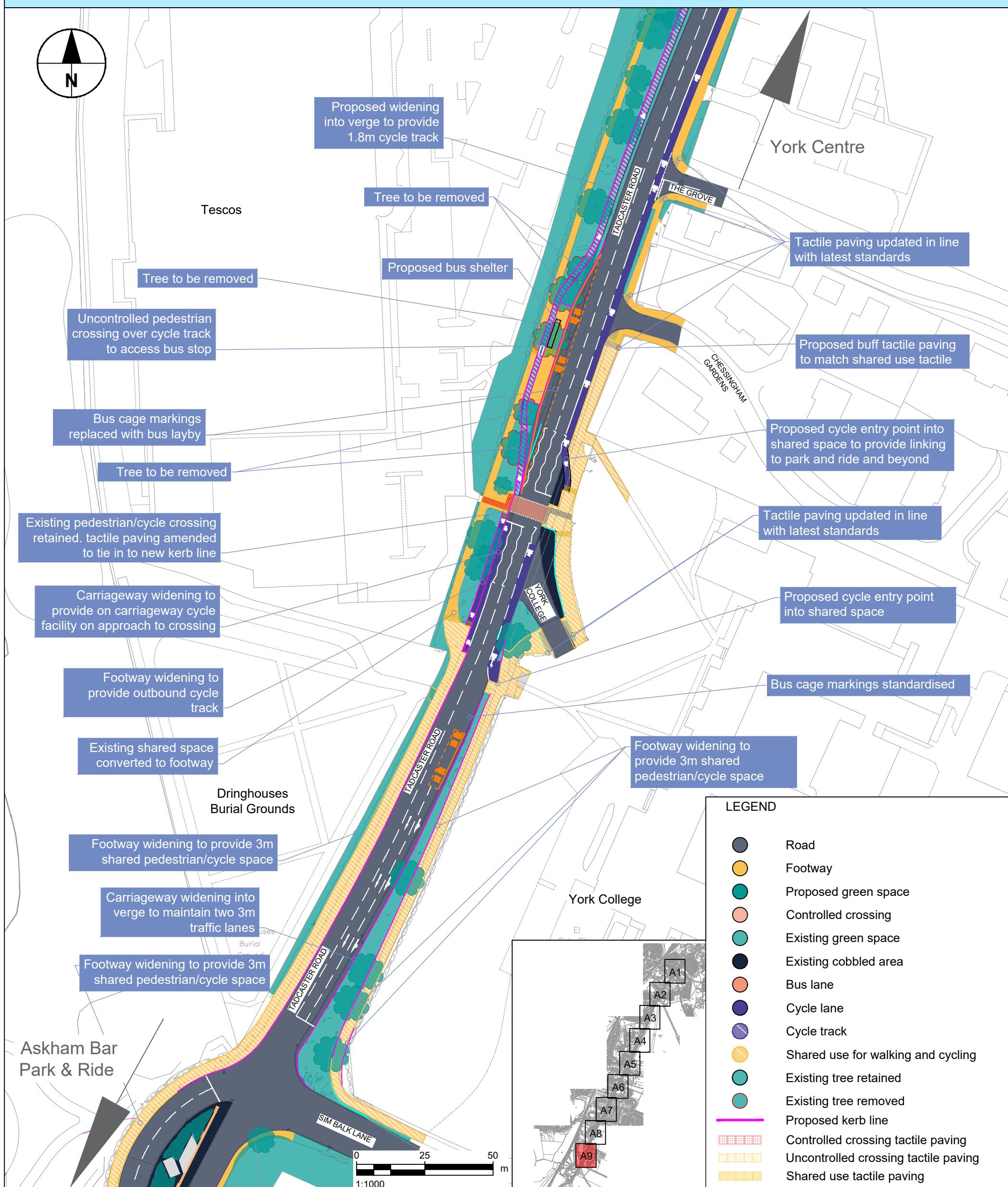


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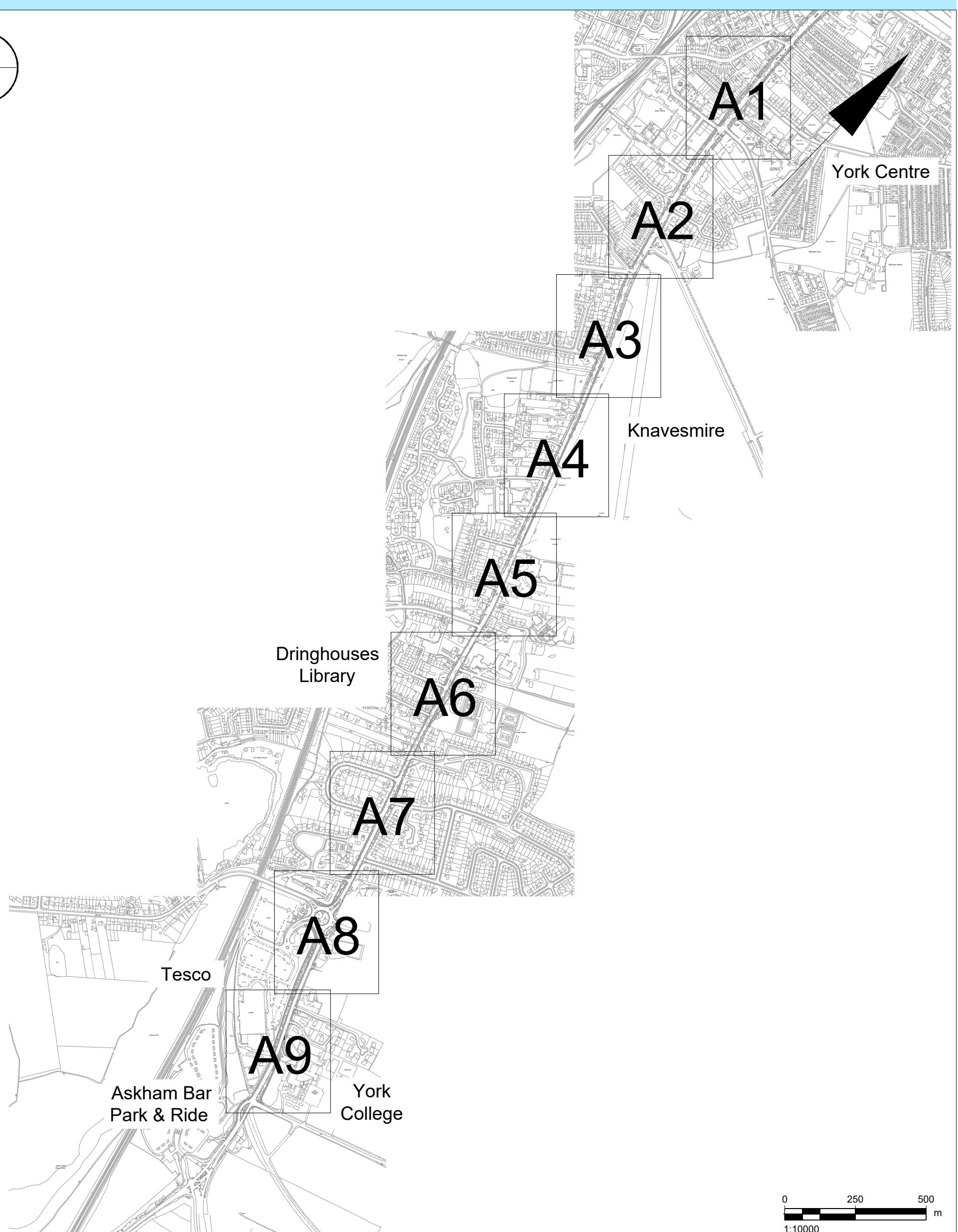
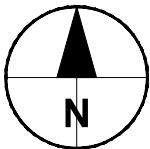
A9: Tadcaster Road near York College

Scheme A: Tadcaster Road



Overview Plan

Scheme A: Tadcaster Road



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Appendix B: Consultation Report

Tadcaster Road Corridor Improvements

Marked Up Survey

Public Consultation 2021

**Transforming Cities Fund (TCF)
Consultation & Engagement Team
West Yorkshire Combined Authority**

September 2021



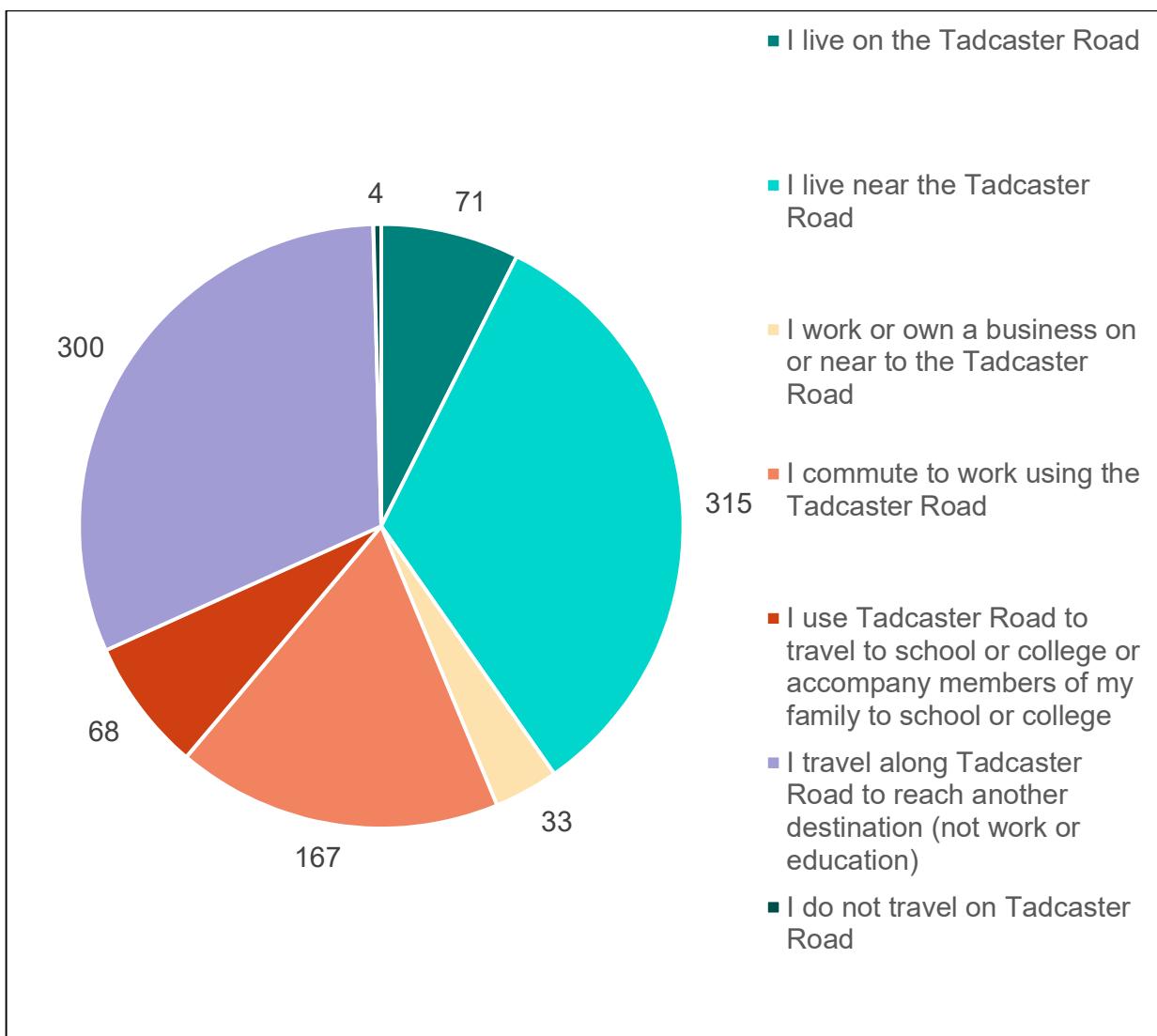
Your travel habits and perceptions

Q1: Data is collected by the West Yorkshire Combined Authority and processed on behalf of City of York in accordance with the Data Protection Act 2018. The data collected will be held only for the duration of the project. Please view our privacy notice here.

(n = 510)

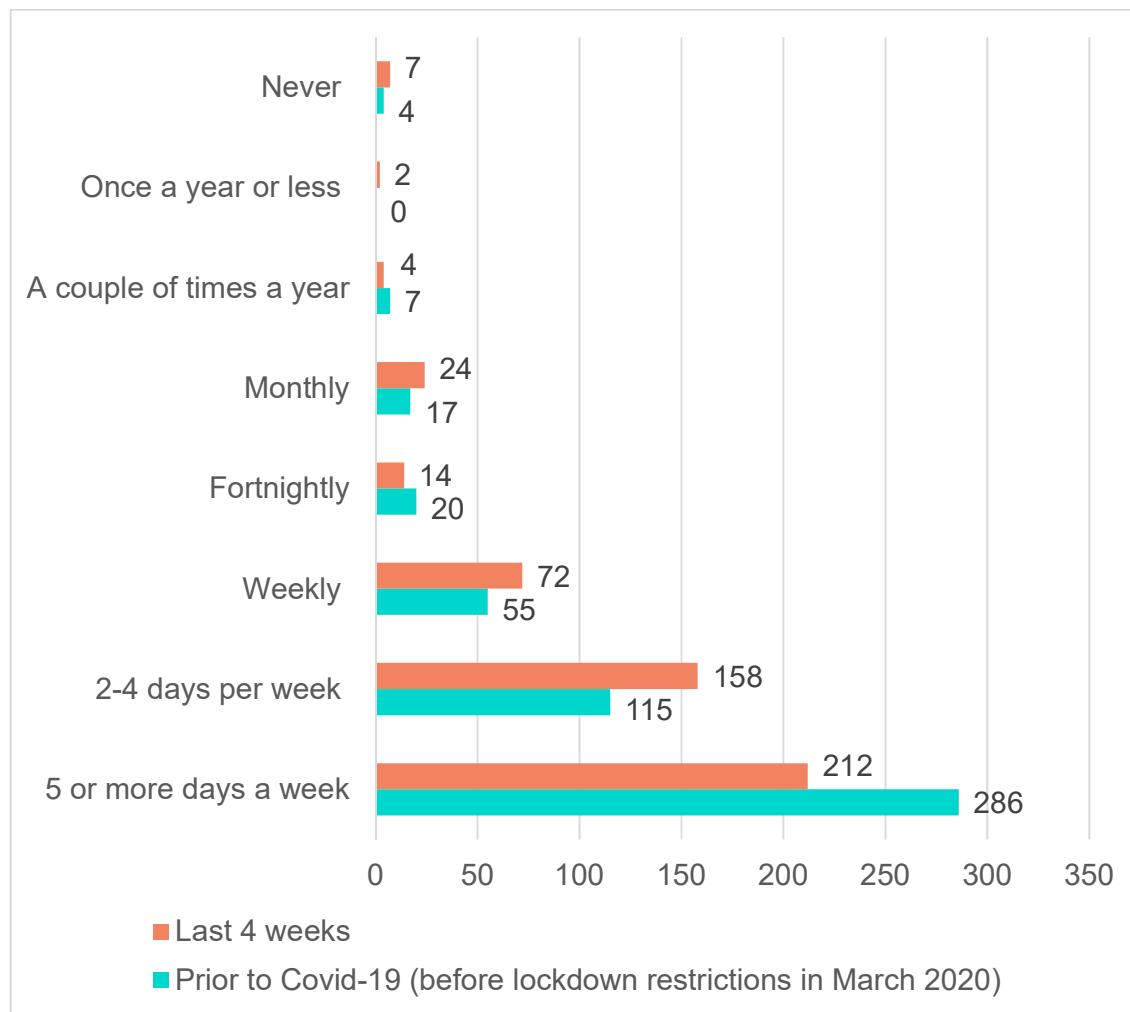
Q2: Please tell us the reason why you travel along the Tadcaster Road?

(n = 507)



Q3. How often do you travel on the Tadcaster Road? Please tell us first how often you travelled along the Tadcaster Road prior to the start of the Covid-19 pandemic (before March 2020) and then please tell us how often you travelled along Tadcaster Road recently (over the last 4 weeks).

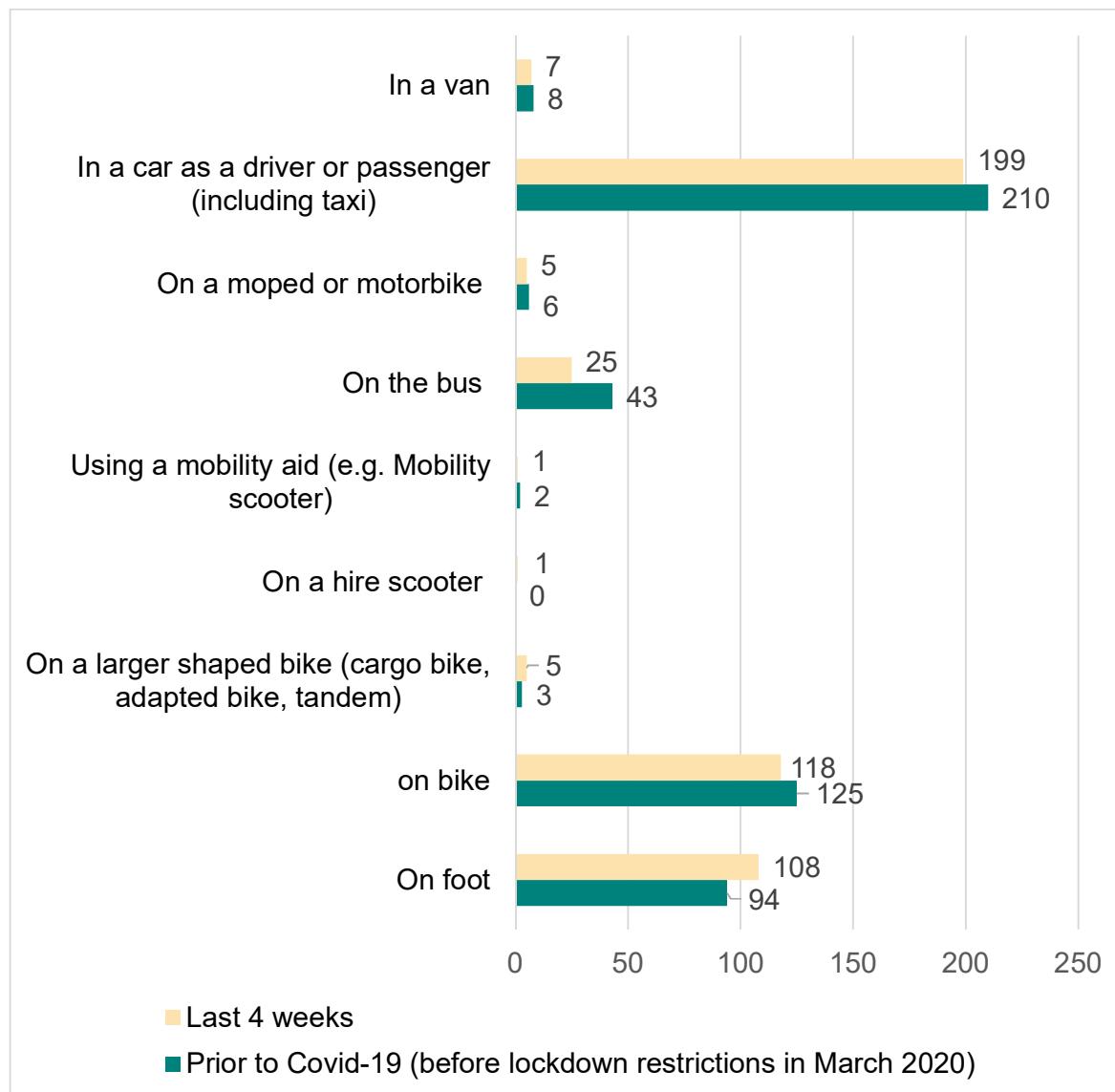
(n = 507)



Q4. By what main method of transport do you travel on the Tadcaster Road?

Please tell us your main method of transport along the Tadcaster Road prior to the start of the Covid-19 pandemic (before March 2020), and then please tell us your main method of transport along Tadcaster Road recently (over the last 4 weeks).

(n = 496)



Other: n = 165 text responses

Responses on the proposals

Q6. Please tell us which of the following do you think are the three most important areas for the Council to improve on the Tadcaster Road? Please tick the three most important to you:

(n = 493)



Please tell us if you have another area of importance not listed above:

n = 183 text responses

Theme	Amount
Create a footbridge/underpass	10
Reduce traffic/improve traffic flow	10
General safety concerns	7
Disagree with plans/general negative comments/not needed	3
Speeding measures	3
Improve paths/roads	3
Reduce noise	3

Better maintained	3
Increase speeds limits	3
Against bus lanes/bus priority	2
Comments about greenspace	2
In favour of improved crossings/traffic signals	1
In favour of shared cyclist/pedestrian space	1
Changes will make traffic worse/increase travel time	1
Disagree with traffic lights/crossings	1
Favour of motorists	1
Comments about the consultation	1
Consider all modes of transport	1
Priority for cyclists and pedestrians	1
Further questions	1
Consider accessibility/inclusivity	1
Parking concerns	1
Comments about users of the road	1
Prefer not to walk	1
Better provisions for runners/joggers	1
Reduce air pollution	1

Q8: Please tell us which of the following sections you would like to comment on? Tick all the sections you'd like to comment on:

(n = 452)

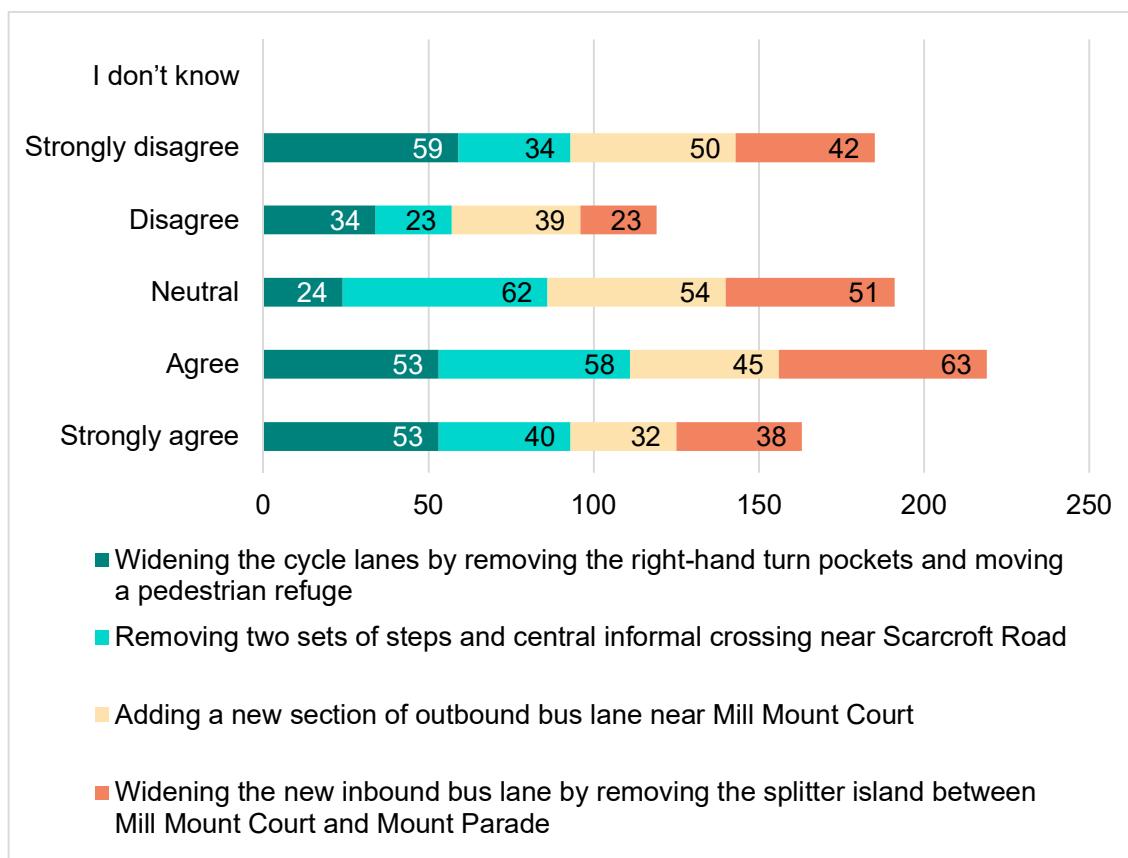
Section	Amount
A1: Dalton Terrace	231
A2: Tadcaster Road/Knavesmire Road	236
A3: Pulleyn Drive	176
A4: Nelson's Lane	186
A5: Ainsty Grove to St Helen's Road	193
A6: Slingsby Shops	169
A7: The Horseshoe	179
A8: Moor Lane roundabout	216
A9: York College	212

A1 - Dalton Terrace

Q9: Our ambition is to provide a continuous cycling and walking route from Askham Bar to York City Centre, and to improve bus reliability. This is to make it easier and safer for people to travel on foot, by bike, or by bus along Tadcaster Road.

To achieve our ambition at the area near Dalton Terrace (Diagram A1), we are proposing the following – please tell us how much you agree or disagree?

(n = 225)



Q10: Please use the space below to tell us any additional comments on the changes proposed, the designs or why you agree or disagree?

(n = 127 text responses)

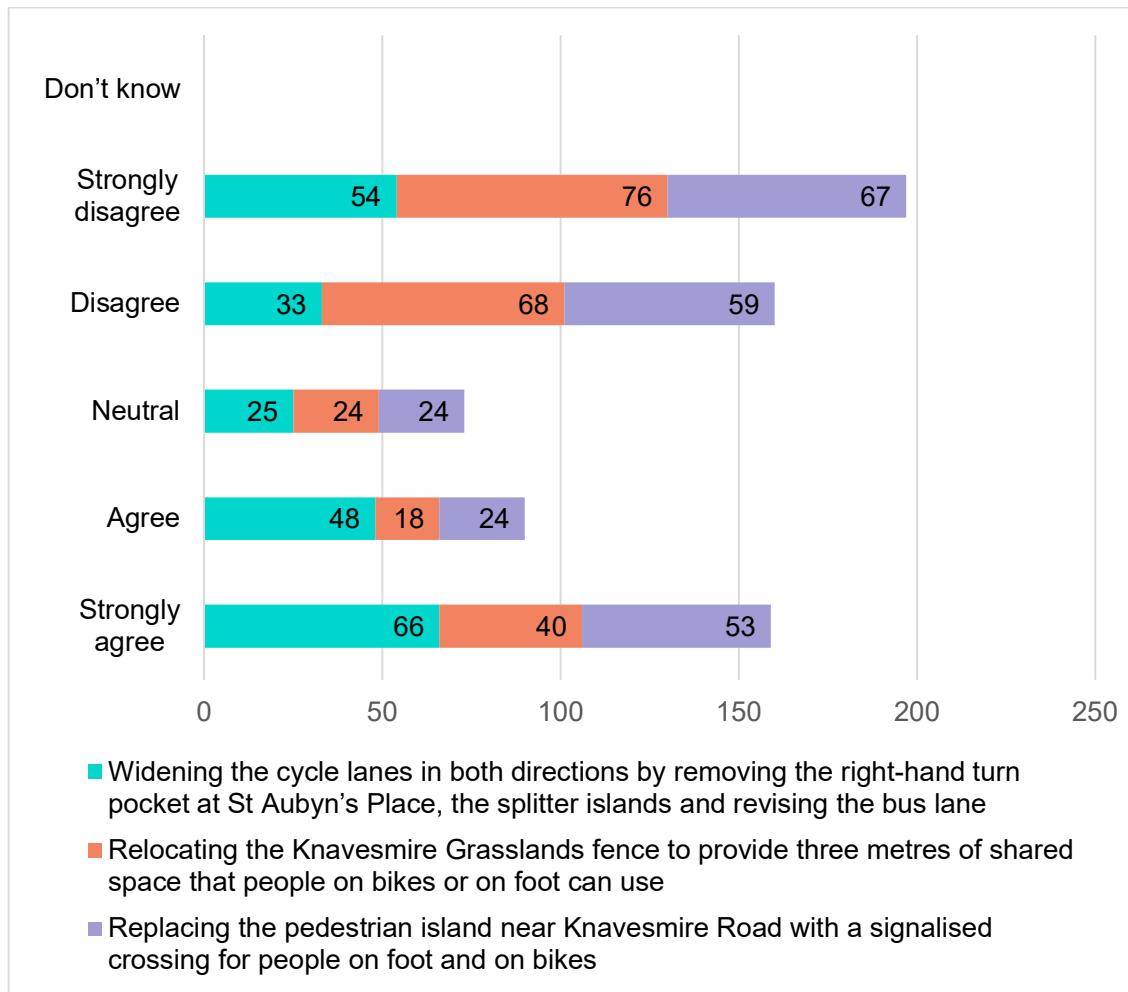
Theme	Amount
Changes will make traffic worse	30
Improve cycling facilities	17
Improve safety for cyclists	14
Improve safety with crossings	14
Don't agree with bus lanes	13
Cyclist should have priority	9
General negative	8
Don't agree with cycle lanes	5
In favour of cars	5
Concerns about driver behaviour	4
In favour	3
Need to address traffic issues	3
Plans don't address the issue	3
Support more bus use	2
General safety concerns	2
Parking concerns	2
Comments about the consultation	2
Lights need adjusting	1
Comments about signage	1

A2: Tadcaster Road/Knavesmire Road

Q11: Our ambition is to provide a continuous cycling and walking route from Askham Bar to York City Centre, and to improve bus reliability. This is to make it easier and safer for people to travel on foot, by bike, or by bus along Tadcaster Road.

To achieve our ambition in the area from Driffield Terrace to St George's Place (Diagram A2), we are proposing the following – please tell us how strongly you agree or disagree?

(n = 229)



Q12: Please use the space below to tell us any additional comments on the changes proposed, the designs or why you agree or disagree?

(n = 117)

Theme	Amount
Changes will make traffic worse / increase travel time	21
Not in favour of shared cyclist/pedestrian space	21
Disagree with plans/general negative comments	16
Disagree with crossing plans	14
Improve crossings	12
Improve safety for cyclists and pedestrians	12
Improve cycling facilities	9
Comments about greenspace	4
General safety concerns	3
Not in favour of bus lanes/bus plans	3
Speeding measures	2
Disagree with cycle plans	2

In favour of cars	2
Consider parking	2
Consider road improvements	2
In favour of plans	1
Plans don't address the problem	1
Consider accessibility/inclusivity	1
General comments about area	1
Unable to categorise	1
Consider railings	1

A3: Pulleyn Drive

Q13: Our ambition is to provide a continuous cycling and walking route from Askham Bar to York City Centre, and to improve bus reliability. This is to make it easier and safer for people to travel on foot, by bike, or by bus along Tadcaster Road.

To achieve our ambition in the area next to the Knavesmire (Diagram A3), we are proposing the following – please tell us how strongly you agree or disagree?

(n = 169)



Q14: Please use the space below to tell us any additional comments on the changes proposed, the designs or why you agree or disagree?

(n = 91)

Theme	Amount
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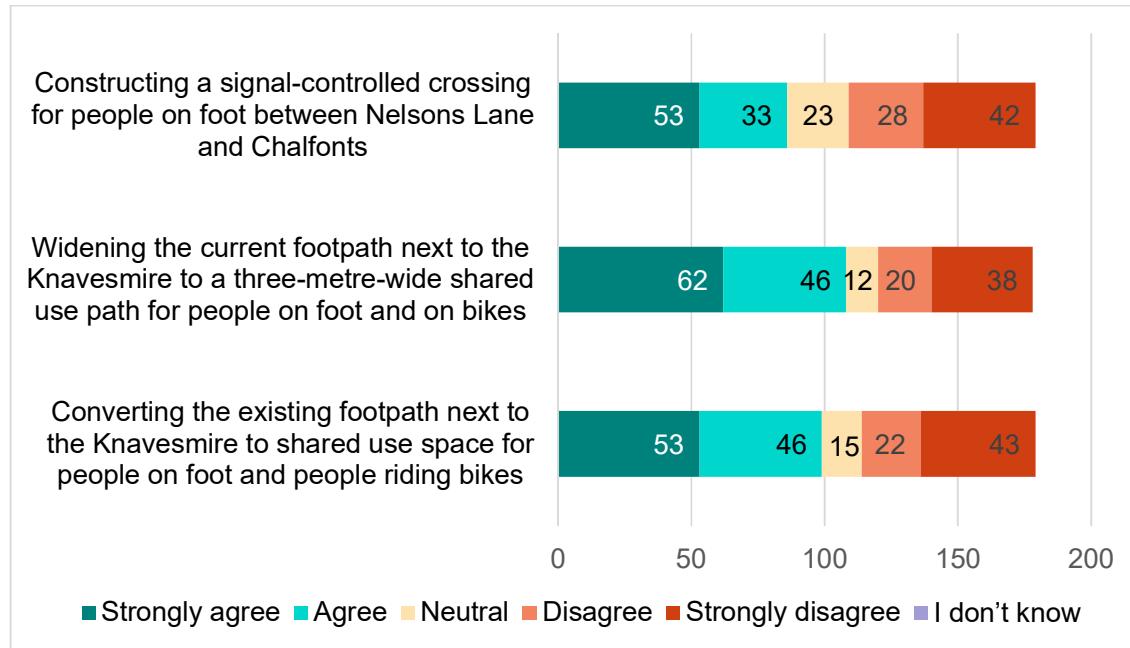
Not in favour of shared cyclist/pedestrian space	27
Changes are not needed	7
Not in favour of cyclists	3
In favour of plans	3
In favour of shared cyclist/pedestrian space	3
Disagree with plans/general negative comments	3
Shared spaces considerations	2
Comments about greenspace	2
General comments	1
General cycling	1
Plans will improve cyclists journeys	1
Consider parking	1
General safety concerns	1
Unable to classify	1
Changes will make traffic worse/increase travel time	1
Path considerations	1
Consider accessibility/inclusivity	1
In favour of motorists	1
Consider railings	1

A4: Nelson's Lane

Q15: Our ambition is to provide a continuous cycling and walking route from Askham Bar to York City Centre, and to improve bus reliability. This is to make it easier and safer for people to travel on foot, by bike, or by bus along Tadcaster Road.

To achieve our ambition in the area next to the Racecourse from near Chalfonts to Nelson's Land (Diagram A4), we are proposing the following – please tell us how strongly you agree or disagree?

(n = 181)



Q16: Please use the space below to tell us any additional comments on the changes proposed, the designs or why you agree or disagree?

(n = 95)

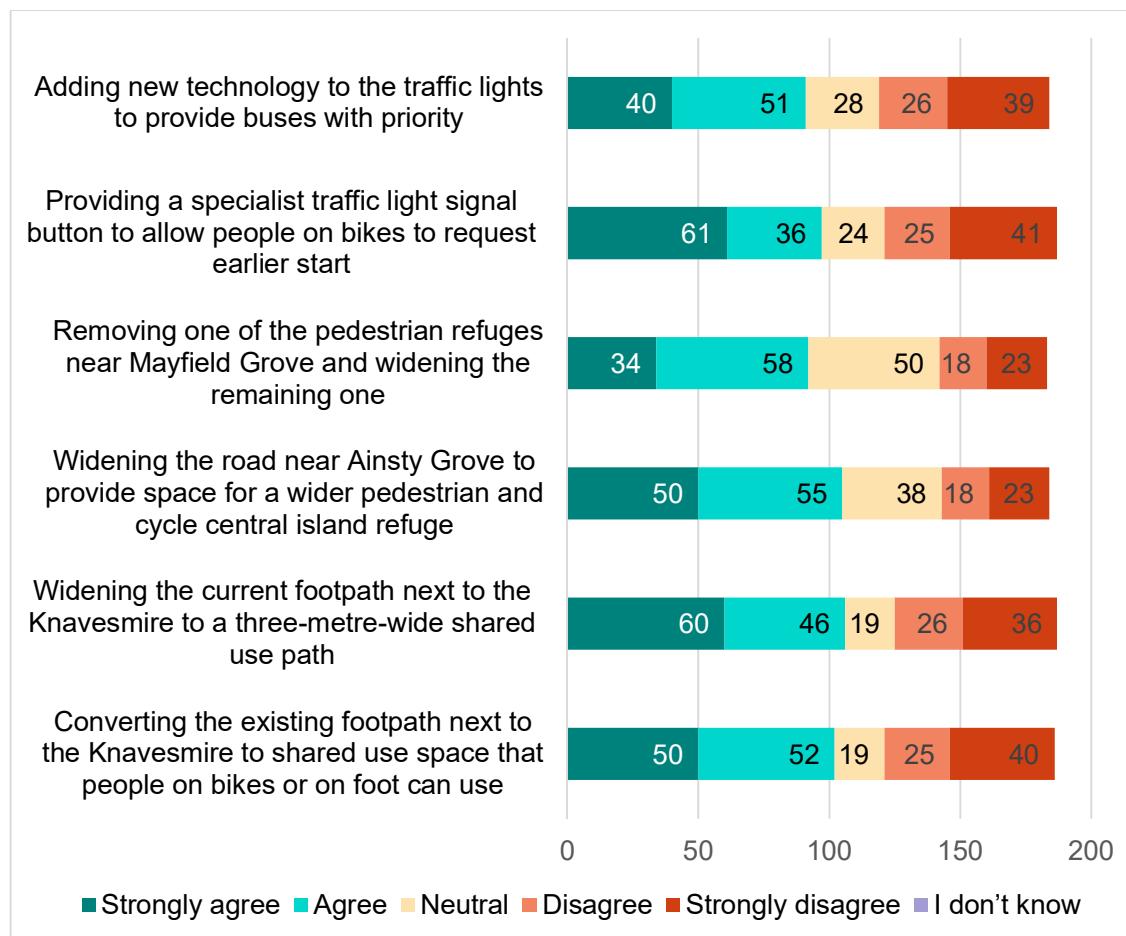
Theme	Amount
Not in favour of shared cyclist/pedestrian space	34
Disagree with crossing plans	19
Changes will make traffic worse/increase travel time	14
In favour of improved crossings	13
Disagree with plans/general negative comments/not needed	7
Better signals/lights	6
Comments about greenspace	3
Concerns about cyclist/pedestrian behaviour	2
In favour of shared cyclist/pedestrian space	2
Consider accessibility/inclusivity	2
Shared spaces considerations	2
Prioritise pedestrians and cyclists	2
Improve cycling facilities	2
Comments about consultation	1
Road considerations	1
In favour of the plans	1
Speeding measures	1
Extend cycle paths	1
Unable to categorise	1

A5: Ainsty Grove to St Helen's Road

Q17: Our ambition is to provide a continuous cycling and walking route from Askham Bar to York City Centre, and to improve bus reliability. This is to make it easier and safer for people to travel on foot, by bike, or by bus along Tadcaster Road.

To achieve our ambition from Ainsty Grove to St Helen's Road junction (Diagram A5), we are proposing the following – please tell us how strongly you agree or disagree?

(n = 189)



Q18: Please use the space below to tell us any additional comments on the changes proposed, the designs or why you agree or disagree?

(n = 84)

Theme	Amount
Not in favour of shared cyclist/pedestrian space	16
Disagree with plans/not needed	15
Against bus lanes/bus priority	10

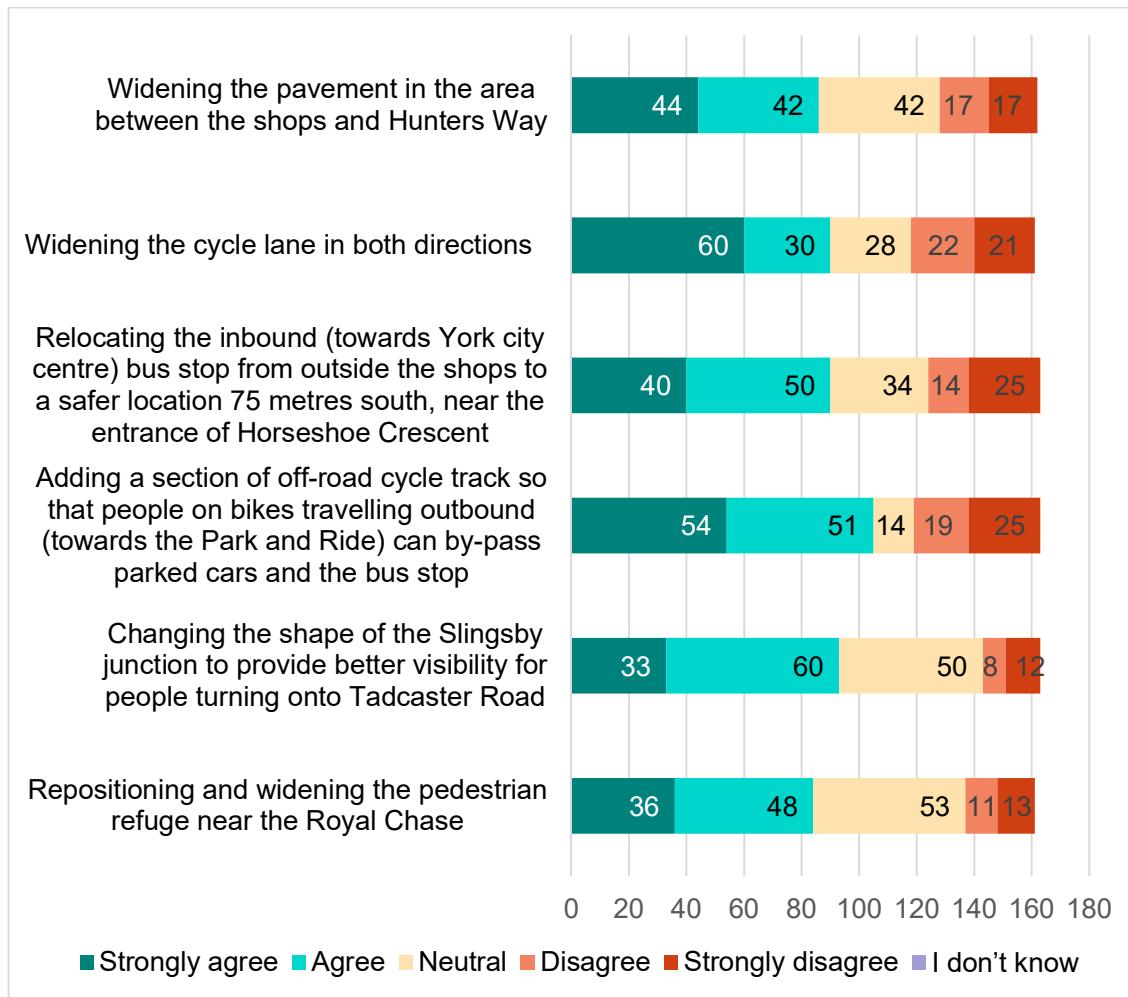
In favour of cyclist priority	10
Improve cycling facilities	6
General negative	5
Will make traffic worse/increase travel time	5
In favour of the plans	4
In favour of bus priority	3
Disagree with crossing plans	3
General safety concerns	3
Better signals/lights	2
Unable to categorise	2
Not in favour of cycle plans	2
speeding measures	2
In favour of cars	2
Comments about greenspace	2
In favour of shared cyclist/pedestrian space	2
Consider railings	1
Consider rail options	1
Consider accessibility/inclusivity	1
Comments about consultation	1

A6: Slingsby Shops

Q19: Our ambition is to provide a continuous cycling and walking route from Askham Bar to York City Centre, and to improve bus reliability. This is to make it easier and safer for people to travel on foot, by bike, or by bus along Tadcaster Road.

To achieve our ambition in the area near the Slingsby shops (Diagram A6) we are proposing the following – please tell us how strongly you agree or disagree?

(n = 164)



Q20: Please use the space below to tell us any additional comments on the changes proposed, the designs or why you agree or disagree?

(n = 70)

Theme	Amount
Not in favour of shared cyclist/pedestrian space	10
Disagree with plans comments/general negative/not needed	9
Improve cycling facilities	8
Bus stops shouldn't be moved	8
Bus suggestions	7
Comments about consultation	6
General safety concerns	6
Parking concerns	4
In favour of plans	3
Road/pavement maintenance	3
Remove cycle lanes from the road	2
Road considerations	2
In favour of improved crossings	2

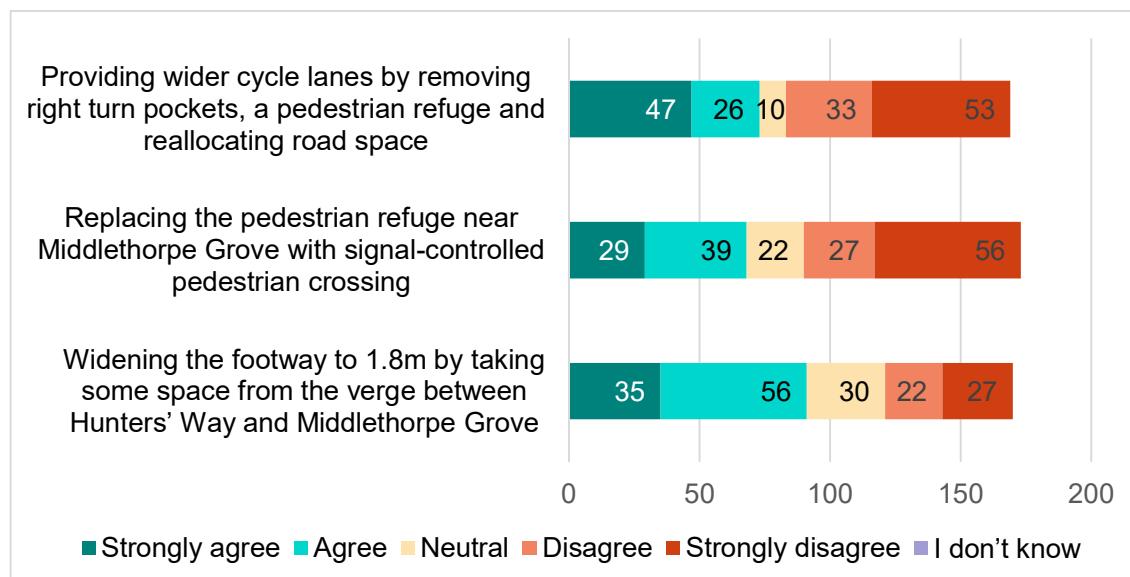
Consider accessibility/inclusivity	2
In favour of shared cyclist/pedestrian space	1
Plans won't be utilised	1
Opposed to traffic lights	1
speeding measures	1
Comments about greenspace	1
Will make traffic worse/increase travel time	1
Unable to categorise	1
Concerns about feasibility	1

A7: The Horseshoe

Q21: Our ambition is to provide a continuous cycling and walking route from Askham Bar to York City Centre, and to improve bus reliability. This is to make it easier and safer for people to travel on foot, by bike, or by bus along Tadcaster Road.

To achieve our ambition in the area near the Horseshoe (Diagram A7) we are proposing the following – please tell us how strongly you agree or disagree?

(n = 174)



Q22: Please use the space below to tell us any additional comments on the changes proposed, the designs or why you agree or disagree?

(n = 83)

Theme	Amount
Changes will make traffic worse/increase travel time	23
Disagree with plans/general negative comments/not needed	18
Disagree with crossing plans/traffic light plans	14

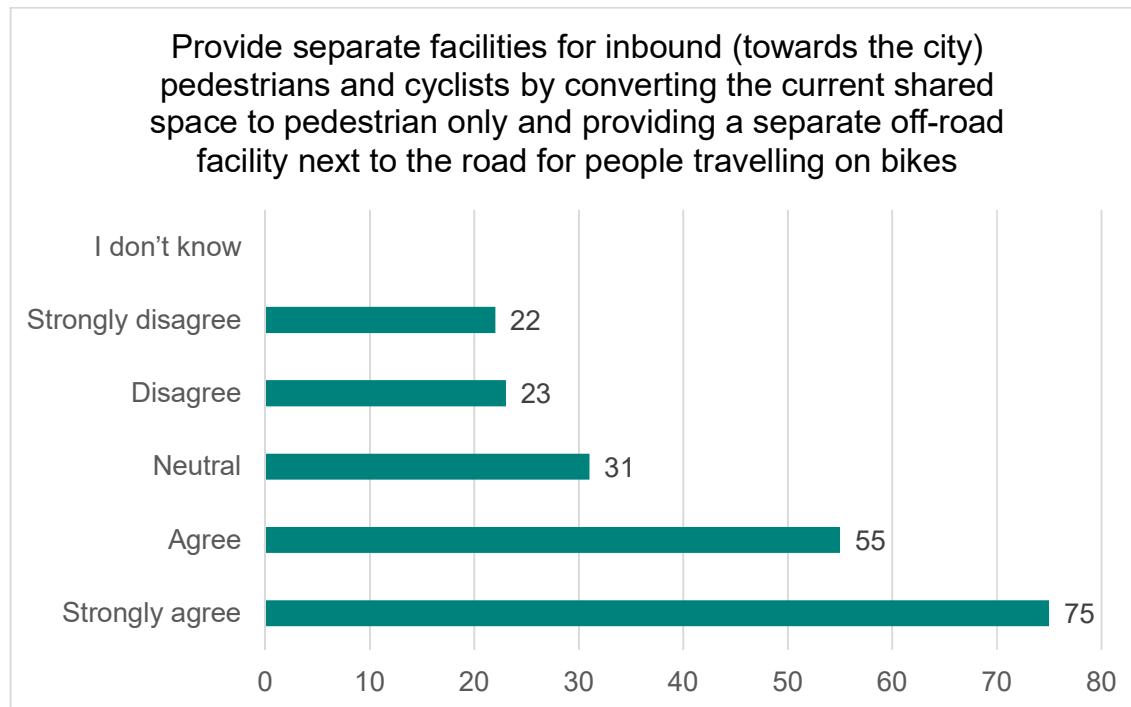
General safety concerns	11
Comments about greenspace	7
Improve cycling facilities/walking facilities	4
In favour of improved crossings	4
Infrastructure comment	4
In favour of the plans	3
Unable to categorise	3
Not in favour of shared cyclist/pedestrian space	2
In favour of cars	1
Suggestions for crossings	1
Road considerations	1
Remove cycle lanes on the road	1
Speeding measures	1
Cyclist behaviour	1

A8: Moor Lane roundabout

Q23: Our ambition is to provide a continuous cycling and walking route from Askham Bar to York City Centre, and to improve bus reliability. This is to make it easier and safer for people to travel on foot, by bike, or by bus along Tadcaster Road.

To achieve our ambition in the area near Moor Lane roundabout (Diagram A8) we are proposing the following – please tell us how strongly you agree or disagree?

(n = 206)



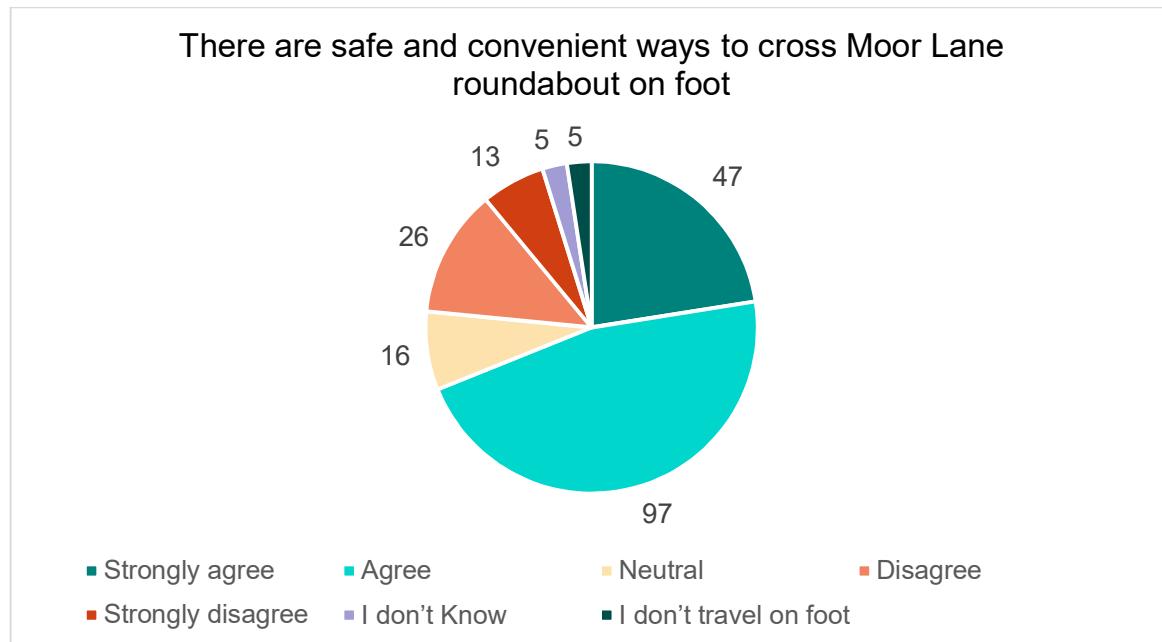
Q24: Please use the space below to tell us any additional comments on the changes proposed, the designs or why you agree or disagree?

(n = 75)

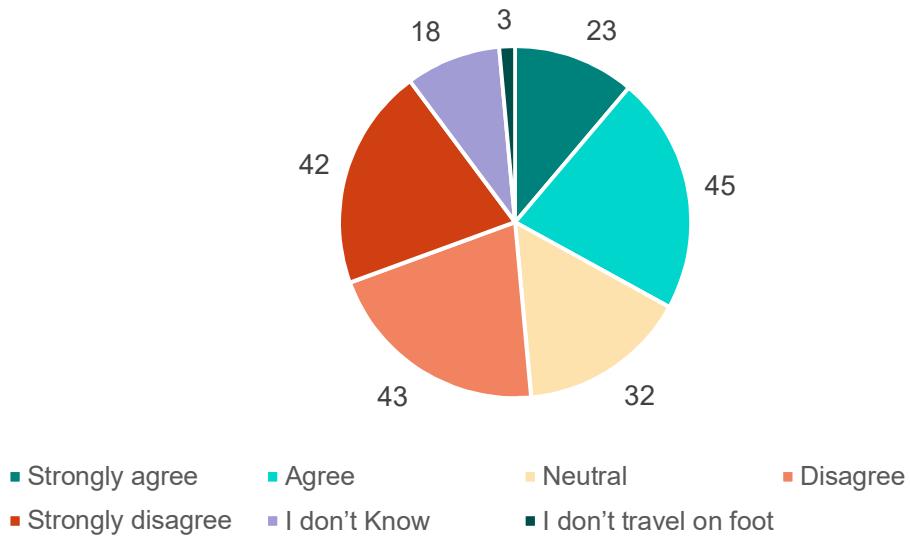
Theme	Amount
Disagree with plans/general negative comments/not needed	18
General safety concerns	10
Not in favour of shared cyclist/pedestrian space	10
In favour of plans	9
Improve cycling facilities	7
Make the roundabout cycle friendly	7
Comments about greenspace	4
Unable to categorise	2
Comments about signage	2
Traffic calming suggestion	2
Opposed to traffic lights	1
In favour of cars	1
Comments about consultation	1
Comments about traffic	1
Bus suggestions	1
Changes will make traffic worse/increase travel time	1

Q25: Please tell us how much you agree or disagree with the following statements on the Moor Lane roundabout?

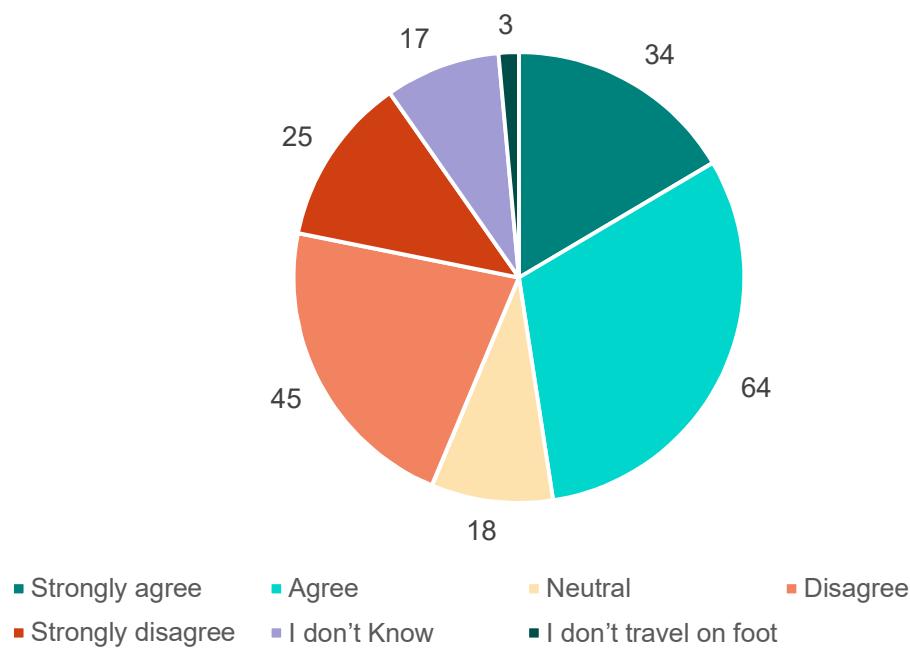
(n = 209)



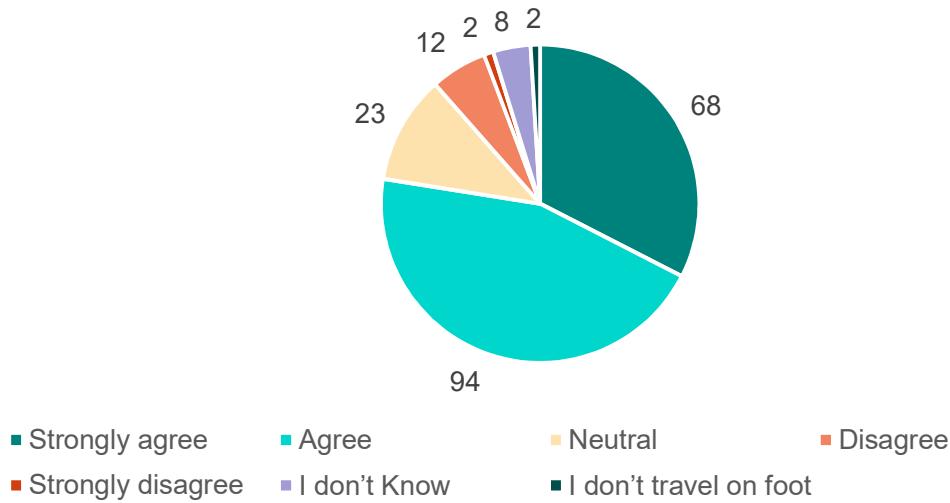
There are safe and convenient ways to cross Moor Lane roundabout remaining on the road on a bike



There are safe and convenient ways to cross Moor Lane roundabout using the off-road cycle tracks and shared use path



There are safe and convenient ways to cross Moor Lane roundabout in a motor vehicle or on public transport



Q26: Please use the space below to tell us any additional comments on the changes proposed, the designs or why you agree or disagree?

(n = 76)

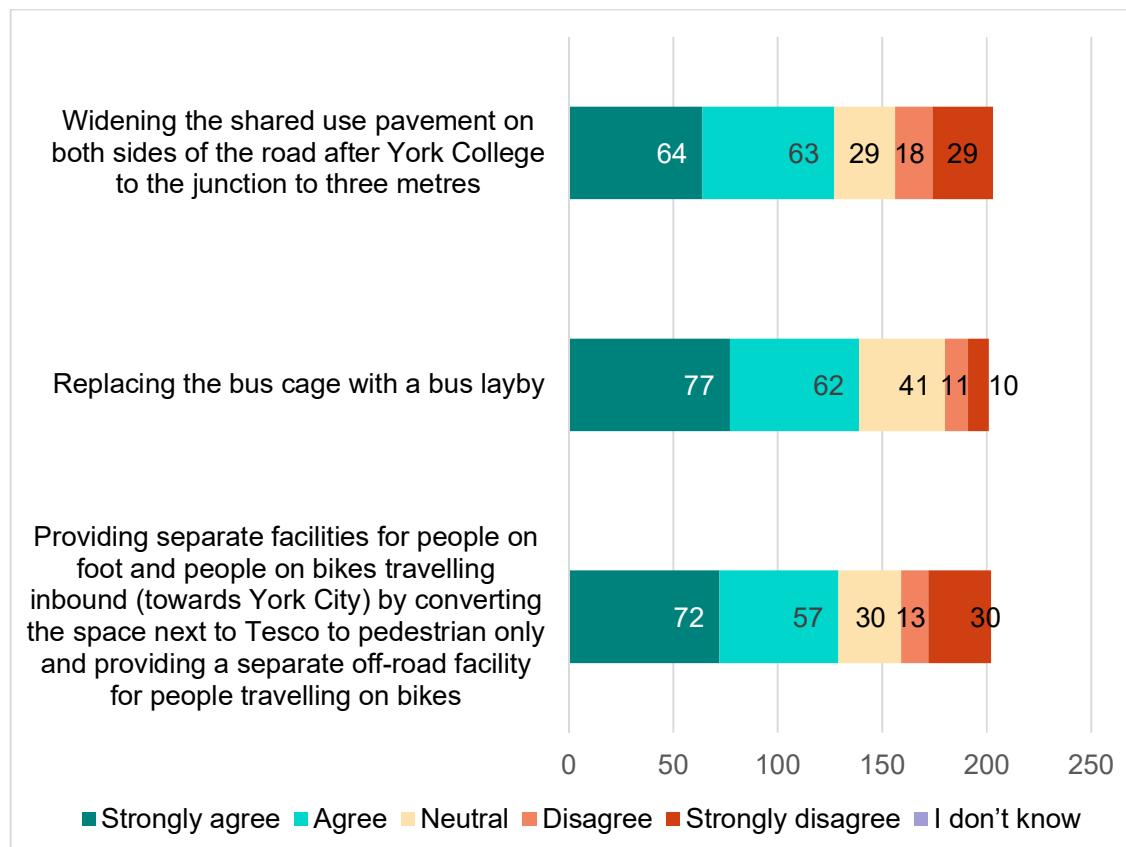
Theme	Amount
Priority for cyclists and pedestrians	14
Road improvements - traffic lights/road markings/signals	12
Disagree with plans/general negative comments/not needed	10
Make cycling more convenient	8
General safety concerns	7
Not in favour of shared cyclist/pedestrian space	6
Segregated cycle lanes	5
In favour of improved crossings	5
Comments about road users	3
Favour of motorists	2
Comment about crossings	2
Speeding measures	2
Comments about consultation	2
Too much emphasis on motorists	1
Make the route easier to use	1
Comments about greenspace	1
Unable to categorise	1

A9: York College

Our ambition is to provide a continuous cycling and walking route from Askham Bar to York City Centre, and to improve bus reliability. This is to make it easier and safer for people to travel on foot, by bike, or by bus along Tadcaster Road.

To achieve our ambition in the area near the supermarket and York College (Section A9) we are proposing the following – please tell us how strongly you agree or disagree?

(n = 205)



Q28: Please use the space below to tell us any additional comments on the changes proposed, the designs or why you agree or disagree?

(n = 98)

Theme	Amount
Create a footbridge/underpass	14
Comments about greenspace	7
Bus suggestions	6
Disagree with plans/general negative comments/not needed	5
Not in favour of shared cyclist/pedestrian space	4
Changes will make traffic worse/increase travel time	4
General safety concerns	3

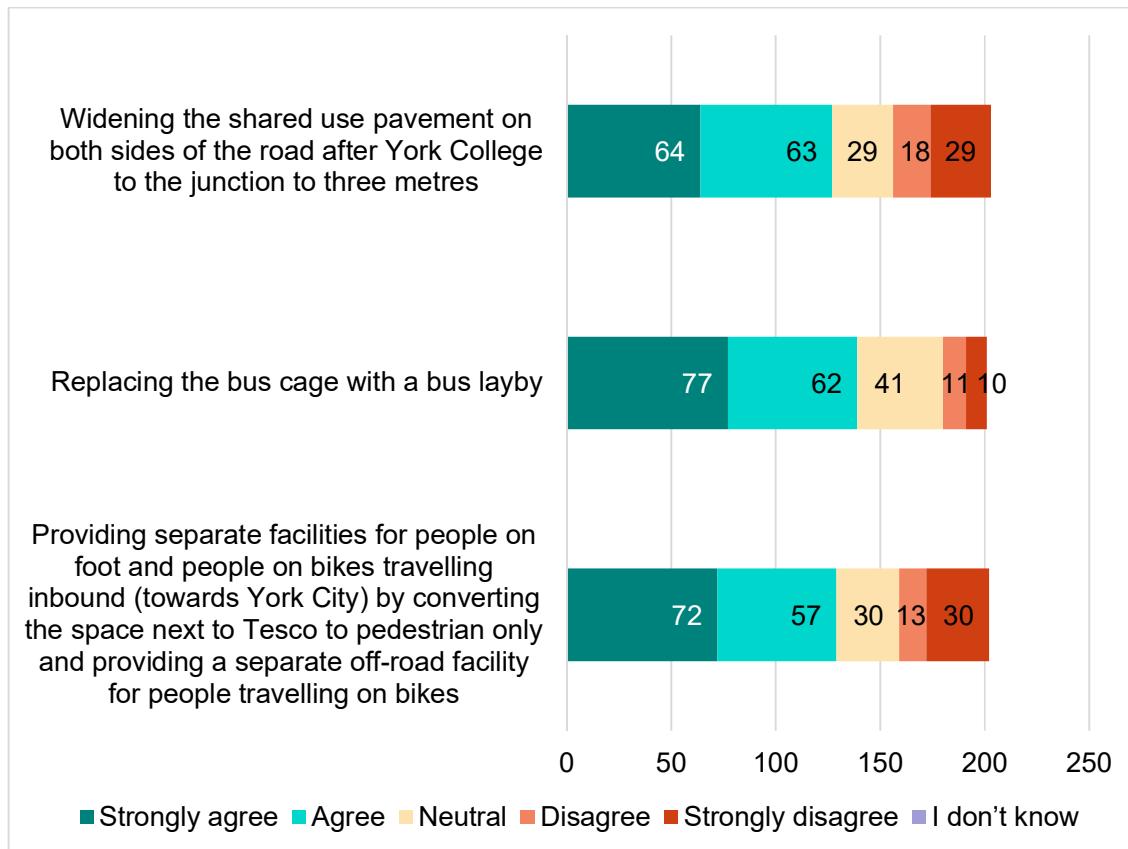
Paths should be upgraded	2
Segregated cycle lanes	2
Against traffic lights	2
Cyclists road access	1
In favour of improved crossings	1
Crossing suggestion	1
Improve cycling facilities	1
Utilise technology	1
Consider maintenance	1
Questions about plans	1
Speeding measures	1
Favour of motorists	1
In favour of plans	1

Section C: Our ambition

Q29: Our ambition is to encourage more people to cycle along this route by creating continuous cycle lane from the Park and Ride at Askham Bar to York city centre.

Please tell us how you feel about this ambition?

(n = 505)



Please tell us the key reason why you feel this way about the cycle lane:

(n = 371)

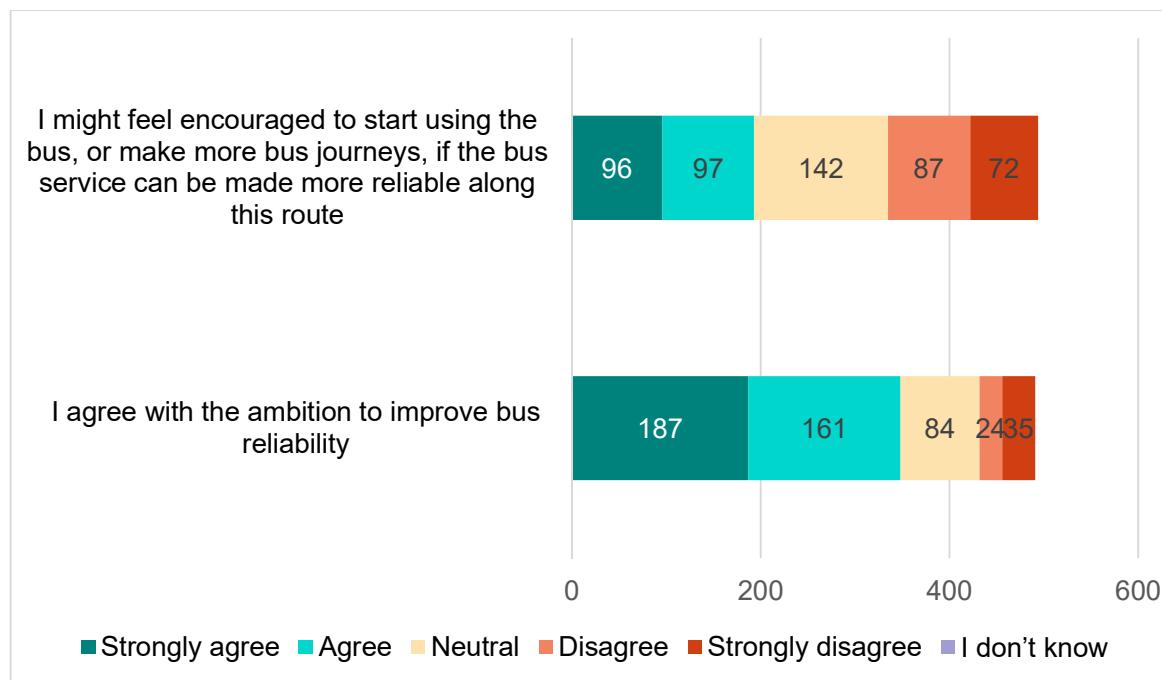
Theme	Amount
General safety concerns	106
Segregated cycle lanes	45
Disagree with plans/general negative comments/not needed	41
Comments about cycling	34
Comments about users of the road	20
Consider accessibility/inclusivity	18
Comments about using the road	18
Improve cycling facilities	15
In favour of plans	13
Not in favour of shared cyclist/pedestrian space	13
Improve paths/roads	13
Changes will make traffic worse/increase travel time	7
Speeding measures	6
Disagree with traffic lights/crossings	5
less pollution	4
Promotes health benefits	3
Favour of motorists	3

Favour of motorists	3
Comments about greenspace	3
Unable to categorise	3
Priority for buses	3
In favour of improved crossings/traffic signals	2
Plans don't go far enough	2
Against cycle provisions	2
Comments about the consultation	2
Consider all modes of transport	2
Doesn't go far enough to encourage sustainable travel	1
Priority for cyclists and pedestrians	1
Further questions	1
Create cycle parking	1

Q31: Our ambition is to encourage more people to use public transport by proposing improvements to bus priority to make bus travel more reliable from the Park and Ride at Askham Bar to York city centre.

Please tell us how you feel about this ambition?

(n = 495)



Q32: Please tell us the key reason why you feel this way:

(n = 314)

Theme	Amount
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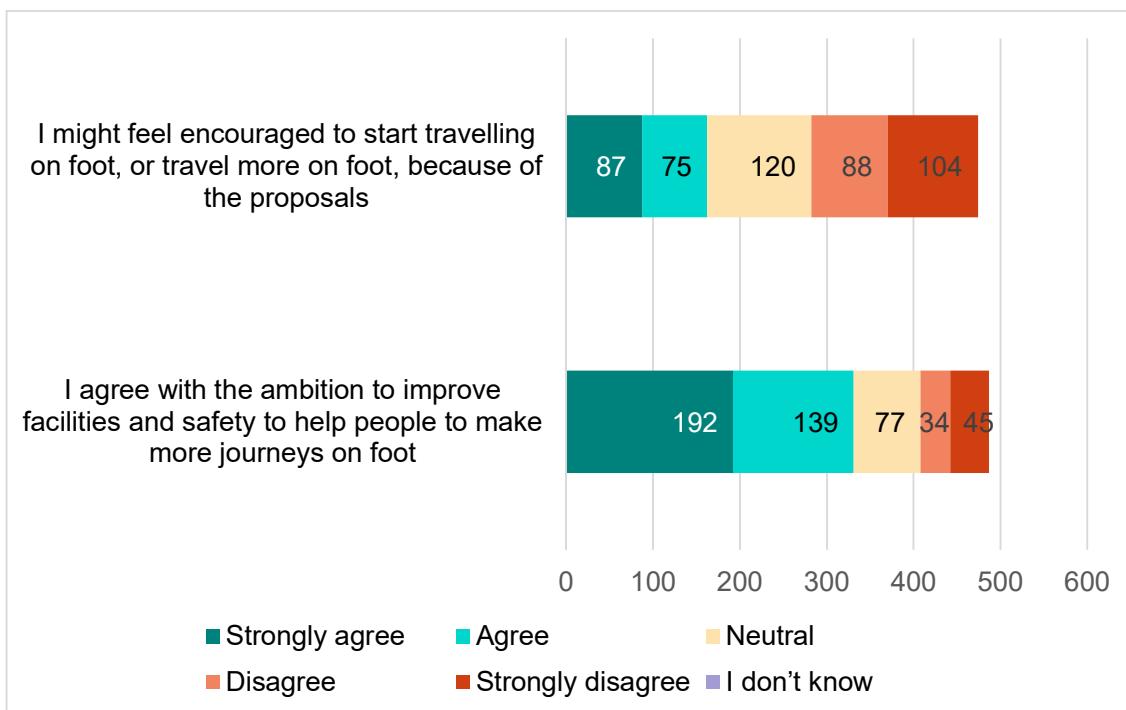
In favour of plans	44
less pollution	43
Less reliant on cars	39
too many cars	32
It will reduce traffic	16
Allow for quicker journeys	13
More people will use buses	13
Prefer using the bus	11
Disagree with plans/general negative comments/not needed	10
Favour of motorists	8
Not in favour of shared cyclist/pedestrian space	8
Changes will make traffic worse/increase travel time	7
Against bus lanes/bus priority	7
Disagree with traffic lights/crossings	7
Against bus plans	6
Plans don't go far enough	6
Doesn't go far enough to encourage sustainable travel	5
Favour of motorists	5
Against cycle provisions	5
Will impact the town	4
Comments about greenspace	4
Speeding measures	4
General safety concerns	3
Comments about the consultation	3
Unable to categorise	2
Consider accessibility/inclusivity	2
Priority for cyclists and pedestrians	2
Further questions	2
Consider all modes of transport	2
Segregated cycle lanes	2
Improve cycling facilities	2
Improve paths/roads	2
Create a footbridge/underpass	2
Consider road markings	2
Bus reliability	1
Too expensive	1
More frequent/travel times	1
Priority for buses	1
Buses are underutilised	1
Comments about using the road	1
Bus suggestions	1
Utilise electric buses	1
Parking concerns	1
Comments about cycling	1

Comments about users of the road	1
Bus facilities	1
Concerns about the works	1
Create cycle parking	1
Outside of scope for consultation	1

Q33: Our ambition is to encourage more people to travel on foot by proposing to widen footpaths, and providing more opportunities for people to cross, along the route between the Park and Ride at Askham Bar and York city centre.

Please tell us how you feel about this ambition?

(n = 491)



Q34: Please tell us the key reason why you feel this way about the walking proposals:

(n = 290)

Theme	Amount
Disagree with plans/general negative comments/not needed	55
Prefer to walk or cycle	41
Improve paths/roads	28
General safety concerns	24
Walking is too far	19
Not in favour of shared cyclist/pedestrian space	17

Consider accessibility/inclusivity	17
Promotes health benefits	13
Disagree with traffic lights/crossings	10
In favour of improved crossings/traffic signals	8
Changes will make traffic worse/increase travel time	6
Unable to categorise	6
Changes won't encourage people to walk	6
Changes would encourage people to walk	6
In favour of plans	5
less pollution/better for the environment	4
Unpleasant walk	4
Prefer not to walk	3
Walking is good	3
Less reliant on cars	2
Will create more pollution	2
Comments about greenspace	2
Speeding measures	2
Priority for cyclists and pedestrians	2
Prefer to use a car	2
General walking comments	2
Plans don't go far enough	1
Against cycle provisions	1
Comments about users of the road	1
Buses aren't practical	1
Can't use the park and ride car park if you walk	1
Make walking/cycling/public transport easier	1

Q35: If you have anything else you'd like to tell us about this scheme, please let us know in the space below:

Please note – this question was added to the survey after feedback received halfway through the consultation

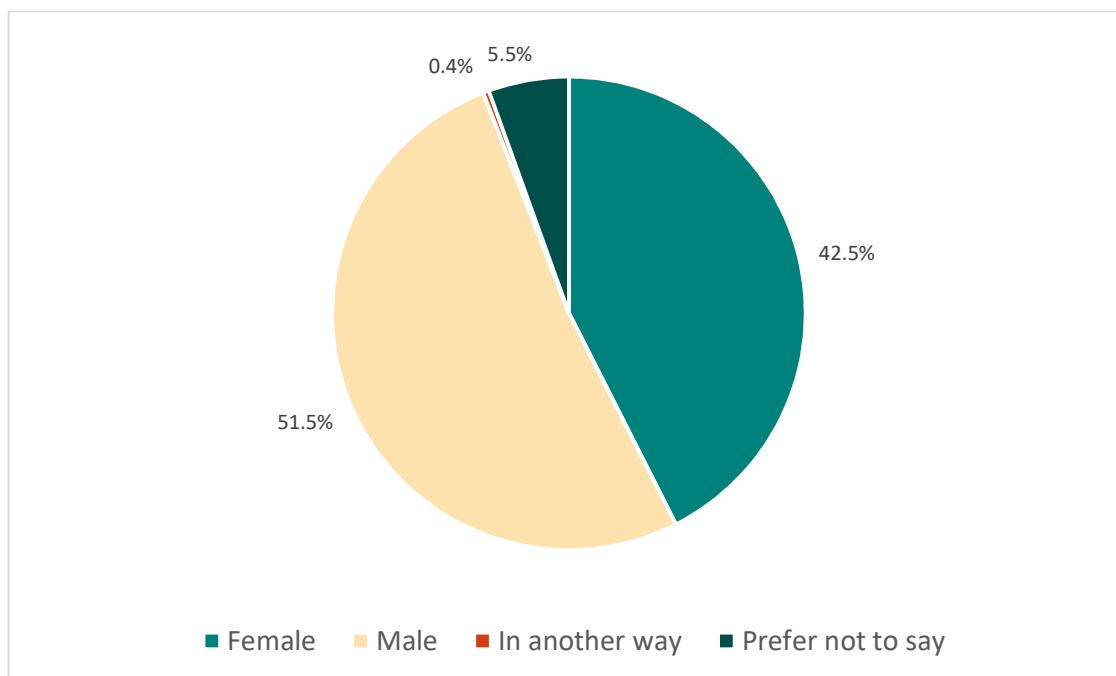
(n = 111)

Theme	Amount
Disagree with plans/general negative comments/not needed	27
General safety concerns	13
Changes will make traffic worse/increase travel time	11
Segregated cycle lanes	10
Disagree with traffic lights/crossings	8
Comments about the consultation	8
In favour of plans	8
Against bus plans	7
Comments about greenspace	6

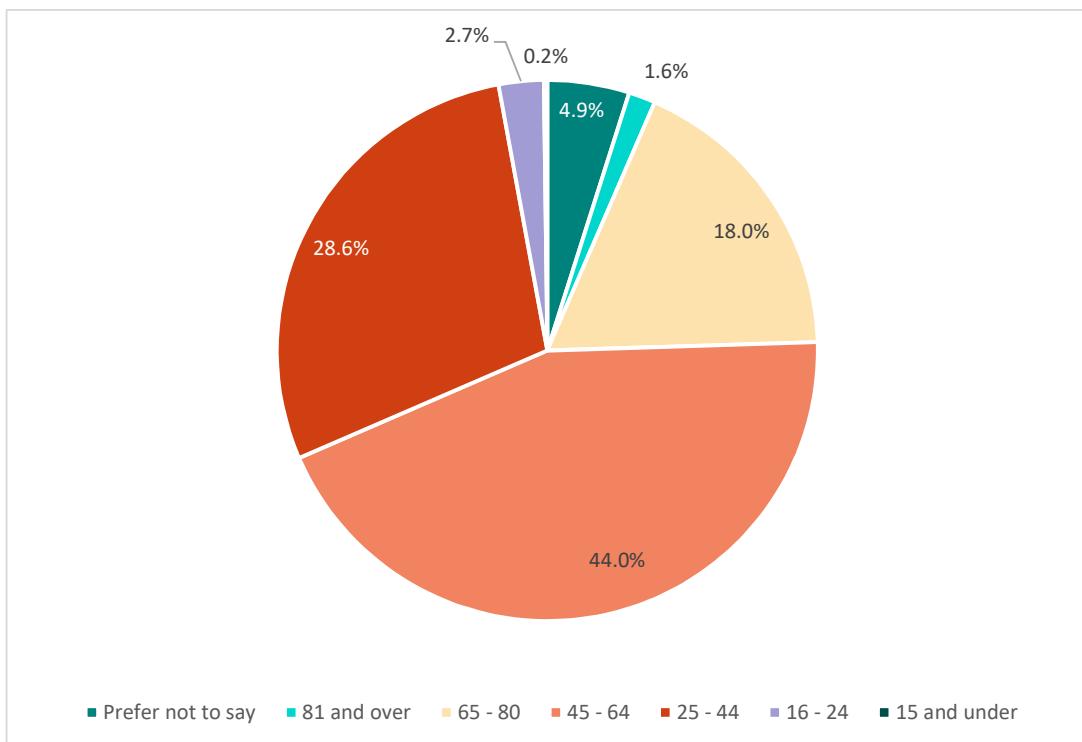
Not in favour of shared cyclist/pedestrian space	6
Improve paths/roads	6
In favour of improved crossings	5
Create a footbridge/underpass	5
Priority for cyclists and pedestrians	5
Speeding measures	4
Improve cycling facilities	4
Against bus lanes/bus priority	4
Consider accessibility/inclusivity	3
Unable to categorise	3
Concerns about the works	3
Favour of motorists	2
Plans don't go far enough	2
Doesn't go far enough to encourage sustainable travel	2
Parking concerns	2
Consider all modes of transport	1
Consider road markings	1
Further questions	1

About you

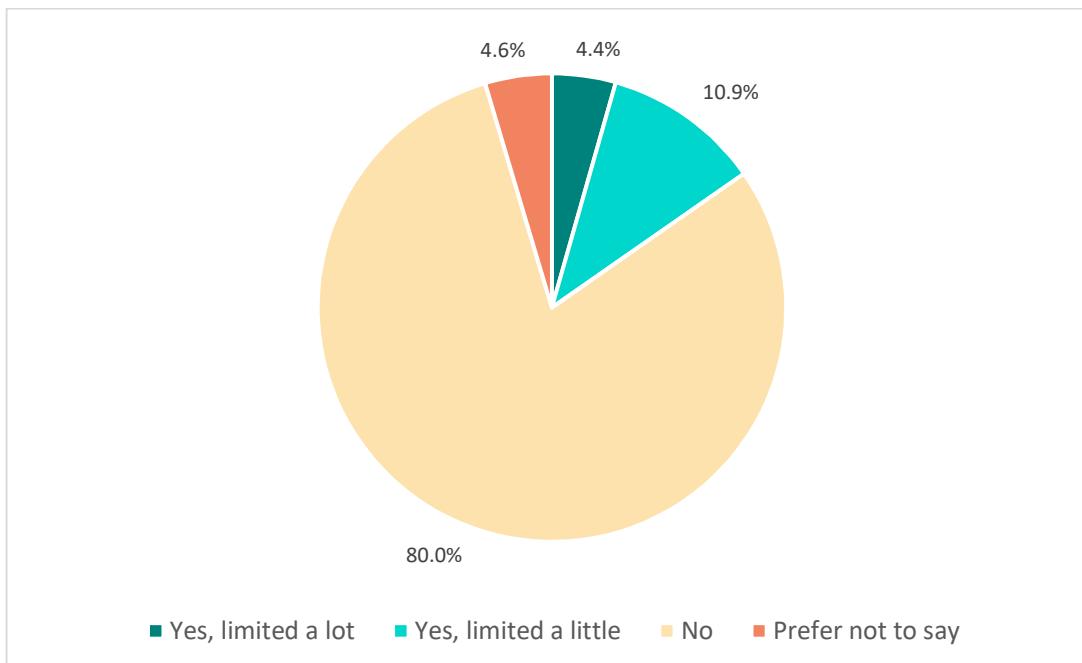
Q36: Do you identify as...? (n = 495 responses)



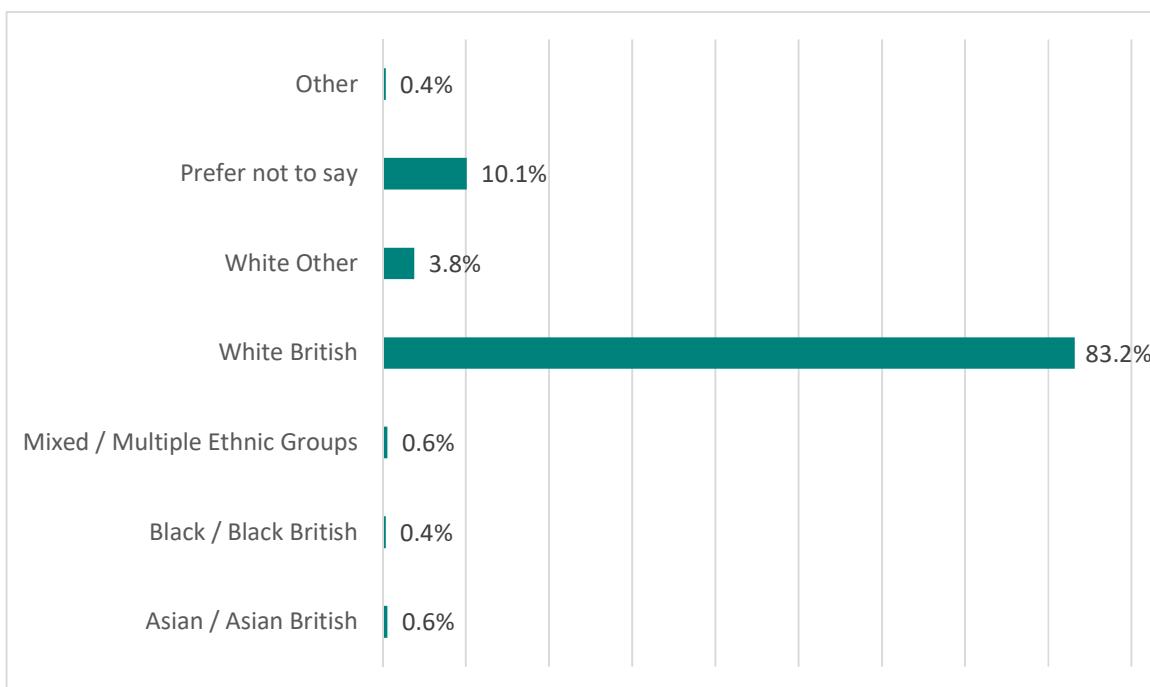
Q37: Which age category do you fall within? (n = 497 responses)



Q38: Are your day-to-day activities limited because of a health problem or disability which has lasted, or is expected to last, at least 12 months? (n = 496 responses)



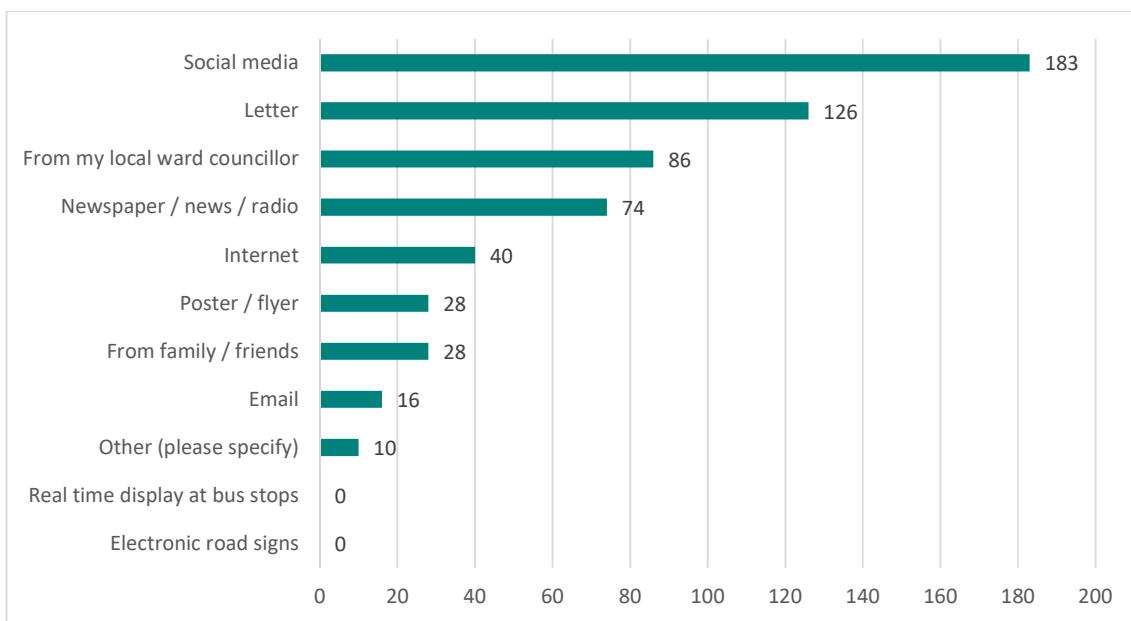
Q39: What is your ethnic origin? (n = 494 responses)



Other (2): White English; British in the main.

Q40: What is your postcode (n = 471 responses)

Q41: How did you find out about this consultation? (n = 503 responses)



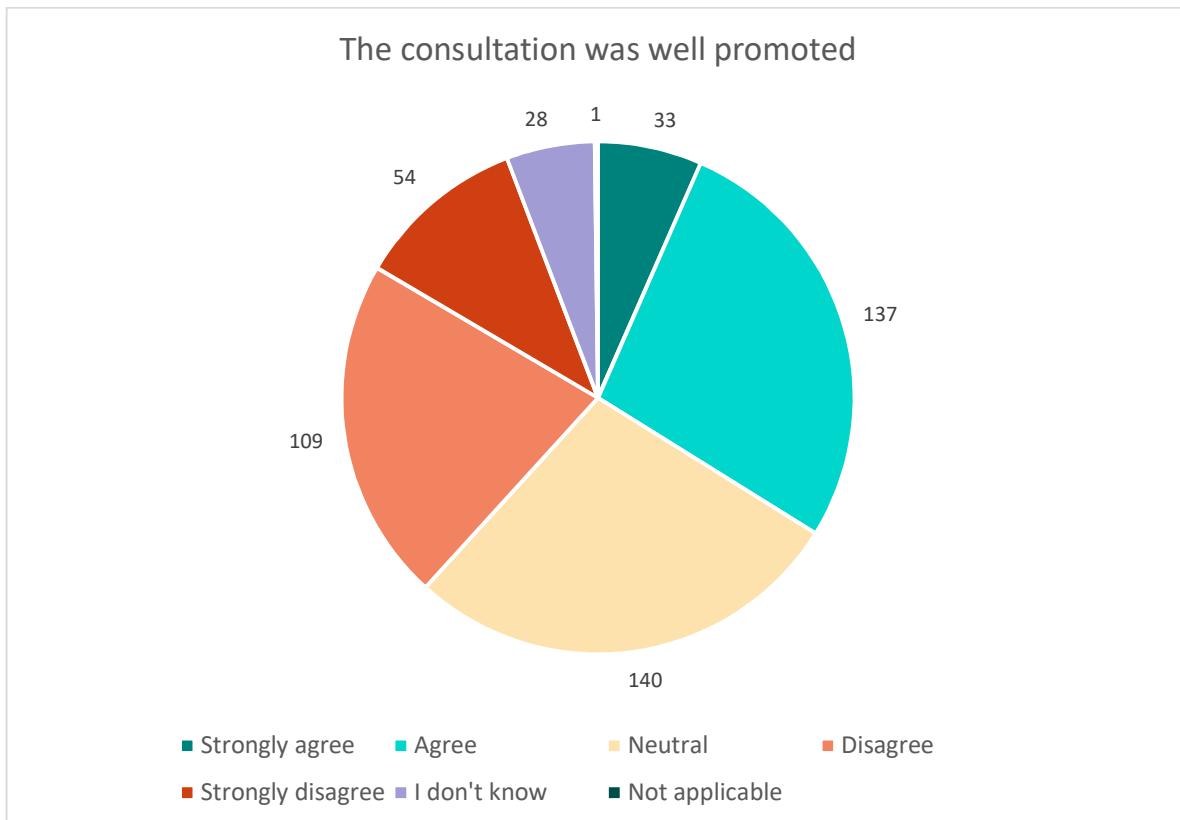
Other (10): Nextdoor Woodthorpe. Someone on Tadcaster Road posted it asking us to have our say to stop what you are doing or agree; Nextdoor; Nextdoor; Press

website + info circulated by Cycling UK (CTC) members; Work; York Cycle Campaign; From York Environment Week; York Cycle Campaign; Briefing from CYC officers.

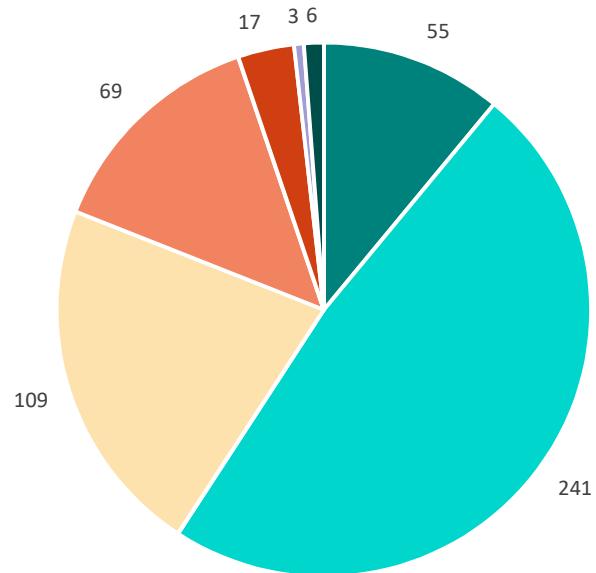
Feedback on the consultation

Q42: Please tell us how far would you agree with the following statements on the consultation?

(n = 503)

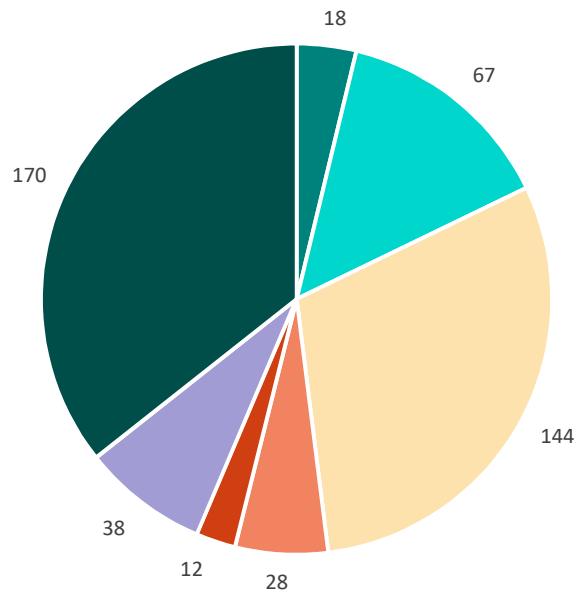


The materials provided me with the information I needed to understand the proposal

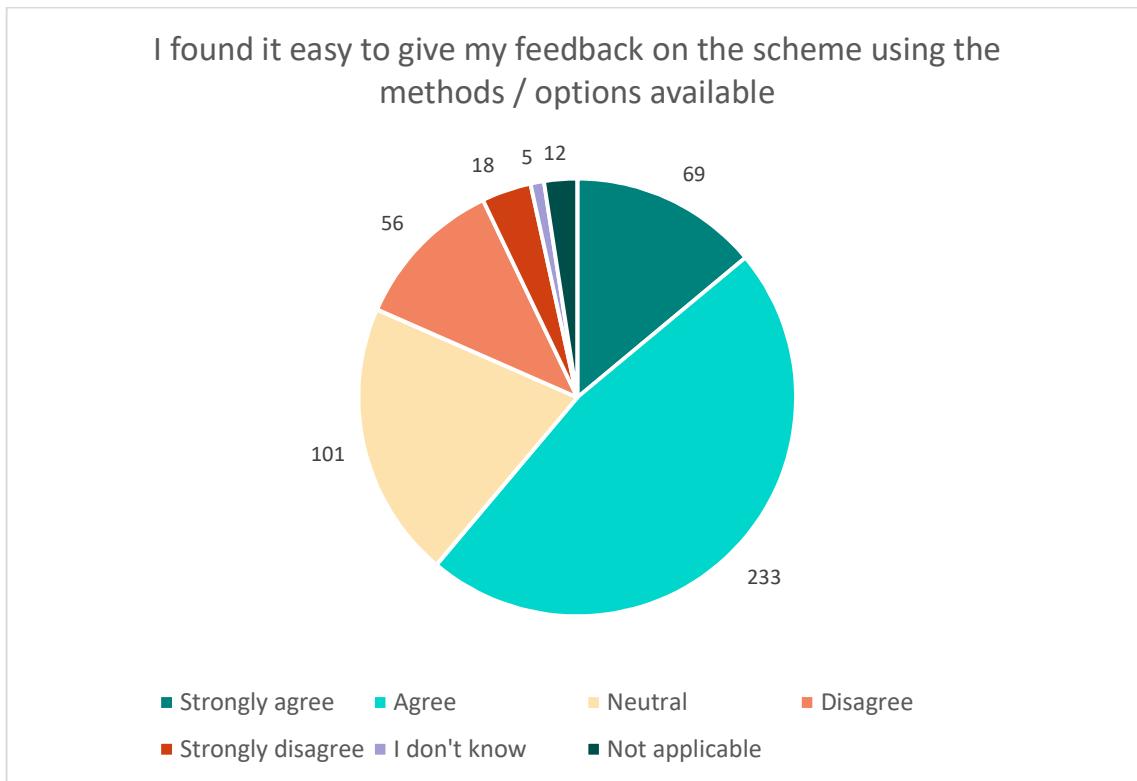


■ Strongly agree ■ Agree ■ Neutral ■ Disagree ■ Strongly disagree ■ I don't know ■ Not applicable

Any questions I had were responded to clearly and efficiently



■ Strongly agree ■ Agree ■ Neutral ■ Disagree ■ Strongly disagree ■ I don't know ■ Not applicable



Q43: We would like to keep you informed with updates on the Tadcaster Road proposals as plans develop. If you are interested in receiving information on this scheme in the future, please provide your email address below.

(n = 262)

End of Marked Up Survey

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Decision Session – Executive Member for Transport

19 October 2021

Report of the Director of Transport, Environment and Planning

Bus Service Improvement Plan

Summary

1. This report presents a Bus Service Improvement Plan (**BSIP**) for York. Local transport authorities are obliged to produce a Bus Service Improvement Plan setting out their priorities for improving the bus service in their area. The Department for Transport (**DfT**) requires local transport authorities to submit their BSIPs by October 31 2021.
2. The BSIP document is attached to this report as **Annex A**.

Recommendation

3. The Executive Member is asked to approve the programme set out in the Plan, delegating authority to the Head of Highways and Transport to submit the plan to the Department for Transport.

Reason: This will allow timely delivery of York's BSIP.

Background

4. The National Bus Strategy (**NBS**) published on 15 March 2021 challenges local transport authorities and bus operators to make large scale improvements to the bus networks in their areas. In order to continue to receive Covid Bus Service Support Grant (**CBSSG**) (which covered the gap between fare income and the cost of running services), authorities and operators were asked to commit to forming an Enhanced Partnership (**EP**) by the end of June. CYC made a decision to form an enhanced partnership at an Executive Member Decision Session in May and published the notice of its intention to form a partnership in June.

5. Before the end of October, local transport authorities must publish a Bus Service Improvement Plan (**BSIP**), setting out how bus services will be improved in the local area. This report presents that Plan.
6. As well as being the framework for plans to improve bus networks, the BSIP, critically, is a bidding document to DfT for improvements to the network. As such it represents a rare opportunity to bid for capital, and particularly, revenue funding for network development. Local authorities have been advised that their BSIPS should be ambitious, with a particular emphasis on targeted fare reductions and bus priority measures.
7. However, the DfT also say in the BSIP guidance that, “*BSIPs...will necessarily be outlines...Their main purpose is to get everyone thinking about what questions need to be addressed in the area, to explore possible answers and to provide an early basis for funding decisions*”. As such, the BSIP presented here is a relatively short document, on which there will be significant further work developing the plans and priorities set out in the document, particularly as the bus network reaches a mature state following the Covid pandemic.
8. A further crucial detail is that the DfT expects BSIPs to be refreshed and updated each year. Consequently, whilst it is helpful to indicate funding asks in the BSIP, it is not necessary at this stage to state all the funding requests in detail; this can be done in future BSIPs.
9. In areas where new or expanded mayoral authorities are being developed, the BSIP should be developed in a way which is conscious of this, with shared understandings relating to cross-boundary services and tickets and future development of policy. In early discussions there was a choice about whether York developed its own BSIP, or developed a joint BSIP with North Yorkshire. Ultimately the decision was taken to submit a York-specific BSIP, because of the different focus and development priorities of the York network, in comparison with that of North Yorkshire.
10. This does not preclude later development of a BSIP to reflect the transport priorities of a future combined authority area covering York and North Yorkshire.

Engagement

11. Since the decision to form an Enhanced Partnership, York's bus operators have been engaged in devising the BSIP, through a regular programme of meetings. We have also had a regular series of meetings with North Yorkshire County Council, recognising the joint work done by the two authorities on some aspects of the bus service (e.g. concessionary fares) and the high number of bus routes that cross the boundary between York and North Yorkshire. East Riding of Yorkshire Council and West Yorkshire Combined Authority have also been engaged at various points in the process. York Bus Forum were asked to outline their priorities for developing the bus network and York Civic Trust have also produced a policy piece on developing the bus network, both of which have informed the BSIP. Consultation for Phase One of the Local Transport Plan, through the "Our Big Conversation" joint consultation on carbon/ climate change, transport and the local economy has also informed the BSIP.

Options

12. Option 1 – approve the submission of the BSIP
13. Option 2 – reject the submission of the BSIP

Analysis of Options

14. ***Option 1 Approval of the BSIP Submission.*** A BSIP is the framework for plans to improve bus networks. It will become a key supporting documents to the LTP. The BSIP is also a bidding document to DfT for improvements to the network. As such it represents a rare opportunity to bid for capital, and particularly, revenue funding for network development. Local authorities have been advised that their BSIPS should be ambitious, with a particular emphasis on targeted fare reductions and bus priority measures.
15. A crucial detail is that the DfT expects BSIPs to be refreshed and updated each year. Consequently, whilst it is helpful to indicate funding asks in the BSIP, it is not necessary at this stage to state all the funding requests in detail – this can be done in future BSIPs.
16. ***Option 2 is to reject the submission of the BSIP.*** This is not the recommended option as it limits the opportunities to gain funding to improve the bus services in the city.

Implications

Financial

17. A summary of the ask from Department for Transport is contained within Annex B.
18. The council received £100k to support the development of the BSIP and this funding has covered the cost of producing the plan.
19. The bid in the BSIP seeks significant funding from Government to support the implementation of the plan. The value of investment requested is summarised in the table below.

	2022/23 £'000	2023/24 £'000	2024/25 £000	3 Year Total £'000	Post 2024/25 £'000
Revenue	3,000	3,550	3,150	9,700	2,850
Capital	2,150	17,750	4,150	24,050	11,150

20. There is no indication as to how much funding will be awarded but DfT guidance suggest that authorities will be given a formula-based allocation based on the quality of the BSIP with a separate tranche of funding for specific larger schemes.
21. Should the council be successful in receiving funding over the years the detailed proposals will need to be reported and considered by the Council's appropriate decision-making bodies prior to spending.

Legal

22. **Funding Agreements – Subsidy Control Compliance** - Any external funding or financial assistance sought to deliver any part the BSIP will first need to be assessed by Legal Services, to ensure that receipt of said funding or assistance by CYC complies with the UK Subsidy Control Regime (what used to be known as State Aid).

Any external funding used to deliver an approved procurement strategy in compliance with the current Procurement Regime (see below) is unlikely to be considered an unlawful subsidy under the UK Subsidy Control Regime, as any competitively tendered supplies, works and/or services will have no impact on trade and investment and competition between the UK and its international trading partners. Funding or financial assistance received by CYC for the appointment of officers

required under BSIP, or to fund local community grants or assistance to members of the public will need further consideration on a case-by-case basis.

Further, any funding or financial assistance that CYC is granted must be subject to a binding written agreement, which will first need to be reviewed and vetted by Legal Services before being entered into by CYC.

23. **Commissioning of Supplies, Works and Services – Procurement Compliance** – Any supplies, works and services commissioned by CYC to deliver any part of the BSIP will be subject to the Council's Contract Procedure Rules (**CPRs**), and (where appropriate) the Procurement Regime currently in force under the Public Contract Regulations 2015 or the Concession Contract Regulations 2015.

Advice will need to be sought from both Legal Services and the Procurement Team on the application of the CPRs and the applicable Regulations before going out to the market, and any contracts for supplies, works and/or services where appropriate will need to be drafted by Legal Services prior to going out to the market and/or entering into any arrangements with suppliers.

Council Plan

24. The measures proposed in the BSIP support the key core outcomes, which in turn reflect the key components of a good quality of life for our residents, most notably "Getting around sustainably", "A greener and cleaner city" and an "Open and effective Council".

Equalities

25. The BSIP has an important role in promoting equality of access to the transport network and, by implication, to the opportunities afforded by use of York's transport network. As individual projects are brought forward individual Equalities Impact Assessments will need to be completed.

Risk Management

26. The BSIP is primarily a bidding document. Care has been taken that the funding requests made in the BSIP do not expose City of York Council to ongoing revenue expenditure, including the revenue

implications of capital expenditure. Individual aspects of the BSIP will be subject to further Decisions as they are enacted, which will consider the implications of any commitments being made.

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Chief Officer's name James Gilchrist
Title Director of Transport, Environment and Planning

Report **Date** 11/10/2021
Approved

Specialist Implications Officer(s) List information for all

Implication : Financial

Implication : Legal

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Wards Affected: List wards or tick box to indicate all

All

For further information please contact the authors of the report

Background Papers:

Annex A Bus Service Improvement Plan

Annex B Financial request

York Bus Service Improvement Plan

Developing the bus network in York

Draft final for Executive Decision

October 2021

There's never been a better time to get the bus.



Find out about the improvements to York's bus services at itravelyork.info/buses



Bus Operators and Council working together to deliver better bus services for York



City of York Council
West Offices
Station Road
YORK YO1 6GA

E: buses@york.gov.uk
W: www.itravelyork.info

Foreword

This document sets out City of York Council's Bus Service Improvement Plan (BSIP) in response to the National Bus Strategy. The BSIP sets out how York will continue its long standing programme to improve bus services in York to encourage greater use of the service – in support of the city's local transport and environmental policies, and to recover service use to levels seen before the covid pandemic – indeed higher than that.

The bus has always been very important in York's transport. Why is this? There are many reasons.

Firstly, bus services are important because they combat congestion - one of the biggest destroyers of time and productivity in modern urban economies. In York, pre-covid, the buses carried a lot of trips – nearly 16¹ million in 2018/19, 4 million of those on park and ride. This was a growth of 60% over the 2000 total of 10 million trips. Also, 8%² of journeys to work in York are on the bus, compared to 3% nationally. Because the bus is an efficient user of limited roadspace (a double decker bus is the length of 2 cars, but can carry up to 80 people) it makes sense to support further use of the bus with the objective of managing congestion in York.

Secondly, bus services support York's economy. Policies to grow York's economy require a flexible local labour market – allowing employees to travel easily to a range of job opportunities³, and giving employers access to a pool of labour spread over a wide area. The University of York, York College and York St John University are all on high frequency bus routes, and the city centre is at the heart of many high frequency routes, making bus an important means for people to access jobs, training opportunities, further and higher education.

Bus services also support York's city centre. Research has shown that 25% of people in the centre of York got there by bus⁴; meanwhile other research⁵ has shown that bus passengers are responsible for between 25% and 33% of expenditure in city centres, with an average spend per trip of £54. If these figures were applied to the number of visitor trips to York each year (approximately 8 million), a spend of around £100 million per year is implied, with spending by

¹ Department for Transport statistics, 2019

² UK 2011 Census

³ Department for Transport appraisal guidance on transport and productivity

⁴ JMP Movement and Access Study for central York, 2011

⁵ Institute for Transport Studies (Leeds University) for Greener Journeys: The Economic Value of Bus Services, 2014

residents of York, who use the bus to get into the city centre, additional to this figure⁶. As such, improving bus services is essential to CYC's wider ambitions to develop the city centre and assist in its recovery from the economic downturn brought by covid.

Effective bus services are also a key component in the City Council's programmes to reduce poverty, disadvantage and social exclusion in York. The original work by the Cabinet Office's Social Exclusion Unit⁷ made it clear that availability of reliable and affordable public transport allows people without access to cars to reach training, healthcare, childcare, a range of job opportunities and simply allows people to visit, and be visited by, their friends and relatives, and this link is re-emphasised in the National Bus Strategy and correspondence from Baroness Vere more recently⁸. As such, effective bus services can be key to promoting not just economic growth, but also improving health and wellbeing and reducing mental illness, particularly in a city like York, with a relatively low rate of car ownership⁹.

Furthermore, bus services have a key role in complementing York's policies to encourage walking and cycling. Studies of travel behaviour¹⁰ have shown that people are more likely to adopt walking and cycling as their main means of getting around if a good bus service is also available – even if they only use it when the weather is poor or they have something heavy to carry. In this way, this BSIP is complementary to, not in tension with, York's investment in active travel through the Active Travel Fund and the city's own walking and cycling funding, which is extensive.

Finally, good public transport is a key ingredient in making a city an attractive place to live¹¹ and is important in forming visitors' first impressions of York. On the basis that the first time visitor of today might be the regular visitor, resident or even investor in the York of tomorrow, the public transport network should be developed to give a consistently good impression of the city – through its being punctual, attractive and pleasant to use.

Consequently, York sees supporting its bus services as essential, agreeing with the imperative to improve services set out in the National Bus Strategy. However, that is not to say bus services in York are currently perfect, and this document presents substantial analysis identifying shortcomings where there is scope to improve the network. Congestion across York slows down

⁶ There are approximately 16 million bus trips per year in York, with two-thirds of these starting or finishing in the city.

⁷ Making the Connections: final report on transport and social exclusion, Social Exclusion Unit 2003

⁸ Baroness Vere, letter to local transport authorities, September 2021.

⁹ Bus Network Review, Steer Davies Gleave for City of York Council, 2014.

¹⁰ Evaluation of LSTF Projects, Department for Transport, 2012.

¹¹ Economist Intelligence Unit, Livability Study, 2012.

journeys and makes them unreliable. The growth aspirations set out in York's draft Local Plan will need an effective bus service – we need to make sure that happens.

So this document sets out how City of York Council will work with bus operators and community stakeholders to develop bus services in York – address current shortfalls, and for the future build a strong and stable network to act as a glue binding together much of York's social and economic fabric; in the process supporting the principles set out in the National Bus Strategy.

Our vision for bus services in York

Our vision is straightforward and builds on the policies in York's Local Transport Plan, and our draft Local Plan.

In short, we want York to have a bus network which is:

- Inclusive - minimizing social exclusion by offering easy, comprehensive and cheap transport around the city
- accessible to all – easy to use by everyone in the city, including people with impaired mobility or senses
- attractive – enough to mean driving is not the default option for many trips in York
- welcoming – to our many visitors, whether they are coming to York for a day at the races or a four year degree course
- A source of pride for the city and its residents

We also want York's bus network to be just one of a number of excellent bus networks in the wider Yorkshire Region, and we want seamless travel between the buses in York and trains and buses outside the York administrative area.

1 Introduction

- 1.1 This document sets out a Bus Service Improvement Plan (BSIP) for York. The city's bus network is currently delivered by City of York Council, bus operators and community stakeholders working together through a voluntary quality bus partnership which has worked hard to improve services for over 20 years. This document sets out the development of the partnership and network to meet the challenges set down in the National Bus Strategy (NBS).
- 1.2 In the partnership, the city council provide and manage the roads which bus services use, and the bus stops and shelters used by passengers. The bus operators provide the bus services themselves – the vehicles and their drivers. So whilst the bus operators are accountable for the services running to time, they can only do that if the roads are managed effectively by the local authority. There are also a number of elements delivered in partnership, such as the bus timetables in the city, which are produced by the council but financed by the operators. This document will set out how the existing arrangements can be transitioned to a Enhanced Partnership model, as set out in the NBS.
- 1.3 We recognise, then, that because many elements, controlled by different parties, come together to provide a “good” bus service, there is a need to respond to the challenge of NBS by setting out a co-ordinated plan for the development of York’s bus network, so that the city council can identify its priorities in seeking capital funding; so that the bus operators can have the confidence to invest in improving services in York and so that it is clear who is responsible for each attribute of the bus service, and to articulate our network development funding “ask” to the DfT. Our ask is informed by data, consultation we have undertaken this Summer informing a refresh of York’s Local Transport Plan discussion with York’s bus operators and input from other groups, including the York Bus Forum and York Civic Trust’s Transport Advisory Group.
- 1.4 This BSIP sets out the measures that the partners will work together to deliver over the next 3 years – a period aligned with the DfT’s commitment of £3bn expenditure to improve local bus services up to the 2024/25 year, and then further investment beyond 2025. As such, this document, and the “daughter” documents and evidence base in its appendices will be updated annually to reflect York, and its bus network’s, development and discharge the duty on LTAs to publish an annual update of their BSIPs.
- 1.5 The BSIP is split into a number of thematic sections. Each section comprises:
 - An analysis of the current situation
 - A statement of commitments made by CYC, the bus operators, or other parties, to address identified shortcomings outwith (and often in advance of the publication of) the National Bus Strategy
 - A statement of the ask we are making to DfT to develop York’s bus network to the standard set out in NBS.

- 1.6 The effect of the covid pandemic is still playing out on bus services. At the time of writing, service use in York has returned to between 65% and 80% of pre-covid volumes, with significant differences between services and markets. The commute market remains depressed, whilst the leisure and visitor market is performing well. There are other significant uncertainties in the short to medium term around availability of driving staff. This BSIP has needed to bear these factors in mind in making its commitments and asks. Whilst it presents a framework for developing bus services, this is presented in outline to maintain flexibility in delivery and take account of uncertainty as the BSIP measures are implemented.
- 1.7 Consequently, where we have made asks of the DfT these have been prioritised into one or more of the following categories:
 - Bus Recovery from covid and its consequences
 - Stabilisation of the network in the medium term
 - Reduce social exclusion (by improving the network)
 - Improving the offer for customers
- 1.8 This prioritization is reflected in the rankings given to measures in the BSIP spreadsheet requested by DfT.

York's BSIP in relation to adjacent authorities.

Peoples' need to travel is independent of the boundaries of local authorities and analysis suggests around one-third of bus trips in York originate outside the CYC boundary.

Consultation with North Yorkshire County Council, East Riding of Yorkshire Council and West Yorkshire Combined Authority formed an important part of CYC's consultation on its BSIP.

The consultation revealed how York functions as a key trip attractor in a rural area with a population of around 500,000 people. Delays experienced by buses as they travel through York adversely effect their reliability in the rural areas surrounding the city. As such, measures to improve service reliability in York itself have beneficial effects far beyond CYC's boundary. Many bus passengers travelling into York from outside are effected by the need to use more than one bus (for example, they might arrive from Leeds on a CityZap service and travel on to York University on a First bus) and this has informed the proposals we put forward about developing new ticketing products.

We have a long-standing partnership with North Yorkshire County Council, who have historically administered much of the York concessionary fare scheme. At a more general level, we have regular catch-ups with officers in adjacent authorities and there is a regular exchange of information with West Yorkshire Combined Authority, including joint procurement of services like real time information services. Whilst we have no contractual relationships or joint procurements with East Riding of Yorkshire Council we regularly meet with their officers to discuss the bus network in the two authorities.

We have taken the decision not to submit a joint BSIP with NYCC, although there will be considerable joint working on bus services as the York and North Yorkshire mayoral combined authority is developed. The decision not to submit a joint BSIP at this stage has been taken because of the different development priorities of the York "city" network, as set out in the York LTP, and the pre-existence of the York Quality Bus Partnership. However, there has been work together on the ticketing aspects of the proposals set out in this BSIP, a discussion of congestion and delay in York and its effect on services in the county, and work on trying to use similar governance structures.

The submission of separate BSIPs to DfT now does not preclude development of a joint BSIP later, with a decision on that being made as proposals for the future combined authority are developed.

2 Description of the York bus network

- 2.1 A map of York, and one of its bus network, can be found in the Evidence Base provided alongside this document.
- 2.2 York's bus network primarily serves York City, where two thirds of all trips on the network both begin and end. However, the network has a number of unusual characteristics.
- 2.3 Firstly, because York sits in the middle of predominantly rural hinterland, the city is at the terminating end of a large number of routes feeding into the city. These routes tend not to be entirely rural in character – but operate to other regionally important towns and cities (for example, Hull, Leeds, Scarborough, Selby and Harrogate) through the rural area around York. Because of this, an unusually large number of operators (seven) provide local services in York. The city's largest operator (First York) operates almost entirely within the city boundary. However, nearly all corridors in York feature services provided by more than one operator. This has the implication that co-ordinating the softer parts of the bus service offer – roadside display timetables and multi-operator ticketing – is particularly important in York. This has been done for the last 20 years through the York Quality Bus Partnership.
- 2.4 A second implication of the large number of operators in York is that the city's largest operator, First York, is relatively small, and does not have the same purview across the network as a whole that an operator who provided 90% of the mileage in an area would enjoy, and there is very little of the York network where First York is the only operator providing services. However, this does mean that there is significant competition for tenders in York and on the road competition has acted to keep fare levels on fully deregulated services in check.
- 2.5 The city also has an established park and ride network, comprising six sites serving the city's principal approach roads. This service, which carries 25% of passengers in York, is operated under a licence agreement to CYC by First York. Under this, First York pay CYC a fee for operating the service and, in return, CYC contractually specify aspects of the service, including vehicle specifications, fare levels, routes and frequencies. This arrangement has allowed CYC, and First York, to take advantage of a number of rounds of green bus funding, resulting in 5 of the 6 park and ride services being operated using fully electric vehicles – one of the largest fleets of electric buses outside London. The current park and ride contract comes to an end in 2024.
- 2.6 A further service, to York University, is controlled through an agreement with the University, and around 15% of bus mileage in York is operated through conventional subsidised tenders.
- 2.7 As such, only around 50% of bus journeys in York take place on a fully deregulated bus service which is entirely free of specification of aspects of the service by CYC or other organisations such as York University.

- 2.8 In addition, central York is covered by a Clean Air Zone (CAZ), with bus operators required to use buses of Euro VI or better for any vehicle which operates more than 5 times a day into the zone. Finance to do this was provided by CYC, although many operators upgraded their vehicles through their commercial fleet replacement policies. For park and ride services and tendered services, use of Euro VI, or electric, buses was a tender condition.
- 2.9 These initiatives have fostered much collaborative working between CYC and York's bus operators, and we look to develop this in our BSIP and Enhanced Partnership.
- 2.10 York is also about to enter a period of great change and development. The city's draft Local Plan envisages an increase in the city's population of around 25%. There are a number of major projects taking place, particularly:
- York Central – a mixed development on brownfield land on the edge of York city centre, comprising up to 100,000m² of office space and 2,500 homes. This development's planning conditions and Section 106 agreement include three new stretches of bus lane, substantial contributions to new bus services and green travel plan initiatives;
 - A rebuilding of the area in front of York Station, to improve its amenity for pedestrians, cyclists and visitors to the city, as well as providing an improved bus interchange with better facilities for passengers, substantially more bus stops and the opportunity to turn buses, allow some bus layover and more effectively separate local buses from rail replacement services and special event coaches, so that problems on the rail network do not adversely effect local buses;
 - The Castle Gateway project in the south eastern quadrant of York city centre, which will improve the bus interchanges in this area.
- 2.11 There are also improvements being made to the two strategic roads around York – the A1237 northern ring road, which is being dualled for approximately half its length, and the A64 southern bypass, which is being improved east of York. The upgrades of these two routes give scope for reassignment of significant volumes of traffic away from York city centre, with resultant reductions in traffic volumes in the city centre and improvements to bus services in the city centre.
- 2.12 The Local Plan also includes a number of large developments on the outside of York, with the three largest having an ambitious target for 15% mode share to bus for commute trips. It is anticipated that this will be provided through new, high quality dedicated services to the developments.

3 Where are we now and where do we want to be?

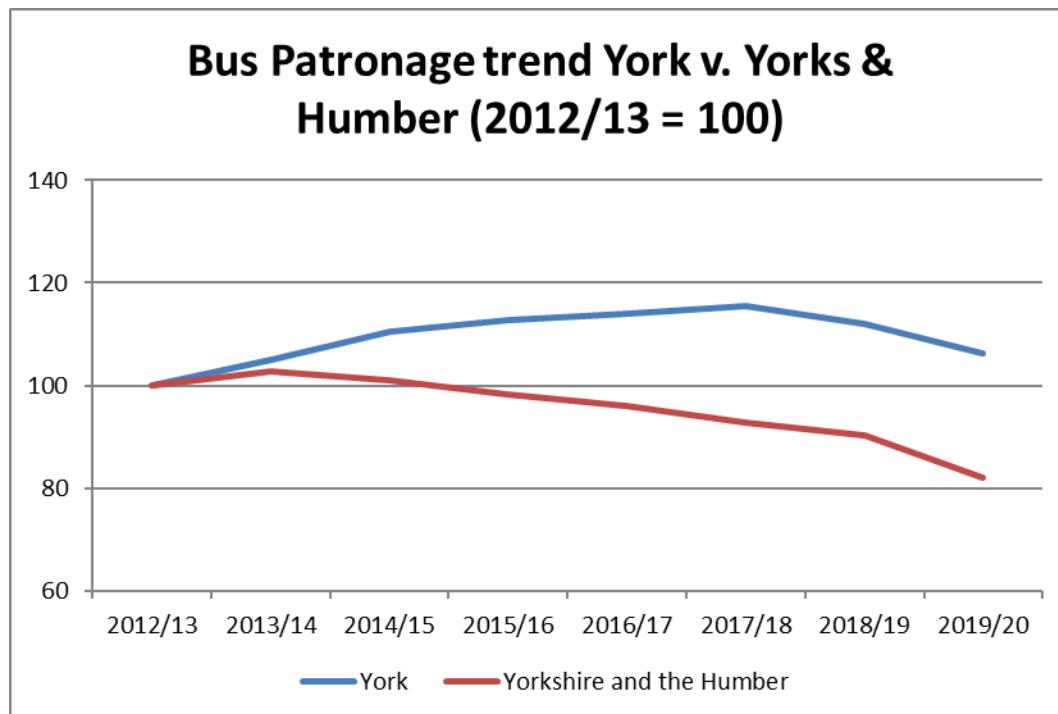
Where we are now

3.1 The current York bus network is the product of many things, but particularly:

- A 30 year history of investment in bus services in York, resulting in the ring of 6 park and ride sites, all supported, to some extent, by bus priority lanes;
- A 20 year old voluntary Quality Bus Partnership, which has adapted and changed with circumstances, most recently providing a platform for the sudden and widespread changes to the bus network bought by the covid pandemic
- From approximately 10 years ago, a more joined up approach to service provision which has seen the Council and operators come together to jointly fund various aspects of the bus network, including traffic management, quality surveys, provision of roadside display timetables and other passenger information; and creation of a multi-operator ticket. Creation of an enhanced partnership is an opportunity to continue and develop this work.

3.2 As such, bus services in York have seen some success over the last 10 years, with significant pre-covid increases in passenger numbers (see figure 3.1), such that the last complete pre-covid year (2018/19) had passenger numbers 12% above volumes seen 7 years before. In comparison, for the Yorkshire and Humber Region, bus passenger numbers fell by 10% over the same period.

Figure 3.1: Bus patronage in York

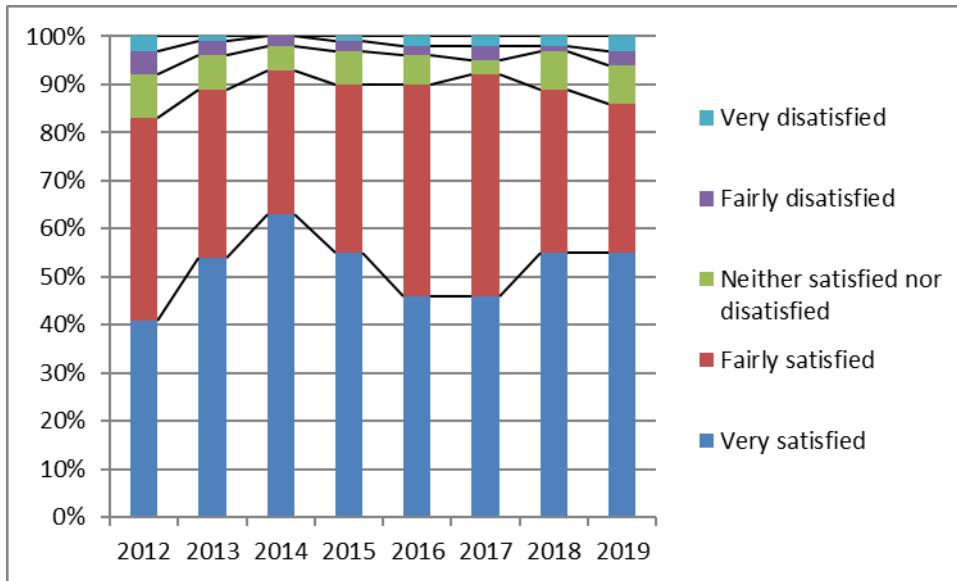


- 3.3 The increase seen in Figure 3.1 came after a more general increase in patronage over the years preceding 2012/13. An estimate of pre-deregulation bus passenger numbers in York is difficult to come by, but there were approximately 10 million bus journeys in 2000, compared to the peak in 2017/18 of 16.3 million, an increase of nearly two-thirds in a 17 year period, something which is relatively unusual, although not unknown.
- 3.4 By the 2017/18 year York had one of the highest bus trip rates per head for local authorities in England (ranked at 11 of 80 authorities). However, it is not enough to look at a rising passenger trend and high trip rate and conclude that is enough. There was a small fall in passenger numbers between 2017/18 and 2018/19, with a further fall (although this was at least partly related to the covid trip suppression in March 2020) in 2019/20. In the 2020/21 year, which was entirely effected by covid and lockdowns, bus patronage in York was approximately 25% of the 2019/20 year. At the time of writing patronage has recovered to between 65% and 80% of pre-covid volumes, varying from service to service.

Passenger Satisfaction

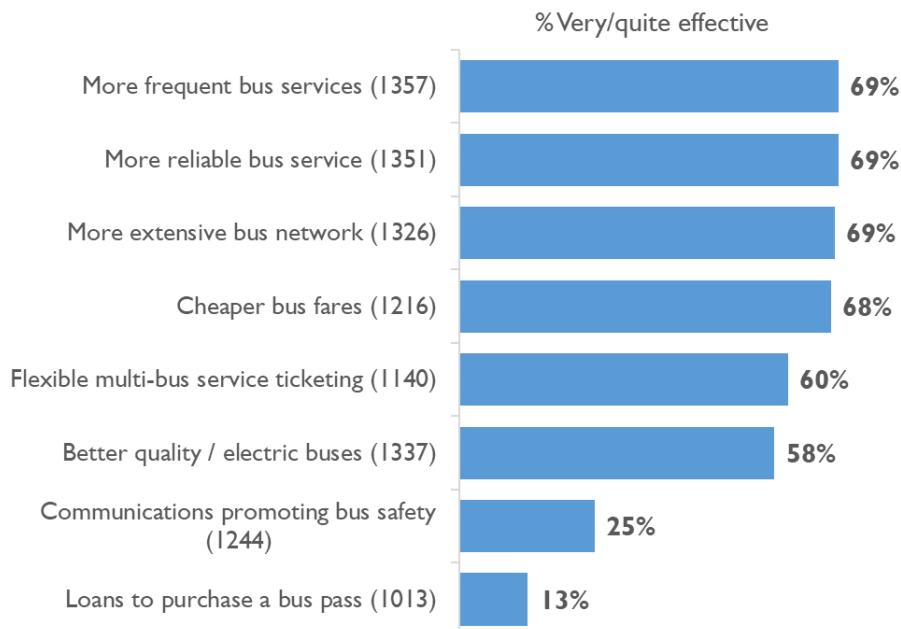
- 3.5 The York QBP has bought into the Transport Focus Bus Passenger surveys every year since 2013, giving us a complete dataset on passenger satisfaction (the figure presented for 2012 is based on a separate, but similar, exercise undertaken in-house, which is felt to be comparable) (see figure 3.3). The passenger satisfaction ratings peaked in the 2014 (in which year we had the highest satisfaction of anywhere surveyed by Transport Focus in England), remaining above 90% until the 2018 survey, but falling more (to 86%) in the 2019 survey. It is likely that some of these changes in passenger satisfaction are related to the loss of passengers since 2018, and further interrogation of the data (see Evidence Base) demonstrates a particular reduction in satisfaction around perceptions of vehicle quality and service punctuality, which have informed the proposals we make in this document under the heading of **Improving the offer to customers**.

Figure 3.2: Overall Passenger Satisfaction with bus services in York



- 3.6 In 2021 we commenced work on York's fourth Local Transport Plan. Survey work undertaken preparing the evidence base for the Plan suggests that members of the public in York (sample size = approx. 1400) saw improvements to frequency, reliability, bus network extent, cheaper fares, better ticketing and better/ electric vehicles as being particularly critical to encouraging greater bus use. In a separate question residents were asked what they may do to travel more sustainably around York, with 17% saying they wanted to use public transport more (on top of 55% who said they were already using it). This was the second most likely behavior change in the city, after converting to an electrical vehicle. It emphasizes the point that an effective bus service in York is essential to achieving large scale beneficial change in peoples' travel behavior.

Figure 3.4: Consultation on Bus Service Improvements (2021 LTP4 consultation). “What change would make you most likely to use the bus service more?”



- 3.7 Notable in the data (see the Evidence Base published alongside this document) is that it paints a picture of York as a city where there is already a high level of public transport use – nearly two-thirds of the residents who responded to the survey said they used the bus at least a bit. This has the implication that most residents of the city have a basic understanding of the network: where the routes go, their frequency and fares. The bus network is not a “closed” system to them, although making it more attractive would make them more likely to use it more. It also has the implication that many of York’s bus users are car available – the right offer would lead to them using the bus for a greater proportion of their trip making. This BSIP intends to build on that – with the intention of increasing use rates so that the person who uses the bus once a month begins to use it once a week, ideally replacing a car trip. The person who uses the service once a week might start to use it three or four times – because the service is more attractive. We can also see, from figure 3.3, that over two-thirds of residents see many of the measures set out in this BSIP as likely to encourage them to use the bus more, including a detailed travel behavior change section of the document.

Targets: growth and passenger satisfaction

- 3.8 Below we set out a series of targets.
- 3.9 First of all, we wish to use this BSIP as our framework to recover our bus network back to pre-covid levels of use. As said earlier, at the time of writing (late September 2021) we are seeing a patronage recovery of 65%-80%, varying from service to service, although there are other challenges – particularly the availability of drivers. We wish to see a recovery to over 90% of pre-pandemic patronage levels by April 2022. **By April 2025 we are setting a target of growth to 20 million passenger trips a year – a 25% increase on the peak seen in 2017/18.** However, we believe that this is achievable through the policies set out in this document because they accord to the local priorities identified through the Local Transport Plan consultation.
- 3.10 Separately we are setting a target for overall passenger satisfaction, as measured by Transport Focus's surveys, of 95%, this being 2% higher than the previous maximum satisfaction seen in York, in 2014, but 9% higher than the last set of surveys in 2019. Again, we think this is achievable, if challenging, based on the network improvements which will flow from the policies and interventions set out in this document.

The importance of “good” growth in passenger numbers

As well as having high use of buses, there is also high use of active modes in York, including a particularly high level of cycling. City of York Council is leading a number of interventions, including some funded from the DfT's Active Travel Fund, to increase cycling and walking levels in York alongside increasing bus use. Obviously, we wish more people to **BOTH** travel actively and use the bus – we don't want to simply attract pedestrians and cyclists to use the bus for trips they would have otherwise travelled actively.

Consequently, this BSIP includes measures principally aimed at transferring car trips to bus, and/ or to reduce social exclusion by enabling trips which are currently not happening because they are suppressed by absent or poor bus services. Several of the measures in the BSIP have been carefully targeted in this way and are integrated into City of York Council's more general travel behavior change work.

This stance is in line with York's current Local Transport Plan, which prioritises sustainable modes and looks to develop quality alternatives to travelling by car.

4 Making the buses run on time – tackling slow journeys, delays and unreliability

Introduction

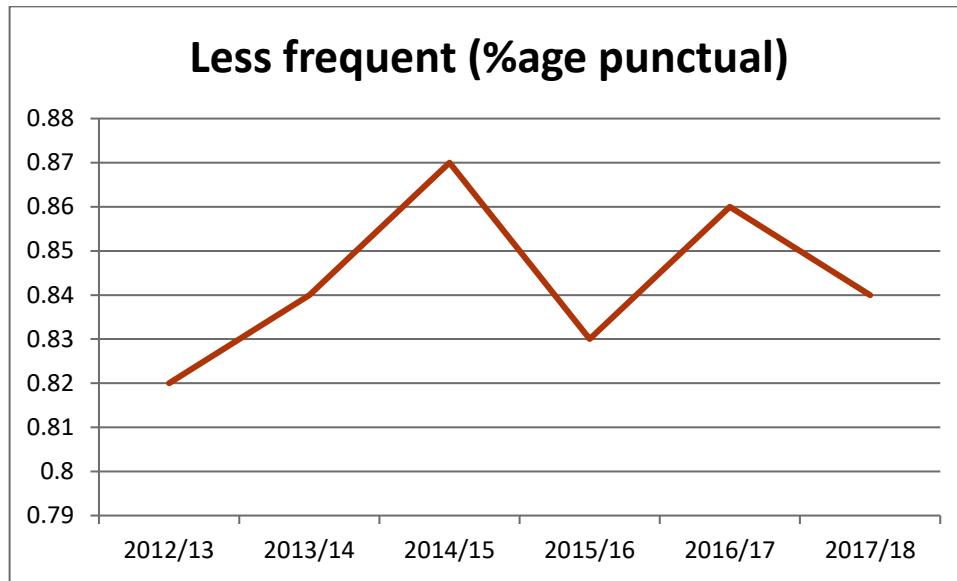
- 4.1 69% of our questionnaire respondents said that more reliable bus services would encourage their use of buses in the city. Poor perceptions of punctuality can also be seen in the data collected about passenger satisfaction in York by Transport Focus. We have worked with First York to identify the most congested locations on York's bus network in assembling the data behind this BSIP. The analysis produced by First York can be seen in the Evidence Base for this document.

Background

- 4.2 As the National Bus Strategy sets out, poor punctuality of services is a serious problem for passengers and bus operators alike and suppresses use of the network. In parts of York congested roads slow services down, making them less attractive, and increase operating costs, because more buses are required to operate a given service as end to end journey time increases. Furthermore, buses stuck in traffic are, when diesel, usually still emitting pollution and using carbon, so there is an important relationship between measures to cut congestion and CYC's work to improve air quality and reduce carbon emissions across York. This was reinforced to us during Lockdown, when it was possible to operate some routes in York with far fewer buses, but at the same frequencies as normal, because lower traffic volumes meant end to end journey times were much shorter.
- 4.3 Consistently slow journeys are one problem, but what is worse is inconsistent journey times. As bus services operate to a timetable, a stage of a bus journey which takes 5 minutes one day, but 10 the next is a significant operating problem. The service would need to either be timed to be late on the "10 minute" day, or to wait time somewhere on the "5 minute" day. Both options are frustrating for passengers – and bring wider problems. If the bus has to wait somewhere, kerb space must be provided for it to do that, which is a problem in a city like York where waiting space for buses is in very short supply in the city centre.
- 4.4 In this section we consider how the BSIP will improve service speeds and punctuality.

How does York perform now?

Figure 4.1: Bus Punctuality in York¹²



- 4.5 As can be seen from Figure 4.1, punctuality of less-frequent bus services in York is generally between 80% and 90%, a significant improvement compared to earlier years – for example, in 2007/8 only 47% of less-frequent services were assessed to be on time. This change is the product of much work by York’s QBP, through its Performance Group, which focuses on service reliability.
- 4.6 These figures compare well against other urban areas, particularly other historic towns and cities with similarly constrained and congested road networks¹³. Nonetheless, there remains room for improvement - with other towns and cities, for example Nottingham, able to demonstrate higher still levels of timetable adherence. Furthermore, whilst timetables are adhered to, we want to make bus services as fast and competitive as we can. Some timetables now undoubtedly include “padding” time to counter inconsistent journey times on some roads in York, and we are seeking to eliminate this, as much as possible, through the measures set out in this document.

Targets: punctuality

- 4.7 Consequently, our targets for 2024/5, in relation to bus punctuality in York are:
- 90% of less frequent services will be punctual

¹² Statistics for punctuality taken from Department for Transport’s Bus and Coach Statistics, 2020.

¹³ E.g. Bath and North East Somerset, 78%; Peterborough 77%; Southampton 77%.

- Excess wait time for frequent services (not reported here) will be no more than 45 seconds.

Proposed Measures: punctuality

- 4.8 In relation to bus service punctuality, we have a number of objectives, specifically:
- To continue to improve punctuality of services in York
 - To improve the end to end journey speed of existing bus services in York
 - To ensure that any new bus services are punctual and have journey times which are competitive with those by car.
- 4.9 There are six strands to our strategy, these are:
- Maintaining our assets to get the best use of our existing highways capacity
 - Actively managing traffic to keep buses running to time
 - Tackling bottlenecks
 - Improving whole corridors to make bus services faster
 - Managing services in the city centre
 - Other strategies which can reduce bus journey times (for example, ticketing strategies which minimize boarding times).
- 4.10 These are explained below.

Making the most of what we have already: maintaining our assets

- 4.11 It's obvious really, but measures which improve traffic flow also improve the flow and reliability of bus services. Whilst there are innumerable products and techniques available to manage traffic effectively, there is a very important role in maximising the use of the many systems York already has installed. As such, City of York Council will commit to maintaining the equipment it already has installed in the city to manage traffic. These include:
- Extensive bus priorities on many key radials – particularly supporting inbound movements;
 - An Urban Traffic Control (UTC) system covering much of the city. This system gathers data about the amount of traffic on key roads in York and sets the traffic lights accordingly to minimise delays;
 - CCTV cameras covering key junctions across York, including many on the inner ring road, key road junctions on the city's principal routes, and junctions with major roads such as the A64(T)
 - Variable Message Signs (VMS) on York's principal roads which can be used to direct traffic if necessary (for example, away from a road traffic accident) and real time screens at bus stops which can be used to relay messages to passengers
 - Use of apps, twitter etc to relay information to bus passengers and road users in real time

- **More recently, CYC has developed a “real time model” for assessing traffic flows in York and optimising signals to minimize congestion.** This takes data from a number of sources (for example, mobile phone signals), assessing traffic flows and speeds. We are exploring how this model can be used to give signals based bus priority in the future.
- 4.12 At the time of writing much work is in progress on this front, including resurfacing many of the major junctions around York and replacing the vehicle counting loops installed in the road surface which send data to the UTC, often with cameras able to identify and count different types of vehicle. The City Council is also refurbishing the VMS signs around the city and adding to the number of sites where traffic cameras are installed.
- 4.13 **BSIP Commitment R1:** City of York Council will commit to continuing this work with the intention of using best endeavours and whatever funding is available to ensure all existing systems in the city are kept in good working order, and to demonstrate their value in improving traffic flows in York.
- 4.14 **BSIP Commitment R2:** City of York Council will use its traffic real time model to provide signals based bus priorities. The model will identify late running buses and prioritise them at junctions, using the methodology which is already proven in South Yorkshire. This can be used, particularly, to tackle inconsistent journey times.

Active management of traffic

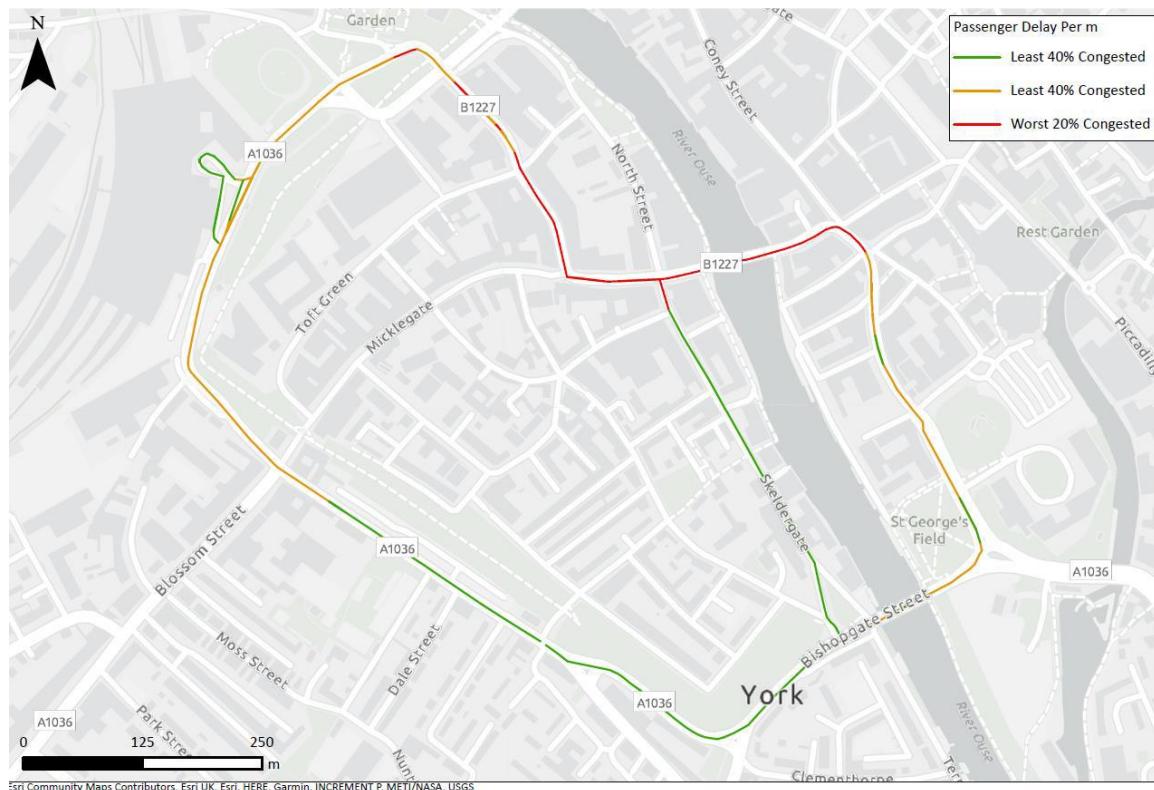
- 4.15 The Traffic Control Centre in the council’s offices has an important role in managing traffic flows in York to minimise disruption day to day, and inform bus passengers (and other road users) of any delays. Since 2013 “Network Monitoring Officers”, initially funded by York’s Better Bus Area Fund, but more recently funded voluntarily by York’s bus operators, have been on duty 12 hours a day, Monday to Saturday, monitoring traffic flows and adjusting traffic signals to reduce congestion and delay to bus users. They are also a key line of communication with bus operators – advising them of delays and any incidents which may cause late running. The Network Monitoring Officers can:
- Change traffic lights to reduce the length of a traffic jam;
 - Send messages to the real time screens and variable message signs around York to advise bus passengers and road users of any delays;
 - Co-ordinate action between operators to overcome problems on street.

- 4.16 They also have an important role managing traffic during York's many festivals and special events – for example, they are extremely important in co-ordinating the city council and bus operators during York's race meetings and festivals, and they take a leading role in planning bus services around roadworks in the city.
- 4.17 The city council has also, through the Better Bus Area Fund, employed two "Bus Wardens" who act as the bus network's "boots on the ground". The Wardens undertake many important functions, including:
- Keeping bus routes, bus lanes and bus stops clear of obstructions – for example, by moving vehicles on which are parked (including for loading) in such a way that they obstruct buses, or by assisting whenever a highway is blocked – for example by utilities work, maintenance work or by an accident;
 - Maintaining many of the bus stops, shelters and bus timetables around the city;
 - Inspecting and sorting out problems which are reported about the bus network – for example, vegetation which obscures bus stops;
 - Assisting passengers during special events – during one-off major events, or for regular special events, such as race meetings or the university open days;
 - Assisting passengers from day to day with enquiries;
 - Collecting information about persistent causes of delay (for example, poorly phased traffic signals, loading vehicle obstructions) so that rectification action can take place.
- 4.18 This work is co-ordinated through the "Performance Group" of the Quality Bus Partnership. This group meets monthly and discusses upcoming special events and major roadworks. It also reviews a monthly performance indicator (see Evidence Base) to consider performance across York's bus network as a whole and agree any action required to remedy a dip in punctuality. This indicator is published on the CYC website every month.
- 4.19 **Ask R1:** £150k pa for three years to continue to fund the two Network Monitoring Officers and Bus Wardens, as set out above. After the three year period, if successful, funding for these posts would revert to the operators. **We are requesting this to help the network recover from the covid pandemic as this funding would provide operator relief from these charges**
- 4.20 **Commitment R3:** is that the Performance Group of the QBP will take an important role in planning for special events, including sports events and festivals. This will include making decisions on warden and NMO cover for these events – and provision of other staff by operators or CYC.
- 4.21 **Commitment R4:** the Performance Group will continue to review performance on a monthly basis, publish its punctuality indicator, and agree appropriate mitigations as required.

Tackling hotspots and bottlenecks

- 4.22 Bus service reliability suffers due to bottlenecks on the network. Figure 4.2 shows delayed representation of bus delays in the centre of York, identified as part of the work preparing this BSIP. A key challenge for the BSIP is to work to identify, and where possible, eliminate the various bottlenecks on the network. This work will be taken forward by the York Enhance Partnership, and schemes will be advised in the 2022 update to the BSIP.

Figure 4.2 Bus Delays in central York (by permission, FirstYork)



- 4.23 We know from previous interventions that small scale interventions – which might change the shape of a yellow box junction to reduce exit-blocking, retime a set of signals, make small changes to junction geometry or provide bus boarders – are very good value for money and can, cumulatively, have a large beneficial impact on bus journey times and reliability.

- 4.24 **Commitment R6:** City of York Council will continue to work with the bus operators to develop a series of small schemes to, where practicable, tackle bottlenecks. This will be financed through an annual capital “fund of £50,000 pa for small schemes, or targeted capital spend for larger schemes, which may require preparation of a business case. The Performance Group and Better Bus Area Groups of the Quality Bus Partnership will be instrumental in prioritizing the schemes for action. **Ask R2:** CYC request that the DfT match the £50,000 small measures fund with a further **£50,000 pa** which can be used to tackle small scale sources of unreliability on York’s bus network, or make the case for larger scale interventions. **This is requested to help stabilise the bus network int eh medium term.**
- 4.25 **Commitment R7:** CYC will work with developers to use S106 settlements to fund and deliver localized bus priority schemes where these are needed to offset the impact of development related traffic. We already have a significant programme of work being progressed this way – particularly connected with the York Central site, but this approach will be applied to other development sites as they come forward.
- 4.26 **Whole corridor measures:** Often, a series of junctions along a corridor will conspire to delay bus services seriously, because a service will accumulate delay at each junction, leading to a very large cumulative delay over the whole corridor. In these instances it is appropriate to look not just at individual bottlenecks, but whether there is scope for measures to improve services along the corridor as a whole – an approach we have recently taken on the A1036 Tadcaster Road to the west of York. Such measures might be bus lanes, co-ordination of signals or schemes to reduce traffic volumes on a particular route (for example, through access restrictions, changes to signs to direct traffic away from the route or measures to encourage motorists to travel in a different way – for example the “Travel behaviour change” projects being undertaken by York’s I-Travel sustainable transport behavior team¹⁴⁾). Obviously, there is also scope to reduce cumulative delays through a series of stand-alone measures at individual junctions on the corridor.
- 4.27 In some cases work will need to take place to improve conditions for bus services in advance of extra traffic from new residential or employment development using a route. In these instances, there may also be a need to develop bus priority measures to ensure a competitive public transport service is provided to the new development.

¹⁴ For more details, please see www.itravelyork.info

- 4.28 CYC's planning team has been working alongside developers in York, and a programme of Section 106 funded bus priorities has been developed, in particular measures on the A59/Water End/ Leeman Road corridor to provide reliable services to the York Central development. We are currently assessing the impact of additional traffic on two key radial corridors in the city – Wigginton Road and Fulford Road – to assess the potential for bus priorities on these corridors using micro-simulation models. This work, which predates BSIP preparation, is being funded from CYC's transport capital programme. We are working alongside West Yorkshire Combined Authority to deliver a Transforming Cities Fund project to improve bus services on the Tadcaster Road corridor.
- 4.29 **Commitment R8:** The Performance Group of the Quality Bus Partnership will work to identify and prioritise routes requiring "whole corridor" measures. These will be financed through a variety of vehicles, including City of York Council's Capital Programme, the DfT BSIP support funding and other funds as they become available. The CYC's transport scheme development funding will be used to make the case for bidding for funds to make larger interventions.
- 4.30 **Commitment R9:** City of York Council will work with developers through the Local Plan to upgrade corridors to ensure that new developments have bus services with journey times that are competitive with the private car. Measures will be funded through developer contributions (either Section 106 contributions or, if appropriate, tariffs or Community Infrastructure Levies (CIL)). Bus operators will have an important advisory role in these negotiations. This is discussed at more length in the section of this document which sets out policy in relation to the Local Plan development of York.
- 4.31 **Ask R3:** City of York Council request an indicative fund of £15m to provide radial bus priority measures on corridors where these are not currently available/ improvements to existing radial bus priority provision or delivery of high quality services to the sites identified in the Local Plan. The deployment of these funds is contingent on a number of studies which are currently underway (for example, looking at bus routing in central York and on key radials such as Wigginton Road, Tadcaster Road and the A19 Fulford Road and for sustainable transport access to the larger sites allocated in the Local Plan (see Section 13)). A detailed programme will be advised in the BSIP published in 2022, so the funding ask set out here is an indication with specific information to be advised later – following technical studies and publication of York's new Local Transport Plan in 2022. **This measure is required to improve the customer offer for buses.**

The city centre

- 4.32 94% of the area inside the York's city walls is a conservation area. The character and fabric of the city have been preserved through retention of York's historic road network with relatively few concessions to motorised traffic, when considered alongside the 1960s inner ring roads constructed in many other historic towns and cities. However, although this means the city centre's character is intact, it imposes constraints on the easy operation of bus services. As nearly all of York's bus services either serve or pass through the city centre, the effective management of traffic there has a bearing on the operation of the whole of the bus network. Consultation with adjacent authorities has also shown that the effective operation of York city centre for buses is key for reliable provision of bus services in North and East Yorkshire.

A city centre bus priority route

- 4.33 Although there are short stretches of bus/ taxi only streets in the centre of York there is currently no complete bus priority spine route all the way through York city centre. **Commitment C5** is that bus operators will work with City of York Council to consider the feasibility of such a route and will work to make the necessary financial case for delivering the route if a positive business case can be made for the intervention once its full impacts are assessed. Progress on this aspect of the BSIP will be advised in the 2022 BSIP update, following a study commissioned by CYC, as part of the LTP process, in late 2021. Costs of delivery are assumed to be within the £15m block for whole corridor measures as advised above.

Other reliability measures

- 4.34 Complementary measures to improve reliability, by reducing boarding times by changing ticketing systems, or reducing traffic volumes through behavior change campaigns, are discussed in sections 6 and 11 of this document.

5 Greening the bus fleet

- 5.1 58% of respondents to the York Local Transport Plan consultation said that better quality/electric buses would encourage them to use public transport more. Ageing vehicles and deteriorating fleet quality are also thought to be one of the reasons why York has seen recent falls in passenger satisfaction with bus services, something that is born out by the data collected by Transport Focus – although the introduction of many Euro VI buses to support York's Clean Air Zone during 2020 has reduced the average age of the fleet in the city considerably.
- 5.2 Air quality in York can be poor (itself a function of the city's low-lying location, protection from winds by surrounding hills and several "canyon" locations in the city centre with high buildings on both sides of narrow roads), CYC and bus operators¹⁵ have worked hard to reduce use of pre-Euro VI diesel buses in York, supporting the City Council's Air Quality Action Plan. Measures enacted so far have included introduction of:
- 33 electric buses bought into use on York's park and ride service between 2014 and 2020, the second largest fleet of electric buses outside London
 - Conversion of all diesel buses entering central York more than 5 times a day to Euro VI, to deliver a Clean Air Zone in central York. This measure was principally funded by CYC (£1.6m), although operators replaced some buses commercially through pre-determined fleet renewal.
- 5.3 First have also invested in a new sub-station in their depot, giving them the ability to charge up to 50 electric buses at once. Northern PowerGrid have committed to upgrading the substation which feeds First's depot, which would allow charging of First's entire fleet.
- 5.4 A bid to the DfT's ZEBRA fund was accepted in July 2021. If successful this will finance replacement of 42 diesel buses with electric buses and result in around 50% of the bus mileage in York, including the entire park and ride network, to be operated electrically.
- 5.5 Our BSIP **target** is to:
- Convert all bus services operating predominantly in the York urban area to electric vehicles by 2024/25
 - To convert all inter-urban and rural services to Euro VI diesel by 2024/25 (if it not practical to electrify the routes).

¹⁵ As a complementary measure, City of York Council is working with the local taxi trade to encourage greater take up of hybrid and electrically powered vehicles in the taxi fleet, adopting electrically powered vehicles itself for its fleet, and installing fast charging points at car parks and park and ride sites around the city to encourage take up of electric cars more generally.

The action plan for continuing this work is:

- **Commitment E1** is that CYC and the bus operators agree to recognise the importance of improving air quality across York, both by encouraging transfer from car trips to bus trips and through improving emissions from bus services.
- **Commitment E2** is that CYC has a key role in facilitating/ co-ordinating operators' responses to the various Government grants directed at reducing emissions from public transport. CYC pledges to maintain equality of opportunity for bidding, although the council will obviously target activities towards greatest gain for York.
- **Commitment E3** is that CYC will use the services it specifies as a mechanism to encourage take up of vehicles with lower emission levels.
- **Ask E1** is that DfT fund conversion of the remainder of the York bus fleet to electric power between now and 2025. This would require an investment of approximately £12m to cover 60 buses and associated infrastructure. The current ZEBRA bid is for £9m covering 44 buses. If this bid is unsuccessful then we would wish to increase our electric bus ask to £21m. **This measure is to (a) stabilize the network in the medium term (b) improve the customer offer.**

6 Fares and ticketing

Introduction

- 6.1 68% of respondents to our survey said that cheaper bus fares would encourage them to use public transport more; and 60% said that more flexible ticketing would encourage use. These two figures together, particularly the second, which is perhaps less intuitive and betrays York's large number of operators, suggest that fares and ticketing reform will be important to meeting the patronage growth targets set out in this BSIP.
- 6.2 Fares and ticketing for public transport is in a period of rapid change. Traditional cash fares are being replaced by new ways of paying for tickets, such as smartcards, mobile phone based payment and payment direct from debit and credit cards, a process which has been accelerated by covid-driven initiatives to reduce cash handling. City of York Council welcomes the ticketing initiatives set out in the National Bus Strategy.

Current situation

- 6.3 York already has a multi-operator ticket – “All York”. Launched in 2014, it had achieved sales of approximately £250k a year by 2019. There is, however, some way to go before the ticket meets the requirements of multi-operator tickets – available with no premium over single operator tickets – as set out in the National Bus Strategy. Furthermore, whilst the ticket is available on paper and on smartcard, it is not available as an app based product or for purchase off the bus. Bus-Rail integrated tickets are available through PlusBus tickets, although there are no York specific products (for example, allowing onward travel to York University from the Railway Station). As commented earlier, York is at the centre of a large rural hinterland. There are many bus trips which begin in this area, but out of the City of York Council area, and require a change of bus to reach a destination in York (e.g. a passenger might travel from Leeds on a CityZap service, then travel on to York University using a First service). Consultation with user groups and adjacent local authorities has outlined that many such journeys, requiring two tickets, are expensive and hence not attractive. Our consultation with East Riding of Yorkshire Council and North Yorkshire County Council – as well as the companies who operate buses into York from these areas, revealed that they saw this as a priority for York’s BSIP.
- 6.4 An important consideration is also that, by providing a multi-operator ticket which carries no price premium in an area with many corridors used by more than one bus operator, effective frequency can be substantially increased for many journeys in the city – because passengers will be able to get on the first bus to arrive. As such this will drive patronage up by reducing wait times, irrespective of fare levels.
- 6.5 We also see it as a priority to improve ticketing options for younger people. At the moment there is inconsistency between operators in York in what their young peoples’ offer is, and we are aware of the more general work done by Transport Focus setting out how younger people find the cost of bus tickets to be a significant cause of social exclusion, erecting barriers to them being able to access to training opportunities in particular. Below we propose a significant reform of tickets for younger people in York.

Our vision and targets

- 6.6 The Quality Bus Partnership believe that there is potential to unlock significant demand for buses in York through a thorough re-engineering of the ticketing offer in the city. In particular, we set the targets of:
- Creating a multi-operator ticket which does not have a premium over operators single/ return fare products and makes use of tap on-tap off to cap daily costs for users, irrespective of the number of times they travel. This will reduce ticket costs and increase, on some corridors significantly, effective frequency by allowing passengers to get on the first bus to arrive at their stop.
 - Creating tickets which enable movement by bus by young people.
 - Creating a range of tickets to make it easier to undertake multi-modal (through links with the rail network) and cross boundary travel into or out of York.
- 6.7 Our pre-existing commitments to deliver the improvements to ticketing are set out below:
- **Commitment T1:** develop an app-based AllYork ticket
 - **Commitment T2:** develop All York tickets for purchase off the bus (including monthly and annual products). These can be marketed through employers and to residents of new property developments
 - **Commitment T3:** review the range and pricing of AllYork ticketing products, through the Enhanced Partnership's ticketing group,to ensure that they are attractive and can contribute fully to delivering York's transport policies. A particular focus of this work will be to develop a ticket which carries no price premium over single operator tickets and gives bus passengers access to any service in York on an equal footing
 - **Commitment T4:** develop a smart AllYork carnet of journeys ticket product, which can be used alongside fare capping
 - **Commitment T5:** is that the QBP will support and promote PlusBus and work with train operating companies to develop local rail/ bus products. This will include rail add on tickets to large trip attractors and special events in York, and use of the park and ride to access rail services.
 - **Commitment T6** is that we will work with officers in North, East and West Yorkshire to develop a range of tickets to incentivize onward travel in York as an attractively priced add-on to inter-urban tickets.
 - **Commitment T7** is to investigate other opportunities for sales of bus tickets to access York's many festivals and special events. Again, this will be developed through the QBP's Marketing Group.
 - **Commitment T8** is that CYC will provide finance to allow tap-on-tap-off credit card use on all the city's buses. This will be made easy to operate in York because all seven operators in the city use compatible Ticketer machines, a situation made possible by earlier investment by CYC in ticketing platforms.

- 6.8 We used this document to make two funding asks in relation to this workstream:
- **Ask T1** is for support for work to investigate how the new multi-operator/ capped fare/integrated tickets can be introduced and priced. We are requesting funding of £50,000 pa to support a commercial officer to develop the ticket products for three years, plus a further £100,000 to support business case development. **We see this as a critical element in our strategy to improve the customer offer.**
 - **Ask T2** is related to developing a more attractive young person's ticket product. Our initial work has suggested an improved York young person's ticket would comprise five elements:
 - A development of the existing ITSO young persons' travel card in York for use alongside the tap-on-tap-off fares set out above
 - An agreement between operators as to the age of eligibility – ideally 19
 - Extension of the current fare structure used on park and ride, whereby up to 3 young people can travel at no extra cost with a fare paying adult, across the whole network
 - Development of a young persons' low flat fare (for example of 50p per trip) which would be available alongside tap on tap off so that the daily cost of travel is capped
 - Development of an annual/ termly pass for younger people
 - We appreciate that it will be necessary to provide pump prime funding for a concession of this nature. We request funding of £5,000,000 to deliver this concession for a three year period in York. After this period we would look to provide this concession either on a commercial basis or (if available) with further DfT funding. **This is an important part of our strategy to improve the customer offer**, and will also reduce social exclusion by improving young peoples' access to education and training.

Why not free travel?

Providing free travel for young people was considered in producing this BSIP, but has not been taken forward for the following reasons:

- Bus is one of a number of sustainable ways to get around in York. City of York Council have worked for many years to encourage walking and cycling to school, as both a public health and sustainable transport measure. We wish to continue that work, which could be undermined if free bus travel for young people caused many to catch the bus rather than walk or cycle.
- Our view is that a free ticket might distort the market for bus travel and give pulses of very high demand for short distance trips at school start/end times which would be difficult to accommodate
- We don't wish to produce a "cliff edge" where young people suddenly have to pay full fare once they lose entitlement to free travel, possibly leading to a permanent change in behaviour away from bus at that point.

7 Bus Network Coverage

- 7.1 69% of respondents to the Local Transport Plan consultation said that a more extensive bus network would lead to them making more use of York's bus services.
- 7.2 This poses a particular challenge at the moment, as the network has not yet stabilised following the pandemic. Particular pressures are:
- Passengers have not yet returned to bus services at their pre-covid volumes, and it is not clear what patronage would look like once a mature state has been achieved, or what support might be needed in the medium term to provide the "pre-covid" network
 - In the short to medium term driver shortages mean that it is extremely challenging to provide the levels of service which were available before the pandemic. In York, at the time of writing, a number of services are operating at a reduced frequency because of driver shortages
 - Local authorities are experiencing exceptional cost pressures, which force them to consider provision of non-statutory services, such as supported buses, in an environment when there may be cuts in other areas
 - Whilst the National Bus Strategy and BSIP process offer the opportunity for finance for the next 3 years to support additional services, it is not clear what finance may be available in the longer term, given that additional bus services tend to require ongoing support, even on a reducing support profile.

Transport needs in York

- 7.3 Accordingly, analysis undertaken in a bus network review for York (Evidence Base) illustrated a number of issues with network coverage in the city, which are as follows:
- Despite generally good coverage and reasonably high service frequencies, there are some areas of the city which suffer from poorer access to services, and some periods when services do not operate – particularly Sundays and evenings in some areas
 - Service levels can be inconsistent, with routes operating on a range of frequencies – for example, every 7.5, 10, 12, 15 and 30 minutes, with some services not operating at clockface intervals – something which is confusing for passengers
 - Many of York's "regular" services start their "regular" frequency service relatively late in the day and finish relatively early. Some services have reduced frequencies in the middle of the day to accommodate driver breaks.
 - There are also some areas of York which, whilst they see frequent bus services, suffer from slow journey times to the city centre because the provided routes are indirect.

- 7.4 This analysis was undertaken on York's pre-covid network. It should be pointed out that the network which is currently operating – on a temporary basis driven by driver shortages – has further shortcomings, such as lower frequency services on many key routes.

Our target

- 7.5 Our target is to provide a commercially viable regular, dependable service to as much of the city as possible, free of public funding after the initial 3 year pump prime period, comprising:
- A 10 minute (or better) frequency of service between 7AM and 7PM Monday to Friday on the main routes in the city, including the park and ride network, with services every 30 minutes in the evening and on Sundays
 - A 30 minute frequency of service between 7AM and 7PM on the other urban routes in York with services every hour in the evenings and on Sundays
 - Improved services to other destinations, dependent on what is affordable once the frequency enhancements set out above have been delivered.

- 7.6 Although much of the network already operates at our near to these standards, pump priming funding would be required to deliver a network to this standard. We have assumed this falling to zero on a three year profile.
- 7.7 A particular concern is York's 59 park and ride service. This was provided from a park and ride site on the A59 at Poppleton, which approaches York from the north west and is the road linking York with Harrogate. The site has, however, been used for covid testing since April 2020, with use as this projected until at least April 2022, and it is reasonable to conclude that it cannot be bought back into use without significant pump priming funding to rebuild the market it has lost whilst being out of use for (at least) two years. Nonetheless, in the medium to long term this park and ride service is essential to serving the York Central development. The site has also recently received a solar canopy feeding an EV hyperhub and is operated using electric buses.
- 7.8 Consequently, **Ask BN1** is for a **£3,000,000** fund which can be used to enhance York's bus network. This will be deployed on a mixture of measures including pump prime funding for the return of the Poppleton Bar park and ride service, frequency enhancements to provide a "true" 10/ 30 minute frequency service on routes in the city and, if affordable after the pump-prime projects, enhancements to increase areas served by York's bus service. However, as stated above, it is difficult to judge the scope for this until the network has reached a mature state after the recovery from the pandemic. **This Ask relates to all four of the categories of support: Bus Recovery from covid and its consequences; Stabilisation of the network in the medium term; reducing social exclusion and Improving the offer for customers.**
- 7.9 Critical to the deployment of these funds will be a clear monitoring and evaluation framework which will be used to assess how this funding can be used to greatest effect/best value across the network.

Services in the central area of York

- 7.10 York city centre has a large pedestrianised area which is, for the safety of residents and visitors, only accessible on foot during the majority of the day. The Council are considering the expansion of the footstreets and opportunities to increase non-car based accessibility to its boundaries in particular for citizens with restricted mobility. Notwithstanding the expansion of footstreets proceeding or not, the 2022 BSIP and emerging Local Transport Plan will need to consider commercially viable options for this challenge. **Ask C1** is for funding to explore and model with operators commercially viable options for citizens with restricted mobility to alight closer to footstreets than currently available by the Bus Network. Consequently, we request £50,000 to bring forward and outline business case for BSIP 2022 and LTP4 as to commercial trials. **If a service is delivered this measure will improve the offer to customers.**

8 Information for passengers

Introduction

- 8.1 Effective and easily readable information on bus services is critical to making them easy to use – both for regular users and first time users. We have worked hard with the QBP to ensure that every bus stop in York has comprehensive all-route information, with all timetables including route maps for the services stopping there. 87% of users in Transport Focus's 2019 surveys rated the information provided at bus stops in York positively.

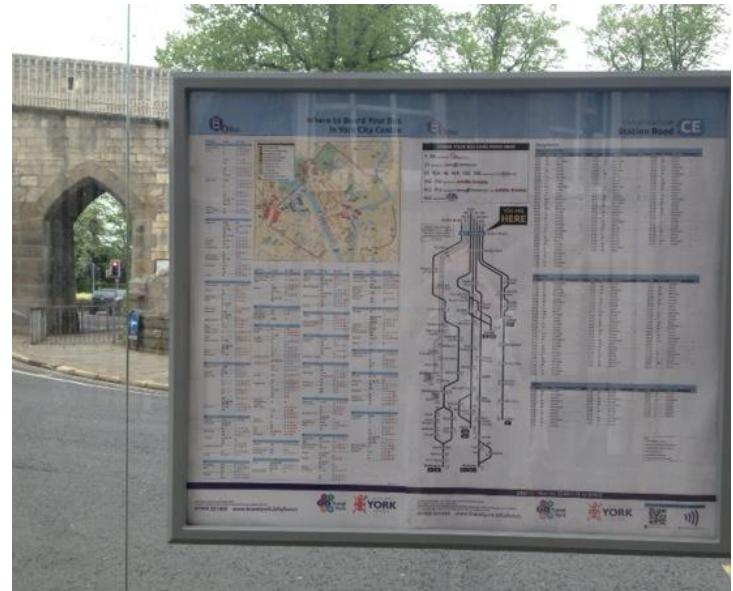
The current situation

- 8.2 Through the Local Sustainable Transport Fund and Better Bus Area Fund programmes, bus information in York was transformed in 2014/15 from some of the worst in the UK, to being some of the best (Figures 8.1 and 8.2). The improvements have included:
- Easy to read, stop specific timetables, showing all operator's services together
 - Route diagrams showing where each service goes
 - In the city centre, maps to show interchange opportunities
 - The iTravel York website and journey planner
 - Revisions and improvements to the York bus route map.
- 8.3 To support the new timetables we agreed six service change dates each year with York's bus operators. This makes it easier for users to remember timetables and be confident services have a degree of stability.

Figure 8.1: On street information in 2012 and...



Figure 8.2: ...in 2014



- 8.4 More recently, the many changes to services as a result of covid have proved to be a challenge to providing this quality of information and York, like many authorities, has not been able to provide roadside display information to the quality it desires since March 2020. However, we are now beginning to restart provision of this information – hence **Commitment I1** will see the return of composite timetables featuring route maps and services from all operators will return to all of York's bus stops as soon as is practicable. We will also seek to move back to a maximum of four service change dates a year.
- 8.5 City of York Council has also installed approximately 100 on-street real time information screens (figure 9.3) which give bus times according to their position on the road network, as registered by GPS equipment on each bus. The real time screens are concentrated in the city centre, at the district centres, such as Acomb and Haxby, and at heavily used stops out of the city centre, including York District Hospital, York St John University, the University of York, York College and the park and ride terminals.
- 8.6 The council has fitted all bus stops in York with QR codes and Near Field Communications (NFC) chips and coils to make it easy for phone users to access real time information for each stop.

Figure 8.3: Real time screen



- 8.7 The council also provides a range of bus information and journey travel services through the www.itravelyork.info website.
- 8.8 Pre-covid, the council maintained, through Better Bus Area funding, an enquiry desk in the Travel Centre of the Railway Station which offered a range of bus timetables, sold period bus tickets (including tickets for National Express) and can assisted with enquiries. Use of this facility was approximately 2,000 enquiries per month. Unfortunately, this facility was lost during covid and a subsequent refit of York Station's Travel Centre. However, the improvements at York station offer the opportunity to reinstate the enquiry desk within the new bus interchange at the front of the Station.
- 8.9 Bus operators produce their own paper timetables. These will continue to be distributed via libraries, the Bus Enquiry Desk at the Railway Station, the Tourist Information Office and a host of other outlets.

Target

- 8.10 Our target is to continue with our current activity, but expand it by:
 - Reproviding the Inquiry Desk for bus passengers at the Railway Station
 - Expand and improve our real time estate
 - Provide audio-visual announcements on buses in York which don't currently have them
- 8.11 **Commitment I2:** bus operators will continue to produce their own timetable leaflets and publicise their services on their websites and via third party apps.
- 8.12 **Commitment I3:** City of York Council will maintain the www.itravelyork.info website and its journey planner.
- 8.13 **Commitment I4:** City of York Council will maintain the on-street real time information screens.
- 8.14 **Commitment I5:** the Bus Enquiry Desk at York Station will be reopened as part of the Station Frontage project. **However, we are making a capital Ask (I1) of £100k towards providing this facility. This is to assist the network's recovery from the pandemic.**

Audio-visual announcements

- 8.15 Audio-visual announcements are very valued by people with impaired vision and visitors to York, who use them to help navigate around the city. Consultation with bus users revealed that provision of AV announcements was one of their top 5 priorities for improving York's bus network. **Commitment I6** is that City of York Council will work with bus operators to encourage provision of audio-visual announcements on buses and at bus stops. **Ask I2 is for £200,000 to provide AV equipment on the 100 buses in York which are not currently equipped. This is to improve the customer offer and reduce social exclusion.**
- 8.16 **Ask I3 is for £800,000** to double the number of real time screens in York through purchase of 100 battery powered screens for use in suburban and rural locations, where bus services tend to operate at lower frequencies and real time information is particularly valued. **This will improve the customer offer.**
- 8.17 We are also aware that much of our existing real time estate is ageing, having been installed between 2008 and 2015, and that by the end of the funding period for this BSIP some of the equipment will be life expired. **Consequently Ask I4 is for £500,000 to replace real time equipment we expect to become life expired before 2024/5. This will help the network stabilise in the medium term.**

9 Stops and shelters

Current situation

- 9.1 There are approximately 1,100 bus stops across York, around 300 of which have a passenger shelter. Through York's Better Bus Area programme the vast majority of stops in York, and all the stops on more frequent routes, were refurbished and CYC currently has a fund of £100,000 per year which is used to replace/ refurbish tired and life-expired stops and shelters across the network. Effective management of this programme has resulted in 93% of York's bus passengers being satisfied with the state of their bus stop in Transport Focus's 2019 survey. Some bus shelters in the city centre are provided through an advertising agreement with JC deCaux. This expires in 2024, and we will look to use the replacement contract as a way to achieve the best uplift in the bus stop/ shelter stock in York.
- 9.2 In the city there is a clear hierarchy of bus stops, ranging from stops which are currently disused or used only by home to school bus services, through to the interchanges in the city centre. Table 9.1 (overleaf) shows what CYC will aspire to provide at stops at each level.

Target

- 9.3 Our target is to improve our bus stops and shelters to support our objective of making the network as inclusive as possible. Feedback from York Bus Forum has highlighted the important role of providing shelters, places to sit and Kassle kerbs to promote easy boarding and alighting at stops, including when wheelchair ramps are used.

Action Plan

- 9.4 The bus stops are also the "shop window" for the network. Hence, their upkeep is important. **Commitment S1** is that City of York Council will use best endeavours to maintain bus stops in the city. All shelters are cleaned every quarter – or every month in the city centre and we will continue to do this. Stops without a shelter are serviced annually and on timetable change dates.
- 9.5 We also wish to upgrade our bus stops and shelters with a programme to provide as many as possible with a bench, kassle kerb, hard standing and lighting to make them easy to use by people with a range of mobility and sensory impairments, and to improve personal security at stops – particularly shelter which are not lit. Consequently we are asking (**Ask S1**) the DfT to match the **£100k** per year CYC is already investing in improving bus stops across York. We will develop a programme alongside bus user groups – indeed are already doing this with the York Bus Forum. **This will reduce social exclusion and improve the offer to customers.**

Table 11.1: Facilities at bus stops in York

<u>Stop</u>	<u>Pole/ flag</u>	<u>Timetable case</u>	<u>Markings on highway</u>	<u>Raised kerb</u>	<u>Shelter</u>	<u>Destination board on shelter</u>	<u>Real time equipment</u>	<u>CCTV equipment</u>
Unused stop	None	None						
School bus only stop	Round pole, plate flag	None						
Infrequent service stop (< 4 buses/ hour)	Round pole, plate flag.	Single case	If required	If required	If required			
Frequent service stop (> 4 buses hour)	Square pole, box flag.	Double case or poster case in shelter	If required because of parking activity in stop	Yes	If merited by demand/ space available/ no planning constraints	None		
District centre/ trip generator¹⁶	Square or RTI pole, box flag	Poster case in shelter	Yes	Yes	Yes	Yes	Yes	No, although may be covered by other systems
City centre stop out of interchange cluster	Square or RTI pole, box flag with landscape orientation	Poster case in shelter/ double or triple case	Yes	Yes	Consult Design Manual	Yes	Yes	No, although may be covered by other systems
City centre stop in interchange cluster¹⁷	Square or RTI pole, box flag with landscape orientation	Poster case in shelter.	Yes	Yes	Consult Design Manual	Yes, or large board for interchange	Yes	Yes, in shelter or through existing city centre cameras where these are already installed.

¹⁶ E.g. a district centre (for example, Acomb Front Street, Heworth) or a big trip generator away from the city centre (e.g. York District Hospital, York University, York College, Monks Cross, Clifton Moor) or at a park and ride site.

¹⁷ The five interchanges are at Piccadilly, Stonebow, Exhibition Square/ Museum Street, Rail Station and Rougier Street (York Central interchange).

10 Customer service

- 10.1 The QBP wishes bus passengers in York to experience customer service we can be proud of. We set out how this will be delivered in this section of the report. Our vision is that bus services in York are known for providing excellent customer care, being responsive to customers needs and comments, with clear and easy ways to contact service providers.

Customer Contact

- 10.2 CYC will continue to maintain the framework for a single point of contact for bus operators – through the buses@york.gov.uk e-mail address, itravel website and twitter and York travel phone number.

Customer Charter

- 10.3 York already has a Customer Charter, which was developed in 2016 (see Evidence Base). Although the existing Customer Charter contains many aspects of good practice we are aware that it does not contain any commitments on redress.

- 10.4 **Commitment CS1** is that the EP will develop their customer charter to include redress, particularly around late buses and buses which do not run. We will also work with operators to sign them up to a protocol which guarantees any wheelchair user not able to access a wheelchair space on the first bus to arrive at their stop a book a taxi for for their journey.

Bus User Group

- 10.5 York has an existing Bus Forum whose views have been sought in the production of this BSIP. Commitment CS2 is that CYC and the bus operators will work with the Bus Forum and other representatives of bus passengers to constitute a consultative group meeting the best practice standards set out in the Transport Focus advice to local authorities on setting up such groups¹⁸, to ensure that they are representative of a cross-section of bus users in York.

- 10.6 **Commitment CS2** is that the QBP will maintain a Bus User Group. The costs of doing so are minimal, but will be met by CYC.

Bus surgeries

- 10.7 A number of “surgeries” have been held with bus users pre-covid. These provide an ideal opportunity for bus passengers to “drop in” and provide feedback to bus operators about their services. **Commitment CS3** is that the QBP will support a regular programme of bus surgeries at a range of locations across the city.

¹⁸ Transport Focus (need document reference) 2021

Surveys of bus passenger satisfaction

- 10.8 Since 2012 City of York Council has undertaken surveys of bus passenger satisfaction in York. Since 2013 these have been undertaken by Transport Focus as part of their UK-wide work. The surveys allow the council to measure change in York's bus services over time and benchmark bus services in York against those in other towns and cities. **Commitment CS4** is that CYC will continue this series of surveys, funding them through the Better Bus Area agreement with operators.
- 10.9 There is no "Ask" associated with this area of activity.

11 Travel Behaviour Change and service marketing

- 11.1 Thus far this document has proposed either infrastructure measures or changes to fares and ticketing – but in fact there is third ingredient, which builds on the existing travel behavior change activity which has been ongoing in York for several years.
- 11.2 As we set out in section 2, we do not seek simply growth in the number of bus users, but targeted growth achieved by people transferring from using their car for trips – or travelling to opportunities opened up by improving York's bus network.
- 11.3 We are already working with the developers behind York's largest developments to encourage residents to use sustainable travel. We will continue to do this (commitment M1), with the activity funded through sites Section 106 agreements.
- 11.4 We will also work more generally to encourage greater bus use amongst current residents of York. Much of this will be using our established I-travel York team, who currently provide a range of travel behavior services, to employers, and in residential areas. Much of this work will continue to use the “nudge” techniques which we are using, particularly, to increase active mode take up in support of the Active Travel Fund schemes in York as they are delivered.
- 11.5 We wish to employ the techniques we are already using to encourage greater use of bus services in York – particularly exploiting the bus's advantage for accessing York city centre and the city's secondary centres and large trips generators, such as the Hospital. We will consider a number of techniques for this including conventional advertising and promotion of the network, through nudge techniques to individual travel behavior planning/ coaching. We would like to enact specific schemes to incentivise drivers to give up cars in exchange for a range of sustainable travel alternatives – although this would have to be flexible to accommodate a range of different travel requirements around individual's trip making patterns.
- 11.6 Consequently, Ask **M1** is for £300,000 pa to support travel behaviour change techniques to encourage greater use of bus services. **This will help stabilise the network in the medium term and improve the offer to customers.**

Marketing

- 11.7 **Commitment M3** is to maintain the existing QBP marketing group, **incorporating it into the Enhanced Partnership.**
- 11.8 We will continue to promote the use of the existing “York by bus” brand, which is already used for York’s multi-operator ticket, customer charter and roadside information displays. This will be our **Commitment M4.**
- 11.9 We do, however, recognise the value of operator’s own brands in York – many of which have hard-won reputations for excellence – for example Coastliner recently won the best bus route in the UK award. Thus must also recognise that many of the buses in York operate further afield and the existing branding is an extremely effective indicator of their route and destination.

12 The Park and Ride Estate

- 12.1 York has an extensive park and ride network, with six sites, providing around 5,000 parking spaces around the city. Before covid the park and ride service carried around one-third of all bus trips in York. Although the service is often perceived to be principally for visitors to York and commuters to the city centre, in practice it provides many local trips, with park and ride sites located adjacent to York College, York University, the business park/ retail at Monks Cross and retail at Fulford. On a typical day, 2,000 cars are parked at the ring of park and ride sites, enough to make a traffic queue 10km long. However, on busy days all the spaces at all the sites can be full.
- 12.2 In 2019 the Rawcliffe Bar site began offering a park and ride service to York Hospital which was used by medical staff throughout the covid pandemic.
- 12.3 The service has an excellent reputation both locally and regionally. As of Summer 2020, five of the six sites have been operated with electric buses, giving York one of the largest electric bus fleets in the UK.
- 12.4 We are, however, aware that the park and ride sites present a substantial asset base for the city which can be used to greater advantage than they perhaps have been to date.
- 12.5 **Commitment P&R1** – is to maintain and improve the existing services so that they continue to enjoy high customer satisfaction and provide an attractive way for visitors and commuters to access central York..
- 12.6 **Commitment P&R2** – is to consider how the estate can be used to cater for other trips – for example overnight stays and rail station feeder trips. Elsewhere we are aware that park and ride sites are used by inter-urban buses and coach services, something which offers the potential to reduce trip making on the trunk road network. The park and ride estate could, for example, be used to allow people to park and travel to central Leeds on a CityZap service, as well as to central York. Achieving this would require a modest investment in small alterations to sites – for example, to provide bus stops and shelters for services heading out of York as well as into York. We would also like to:
- Staff some of the terminals for longer into the evening, so that they are secure locations to wait. This is particularly important at the Askham Bar site, which is next to York's FE college, and the Monks Cross site, which is next to a range of retail/ entertainment venues, including York's new Community Stadium.
 - Develop complementary services at the sites to offer onward sustainable travel. The sites already offer secure cycle lockers, but we would like to be able to offer a range of mobility services, including e-bikes and e-scooters (York currently has an e-scooter trial) and car club vehicles.
 - Refurbish the two oldest sites, built in the mid-1990s, to bring them up the standard of the other sites.

- 12.7 We request an indicative capital fund of £5m to fund this workstream. (Ask P&R1). A work programme will be advised in the 2022 BSIP update. **This will help stabilise the network in the medium term, reduce social exclusion and improve the customer offer.**

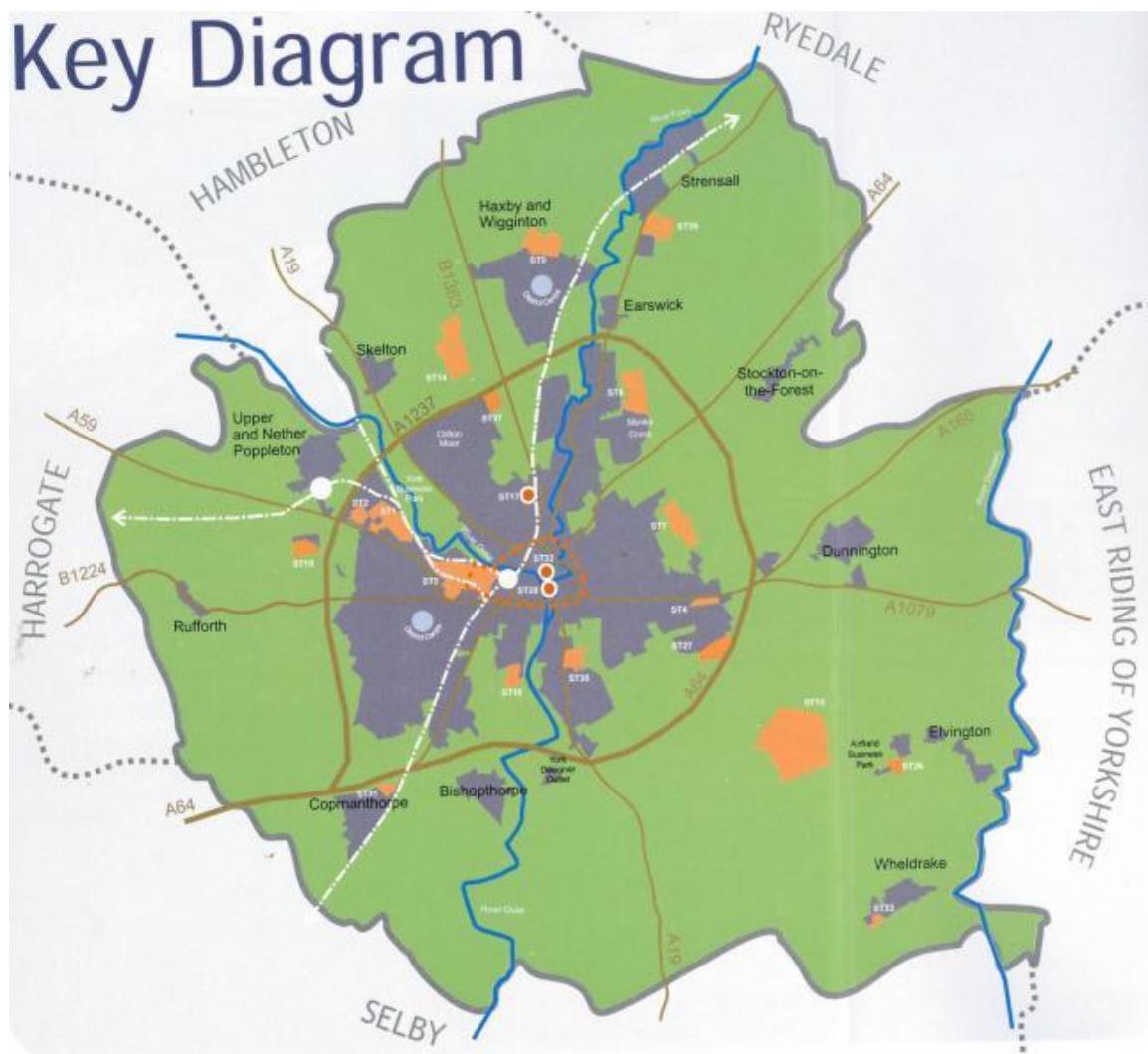


13 Serving new development

Introduction

- 13.1 York's emerging Local Plan will set out how the city will grow to accommodate additional jobs and households. Figure 6.1 shows the location of the principal developments in the city. A key role for the BSIP and York's Enhanced Partnership will be to ensure bus services for the new developments in York are as effective as they can be. This section of the BSIP sets out how CYC and the EP will meet this challenge.

Figure 13.1: Developments in York: Local Plan Key Diagram



Approach

- 13.2 In order to serve these developments without traffic having a substantive adverse impact on York city centre and key radial routes there is a need to continue to develop bus services. As such, the Local Plan contains an aspiration that 15% of journey to work trip making from the larger new developments will be by bus.
- 13.3 This has a number of implications for bus services in York, particularly:
- How can effective local services be provided to/ from the new developments? What principles should underlie service planning? What do the developers need to provide to allow delivery of effective bus services?
 - How can residents of the new developments and employees at new employment be incentivised to use bus services, particularly, what facilities should be provided for bus passengers in the new developments, and what ticketing can be provided to encourage take-up?
 - How can bus services in York allow people from the new developments to not just access the city centre by bus, but interchange to access a range of job opportunities, training locations and services across the city, using different bus services?
 - How can the bus best get people to the railway station for onward travel beyond York?
 - Is there a role for longer distance services directly connecting some of the developments with locations further afield – for example, between the new development at Langwith and central Leeds?
 - How can bus services be delivered, given the phasing of developments with houses being built over several years, and full build out perhaps taking 10 years or more?

- 13.4 A further issue is how the impact of new traffic on existing roads in York can be mitigated, for example, through new capital schemes in the city centre or on the corridors approaching the city centre.
- 13.5 The policy on serving new developments by bus is as follows:
- 13.6 **Commitment D1** is that CYC will work with developers to establish bus priority into any new development in York, to make buses as time competitive as reasonably possible with private cars. This would include, for example, segregated, grade separated, crossing points of York's outer ring road for bus services into York city centre from new developments outside of the outer ring road. A precedent for this is the bus priorities being provided as part of the York Central development.
- 13.7 **Commitment D2** is that CYC, as planning authority will give careful consideration to how new developments will be served – specifically whether they should be served by completely new services, existing services which are diverted off line of route or extended to the new development, or frequency enhancements to existing services. The key consideration will be to balance the commercial viability of the new/ altered services against providing the most competitive journey times from the new development to key trip attractors such as York city centre and large local employment sites.
- 13.8 **Commitment D3** is that, in planning services, CYC will look not just at local links, but whether some movements from the developments would be best catered for by providing longer distance express coach links. A good example would be whether there is scope to link the development sites to the east, south and west of York directly to central Leeds through a coach link. New development sites should also be linked to a railway station. In some cases the most appropriate station may not be York, but could be Poppleton, other existing stations such as Selby, or the proposed station at Haxby.
- 13.9 Experience tells us that the best planning for new sites is facilitated through engagement between site promoter, planning authority and bus operators as early as possible.
Commitment D4 is that CYC will look to include bus operators in discussions about new developments at an early stage so that bus operators are able to input into site design and ensure development masterplans facilitate effective bus operation.
- 13.10 **Commitment D5** is that CYC and the QBP will work together to develop a "Bus Service Development Guide" which will form a part of the supplementary planning guidance for York's Local Plan. This will set out how developments can be configured to encourage use of bus services – and ensure the bus services to the developments are reliable and attractive.

- 13.11 **Commitment D6** is that new developments have a clearly identifiable “Public Transport Hub” which will be in the centre of the new developments, co-located with the principal trip generators in each development – for example, schools and nurseries, GP’s surgeries, shops. The hubs will be equipped with very high quality bus stops, comprising, but not limited to, a heated shelter, real time information, information boards, and machines for purchasing bus tickets off the bus.
- 13.12 **Commitment D7** is that as a general design guideline, the services provided to large new developments will be developed to be as attractive as the nearest park and ride alternative. As such they will not only include substantial priority within the development and linking the development to the existing road network (as set out in Commitment D1), but should also include priorities, many of them new, on the existing road network.
- 13.13 Under **Commitment D8**, developers will be encouraged to make full use of ICT in any new property to make real time information available to new residents.
- 13.14 **Commitment D9** acknowledges the importance of attractive ticketing offers to new residents (or new employees at employment sites) in encouraging people to use the bus. The QBP will work with developers to provide a range of tickets which will encourage early use of the bus service, but will retain bus users on the network over the longer term. This is likely to include developing AllYork tickets for purchase off the bus, and a range of other products – for example, for scholar travel and carnet/ stored value products, as well as single operator products.
- 13.15 It is assumed that these commitments will be funded by S106 settlements and/ or a York CIL, so there is no “Ask” to DfT associated with this set of interventions. However, because of the importance of development in York this section is included for completeness.

14 Organisational Development

- 14.1 We recognize that delivering the National Bus Strategy will be extremely challenging, placing new responsibilities on both local authorities and bus operators. Although York has benefited from having a QBP, it is not enough to simply rebadge the existing QBP as an Enhanced Partnership.
- 14.2 The QBP is currently structured around the following groups:
- A “Main group” – which meets quarterly and consists of – senior bus company staff, Councillors, and senior CYC officers. This group is chaired by the Confederation for Passenger Transport
 - A Performance group – which meets monthly and concentrates on operational matters – for example, punctuality and challenges to punctuality such as roadworks. This is primarily operational level staff such as traffic managers and head drivers. This group is chaired by the Network Manager for First
 - A Marketing group – meets online , and occasionally in person, on a task and finish basis. This group is chaired by Arriva.
 - Ticketing group – which administers the All York ticket. The group meets as required and is chaired by Transdev. It has a formal voting structure.
 - A Better Bus Area group - which is often rolled into “main” QBP meetings, but is chaired by East Yorkshire. This group controls the budget of approximately £200k, which is funded by operators. Voting structure for this and ticketing decisions. It has a formal voting structure.
- 14.3 There is no dedicated officer resource for the York QBP, with various officers accommodating QBP tasks within their other workload. The Main QBP is administrated by the Sustainable Transport Manager, and Performance Group by the Public Transport Planner.
- 14.4 There is a Bus Forum, which is entirely independent and meets outside of the QBP (although its representatives are often invited to QBP meetings). CYC officers attend the Bus Forum’s monthly meetings, to take note of issues experienced on the network and provide a regular update on the Council’s activities.
- 14.5 In delivering the measures within the BSIP we commit to reforming the QBP to include:
- A CYC officer specifically tasked with running the QBP and delivering the programme set out in this document
 - A new consultative group for passengers and their representatives (alongside the surgeries etc identified in Section 10).

- 14.6 We will consider adding wider Mobility as a Service capability into the Enhanced Partnership through section 19 operators and other forms of public transport such as taxis, private hire vehicles and rail. **Ask OD1** is for £50,000 per year for the three initial years of the Enhanced Partnership to fund a Partnership Officer, who will oversee delivery of the programme set out here. **This ask is against all four of the priorities to: Bus Recovery from covid and its consequences; Stabilisation of the network in the medium term; reduce social exclusion; and improving the offer for customers**

CONTROL SHEET

Project name/ number: York BSIP

Version Control:

Version	Date	Notes
1.	10/09/2021	Draft for internal feedback
2.	29/09/2021	External feedback (limited)
3.	05/10/2021	Internal sign off
4	08/10/2021	This version

Ref	Ask	Indicative Priority	Revenue						Capital						Total Cap&Rev		Comment
			22/23	23/24	24/25	Total	Post 2025	22/23	23/24	24/25	Total	Post 2025	22-25	Post 2025			
			£000s	£000s	£000s	£000s	£000s	£000s	£000s	£000s	£000s	£000s	£000s	£000s	£000s	£000s	
R1	Network Monitoring Officers/Bus Wardens	2	150	100	100	350	100				0		350	100			
R2	Small Capital Bus Priority Measures	2				0		50	50	50	150	50	150	50			
R3	Key corridor priorities over next 3 years	2				0		1,000	2,000	2,000	5,000	10,000	5,000	10,000			
E1	Convert rest of Bus Fleet to Electric	3				0			12,000		12,000		12,000	0			
T1	Commercial Development Study/Implementation - Ticketing Products	1	50	100	100	250					0		250	0			
T2	Grant Support for Young Persons Ticket Offer	7	1,000	2,000	2,000	5,000	2,000				0		5,000	2,000			
BN1	Bus and P&R Network Support	1	1,400	1,000	600	3,000	400				0		3,000	400			
C1	City Centre Shuttle Feasibility	5	50			50					0		50	0			
I1	Bus Enquiry Desk at Station -	7				0		100		100			100	0			
I2	AV Equipment on buses	8				0		200		200			200	0			
I3	Real Time Screens at Bus Stops - New	6				0		800		800			800	0			
I4	Real Time Screens at Bus Stops - Refresh	6				0		500		500			500	0			
S1	Bus Stop Upgrades	6				0		100	100	100	300	100	300	100			
M1	Behaviour Change Investment	6	300	300	300	900	300				0		900	300			
P&R1	P&R Site Refresh & Enhancement	4				0		1,000	2,000	2,000	5,000	1,000	5,000	1,000			
OD1	Partnership Officer	1	50	50	50	150	50				0		150	50			
	Total		3,000	3,550	3,150	9,700	2,850	2,150	17,750	4,150	24,050	11,150	33,750	14,000			

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