

# Developing a Framework

## Movement & Place



for City of York Council

July 2024

# Document control

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**Please note** This document and its contents have been prepared and are intended solely for City of York Council in relation to Developing a Framework for Movement & Place. We assume no responsibility to any other party in respect of or arising out of or in connection with this document and/or its contents.

An annex for a technical audience will follow.

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This guide is designed for a decision-makers to explore what it means for The City of York Council to adopt a plan for 'movement & place' in York and its surrounding towns & villages

This innovative place-based approach seeks to deliver transport infrastructure which increases the freedom and independence for all the people of York, while aligning with the council's commitment to equality, affordability, climate and health



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This guide is designed for a decision-makers to explore what it means for The City of York Council to adopt a plan for 'movement & place' in York and its surrounding towns & villages

This innovative place-based approach seeks to deliver transport infrastructure which increases the freedom and independence for all the people of York, while aligning with the council's commitment to equality, affordability, climate and health



In this chapter we explore why it is critical to adopt a place-based approach when making decisions affecting transport and traffic in York

# Why movement and place?



# York's streets are for everyone

## Why prioritise a place-based approach to movement, traffic and transport?

Streets are at the heart of how people move around York and its neighbouring settlements. York's streets and other public spaces should be designed to be inclusive for everyone, creating places where people feel safe and comfortable, enabling everyone to make the journeys they need to while participating in civic life, socially and independently.

Looking back over past decades, roads and streets in and around York have been designed or re-purposed to incentivise motor traffic. While the city is proud of its contribution to enabling pedestrian movement in and around its footstreets, there are barriers to travelling safely, quickly and cheaply around the city. These barriers inhibit growth in walking, wheeling,<sup>1</sup> cycling, and bus travel for local journeys. This has generally resulted in a lack of choice in how many residents are able to get around.

Designing streets that are accessible to people with disabilities, parents with strollers and older people can contribute to a more equitable, safe and healthy community for everyone. The impact of an historic environment redesigned around motor traffic means that some people are

excluded from walking, wheeling and cycling for short trips. Daily activities are, to some degree or another, constrained by a lack of freedom and independence. Some people are unable to walk or wheel along the city's congested footways, while others cannot cross the road comfortably or safely.

Inclusive streets are also safer streets. Reducing road danger will mean that people will be safer on York's streets; people will feel confident to walk, wheel, cycle more and take the bus more frequently. This in turn should incentivise a mode shift away from private motor vehicles for some journeys, and this should contribute to further reducing the dominance of motor traffic in the city.

Freeing up more space on the roads for people who need to drive will benefit everyone. Reallocating roadspace to cheaper and more efficient modes of transport for local people should also mean that space can be freed up in key locations so that future placemaking projects can deliver civic space in neighbourhoods, and contribute to the city's sense of place.

<sup>1</sup> 'Walking and wheeling' represents the action of moving as a pedestrian, whether or not someone is standing or sitting, walking or wheeling unaided or using any kind of aid to mobility aid (such as walking aids, wheeled aids, personal assistants or support animals). This also includes pedestrians using prams or buggies. Please see [Wheels for Wellbeing](#) for more information on inclusive definitions in traffic and transport.

**Figure 1** Street Party on Bishy Road (Bishopthorpe Road)



**Figure 2** Walking and wheeling along Church Street and King's Square



**Figure 5** Everyday walking, wheeling and cycling in residential neighbourhoods (along Priory St near Dewsbury Terrace)

**Figure 3** Routes for active travel have been integrated through Derwenthorpe



**Figure 6** Pedestrian traffic and cycle traffic mixes with motor traffic at the junction of St Maurice's Road, Lord Mayor's Walk and Monkgate



**Figure 4** Walking along The Shambles







# Helping people move around

## Who should benefit from projects arising from this framework?

In York, movement and place principles aim to achieve a well-designed built environment. The long-term positive impact is to build or re-purpose roads, streets and rights-of-way which contribute to the network of public space within the city and its surrounding settlements, where people can live healthy, valuable lives, socialise, interact with local businesses, and go about their daily activities.

The city's roads and streets should be enhanced by transport, and have the appropriate space allocation to move people and goods safely and efficiently, while connecting to places people want to go.

Trade-offs may be required to achieve the best fit for these long-term positive impacts. Our movement and place framework encourages this to be done through proportional engagement, informed conversations, working collaboratively towards a shared vision, determining the best approach while considering multiple points of view, and consulting with multiple, supportive disciplines and stakeholders.

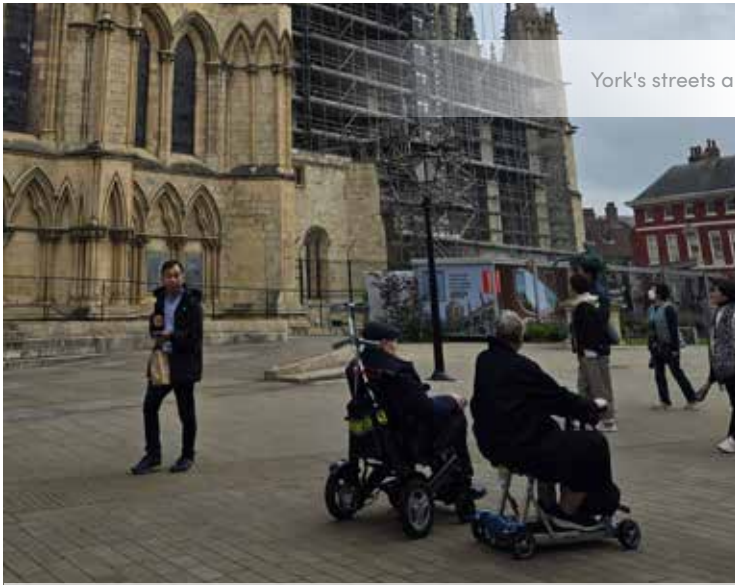
To achieve the goals of the local transport strategy, we recommend that the movement and

place plan puts in place disincentives to reduce the existing high number of short car trips made in York, while simultaneously enabling growth in pedestrian movement, cycle traffic and bus travel.

We have begun to establish this plan's beneficiaries to help shape future proposals for the city and its residents, providing strategic direction for movement and place. Proposals should be designed to support the following beneficiaries: <sup>1</sup>

- Children and young people
- People with protected characteristics, including people with disabilities which make driving difficult or impossible
- Families
- Older people
- Business owners and employees, including local shop-keepers and hospitality businesses
- Students
- Young professionals
- Tourists and visitors
- Other beneficiaries might include: residents without access to a private vehicle / people accessing jobs / people who currently cycle and people who will cycle in the future / people who walk or wheel, now or in the future / carers and those who rely on them

<sup>1</sup> Note that the list above is not mutually exclusive; a project beneficiary can identify with two or more of the above simplified categories.



**Figure 7** Pedestrians at York Minster



**Figure 10** Connecting communities through the Millennium Bridge



**Figure 8** A mix of traffic at Fishergate Bar



**Figure 11** Walking along South Parade

**Figure 9** Walking and wheeling along Church Street and King's Square







# Introducing 'movement and place'

## Why should we look at streets through the lens of 'movement and place'?

When looking at York, and its surrounding settlements including Haxby, we can approach 'movement and place' as a multi-disciplinary, place-based approach to the planning, design, delivery and operation of its transport infrastructure and public spaces. This recognises, and seeks to optimise, the network of public spaces formed by roads and streets, and the spaces they adjoin and impact.

Roads and streets generally have different mixes of 'movement' (on the street), and 'place' (including its physical form, the activities which occur on it and near it, and its shared meaning to the community). Many streets have an important civic function beyond merely moving traffic, and this is illustrated in Figure 12 on page 13.

Well-designed places make people want to spend time in them. The roads and streets managed by City of York Council are key public spaces for the city's communities: they are places where people spend time and socialise, enabling activities that increase social contact and add vitality to neighbourhoods. To illustrate this diversity in how streets are used, we have indicatively applied the principles shown in Figure 12 to a mix of streets in York in Figure 13 on page 15, showing how diverse York's streets are in terms of their role in

enabling 'movement' and fostering 'place' within the local community.

Aligning movement and place in the design of roads and streets can give people of all ages and abilities better, safer and healthier travel options while creating appealing places where people want to live and spend time in. We already see this in established people-friendly places in York, such as its footstreets where pedestrian footfall is prioritised over other traffic.

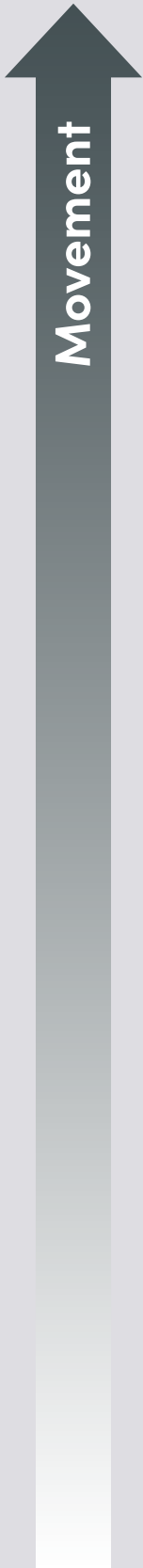
Applying 'movement and place' in and around York means providing a cohesive approach to aligning the integrated and efficient movement of people and goods, with the amenity and quality of places. This approach can apply to everyone who uses a place, whether they are operating local businesses, visitors, or members of a local community, young and old, choosing how they will move around and where they will spend time.

A 'place-based' approach to planning therefore involves taking a collaborative, spatial, long-term approach to develop practical projects and schemes which better meet the needs of local people.





**Figure 12** Roads and streets have different mixes of 'movement' on the street and 'place', including its physical form, the activities which occur within and around it, and its shared meaning to the community



**Local significance**

**Place**



**Increasing civic significance**

**Place**

**Figure 13** Illustrating the current balance of 'movement and place' on some streets in York



# Establishing precedents

## Where else has achieved success?

Well-designed places make our urban environments more healthy, attractive, resilient and equitable (which in turn delivers numerous benefits which will align with the council's goals and priorities).

### Why take action?

Investing in movement and place will enable growth in placemaking, active travel infrastructure and bus travel. This will offer significant economic, social and environmental benefits, including:

- Health and wellbeing of residents
- Cleaner air
- More reliable journey times
- Contributing to climate resilience
- Strengthening contact and connections between people, neighbourhoods and communities
- Boosting the local economy
- Caring for, and enhancing, the heritage of York.

For example, the recent demolition of the Queen Street Bridge (which was in front of York station) has re-opened a vista of the historic city walls.<sup>1</sup> Its removal, and replacement with a station forecourt, is contributing to 'placemaking' in York.

### Where can we look for inspiration?

There is an established evidence base of the benefits that arise from investing in a better balance between movement and place.

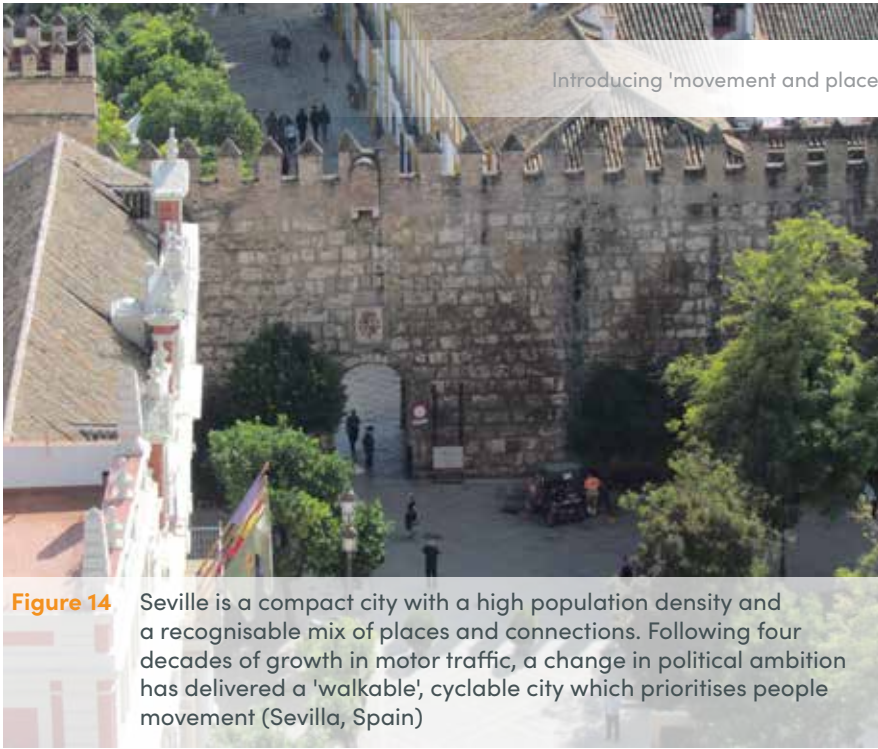
We can find good practice in most places if we know what to look for. Other places in the UK are at various stages on their journey to deliver place-based public realm and movement strategies, including Leicester, Coventry, Oxford, Cambridge, Shrewsbury, Woodbridge (Suffolk), and others.

We recommend visiting places which have experienced success in balancing movement and place following sustained action over time. These include Waltham Forest<sup>2</sup> and Hackney (London), Montpelier and Paris (France), Bruges and Gent (Belgium), Pontevedra (Spain), Copenhagen (Denmark), Melbourne (Australia), and Olso (Norway).

1 <https://www.york.gov.uk/major-developments/york-station-gateway/2>

2 <https://www.gov.uk/government/case-studies/public-space-improvements-walthamstow-village>





**Figure 14** Seville is a compact city with a high population density and a recognisable mix of places and connections. Following four decades of growth in motor traffic, a change in political ambition has delivered a 'walkable', cyclable city which prioritises people movement (Sevilla, Spain)



**Figure 17** An action-oriented local authority continues to roll out the delivery of transformational placemaking projects as 'business-as-usual', supporting local people and businesses; Francis Road, Leyton (Waltham Forest, London)



**Figure 15** 'Superblocks' put people and place at the heart of neighbourhoods in Barcelona - enabling walking and wheeling through vibrant, quiet and shaded streets (Spain)



**Figure 18** Roughly £30 million of investment in 'healthy streets' in 2014 over three years transformed Walthamstow Village. This turned an ambitious local authority into an action-oriented team with resilience to deliver projects on the ground (Waltham Forest, London)



**Figure 16** An innovative 'traffic circulation plan' in 2017 prevented motorised-through traffic from entering Ghent's city centre and enabled the delivery of streets for all in (Ghent, Belgium)

**Figure 19** In which villages, towns and cities have you enjoyed spending time? Where do you think of as having the right mix of 'movement and place'?





# Getting things done

## How has this framework been developed?

City of York Council has commissioned PJA to develop a framework for 'movement and place', drawing on the city's ten-year plans, draft local plan and emerging local transport strategy. In response, we have undertaken an urgent exercise to set direction on what this means for York and its surrounding settlements. Through our framework, we intend to help the council define what is needed to develop a comprehensive action plan for 'movement and place', so that transformational projects can be delivered on the ground.

We believe that embedding 'movement and place' into decision-making is essential for effective urban planning. We commend the City of York Council for its forward-thinking approach to improving the neighbourhoods and lives of the people living in York, Haxby and nearby villages.

### How is this document being framed?

In this document we explore 'what works' (and what may not) when developing a plan for movement and place. We set out to frame this work in helpful ways, foster a way of thinking about movement and plan which works for York,

and anticipate setting up future success for project delivery on the ground.

Within this framework we want to make connections between disparate themes and contribute to developing a coherent movement strategy and sense of place for the whole city and its surrounding settlements.

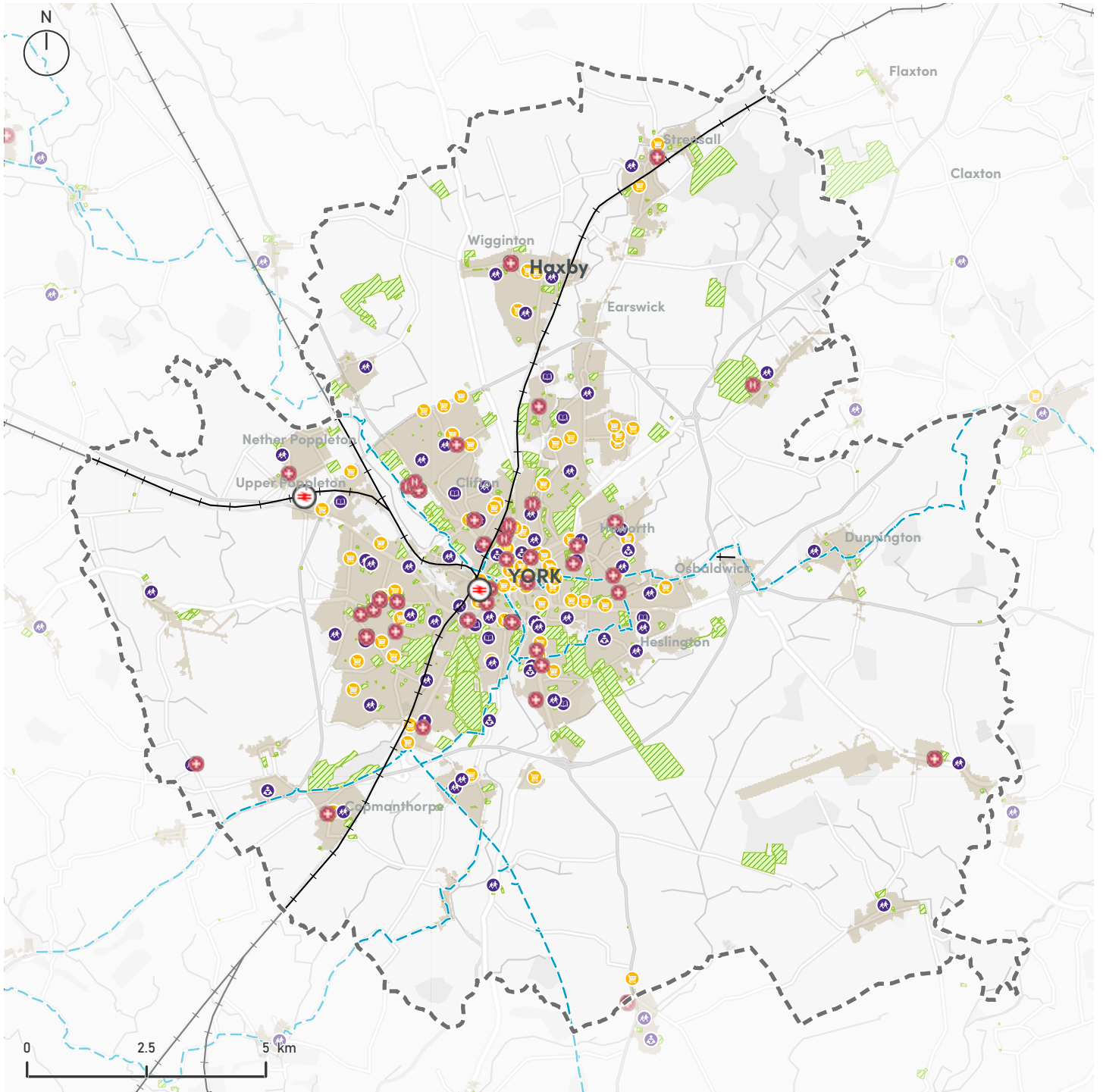
### What is the geographic scope?

We have strongly recommended that the coverage of a plan for movement and place includes all the built-up areas within the governance and remit of City of York Council, (shown spatially in Figure 20 on page 19). This must include consideration of future growth in built-up areas, which are identified in the council's draft local plan (shown spatially in Figure 21 on page 21).<sup>1</sup>

We have tailored our approach to the sense of urgency that this ambitious plan has in meeting its milestones for decision-makers. The programme to develop the framework is very tight. In the first week of the study, we met with Elected Members in-person to discuss 'movement and place', in context with the council's ambitions.

<sup>1</sup> By way of example, 'ST15' is a planned residential development to the south-east of York, located within everyday cycling distances of many places in York, indicated in Figure 21 on page 21.





- |                           |  |             |                                 |
|---------------------------|--|-------------|---------------------------------|
| <b>School</b>             |  | Hospital    | York Unitary Authority Boundary |
| <b>Phase of education</b> |  | GP Practice | Built-up Area Extents           |
| Secondary                 |  | Supermarket | Greenspace                      |
| Primary                   |  |             | National Cycle Network          |
| Other                     |  |             | Railway Track                   |
| Railway Track             |  |             | Railway Station                 |
| Railway Station           |  |             |                                 |

**Figure 20** The local context today in the unitary authority area of the City of York



We also met with council officers in-person and visited York's neighbourhoods, walking, wheeling and cycling on their roads and streets. This helped us to understand local perspectives and priorities, specifically the interfaces with committed and planned projects in the city, and their policy contexts.

#### **How did we approach this work?**

'Movement and place' strategies are a growing area of technical work particularly in historic and space-constrained places, such as York, whereby any meaningful improvements in the quality of public realm and active travel infrastructure needs significant changes to existing highways infrastructure and traffic access.

York already has experts who understand how its streets work. In developing a framework, we have met York Civic Trust, including representatives from across the transport industry.

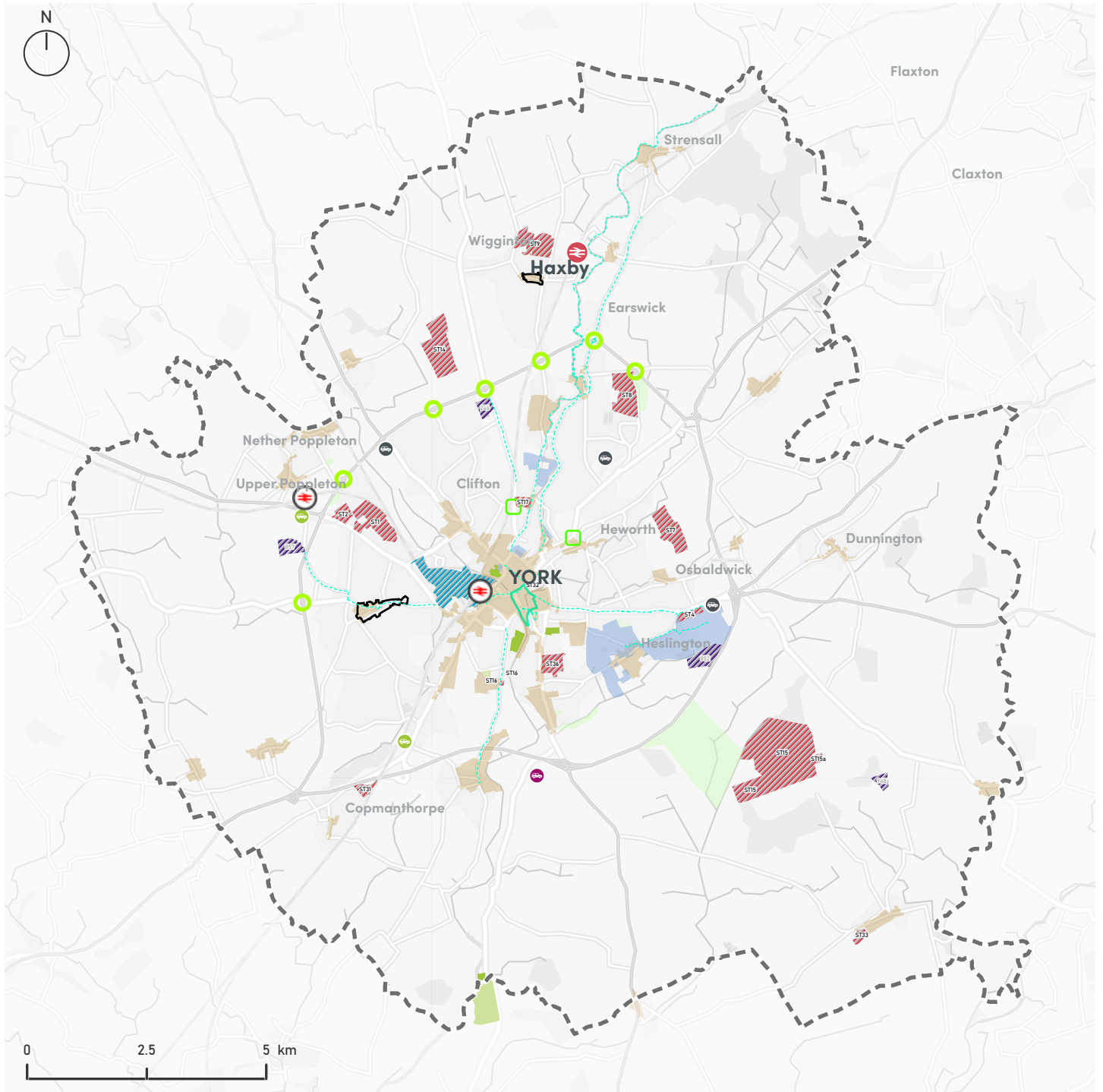
Recognising that our team is bringing an outside view to York, we discussed with officers our own experiences and expertise. This includes lessons learned while delivering placemaking projects and movement strategies in other old, compact cities

and towns in England, including Oxford, Farnham, Hereford, Shrewsbury, Lewes, and Winchester.








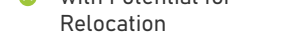
With officers, we explored who the beneficiaries of this plan would be, and this is discussed further in Helping people move around on page 10.

In approaching this work, we have undertaken meetings with Cabinet Members, council officers and supportive stakeholders. We have undertaken analyses to inform our recommendations.





**Local Plan Data**

-  Proposed New Railway Stations
-  Railway Station
-  Proposed Strategic Junction Improvements
-  Proposed Roundabout Junction Improvements
-  Existing Park and Ride
-  Existing Park and Ride with Potential for Expansion
-  Existing Park and Ride with Potential for Relocation
-  Strategic Pedestrian or Cycle Corridor Improvements

**Figure 21** Major projects and allocated sites for new development arising from York's draft Local Plan



# Introducing this document

## What is the status of this movement and place framework?

Building on what we already know about movement and place, a quick win has been to produce this short, visual document, meant for a decision-making audience, which sets out the direction(s) for future work.

This short document is intended to discuss what movement and place means for York and its surrounding settlements – aligning with the city's very high level of ambition to reduce car dependency, enabling investment in the public realm, and growth in pedestrian movement, cycle traffic and bus travel.

This document is organised according to the chapters shown in Figure 22 on page 23.

This document has established a framework around the following key themes:

**Exploring the council's ambition**, and how it drives future projects for movement and place

**Investing in the public realm**

**Making connections** between places in the city and beyond

**Deciding the right mix of traffic in the city centre**

**Enabling active travel and public transport for all**

**Designing coherent networks** for multi-modal movement through the city and its surrounding settlements

**Delivering projects on the ground** and beginning to establish future projects through linkage and alignment with other strategies and interfaces)

## How is this document organised?

- 
- 1 Why movement and place?

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  - 2 The story so far

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  - 3 Challenges

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  - 4 Setting direction

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  - 5 A framework for movement and place

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  - 6 Taking action

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**Figure 22** How is this document organised?



In this chapter we explore what 'movement  
and place' means in York today

# The story so far



# Movement and place in York today

## How does a place-based approach fit with York's projects, past and present?

A plan for movement and place must take into account today's traffic, transport and built environment, and it should look ahead to accommodating future growth in York determined by the council's Local Plan.

Recently completed projects include:

- The replacement of Scarborough footbridge with a bridge for walking, wheeling and cycling
- Footstreets opened to pedestrian traffic (during hours of operation) including the installation of 'modal filters' compliant with hostile vehicle mitigation.
- Area-based traffic management in The Groves (2020/21)
- The electrification of the majority of York's bus services
- High speed electric vehicle charging hubs at Monks Cross and Poppleton Bar (HyperHubs)

Committed projects include:

- York Rail Station forecourt redevelopment
- York Central, a mixed use development currently being constructed in phases, including approximately 2,500 homes adjacent to York station.

Planned projects include:

- Strategic housing, through the local plan (including ST15)
- The Castle Gateway opportunity area (ST20)
- Haxby Rail Station, with Network Rail and other partners
- Potential relocation or expansion of park-and-ride facilities
- Dualling of the outer-ring road (A1237) and changes to the design and operation of many of its junctions

A visual guide to exploring movement and place today in York is shown from Figure 23 on page 27 onwards through this chapter. This demonstrates a solid base of past project delivery and proven organisational expertise which can be further strengthened through the development of a movement and place plan.

## A visual guide to exploring movement and place today

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### 1 A city of healthy places and movement

---

2 Celebrating civic space

---

3 Resilience

---

### 4 A culture of getting things done

---

5 Historic modal filtering

---

6 Continued project delivery

---

### 7 A walking and wheeling city

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8 Inclusion & opportunities for many

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9 An intentional palette of materials

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### 10 An established cycling city

---

11 Continuing to enable active travel

---

12 Reallocating roadspace

---

13 Knowing where to go

---

**Figure 23** What does movement and place mean in York today?





# A city of healthy places and movement



**Figure 24** Everyday walking, wheeling and cycling



**Figure 25** York Minster

**Figure 26** Footstreets (Shambles)



July 2024

**Figure 27** Families at play, Victoria Bar







Figure 31 Goodramgate

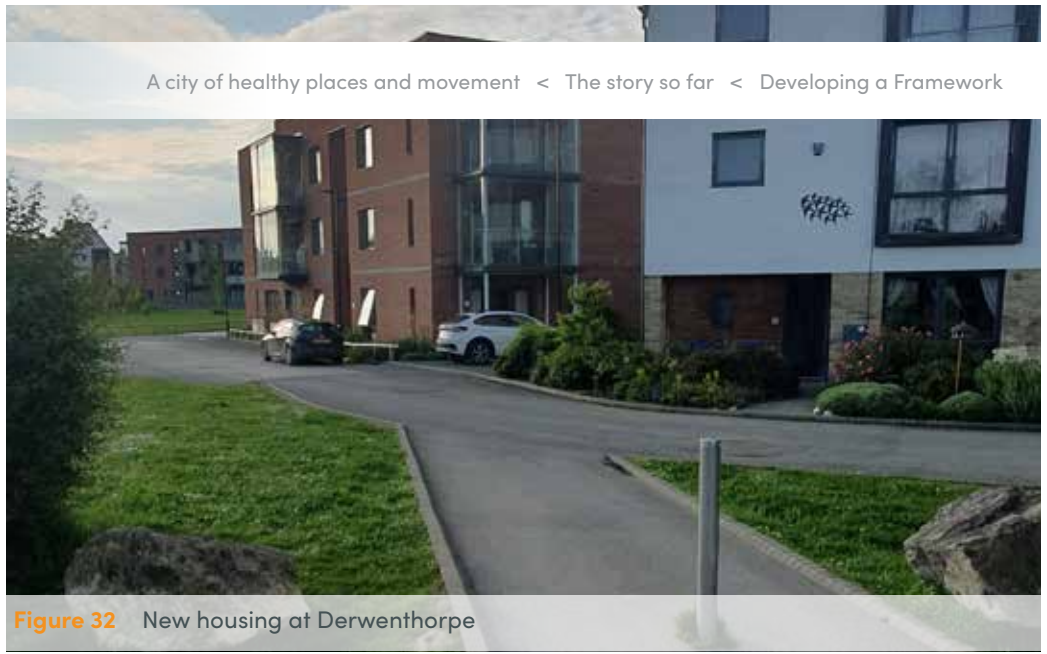


Figure 32 New housing at Derwenthorpe

Figure 28 Walking and sitting on The Millennium Bridge



Figure 30 A mix of traffic at Fishergate Bar



July 2024

Figure 29 Traffic at Baile Hill, Skeldergate



City of York Council





# Celebrating civic space



Figure 33 Statue of Minerva, Minster Gates



Figure 34 On the River Ouse

Figure 35 Celebrating York's heritage near Mansion House







Figure 36 Bunting, looking out to York Minster



Figure 37 Celebrating history, near Monkgate



Figure 38 Wayfinding, St. Mary's Square



Figure 39 Wayfinding, Railway Station

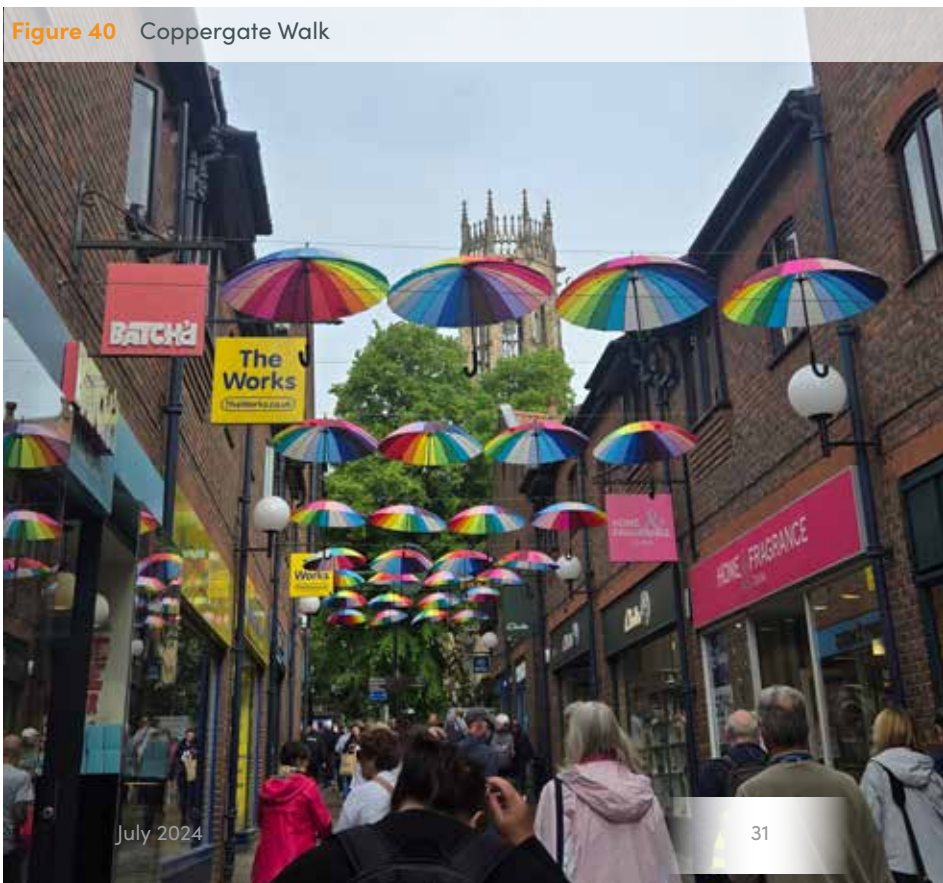


Figure 40 Coppergate Walk





# Resilience



Figure 41 Map of York, Tower Gardens



Figure 42 Flood levels, Tower Gardens

Figure 43 Modal filtering, Micklegate







Figure 47 Emergency space for active travel, Navigation Road (installed during the covid crisis)



Figure 44 Approaching York Minster



Figure 45 On the city walls

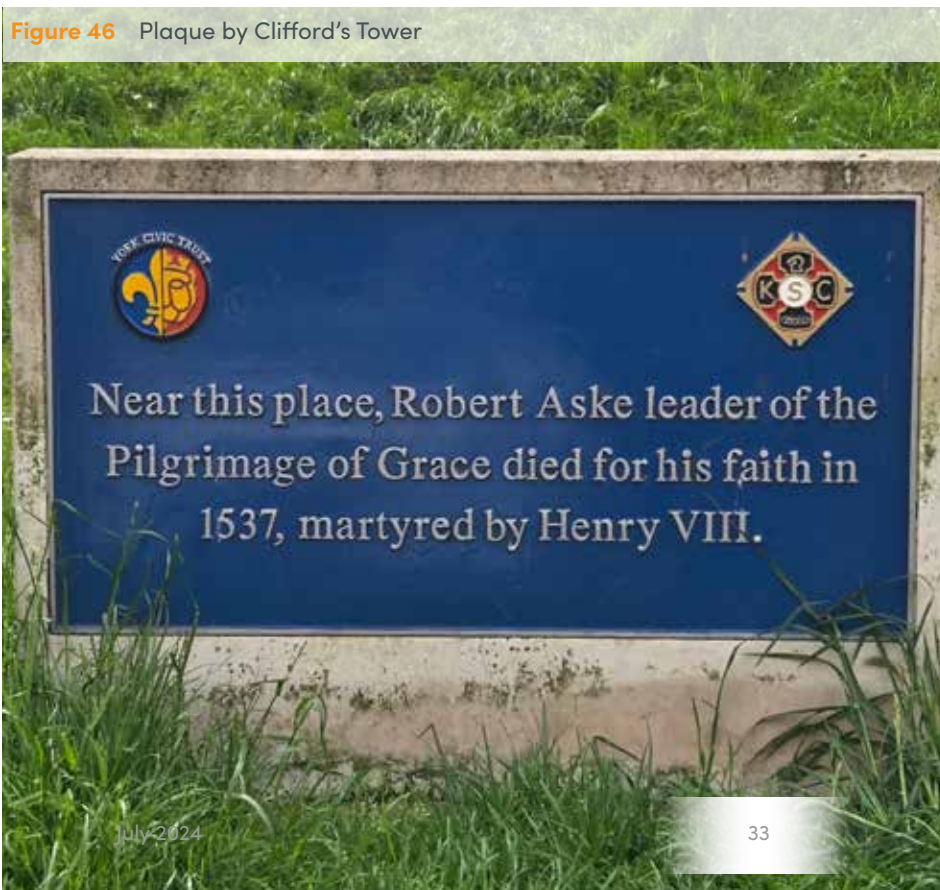


Figure 46 Plaque by Clifford's Tower





# A culture of getting things done



**Figure 48** Reallocating of roadspace and planting, Coppergate



**Figure 49** Designing for a mix of traffic in the city centre, Walmgate Bar

**Figure 50** Helping people to make their journeys, Goodramgate



**Figure 51** Delivering a major project at York Station Gateway: Preparatory work in advance of removing Queen Street bridge in spring 2024, to be replaced with a new station forecourt







**Figure 52** Increasing footfall on The Shambles



**Figure 53** Delivering The Millennium Bridge

**Figure 54** Keeping things moving at York Station Gateway: temporary traffic management in place after the removal of the Queen Street bridge in spring 2024







# Historic traffic management



Figure 56 Traffic filtering at Parliament Street



Figure 55 Traffic filtering at High Ousegate, Low Ousegate and Nessgate



Figure 57 Traffic filtering at Swingate

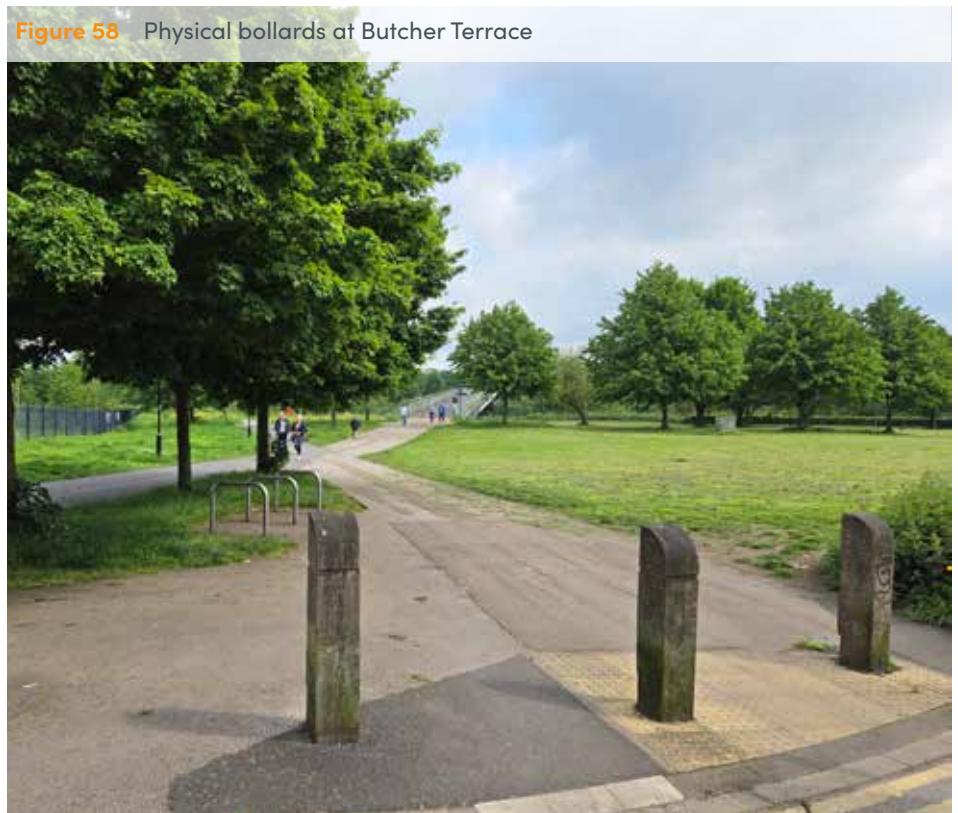


Figure 58 Physical bollards at Butcher Terrace



Figure 59 Traffic filtering at Castlegate





Figure 60 Traffic filtering at Goodramgate

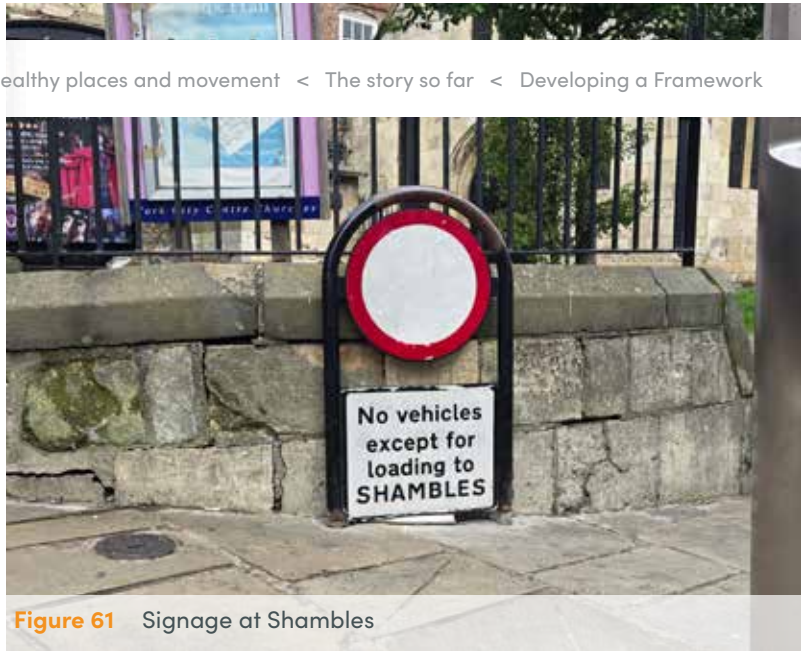


Figure 61 Signage at Shambles

Figure 62 Traffic filtering at Fishergate Bar







# Continued project delivery



Figure 63 Derwenthorpe on the 'orbital loop'



Figure 64 Derwenthorpe on the 'orbital loop'



Figure 65 Sliding bollards, Shambles



Figure 66 Reducing speed limits, Victoria Bar

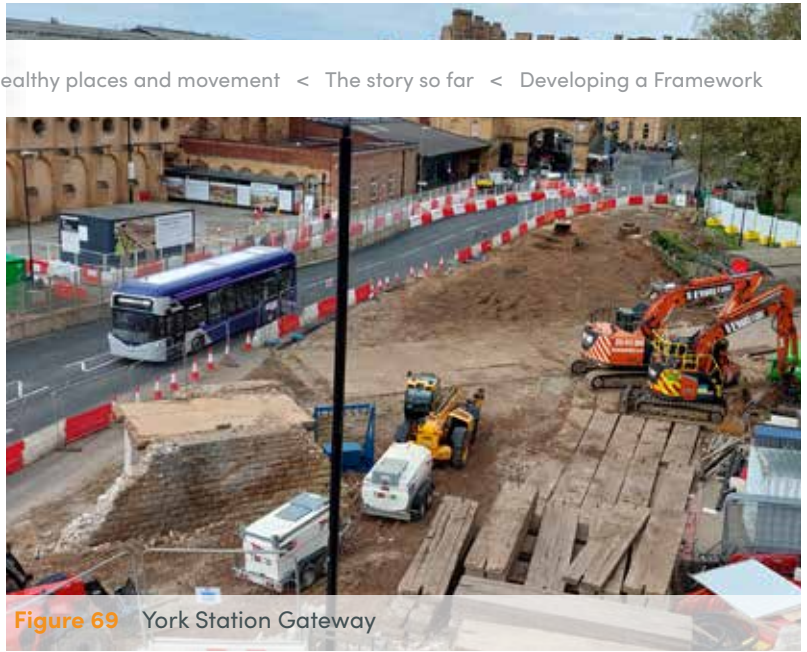


Figure 67 Road space reallocation, Coppergate





**Figure 68** Enabling longer distance freight traffic along the A64



**Figure 69** York Station Gateway

**Figure 70** Modal filtering in The Groves







# A walking and wheeling city



Figure 71 King's Square



Figure 72 King's Square



Figure 73 King's Square



Figure 74 Shambles



Figure 75 Minster Gates

Figure 76 Church Street and King's Square

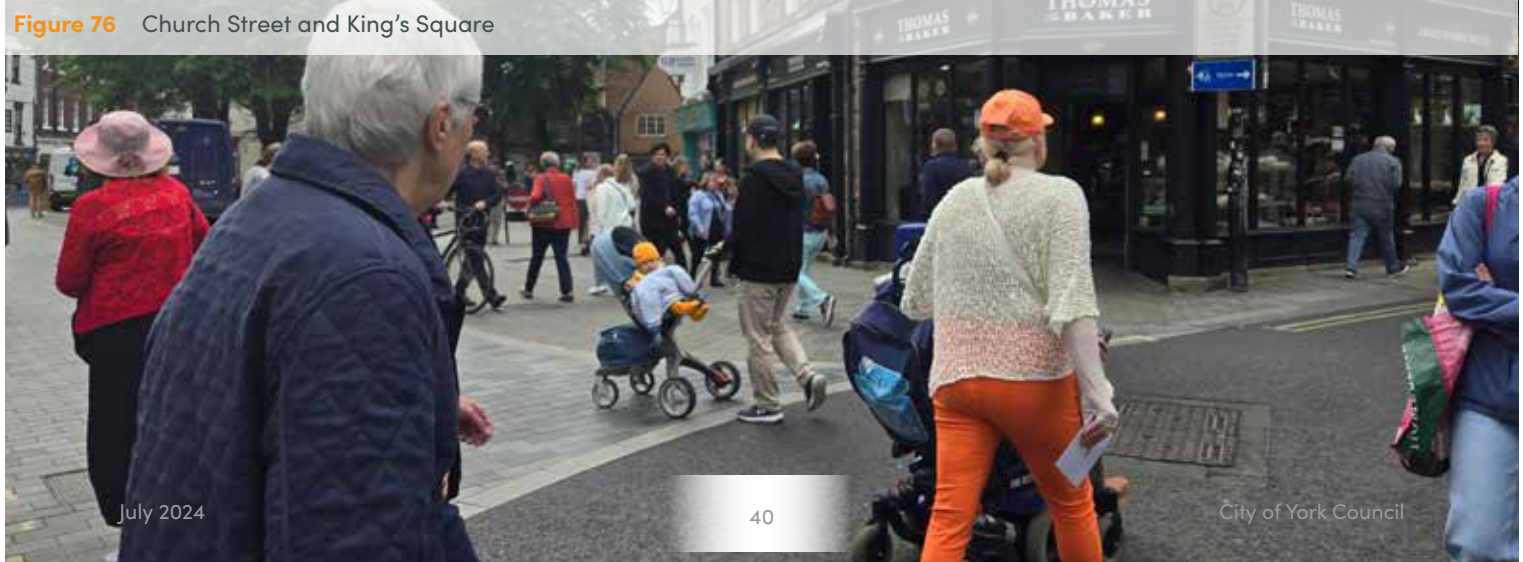






Figure 77 York Minster



Figure 78 The Shambles

Figure 79 Wide footpaths under Skeldergate Bridge



Figure 80 Church Street and King's Square



Figure 81 Snickets increase the density and permeability of York's walking network







# Inclusion & opportunities for many



Figure 82 Minster Gates



Figure 83 Flush footway surface on King's Square

Figure 84 Church Street and King's Square







Figure 85 King's Square



Figure 86 The Shambles

Figure 87 Bishopgate Street Gyratory



Figure 89 Stepped and ramped access to Scarborough Rail Bridge



Figure 88 Parliament Street







# An intentional palette of materials



**Figure 90** These pages show a variety of materials used in York city centre's public realm











# An established cycling city



**Figure 91** A 'bypass' for cycle traffic at Monk Bar traffic signals

**Figure 92** 'Shared use', Fishergate Bar



**Figure 93** Cycling out to Heslington

**Figure 94** Enabling connections for pedestrians and cycle traffic over Hungate bridge, a cycle and foot bridge that links Navigation Road and Palmer Street



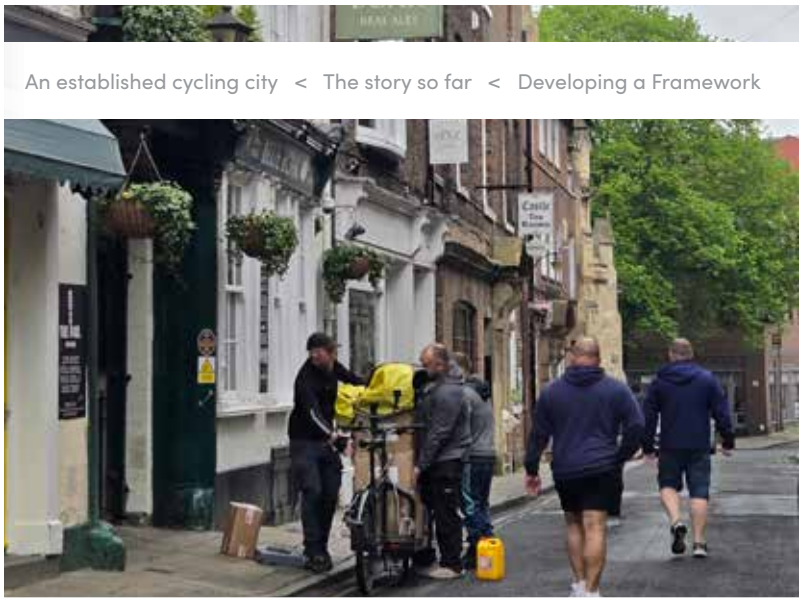
**Figure 95** Sheffield stands on Church Street







**Figure 96** City Wall filter, Fishergate Bar



**Figure 97** Bicycle Courier, Castlegate

**Figure 98** Millennium Bridge







# Continuing to enable active travel



**Figure 99** Promoting inclusive cycling and enabling non-standard cycles



**Figure 100** Building on the legacy of past projects, such as the Millennium Bridge, which overcome severance for walking, wheeling and cycling,



**Figure 101** Bike courier, King's Square



**Figure 102** Enabling multi-modal journeys: integrating active travel with train travel

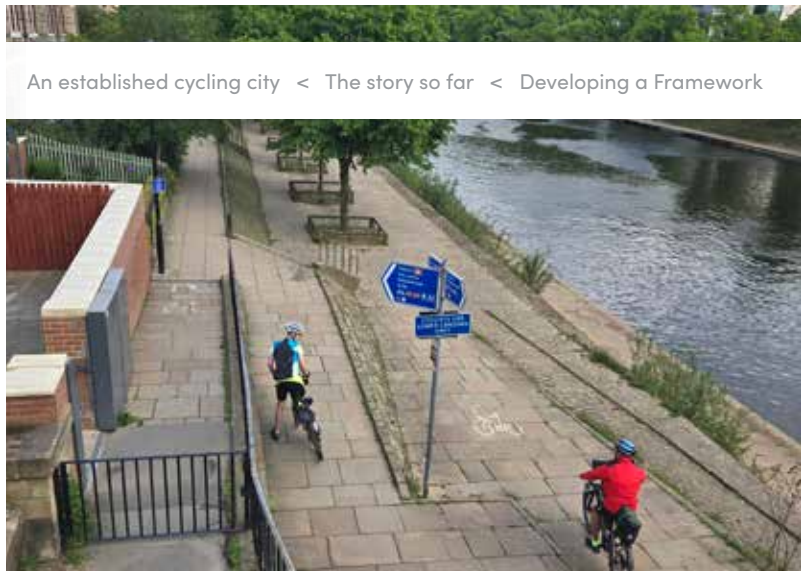
**Figure 103** Allowing places to stop and rest, including outdoor cafe seating







**Figure 104** Delivering public realm projects and increasing footfall along Church Street and King’s Square



**Figure 105** Connecting existing routes to and from the Scarborough foot and cycle bridge by the River Ouse

**Figure 106** Growing cycle traffic: e-cycles allow more people to access bikes and cycle more often for day-to-day, door-to-door local journeys







# Reallocating roadspace



**Figure 107** Enabling space for footfall in and around the Foot Streets, central York



**Figure 109** Baile Hill, Skeldergate



**Figure 108** Cycle parking on the carriageway, King Street



**Figure 110** 'Pop-up' cycle infrastructure on Navigation Road





**Figure 111** Reallocating space on Coppergate



**Figure 112** Public realm improvements in central York

**Figure 113** Family cycling (despite sharing space with motor traffic), Monkgate







# Knowing where to go



Figure 114 Wayfinding, Black Horse Lane



Figure 115 Pedestrian wayfinding maps and other information at High Ousegate

Figure 116 Wayfinding along the River Ouse, near Scarborough Bridge

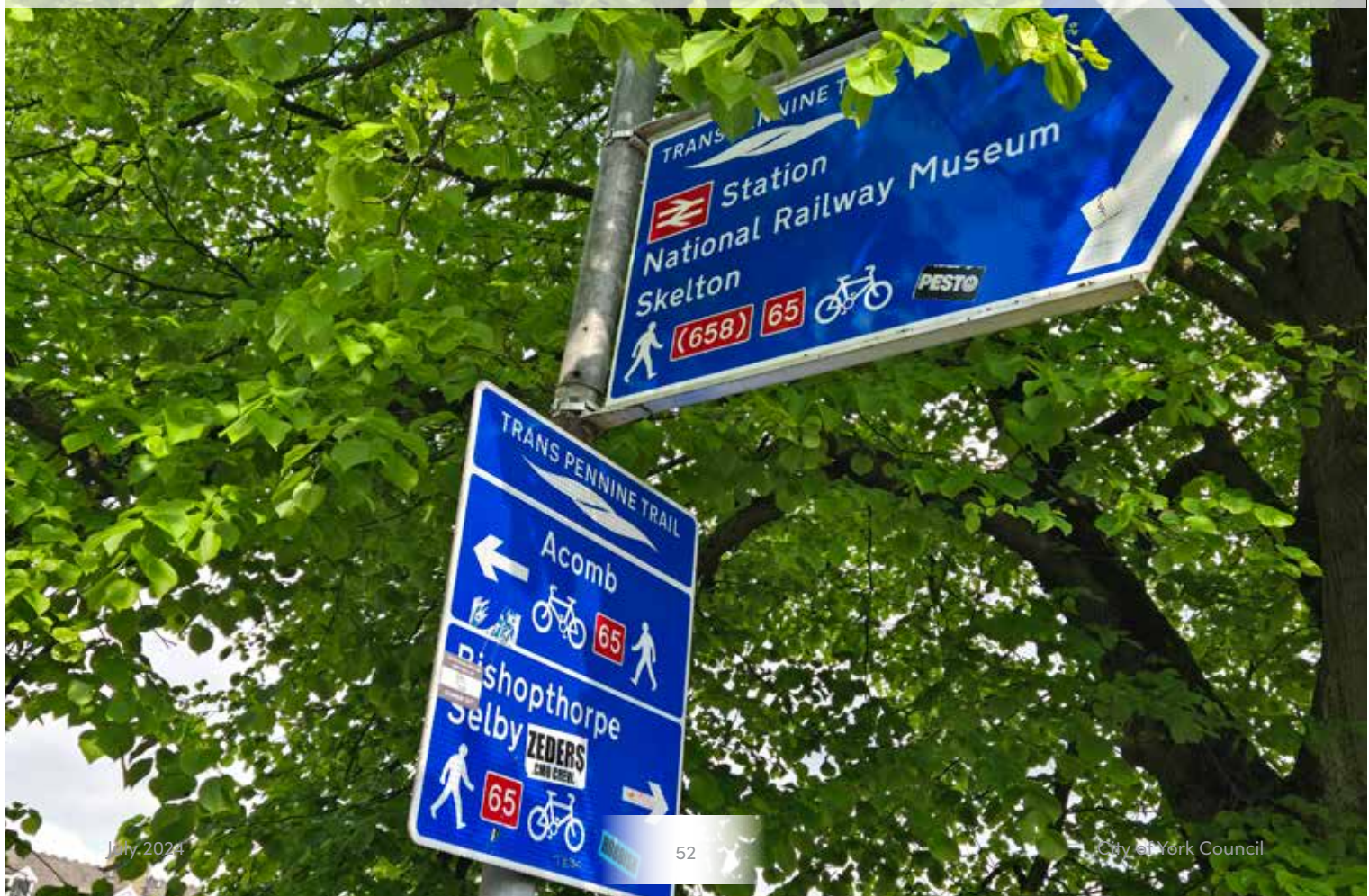






Figure 117 QR Code wayfinding, Leeman Road Millennium Green



Figure 118 Wayfinding along York's orbital route

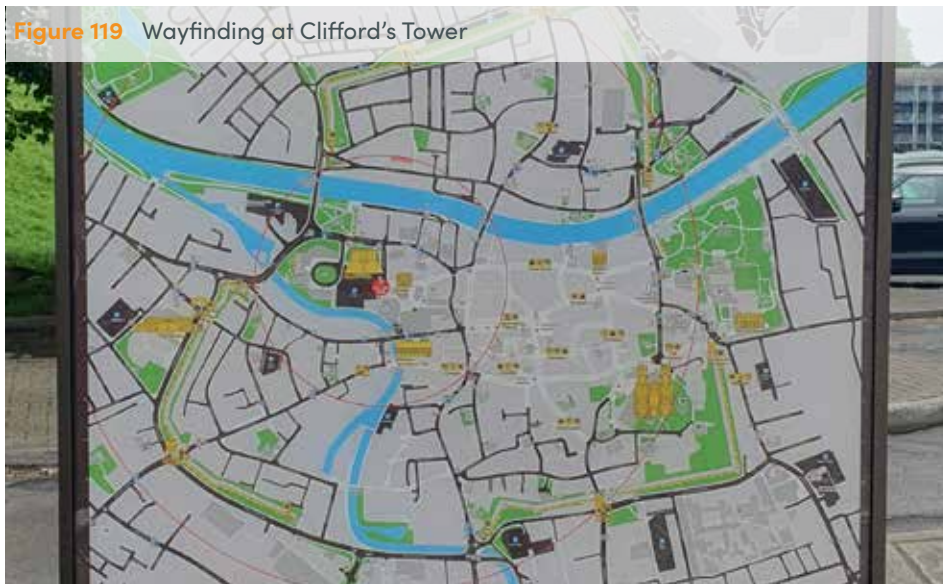


Figure 119 Wayfinding at Clifford's Tower

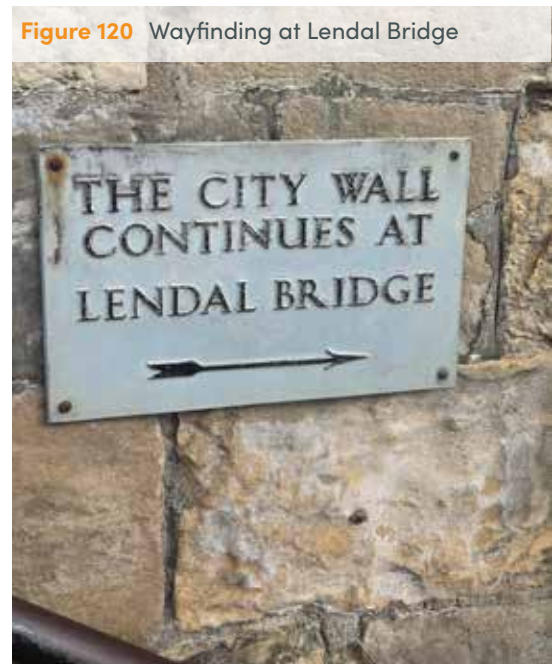


Figure 120 Wayfinding at Lendal Bridge

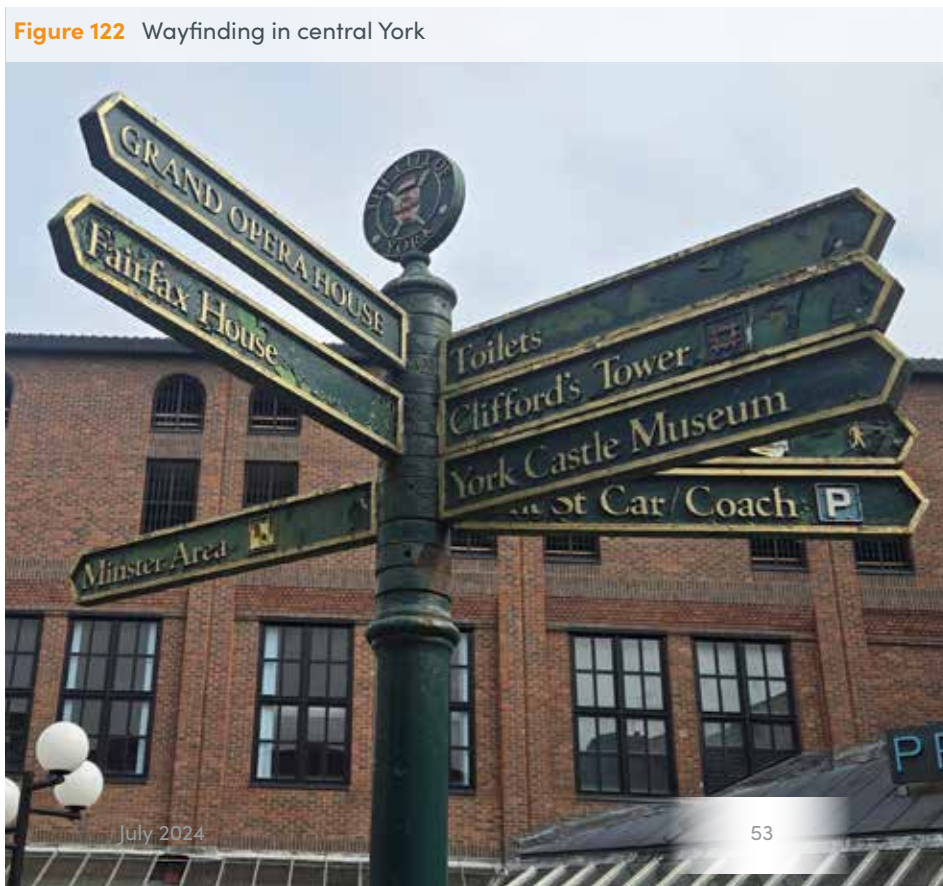


Figure 122 Wayfinding in central York



Figure 121 Fostering a strong sense of place





# What are the key challenges inhibiting better movement and place in York?

# Challenges





# Key challenges

## What challenges currently inhibit the adoption of a place-based approach to transport planning in York?

There are a range of challenges which currently limit movement in York, and inhibit the delivery of place-making projects. Key organisational challenges are described in Table 1 on page 56 and Table 2 on page 57.

A summary of day-to-day challenges for active travel and placemaking in York are shown pictorially on page 58.

<p><b>1 Lack of access and inclusion for all on York's streets and public transport networks</b></p>	<p>We recommend a continued focus on prioritising accessibility and inclusion in policies, priorities and projects relating to movement and place.</p>
<p><b>2 Lack of a multi-modal network plan for the city</b></p>	<p>At present, there is no substantial and coherent network plan for multi-modal movement in the city. It will be difficult for design decisions to be made on individual projects without an overarching plan for what mix of traffic should be using which streets and roads.</p> <p>We recommend that a movement and place plan focusses on the development of a multi-modal network plan, and identifies a prioritised list of multi-modal projects benefiting movement and place.</p> <p>We recommend planning for a car-light city centre, and establishing a motor traffic circulation plan as part of multi-modal network plan for the city.</p>
<p><b>3 Potential lack of future growth in bus services and operations</b></p>	<p>Planning quick and reliable bus journeys, including healthier, active connections to local towns and village, will require partnership working.</p> <p>We recommend continuing to engage and influence key partners to build commitment to future changes. Investment will be needed, as indicated in #5 and #6 in Table 2 on page 57.</p>
<p><b>4 Potential lack of a freight management plan</b></p>	<p>When considering movement and place, it is important to integrate the city's need for moving goods as well as people.</p> <p>We recommend developing a freight and servicing action plan which aligns with the council's commitment for active travel, bus travel, movement and place.</p>

**Table 1** Key challenges

<b>5 Lack of ability to enforce of moving traffic violations</b>	<p>The strategic delivery of infrastructure which supports movement and place, and manages traffic (such as modal filters and bus gates), will require effective enforcement through moving traffic violations. Having the regulation and legislation in place to take an intelligent and agile approach to modal filtering is as critical to enabling effective traffic management in compact cities like York, as it is in larger cities in the country.</p> <p>We understand that the City of York Council has applied to central government for relevant powers to enforce moving traffic violations, and this is an important first step in being able to manage traffic effectively in the city.</p>
<b>6 Lack of an investment strategy for new transformational projects</b>	<p>City of York Council has had a strategy for delivering committed transformational projects including York Central and York Station Gateway.</p> <p>At present, as with other local authorities seeking to reallocate roads space and reduce car dependency, there is likely to be a lack of a revenue strategy setting out fiscal sustainability for investment in transport and traffic, movement and place.</p> <p>We recommend developing an innovative approach to secure funding for future 'place-based transport' projects, which should include engagement with the recent formed York and North Yorkshire Mayoral Combined Authority.</p>
<b>7 Potential lack of government funding to cut carbon consumption</b>	<p>Improving movement and place by cutting carbon, air pollution and noise is likely to require a national and regional support for programme and project delivery in York.</p> <p>We recommend engaging with central government to strengthen an evolving investment strategy for York.</p>
<b>8 Potential lack of clear procedures for innovative delivery of trials on the ground</b>	<p>Given that some opposition is inevitable, decision-makers must have sufficient commitment, resilience and 'staying power' to deliver projects. In practice, this is likely to mean rolling out a programme of trials and 'experiments' on the ground, to take local communities, beneficiaries and affected stakeholders with you on this journey.</p> <p>We recommend developing clear and concise project delivery procedures, including project and design assurance processes.</p> <p>We also recommend taking a proportional approach to traffic modelling, and instead placing greater emphasis on trialling new projects, monitoring and evaluating them once on the ground.</p>
<b>9 Tackling car dependency</b>	<p>There is strong, clear political and technical leadership in the City of York Council supporting growth in active travel and bus travel, and this is likely to be supported through all parts of the organisation. However, reallocating roads space in favour of active travel and public transport, even in the most well-cycled places, is an ongoing challenge; with growth in cycling, and of urban populations as a whole, requiring clear forward planning.</p>

**Table 2** Key challenges (continued)





# What is the impact of inaction?



**Figure 123** Large parts of the current strategic active travel network in York are flooded for significant periods during the winter, and often remain muddy and unusable for a long time after the waters have subsided. There are currently few, if any, safe alternative active travel routes when these routes are flooded

**Figure 124** Facilities enabling pedestrian movement should be designed according to how people behave: we recommend designing crossings which accommodate pedestrian desire lines



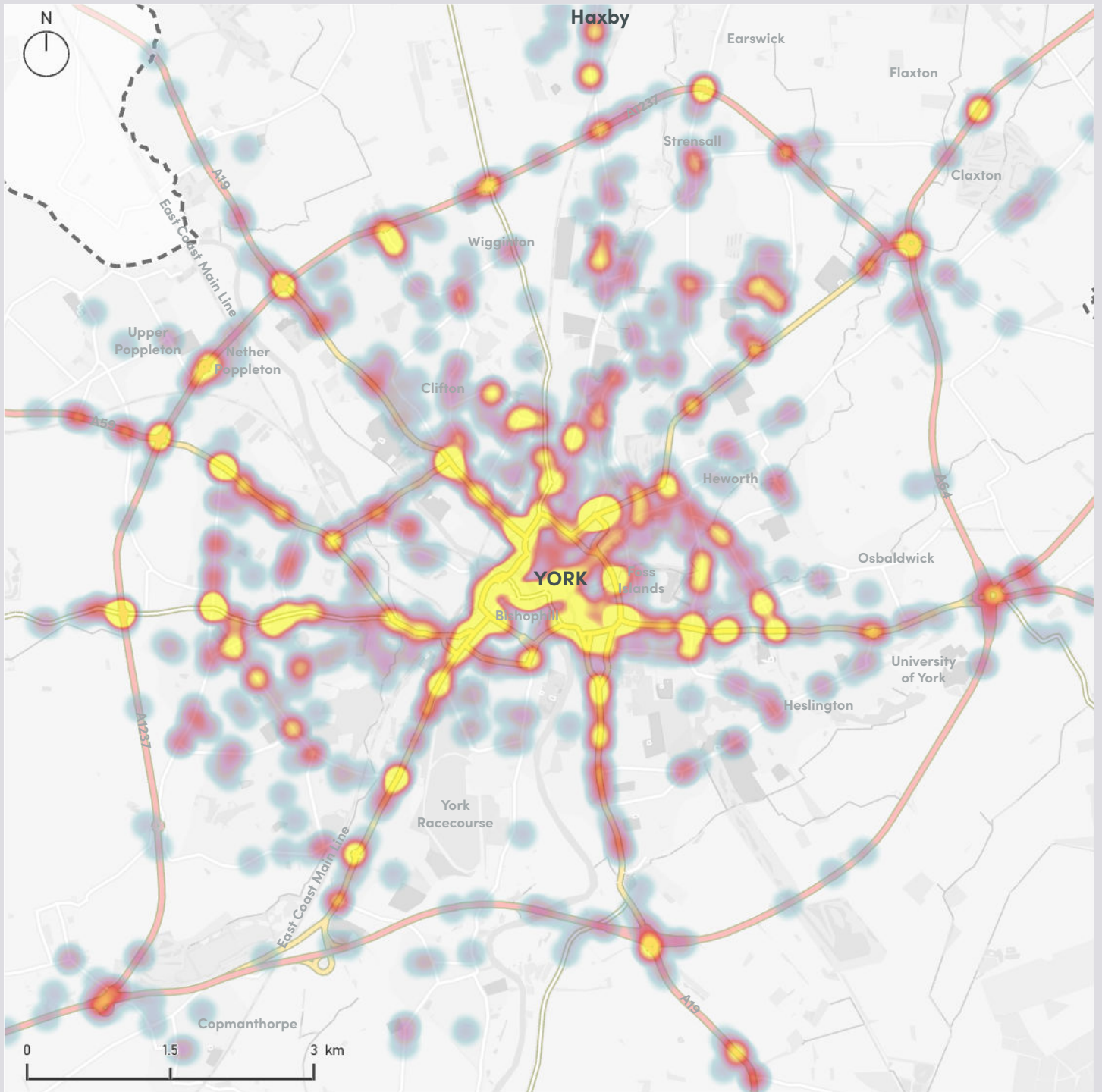
**Figure 126** Junctions which are not designed to enable pedestrian movement or cycle traffic or bus priority inhibit the growth of these modes of local traffic. In general, a lot of current cycle provision is squeezed into spare space or on margins of roads. The environment we live in too often reflects a belief, conscious or otherwise, that hardly anyone cycles, that cycling is 'unimportant', and that 'cycling provision must not impact or affect motor traffic'. This framework for movement and place challenges these issues and aims to tackle them by developing recommendations for infrastructure which will change York's environment and influence peoples' behaviours for the benefit of all.



**Figure 125** Historic footways are narrow, and this can lead to congestion or exclusion







**Figure 127** York's streets, and especially its main radial roads, have a history of road danger. This map shows indicative road traffic collision clusters (involving all road users including pedestrian and cycle casualties)

York Unitary Authority Boundary

**Road Hierarchy**

- A-Road
- B-Road

**Density of Collisions**







## What is the impact of inaction?



**Figure 128** Today's experience in spaces like Parliament Street does not match the council's ambition for placemaking in central York

**Figure 129** Projects implemented during the covid-19 crisis provide an opportunity for improving 'movement and place' permanently - if the delivery of place-based urban design projects is prioritised



**Figure 130** We recommend design review panels with urban design expertise to avoid the potential impact of over-engineering local streets (Salisbury Terrace)

**Figure 131** Removal of car parking to enable placemaking projects can be a considerable challenge, but should not be insurmountable (Clifford Tower)







**Figure 132** Maintenance of streets and roads is an ongoing challenge, made worse by heavier volumes of motor traffic on local streets



**Figure 133** A golden thread for movement and place projects should be inclusion and access for all

**Figure 134** Trying to squeeze more cars and delivery vans on the same roads and hoping for the best is not going to work. Electric cars and vans may have an important role to play in connecting rural communities while mitigating greenhouse gas emissions, but will not help significantly solve York's problems in isolation. Mode shift is necessary: electric cars will not contribute to solving many of York's problems caused by historic efforts which have tried to accommodate too much car traffic on its streets







In this chapter we explore how the council  
can align its plans and priorities with a  
place-based approach to transport and  
traffic

# Setting direction





# Setting priorities

## Establishing your commitment to movement and place

**Establishing and prioritising a high level of ambition and commitment is at the heart of this movement and place framework.**

Local people are experts in knowing the places where they live and work. While York is world-renowned for its beautiful heritage and rich culture, attracting over eight million visitors every year, its residents are acutely aware of the challenges of making journeys in their historic city from place to place. Accommodating all sorts of traffic in and around York continues to strain its neighbourhoods, streets, roads and public spaces.

The council is driving ambitious plans, and taking bold decisions, to make peoples' lives better. Nationally, there are many obstacles, physical and institutional, which exclude many people from walking, wheeling, cycling and taking the bus. These obstacles inhibit the growth of cycle traffic and pedestrian movement, and prevent bus priority. Not doing enough to tackle these obstacles may mean that existing problems and trends, such as access to local services, inequality, the impacts of the climate crisis, will get worse.

Across the country, there is differing ambition for addressing current inequality and inequity in local transport and movement. A summary of differing priorities is shown in Table 3 on page 65. A high level of local commitment and ambition puts the growth of public transport, pedestrian traffic and cycle traffic at centre of local transport. Reallocating space to these modes will address many existing issues and contribute to mitigating future problems arising from continued car dependency.

Based on a workshop held with officers in May 2024 we have established there is strong commitment in York, which aligns closely with many national policies and goals.

Table 4 on page 66 begins by deciding a level of commitment.

Table 5 on page 68 sets a direction as to what that commitment can lead to if it is integrated into project processes and project delivery.<sup>1</sup>

Table 6 on page 70 outlines future placemaking projects, and technical procedures, which align with the scale of commitment to active travel and public transport.

<sup>1</sup> Note these tables are provided for illustration purposes to encourage ways of aligning plans, priorities and procedures to deliver projects which contribute to your goals or outcomes.

## Across the country there are different priorities for movement and place

<p><b>A "Alignment with wellbeing and climate resilience"</b></p>	<p>There is the ambition, skills and resilience to put public transport, pedestrian and cycle traffic at the centre of local transport.</p> <p><b>Based on our review of the City of York Council's policies and priorities, we have concluded that York has set a high level of ambition and commitment aligning with this category.</b></p> <p><b>Other levels of commitment are described below for comparison purposes.</b></p>
<p><b>B "Bold"</b></p>	<p>There are bold decisions in prioritising public transport, enabling active travel, and disincentivising private car use.</p> <p>There is an understanding of the strategic benefits of investing in public transport and active travel infrastructure.</p> <p><b>In targeting a very high level of commitment (A), it is likely that some projects and schemes would deliver the goals and themes associated with level (B) in the shorter-term, as part of a transition towards level (A).</b></p>
<p><b>C "Cautious"</b></p>	<p>Aspiration to encourage more public transport use and cycling but with minimal impact on car use.</p> <p>This level of ambition is unlikely to achieve mode shift.</p>
<p><b>D "Don't do enough"</b></p>	<p>Linked with climate scepticism, there is little strategic importance given to investing in the growth of public transport and active travel.</p> <p>There is the provision of facilities for walking and cycling, but these are substantially inadequate e.g. treating cycles as pedestrians.</p>
<p><b>E "Exclude and erode"</b></p>	<p>Linked with climate scepticism, this assumes public transport and active travel are and will always be marginal and unimportant.</p>

**Table 3** Differing priorities through the lens of local movement and place





# Deciding your commitment

## Targeting a high level of ambition

Level:	A: Alignment with wellbeing and climate resilience	B: Bold
1 Which level of commitment best describes your visions and goals?	Ambition, skills and resilience to put public transport, pedestrian and cycle traffic at centre of local transport	<p>Bold decisions are made to disincentivise private car use and enable active travel</p> <p>A reasonable understanding of the strategic benefits for investing in public transport and active travel</p>
2 The impact of taking action over time?	<p>The adoption of a resilient, business-as-usual approach to delivering projects</p> <p>Projects invest in place-making and enable pedestrian movement, grow cycle traffic and bus travel, while reduce vehicle miles driven</p>	The delivery of meaningful projects which tackle a range of problems

In targeting a very high level of commitment, it is likely that some projects and schemes would deliver the goals and themes associated with level (B) in the shorter-term, as part of a transition towards level (A).

**Based on our engagement with council officers, and a review of relevant policies and priorities, we have concluded that the City of York Council is targeting a high level of ambition and commitment aligning with this category.**

**Other levels of commitment are described for comparison purposes.**

**Table 4** Establishing a vision for the scale of commitment to active travel and public transport

Adapted from: Oxfordshire County Council (October 2021) Local Transport and Connectivity Plan: Active and Healthy Travel Strategy (draft)

C: Cautious	D: Don't do enough	E: Exclude and erode
<p>Aspiration to 'encourage' bus travel and cycling, but with minimal impact on car use:</p> <p>Unlikely to achieve mode shift</p>	<p>Climate scepticism; little or no strategic importance in investing in the growth of public transport and active travel</p>	<p>Climate scepticism; assumes public transport and active travel is and will always be marginal and unimportant</p>
<p>Existing problems likely to continue or get worse:</p> <ul style="list-style-type: none"> <li>(a) High levels of physical inactivity and low footfall on local high streets</li> <li>(b) Air pollution</li> <li>(c) Road danger</li> <li>(d) Lack of social safety</li> <li>(e) Inequality and inequity in mobility and independence</li> <li>(f) Unaffordability of transport choices</li> <li>(g) Lack of protection for climate resilience</li> </ul>		

**We recommend that the council undertakes a rapid exercise to evaluate key projects in terms of their level of alignment with the high ambition described in this section of our report.**

**An evaluation might prioritise current or planned projects based on: (1) whether or not they broadly align with policy, and (2) whether or not there is budget for their delivery. Those projects which align with policy, and are budgeted for, would be prioritised.**





# Establishing your commitment

## Exploring the impact of different levels of ambition

Level:	A: Alignment with declaration of climate emergency	B: Bold
3 <b>Children's health and wellbeing</b>	Vast majority of parents are comfortable for their children to walk, wheel, cycle or take the bus to school independently Children play out on local streets and in parks	Some children to cycle to school, but often with parents by their side
4 <b>Infrastructure</b>	Bus travel is prioritised over car traffic on main roads and at junctions Coherent networks for cycle traffic are delivered over a sustained period	Local streets opened to walking, wheeling, cycling and bus priority; local streets closed to motorised through-traffic Protected space for cycle traffic has been delivered on some main roads
5 <b>Road danger</b>	Vision zero means zero road deaths, with a very active population making short trips by active travel (preventative health care)	"Reducing road danger" is common language, with suitable alignment of policies and projects
6 <b>City centre and high streets</b>	Established and proactive kerbside management High footfall supported in the city centre and civic spaces which are resilient to future changes in national and regional economy Businesses embrace cycling logistics, outdoor spaces, and there is a customer-focussed culture of active travel	Sustainable kerbside management is being targeted Organisations representing business interests are visibly supportive of the need to re-allocate roadspace to increase pedestrian footfall, grow active travel and bus travel, and create places where people want to spend more time and money
7 <b>Housing</b>	Working constructively with supportive private sector organisations to build affordable new homes with sustainable transport infrastructure, and working with businesses on major infrastructure for re-routing, re-timing and re-moding freight traffic, including deliveries by e-cycling, e-scooters and e-cargo	
8 <b>Partnership working and engagement</b>	Established and proven governance in project design, delivery, consultation and engagement Effective business-as-usual partnership working and investment to civic placemaking projects, and the reallocation public space to the most healthy and efficient modes	Building and strengthening effective relationships with funding and delivery partners Major employers prioritise the positive long-term impacts of investing in movement and place over the current day-to-day operational needs (which currently may be car dependent) "Working with the willing": Working collaboratively with supportive stakeholders and beneficiaries who act as ambassadors and provide visible leadership in communities supporting transformational projects Lead Cabinet Member for transport fully committed to active travel, with visible support from the Executive

**Table 5** Setting direction for the scale of commitment to active travel and public transport

C: Cautious	D: Don't do enough	E: Exclude and erode
Children are walked or driven to school	Those who own cars spend a lot of time chauffeuring their children to and from school and other spaces to play – creating congestion and pollution and contributing to road danger.	
Reliance on shared use facilities for walking and cycling Beginning to appreciate what types of infrastructure “enables” cycle traffic	“Promoting” and “encouraging” walking and cycling. New and retrofitted infrastructure do not enable growth in pedestrian movement nor cycle traffic or bus travel	
Becoming aware of the “hierarchy of controls” – and its relevance in making our streets safe and lively	“Please wear helmets and hi-vis“	“Road safety” is the victim’s responsibility
Kerbside space is given to car parking even though there is a desire from many to reallocate this space to more economically and healthy uses Some businesses are generally aware that cyclists spend more than drivers and appreciate the need to reallocate roadspace away from car parking to more sensible uses.	Car parking is the priority. City centres and high streets are precarious, where organisations representing businesses do object to giving more space to walking, cycling and bus travel, despite the need to increase footfall through doing so Space that could be used in much more effective ways is instead given over to car parking, although car parking charges are in effect in most places	Car parking is king: Free car parking is seen as desirable even in central areas
Ambitious and coherent bus service improvement plans and local cycling walking infrastructure plans (LCWIP) Ambitious planning but substantial delivery on the ground is not yet proven	Beginning to join up the dots between public health, car dependency and active travel	Wholly car-dependent new developments
Visible officer support for removing the current imbalance between movement and place on York's streets, including active travel projects, reallocation of roadspace, and reduction of motorised through-traffic on local streets Looking for ways to work better with local communities to understand their needs and aspirations	Knowing how to do stakeholder engagement effectively can be difficult Engagement activities might feel like a barrier to achieving better results: poor public consultation may act as a referendum on schemes, enabling some to 'veto' good schemes.	Strong beliefs from decision-makers of freedom <b>with</b> the car; not freedom <b>from</b> the car



# Delivering your commitment

## Aligning a project portfolio with a high level of ambition

Level:	A: Alignment with declaration of climate emergency	B: Bold
9 Impact over time	The adoption of a resilient, business-as-usual approach to delivering projects Projects invest in place-making and enable pedestrian movement, grow cycle traffic and bus travel, while reduce vehicle miles driven	The delivery of meaningful projects which tackle a range of problems
10 Indicative percentage of local trips by cycling	30-50% or more	20%
11 Traffic models based on:	"Decide and deliver" Multi-modal models and motor traffic reduction	Peak motor traffic flows are no longer a priority
12 Residential areas	"Business as usual" roll out of healthy, people-friendly streets Reduction/removal of on-street car parking (except for 'blue badges')	Area-based traffic management to reduce overall levels of motor traffic, including trials and experimental traffic orders No car parking on footways; 'business-as-usual' roll out of school streets & targeted interventions such as parklets
13 Kerbside management and car parking	An established hierarchy of kerbside use that places 'blue badge' holders and sustainable uses above car parking Minimal car parking, only for 'blue badge' holders and deliveries which cannot be done by cargo cycle	Reductions in on-street car parking and high car parking charges Recognition that parking policy has an impact on disabled people who don't drive, as well as those who do
14 City traffic circulation	Established bus priority and roads for high capacity cycle traffic for people and local goods City centre traffic filters / modal filters	Restrictions on some main routes to give cycling and bus travel a time and cost advantage over driving
15 Main road network	Main roads into city centre prioritised for sustainable transport modes. Motorised through-traffic re-routed to use outer roads Average speed cameras	20mph limits on main roads Junctions and motor vehicle lanes narrowed Stepped cycle tracks, shared use bus boarders
16 Signalised junctions and roundabouts	Redesign of deadly and dangerous junctions Segregated roundabouts ("dutch-style" roundabouts)	
17 Rural networks	Regional networks of protected cycle infrastructure suitable for e-cycling Connecting towns and villages together (with the city)	

**Table 6** Shaping future placemaking projects to the scale of commitment to active travel and public transport

C: Cautious	D: Don't do enough	E: Exclude and erode
<p>Existing problems likely to continue or get worse:</p> <ul style="list-style-type: none"> <li>(a) High levels of physical inactivity and low footfall on local high streets</li> <li>(b) Air pollution</li> <li>(c) Road danger</li> <li>(d) Lack of social safety</li> </ul>		
5-10%	2-5%	2%
Meeting only existing peak traffic flows	Meeting increase in car use which has been predicted in forecasts	Meeting high future forecasts in car use
<p>Controlled parking zones (CPZs)</p> <p>Streets with flexible infrastructure arrangements: timed restrictions on motor traffic, such as school streets and for special events like street parties</p> <p>Guard-rail removal programmes</p>	<p>"Traffic calming" including centre line removal, sinusoidal speed-humps.</p> <p>Two-way cycling on one-way streets (contraflow cycle facilities)</p>	Few or no car parking restrictions
Car parking charges discourage excessive car use	Car parking with minimal charges	Central and free car parks with plentiful capacity
Modal filters on some minor roads or local streets to benefit more walking, wheeling and cycling; some bus priority	'Smoothing motor traffic flow': Motor traffic capacity on main roads is generally prioritised; some bus priority	Widening of junctions and increasing space for car traffic in the inner city
Junction changes to cater for cycle traffic and pedestrian movement	Junction changes to meet peak traffic	Motor traffic capacity on main roads is prioritised and capacity for car traffic is being increased in the city centre
Reduction in left-hooks and right-hooks	High speed approaches and exits; advanced stop lines (ASLs); off-carriageway "shared-use" for some walking and cycling	Multi-lane entries and exits Advanced stop lines (ASLs)
Narrowing roundabout entries and exits	Off-carriageway "shared-use" for some walking and cycling	Multi-lane high speed approaches and exits
<p>Cycling facilities "give up" at busier roads and junctions</p> <p>There is an assumed focus on off-highway leisure pursuits: not connecting up to a network for everyday cycling, generally not reallocating roadspace</p>		Wayfinding and signs





# Aligning policies and priorities

## Delivering projects through the lens of movement and place

**By aligning its portfolio of plans, programmes and projects towards a common goals for 2032, the council can deliver a York which will be a vibrant, prosperous, welcoming and sustainable city, where everyone can share and take pride in it its success.**

In 2022, the city came together and agreed three core ten-year strategies, covering economy, climate, and health and wellbeing.<sup>1 2</sup>

Between November 2023 and early February 2024, the council held a significant public consultation looking at ten policies to deliver a more sustainable future for York's transport.<sup>3 4</sup> The 'big transport conversation' looked at York's transport as a whole, not just individual projects, for the first time since 2010.

With the recent publication of the Council Plan 2023-2027,<sup>5</sup> over the next four years the council is establishing the conditions that will make the city of York a healthier, fairer, more affordable, more sustainable and more accessible place, where everyone feels valued, creating more regional opportunities to help today's residents and benefit future generations.

We recommend that projects which affect York's streets, road and neighbourhoods are looked at, and delivered through, a lens of 'movement and place.' This will help the city, and its surrounding settlements, to meaningfully tackle existing problems and deliver future projects which contribute to common goals.

1 <https://www.york.gov.uk/10YearStrategies>

2 <https://www.york2032.co.uk/>

3 <https://www.york.gov.uk/BigTransportConversation>

4 An interim report can be found at: <https://democracy.york.gov.uk/mgChooseDocPack.aspx?ID=13937>

5 <https://www.york.gov.uk/CouncilPlan>

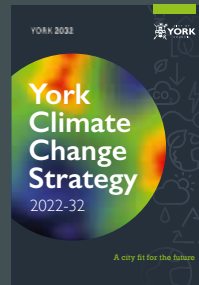
## Setting direction

York Local Plan  
York Council Plan  
York Local Transport Strategy



## Ten-year plans to 2032

Joint Health & Wellbeing strategy (supported by a joint strategic needs assessment)  
Economic strategy  
Climate change strategy

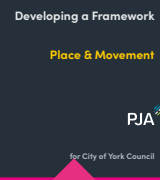


Local Transport Strategy

## Planning for 'movement and place'

Movement and place framework and plan

We recommend adopting a place-based approach to project development and delivery through the lens of 'movement and place'



## Programmes and projects affecting streets and spaces

City centre movement and accessibility framework  
Local cycling walking infrastructure plan (LCWIP)  
Bus service improvement plan (BSIP)  
Freight improvements study  
Capital-funded programmes and projects  
Revenue-funded programmes and projects

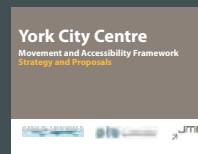
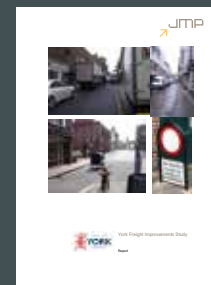
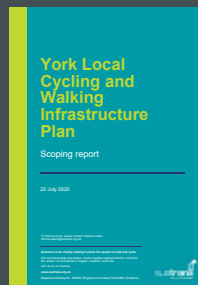


Figure 135 A recommended policy hierarchy which adopts a place-based approach to project development and delivery





In this chapter we introduce key themes for a framework upon which the council can develop a coherent plan for movement and place in York and its surrounding settlements



# A framework for movement and place





# Introducing a framework

## Setting out a structure

So far, we have explored the council's ambition, and how it drives future projects for movement and place.

This chapter sets out our suggested structure of a tailored plan for movement and place in York, namely: <sup>1</sup>

- Investing in the public realm, starting in page 78
- Making connections between places in the city and beyond, starting on page 82.
- Deciding the right mix of traffic for the city centre, starting on page 84
- Enabling active travel and public transport for all, starting on page 88, including a short discussion on mode shift.
- Defining a coherent transport network for multi-modal movement through the city and its surrounding settlements, starting on page 94
- Accelerating the delivery of projects on the ground, starting on page 100

In line with the council's high level of ambition, we recommend going above and beyond business-as-usual when developing and communicating future plans, proposals and decisions to a wider, civic audience.

- A critical success factor for implementing a movement and place plan will be to present the plan in insightful and engaging ways which build a strong, resilient narrative for change. This would likely:
  - Illustrate why the status quo is not acceptable
  - Establish the impact of doing nothing (or not enough)
  - Explain how people will benefit from a 'movement and place' approach in the city and its surrounding settlements
  - Establish that this is bigger and broader than just transport and traffic, and will require collaborative working with stakeholders working in public health and other sectors
  - Show people what they will get from supporting this work
  - Set out how the council will make future decisions
  - Tell people in what other ways the council will support them (and how that aligns with what the movement and place plan is trying to do)

<sup>1</sup> These themes are subject to change but at the time of writing they help to structure our thinking about how to develop a robust and practical movement and place plan for York and its surrounding settlements, which is integrated with other plans, strategies, and committed projects.

## What key themes do we recommend for this framework for movement and place?

- 1 Investing in the public realm
- 2 Making connections
- 3 Deciding the right mix of traffic in the city centre
- 4 Enabling active travel and public transport for all
- 5 Defining a multi-modal network
- 6 Delivering projects on the ground

**Figure 136** How is this emerging framework for movement and place organised?



# 1 Investing in the public realm

## What place-based approaches should be used to improve placemaking?

Designing for 'place' requires expertise which is complementary to that required to design for movement. Through urban design experience, we recommend utilising a 'healthy streets' approach to assess what works well locally, and what does not. This can act as a basis for designing better places, aligning with our recommendation to enable active travel and public transport for all, described on page 88.

Understanding the funding available, and the pace of change being sought, may prove to be constraints on the level of placemaking and investment for public realm projects. We recommend establishing a public realm vision and investment strategy which accounts for the pragmatic level of public realm improvements, or transformations, at different scales of places in and around York:

- Streets, including what happens 'at the school gates' where families and neighbours meet and socialise
- Neighbourhoods, open spaces and parks, where local people live and want to spend time
- Villages
- Local high streets
- The city centre & key transport interchanges (including the proposed rail station for Haxby)
- New developments

### What projects can be identified?

Public realm projects should be identified for civic placemaking at the different scales above, likely to include:

- Major placemaking projects, such as Parliament Street in York's city centre
- School streets and play streets in neighbourhoods
- Managing the kerbside in neighbourhoods, villages and local high streets, through sustainable urban drainage (SuDS) and parklets
- 'Temporary' placemaking projects, where 'tactical' urban design can be installed at pace to pilot and trial more permanent schemes (the design of which could be governed by co-design with stakeholders and beneficiaries)
- Opportunities arising from strategic opportunities such as the Castle Gateway in York's city centre

Examples of projects in York and elsewhere are illustrated on page 80.

## 'Investing in the public realm' means:

- 
- A Identifying public realm projects for civic placemaking at the different scales: streets, neighbourhoods, open spaces and parks, villages, local high streets, the city centre, key transport interchanges, and new developments

---

  - B Understanding the funding available for new projects, and the pace of change being sought

---

  - C Increasing the quality and consistency of design and delivery of public realm improvement projects

---

  - D Adopting golden threads through project development, engagement and delivery, such as inclusion and access

---

  - E Tree planting, and increasing biodiversity through design and sustainable urban drainage systems (SuDS)

---

  - F Aligning and integrating kerbside management into designs, including trees, planting, parklets, public seating and cycle parking
- 

**Figure 137** What does investing in the public realm mean?





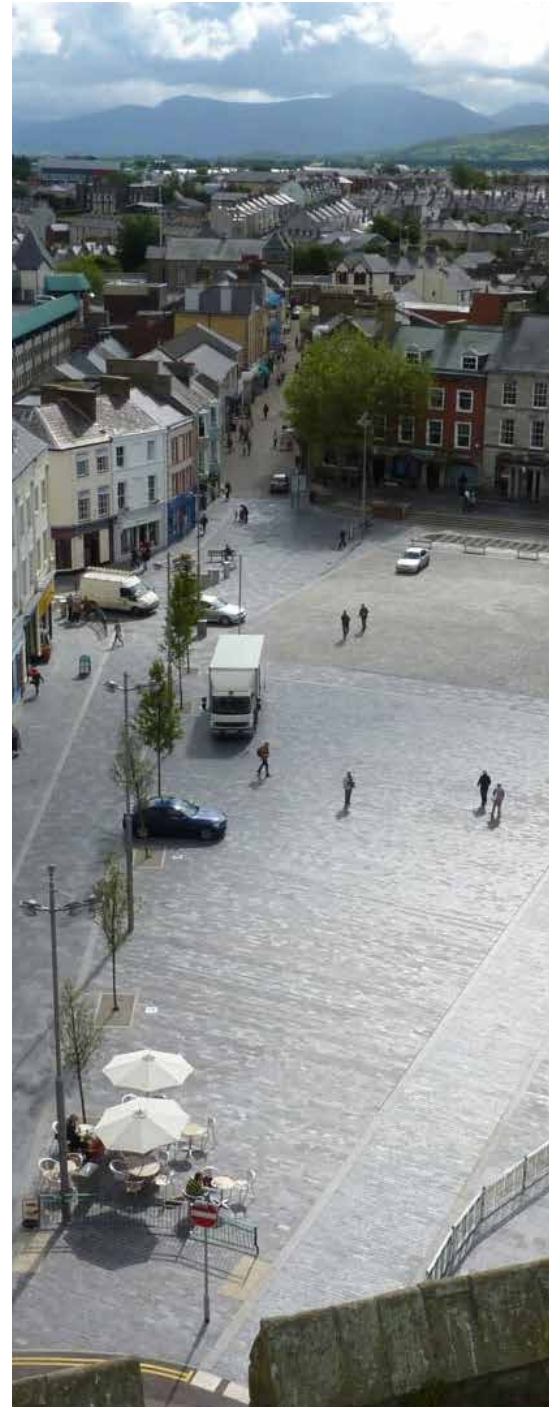


## Investing in the public realm



**Figure 138** Removal of most car parking and temporary planters and seating on Broad Street, Oxford (Oxfordshire)

**Figure 139** Leonard Circus, Hackney (London)



**Figure 140** Castle Square, Caernarfon (Gwynedd)

**Figure 141** King's Square (York)



July 2024

**Figure 142** Frodsham Street, Chester (Cheshire)







Figure 143 Kerbside planting, Cambridge



Figure 145 Planting in public spaces, Norwich

Figure 144 Lambs Conduit Street, London



Figure 146 Street planting separating cycle traffic from motor traffic, Bristol





## 2 Making connections

### What places do we want to connect?

Our framework recommends establishing a hierarchy of places, those spaces which people travel to and spend time in. This hierarchy is about where people choose to spend time, where they know to go, and how often they visit those places, whether as residents, visitors, tourists, or business operators:

- Neighbourhoods, districts and suburbs within the outer ring-road
- Villages and settlements outside of the outer ring-road, including new settlements (e.g. ST15 identified in the draft Local Plan)
- Within the city walls and the inner ring-roads
- Major transport hubs including York Rail Station, and the proposed rail station at Haxby
- Landmarks and other major destinations such as York Hospital, the University of York, York Racecourse, Clifton Moor, and the Designer Outlet

This hierarchy must incorporate new developments and other future changes to places and destinations in and around York. It is important to understand where committed or allocated housing developments are located, as this indicates where population growth is primarily taking place. Changes in the density and geographical distribution will impact on the demand for movement. Funding arising from

development should help to invest in movement and place. It will also be important to understand where allocated employment developments are located in York, as major employment sites can generate a significant demand for movement.

Making better connections for movement can reduce deprivation and physical inactivity. There is inequality in York which is likely to impact on some people's mobility and access to opportunities in the city in various ways.

A key positive impact of better movement and place would be to enable more people to choose to walk, wheel, cycle or take the bus for everyday activity and health. This can align with our recommendation to enable active travel and public transport for all, described on page 88.

#### What about more rural areas?

Consideration must be given to the areas outside of York city, within the geographic extents of the City of York unitary authority. We recommend work to identify what is meant by rural in the context of this movement and place plan. The plan should cover all built-up areas in and around York, and there may be a need to align or extend some policies or projects to more rural areas.





## 3 Deciding the right mix of traffic in the city centre

This movement and place framework builds on the council's proactive efforts in increasing footfall in the city centre and improving its level of inclusion and access for people of all abilities.

We recommend the following priorities for movement and place in York's city centre:

- Establishing options for a mobility & traffic circulation plan
- Increasing footfall through reallocating roadspace to pedestrian traffic
- Increasing permeability and parking for cycle traffic (including cargo cycles)
- Access for goods and services, including re-routing, re-timing, and re-modelling some freight traffic
- Access for some motor vehicles

Examples of projects in York and elsewhere are illustrated on page 86.

### What projects are being identified?

We recommend developing proposals that seek the following:

- Developing a mobility & traffic circulation plan: We recommend developing options for phased implementation, accelerating steps towards a car-light or car-free city centre

- Ambitious bus priority: There is insufficient bus priority in and around York's city centre. We recommend building on bus priority in the city centre bus in context with other traffic filtering as part of developing a multi-modal movement network described in page 94.
- Building on the success of the Footstreets, in their hours of operation & geographic extents
- Major placemaking projects commensurate with York as a national and international destination e.g. Parliament Street
- Improve permeability for cycle traffic, and increase cycle parking in the city centre

It is important to consider the needs of local businesses at a time of increasing costs of doing business in this country. This is particularly relevant for the movement of goods and servicing of, and for, local businesses within central areas where we are recommending the reallocation of roadspace to increase pedestrian footfall, cycle traffic and opportunities for placemaking. In mitigating the above priorities, we recommend:

- Collaborating on a freight traffic action plan
- Incentivising e-cargo cycles
- A strategy for 'blue badge' car parking and access for disabled people
- 'Intelligent' modal filtering, facilitating emergency services where required

## 'Deciding the right mix of traffic in the city centre' means:

- A Delivering a car-light or car-free city centre
- B Expanding Footstreets' hours of operation and geographic extents to increase footfall and support more walking and wheeling
- C Increasing cycle parking and space for cycling through the city centre
- D Re-routing, re-timing, and re-moding some freight traffic
- E Maintaining taxi access
- F Maintaining 'blue badge' car parking
- G Facilitating emergency services
- H Unlocking space and investment for major placemaking projects (e.g. Parliament Street) described on **page 78**

**Figure 151** What does 'deciding the right mix of traffic in the city centre' mean?







## The right mix of traffic in the city centre



Figure 154 Church Street and King's Square



Figure 152 Bunting on Coppergate Walk, York



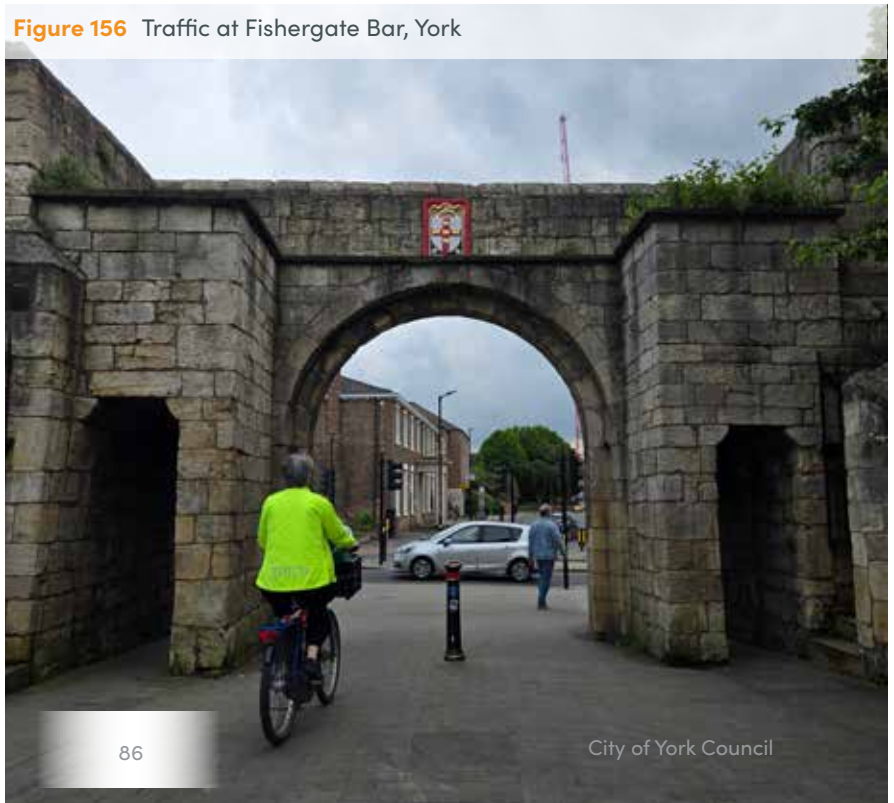
Figure 155 Wide footpaths under Skeldergate Bridge



Figure 153 Pedestrian wayfinding maps and directions at High Ousegate, York



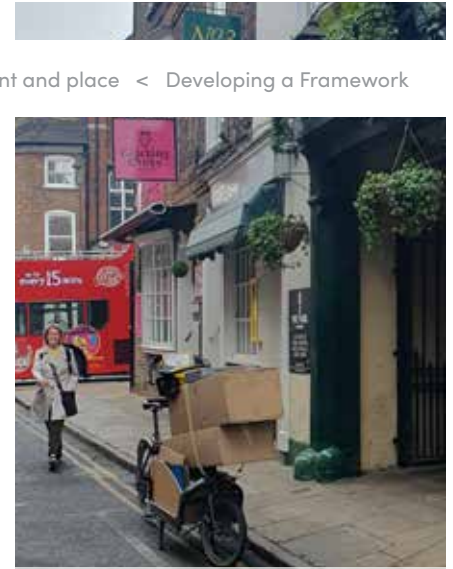
Figure 156 Traffic at Fishergate Bar, York







**Figure 157** Loading at the boundary of the Footstreets, Goodramgate, York



**Figure 158** Bicycle courier, Castlegate, York



**Figure 159** Pedestrian-prioritised streets creates a sense of place, Frodsham Street, Chester (Cheshire)





## 4 Enabling active travel and public transport for all

**People should be given the choice to make the journeys they need to by the most appropriate modes for them; all people will be pedestrians (whether walking or wheeling), many will be cyclists & bus passengers, and some will be drivers - it depends on what journey they are making at the time.**

Pedestrians generally need a safe and accessible environment to walk, wheel, run or jog: a safe, legible and inclusive environment which facilitates multi-modal journeys.

In York, cyclists generally need safe streets and roads to cycle on for short, coherent trips. Cyclists need a welcoming environment which makes cycling an attractive option for transportation for all, so that people can cycle with their families and young children:

- A safe environment which is either very lightly trafficked by motor traffic or physically separated from motor traffic
- Lots of freely available cycle parking, and secure parking facilities at key locations
- There should be 'safety in numbers', meaning the council should continue to foster York's cycling culture across the city

Bus passengers need an effective and efficient service which provides a viable alternative to the private car: an inter-connected network of bus services, with easy ticketing arrangements, on-demand information, a safe and comfortable journey for all, and accessibility at bus stops.

Motorcyclists generally need a safe and highly maintained road network, an even surface, adequate visibility, secure parking facilities at key locations, and safe routes.

Motorists require a transport system that is reliable, providing choice in how we travel, enabling those that need to drive for some journeys, the space they need to do so.

A healthy streets assessment can help to raise awareness of what makes a good street, and the negative impacts of excess motor traffic. The Healthy streets assessment is a comprehensive tool for assessing how people-friendly York's streets and roads are. There are ten healthy street indicators, shown in Figure 161 on page 91 which together provide an holistic evaluation. We recommend a healthy streets approach is taken to plan active travel and public transport for all.

## 'Enabling active travel and public transport for all' means:

- A Adopting a healthy streets approach to making design decisions
- B Reducing road danger, reducing vehicle speeds, and traffic calming in villages
- C School streets, clear footways, removal of barriers, and installation of public seating, wayfinding systems and directional signs
- D Quiet lanes, off-highway routes, rural modal filtering, and other public rights of way
- E Kerbside management including cycle parking, car parking, car club bays, taxi pick up and drop-offs, parklets, trees, urban drainage and planting
- F Area-based traffic management which enables essential traffic and maintains access to properties
- G Increasing cycle parking, including in residential areas without off-street parking, suitable short-term parking outside shops, and secure parking at transport hubs
- H Implementing procedures which allow streets to have flexible uses, such as street parties and school streets with timed restrictions on some traffic

**Figure 160** What does 'enabling active travel and public transport for all' mean?







## Which streets should be assessed?

Through this work, we recommend taking a multi-modal approach to planning movement and place. This forms a key principle in our framework. In taking a network-level approach, we recommend each street is assessed, proportional to its importance in movement and place; this is likely to be a qualitative assessment due to the scale of the work required.

Once all streets have been assessed, priorities can be identified, and efforts focussed on higher priority streets and places. These might include:

- Streets where there are schools
- 'B' roads, 'C' roads and unclassified roads which carry motorised through-traffic
- Streets with high levels of motor traffic and/or poor air pollution (typically defined through York's air quality management action plan) and road danger
- Streets with a high propensity for active travel, especially those where existing infrastructure inhibits walking, wheeling and cycling
- Streets on the local bus network (existing or proposed), especially those without existing 'bus priority'
- Streets passing heritage locations
- Streets with mixed land uses including retail, cafés and restaurants

Examples of projects in York and elsewhere are illustrated on page 92.

### What projects are being identified?

We recommend developing proposals that seek the following:

- School streets, play streets
- Clearing footways of obstacles (for example removing car parking from footways where there is an ongoing problem)
- Area-based traffic management schemes
- Modal filters on 'B' roads, 'C' roads and unclassified roads (such as that implemented on The Groves in 2020)
- Pedestrian and cycle crossings of roads to connect from one neighbourhood to another over more heavily trafficked streets (for example, the recently improved junction connecting Thief Lane with Lilac Avenue, over Hull Road)
- Installation of public seating
- Continuation of the council's roll out of controlled parking zones
- Residential cycle parking, including 'hangars' for cargo cycles where there is less availability of off street parking and garages
- Enabling two-way cycling on one-way streets on 'B' roads, 'C' roads and unclassified roads

## Adopting a healthy streets approach

**Everyone feels welcome.** Walking, cycling and public transport should be the most attractive ways to travel, and making them more enjoyable will benefit everyone, including those already travelling on foot, by bike or public transport.

**Easy to cross.** Making streets easier to cross is important to encourage more walking and to connect communities. People prefer direct routes and being able to cross streets at their convenience. Physical barriers and fast moving or heavy traffic can make streets difficult to cross.

**Shade and shelter.** Providing shade and shelter from high winds, heavy rain and direct sun enables everybody to use our streets, whatever the weather

**Places to stop and rest.** A lack of resting places can limit mobility for certain groups of people. Ensuring there are places to stop and rest benefits everyone, including local businesses, as people will be more willing to visit, spend time in, or meet other people on our streets.

**Not too noisy.** Streets should welcome everyone to spend time in, and engage in community life.

**Figure 161** What makes up a healthy street?

**People choose to walk and cycle (and use public transport).** If a street is a healthy and inclusive environment then we should see all members of the community out on the street sitting, standing, walking, cycling and using public transport.

**People feel safe.** The whole community should feel comfortable and safe on our streets at all times. People should not feel worried about road danger or experience threats to their personal safety.

**Things to see and do.** People are more likely to use our streets when their journey is interesting and stimulating, with attractive views, buildings, planting and street art and where other people are using the street. They will be less dependent on cars if the shops and services they need are within short distances so they do not need to drive to get to them.

**People feel relaxed.** A wider range of people will choose to walk or cycle if our streets are not dominated by motorised traffic, and if pavements and cycle paths are not overcrowded, dirty, cluttered or in disrepair.

**Clean air.** Improving air quality delivers benefits for everyone and reduces unfair health inequalities





## Enabling active travel and public transport for all



**Figure 162** Places to stop and rest with a view in Totnes (Devon)



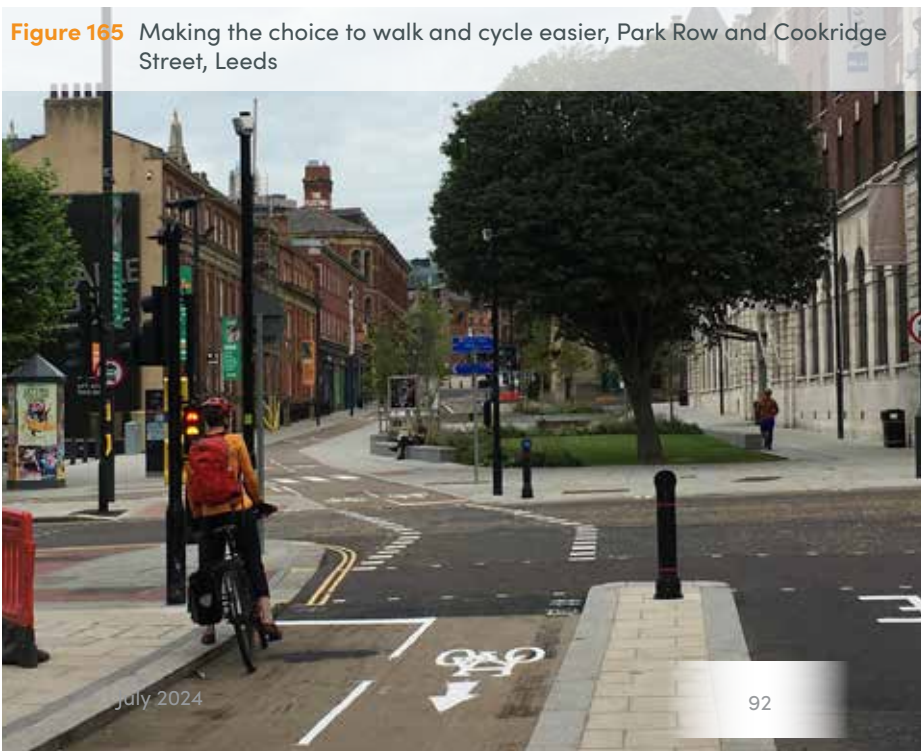
**Figure 163** Hopscotch play street modal filter, Park Road, Trafford (Greater Manchester)



**Figure 164** Give-way markings at an innovative pedestrian and cycle crossing, Downs Road in Hackney (London)



**Figure 167** Modal Filtering Hopscotch (Park Road, Trafford)



**Figure 165** Making the choice to walk and cycle easier, Park Row and Cookridge Street, Leeds



**Figure 166** On-carriageway sheffield stands, Avon Street, Bath (Somerset)





Figure 168 School Street, Larkrise, Oxford (Oxfordshire County Council)



Figure 169 Informal signing of a school street



Figure 170 Clean air, low motor traffic and no traffic noise on streets make people feel safe and relaxed. A modal filter prioritising walking, wheeling, cycling and bus travel along Prebend Street in Islington (London)

Figure 171 North Street, Bicester village (Oxfordshire)



Figure 172 Eythorne Park filter, Lambeth (London)





# 5 Defining a multi-modal network

## How do we bring this together?

So far, we have made recommendations how this movement and place framework would:

- Roll out school streets on quieter streets in neighbourhoods
- Create healthy streets on 'B' roads, 'C' roads and unclassified roads
- Prioritise bus routes through quieter neighbourhoods
- Create a car-lite or car-free city centre, support inclusive pedestrian movement in the city centre, and unlock space for major place-making projects
- Integrate with major placemaking projects, such as Parliament Street in York's city centre
- Link up with projects arising from strategic opportunities such as the Castle Gateway in York's city centre

Many of the policy focus areas in the council's draft transport strategy, such as improvements in walking, wheeling, cycling and public transport, reducing car dependency and managing freight traffic, are designed to reduce the amount of motor traffic on York's streets. With this in mind, the council has proposed a target of a 20% reduction in car use by 2030, and we believe this is critical to shaping direction for movement and place.

The council has defined a modal hierarchy for some time, which prioritises the efficient and healthy movement of people over the movement of cars.

Due to complex factors, including the constrained nature of many of York's streets unsuited to motor traffic, it is difficult to apply the council's hierarchy of provision consistently on a street-by-street basis. Putting that into practice on individual projects and schemes can therefore prove challenging - what can help is to develop a multi-modal network plan, which determines the different priorities for various modes of traffic along all roads, streets and junctions in York.

We strongly recommend that a multi-modal approach is taken, at a network level, to determine the priorities and hierarchies for different modes of transport along each busy route. This must be undertaken not just for today's traffic and transport, but in the context of growth in York determined by its Local Plan.

These modal network plans will not be largely self-evident, primarily due to the level of ambition for mode shift, and the complexity that will be necessary to satisfactorily resolve conflict between different modes to design a multi-modal

## 'Defining a multi-modal network' means:

- A Defining a key route network for longer distance motor traffic and freight traffic
- B Developing a 'circulation plan' for general traffic in York
- C Growing pedestrian traffic and cycle traffic through junction redesigns and protected space along some main roads
- D Developing strategic routes for active travel through the city including area-based traffic management
- E Bus priority measures including 'bus gates' and 'modal filters'
- F Integrated placemaking projects connecting people to and from trains
- G Kerbside management including cycle parking, parklets, loading and unloading of freight, boarding and alighting of passengers, and two-way cycling (contra-flow cycling)
- H Expanding park-and-ride facilities, and managing coach movements
- I Travel demand management during special events
- J Exploring other measures or 'ingredients' which can be used to enable a multi-modal network of streets

**Figure 173** What does 'defining a multi-modal network' mean?







network that aligns with the council's high level ambition for movement and place, and mode shift.

For pedestrians, it is likely to include all roads, streets and (off-highway) public rights of way; however, how these should tackle routes which are not step-free, or footways where the width does not allow two people to pass each other comfortably should be addressed through the movement and place plan.

For wheelchair users there might be a case for developing a network indicating where they can (or should be able to) move unhindered; there might be a case for a similar network for those with sight loss.

As described in paragraph 257, growth in cycle traffic occurs where there is dedicated, fit-for-purpose space for cycling, generally free of intrusion by heavy and fast motor vehicle traffic.

In York, and surrounding settlements, there will be three principal types of cycle facility on links which together make up well-planned and designed networks and are all important and legitimate:

- Facilities on busier streets which provide appropriate separation from motor vehicles.

- Quiet streets with 20mph or lower speed limits and often restrictions on motorised through-traffic.
- 'Greenways' away from the main highway (e.g. paths in parks and along watercourses)

For bus travel, the network would be the current (and any planned changes to) the bus route network. There is currently some bus priority on some radial routes (e.g. Tadcaster Road), but it should be a decision for the local transport strategy and movement and place plan to determine locations for further bus priority.

For commercial freight traffic there is a case for specifying a limited network where heavy freight vehicles are permitted and, more specifically, a network enabling diversification of freight traffic starting or ending its journey in York.

For other private motor traffic, the network would include most roads, but their function in enabling through-traffic or access-only (or a variation thereof) will be critical to achieving an integrated multi-modal network.

## What might this look like?

In practice, this will mean that the movement and place plan is likely to:

- Prioritise pedestrian movement and cycle traffic on certain streets in many areas (like it is already on the Footstreets), including school streets, play streets, 'B' roads, 'C' roads and unclassified roads
- Prioritise clear footways and pedestrian & cycle crossings of busier 'A' roads
- Prioritise bus priority and cycle traffic over motor traffic on many 'radial routes' in and out of York's city centre
- Maintain levels of motor traffic on certain roads, such as the A1237, while reducing severance for active travel by redesigning junctions which enable growth in active travel across those roads (those junctions could be at-grade or grade-separated)

A critical factor in taking a network-level approach to applying York's transport hierarchy will be the assessment of freight traffic and a freight management action plan.

Diversifying the fleet of freight traffic operating in York will be fundamental to unlocking space for place-based activities and healthier modes for people movement; this means looking at lessons learned on York's footstreets, where freight is

delivered by walking and wheeling, and taking an inclusive approach to increasing opportunities for e-cargo cycle freight traffic on other streets.

The benefits of taking a multi-modal approach can be substantial, including (a) reduction in air pollution; (b) more reliable journey times for other traffic; (c) reduced noise pollution; and (d) reduced road danger via a reduction in heavy goods vehicles and other larger vehicles.

There is already a range of infrastructure and 'ingredients' on the ground in York which already contribute to traffic management, which this plan will build upon. These include:

- Linear infrastructure, along corridors, such as traffic signalling at junctions, signs and lines (e.g. double yellow lines)
- Area-based interventions such as controlled parking zones, and modal filters on 'B' roads, 'C' roads and 'unclassified' roads
- Control and access points or barriers, such as 'no entry except cycles' or physical barriers restricting motor traffic on off-highway paths.

Examples of projects in York and elsewhere are illustrated on page 98.





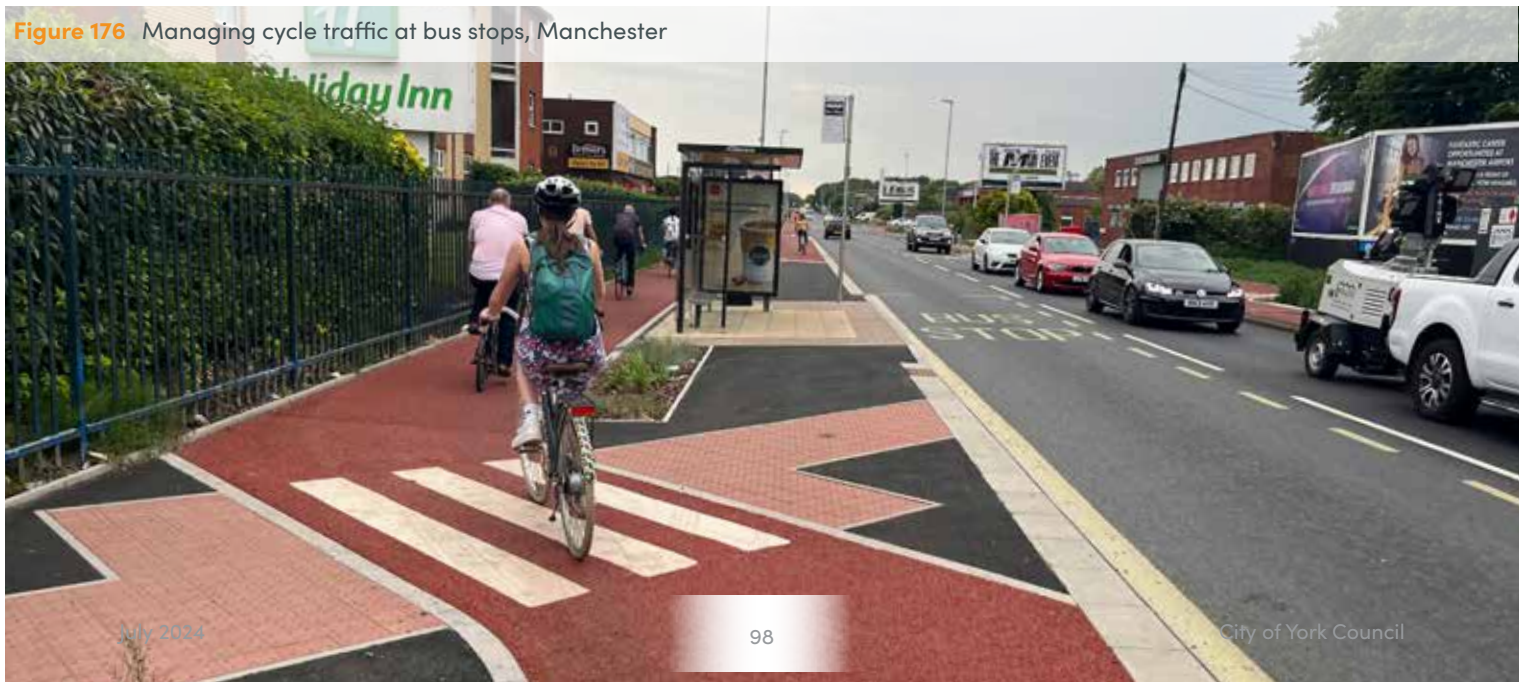
## Defining a multi-modal network



**Figure 174** A bus filter prioritising walking, wheeling, cycling and bus travel in Cheapside, St Pauls (London)



**Figure 175** 'Early release' for cycle traffic at a signalised junction along Brixton Road, Lambeth (London)



**Figure 176** Managing cycle traffic at bus stops, Manchester





Figure 177 Hours of operation for one bus lane



Figure 178 Enabling longer distance freight traffic along the A64

Figure 179 The Millennium Bridge, York



Figure 180 Church Street and King's Square



Figure 181 Give-way, entering a quiet lane, Torkington, Stockport, Greater Manchester



Figure 182 Full segregation on the Cycleway 7, Southwark Bridge (Southwark)



Figure 183 Active travel infrastructure adjacent to the Cambridgeshire guided busway (route 51)





## 6 Delivering projects on the ground

Alignment of future proposals for movement and place with the council's Local Plan, local transport strategy, bus service improvement plan, local cycling walking infrastructure plan, and other strategies, is strongly recommended. Conflict between priorities is likely to arise, and we recommend appropriate governance is established to address issues critical to project success.

Phasing the delivery of packages of projects is a complex matter to be developed through the movement and place plan. Key to this should be a comprehensive understanding of the 'scalability' of different types of infrastructure enabling movement and place, discussed in our Next steps on page 108.

We have emphasised the importance of trials and pilots, in helping local people to experience the benefits of new temporary projects before making them permanent.

Examples of projects in York and elsewhere are illustrated on page 98.

Taking our multi-modal approach to movement and place in and around York is likely to be fundamental to appreciating the level of investment needed to delivery the plan on the ground, and over what time scales.

## 'Delivering projects on the ground' means:

- A Aligning the council's portfolio of projects with its policies, ambition and investment
- B Delivering quick wins and celebrating successes, however small
- C Communicating the case for change to a civic audience, helping local people get behind proposals, and encouraging participation in making change happen
- D Strengthening technical design, engineering, procurement, mobilisation and construction
- E Installing trials and pilots of new projects on-the-ground so local people can experience their benefits
- F Establishing expertise in engagement and consultation, including design assurance
- G Developing resilient project sponsorship, governance, and quality assurance
- H Taking a proportional approach to traffic modelling and clarifying its role in project assurance procedures
- I Plan reasonable monitoring and evaluation of programmes and projects

**Figure 184** What does 'delivering projects on the ground' mean?







## Delivering projects on the ground



**Figure 185** Sustainable urban drainage, planting and seating on a kerb build out, Cheshire Street (London)



**Figure 188** Accessible cycle parking, Westle Gate, Norwich



**Figure 186** Kerbside planting, Cambridge



**Figure 189** Cycle parking hub, Southampton rail station



**Figure 187** Car club parking bay, Bedford Row, Holborn (London)



**Figure 190** Street Party on Bishy Road (Bishopthorpe Road, York)





Figure 191 Seating along Poultry Street, City of London



Figure 192 Footway art, Hannington Lane (Brighton)

Figure 193 Modal filter and parklet, Princess Victoria Street, Bristol



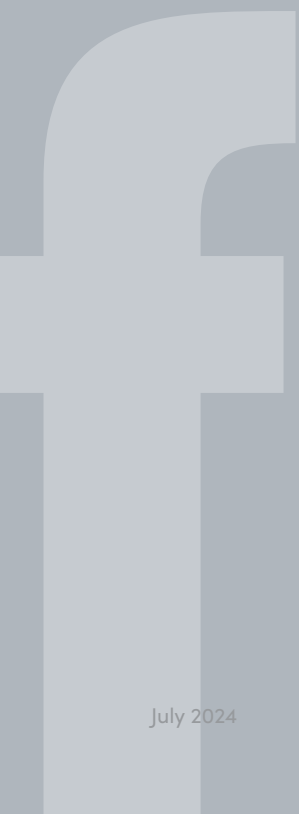
Figure 194 Lighting and artwork at Clifton tunnel underpass, Salford, Greater Manchester







In this chapter we identify quick wins, recommendations, and next steps which encourage an action-oriented approach to getting things done



# Taking action





# Summary

## What has this report included?

In this framework for a movement and place plan, we have set out the council's high level of commitment and ambition for taking a place-based approach to developing and delivering projects in and around York.

This framework has explored:

- ✔ A vision for how freedom and independence for people of all abilities in York can be shaped by adopting street design principles around 'movement and place'
- ✔ What is the City of York we trying to achieve with respect to traffic, transport and movement in and around the city?
- ✔ Who are likely to be the beneficiaries of a place-based approach to planning and delivering transport infrastructure and placemaking projects?
- ✔ How does this fit with the council's principles for equality, affordability, climate and health?
- ✔ Where else has achieved success and where can we learn from as this plan develops into action?

We have recommended adopting a place-based approach to project development and delivery through the lens of 'movement and place', described previously in this report, and summarised in Figure 195 on page 107.

Through this work we have identified key themes and corresponding types of projects which align with this commitment, and should be developing into coherent packages for phased implementation on the ground. This framework incorporates the following focus areas:

1. **Investing in the public realm**, starting in page 78
2. **Making connections** between places in the city and beyond, starting on page 82
3. **Deciding the right mix of traffic for the city centre**, starting on page 84
4. **Enabling active travel and public transport for all**, starting on page 88, including a short discussion of mode shift
5. **Defining a coherent transport network for multi-modal movement** through the city and its surrounding settlements, starting on page 94
6. **Accelerating the delivery of projects on the ground**, starting on page 100

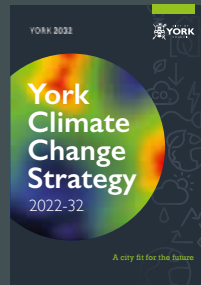
## Setting direction

York Local Plan  
York Council Plan  
York Local Transport Strategy



## Ten-year plans to 2032

Joint Health & Wellbeing strategy (supported by a joint strategic needs assessment)  
Economic strategy  
Climate change strategy



Local Transport Strategy

## Planning for 'movement and place'

Movement and place framework and plan

We recommend adopting a place-based approach to project development and delivery through the lens of 'movement and place'

Developing a Framework

Place & Movement



for City of York Council

## Programmes and projects affecting streets and spaces

City centre movement and accessibility framework  
Local cycling walking infrastructure plan (LCWIP)  
Bus service improvement plan (BSIP)  
Freight improvements study  
Capital-funded programmes and projects  
Revenue-funded programmes and projects

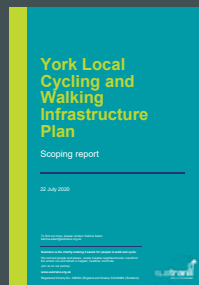


Figure 195 A recommended policy hierarchy which adopts a place-based approach to project development and delivery





# Next steps

## How should delivery on the ground be phased?

Our recommended framework for a movement and place plan supports a holistic way of identifying, defining, and aligning future projects and schemes for design and delivery. When projects are implemented on the ground, and align with movement and place, they together will contribute to meeting the council's policies and priorities.

A critical key to success will be to focus the council's resources, investment, expertise and services with a series of common goals identified in this framework, and the council's Local Plan, and local transport strategy. Alignment of future proposals for movement and place with the council's bus service improvement plan, local cycling walking infrastructure plan, and other strategies, is strongly recommended. Conflict between priorities is likely to arise, and we recommend appropriate governance is established to address issues critical to project success.

Adopting our recommended multi-modal approach to movement and place in and around York is likely to be fundamental to appreciating the level of investment needed, and over what timescales.

**Phasing the delivery of packages of projects is a complex matter to be developed through a more robust implementation plan for movement and place.**

We recommend considering a range of different scenarios to support the development of this framework and suitable packages of projects which could be delivered in the short, medium and long-term. These scenarios might include:

.....  
**1. 'Start with School Streets'**

School streets could be prioritised in local neighbourhoods, and facilitated by engagement with supportive school representatives.<sup>1</sup> After implementation, supportive community members may become more engaged in wanting the council to enable door-to-door journeys to school by walking, wheeling and cycling, achieved through larger interventions such as area-based traffic management projects in neighbourhoods, and roadspace reallocation on busier roads.

.....  
**2. 'Better bus priority & placemaking'**

Bus travel in and through York is currently unreliable due to high levels of motor traffic. This scenario would take a resilient approach to

<sup>1</sup> The implementation of school streets should tie in to the council's ability to enforce moving traffic violations (described in Table 2 on page 57). A simple process may be needed to check which schools are suitable for this kind of treatment.

identifying where bus priority can be delivered at pace, while also delivering placemaking benefits for local people and businesses.

### 3. **'Overnight transformation of traffic circulation in York'**

Looking at what has been achieved in places like Ghent in Belgium, it is worth considering the feasibility of transformational change delivered within the next 1-2 years; however substantial effort and investment would likely be required. It may be more worthwhile to move at a pace which builds resilience for transformational change over time to achieve longer-term success.

### 4. **'Missing links'**

This scenario would take a pragmatic approach to delivering projects which maximise the use of existing infrastructure - quickly building the 'missing links' which would connect people to places they want to go using existing routes for active travel. Through understanding 'scalability' (described on page 112), the council should soon be in a resilient position to understand the levels of investment arising from a movement and place plan, and where that investment(s)

should be prioritised on the ground to deliver better movement and place.

### 5. **'Chase the funding'**

The level of investment available will be critical to success, and where that funding comes from may determine how it needs to be spent. Exploring this further could be a matter for the next stage of this movement and place framework.

### 6. **'Engaging with major employers'**

Journeys associated with major employers, such as York Hospital, can have a substantial impact on traffic and transport during peak commuting periods. It may be helpful to engage with major employers to explore packages of measures which would reduce levels of motor traffic associated with their operations, for example, projects which enable more employees to walk, wheel, cycle or take the bus to work.

Where relevant, we recommend considering trialling interventions, monitoring and evaluating, and engaging with local supportive stakeholders through the development of projects.





# Engagement

## Who should help coordinate action?

Conversations about streets and how they are designed and used should be made collaboratively with the people who use them.

We recommend continuing targeted conversation focussing on problems, and the root causes of those problems, ensuring diverse experiences are considered in the development of future projects and proportionate solutions.

These conversations should continue throughout the lifecycle of your emerging programme of projects, embedding inclusive design into the delivery of proposals on the ground.

Collaboration on the movement and place plan should continue to include:

- ✓ City of York Council's teams including: Transport; Planning; Highways Maintenance; Communications; Equalities; Schools liaison
- ✓ Statutory consultees including the emergency services
- ✓ Industry professionals including engineers, traffic and transport planners, urban designers, architects, landscape architects, strategic land-use planners, business case developers, and project managers
- ✓ Practitioners specialising in movement (e.g. local transport planning and traffic engineering) and place (e.g. urban design and landscape architecture) share responsibility for creating well-designed built environments and re-purposing transport infrastructure to be inclusive and efficient.
- ✓ Supportive local stakeholders and beneficiaries

## Telling a good story

As mentioned when introducing this framework on page 76, we recommend going above and beyond business-as-usual when developing and communicating future plans, proposals and decisions to a wider, civic audience.

A critical success factor for implementing a movement and place plan will be to present the plan in insightful and engaging ways which build a strong, resilient narrative for change. This would likely:

- ✓ Illustrate why the status quo is not acceptable
- ✓ Establish the impact of doing nothing (or not enough)
- ✓ Explain how people will benefit from a 'movement and place' approach in the city and its surrounding settlements
- ✓ Establish that this is bigger and broader than just transport and traffic, and will require collaborative working with stakeholders working in public health and other sectors
- ✓ Show people what they will get from supporting this work
- ✓ Set out how the council will make future decisions
- ✓ Tell people in what other ways the council will support them (and how that aligns with what the movement and place plan is trying to do)





# Quick wins

## What quick wins should be targeted?

This work can start now on the ground, in parallel with the development of comprehensive movement and place plan.

We do not recommend waiting - council officers have identified many quick-win projects and schemes which can be rapidly delivered, either permanently or through trials, which will contribute to the goals of movement and place.

Key to this should be a comprehensive understanding of the 'scalability' of different types of infrastructure enabling movement and place. Scalability should be a key opportunity to deliver at pace, not a constraint. By way of example, a cycle route protected from adjacent motor traffic by segregation typically costs in the region of £1Million+ per kilometre, and it may take roughly three years to deliver on the ground (two years of technical design and another year for mobilisation and construction). However, if that motor traffic can instead be dramatically reduced by modal filtering, then the equivalent 'filtered' street may instead cost in the region of £50,000 per kilometre, factoring in reasonable placemaking improvements along the street.

We recommend the council progresses with quick wins which align with this framework. These are likely to include:

1. Design and implement placemaking and city centre bus priority and traffic filtering
2. Continue a programme of removing physical barriers and other restrictions which currently limit access to cycle routes in and around the city by people using non-standard cycles.
3. Facilitate dialogue with schools to plan the implementation of 'school streets', anticipating the council's devolved powers to enforce moving traffic violations (described in Table 2 on page 57)
4. Consider 'upgrading' tactical interventions installed in the The Groves neighbourhoods a couple of years ago, by making permanent urban realm improvements. These could include public seating, sustainable urban drainage, and cycle parking spaces for family cargo-cycles.
5. Facilitate dialogue with supportive parish councils to plan projects in villages (in more rural areas) which align with this framework





**Figure 196** By taking a healthy streets approach to 'movement and place' decisions can be made to enable active travel and public transport for all, encouraging healthy connections between neighbourhoods (Victor Street pictured)



**Figure 198** Investing in the public realm throughout York and nearby settlements will give people opportunities to enjoy their local area (such as the outdoor seating already at cafés along College Street)



**Figure 199** Enabling longer distance motor traffic, such as along the A64 (pictured) will remain a priority, as part of coherent plan for multi-modal movement through the city and its surrounding settlements

**Figure 197** Deciding the right mix of traffic for the city centre should be a priority. Footstreets (including The Shambles, pictured) demonstrate that the council is already capable of delivering pedestrian-priority areas where motor traffic is restricted



**Figure 200** Taking a place-based approach to transport project should contribute to a network of public space within the city and its surrounding settlements, where people can live healthy, valuable lives, socialise, interact with local businesses, and go about their daily activities (such as enjoying play, pictured here near Victoria Bar)







# Keys to success

## Enabling action

With the urgency to deliver a more equal, affordable, healthy, and climate-ready York, we recommend taking an innovative approach to delivering projects on the ground.

We recommend that project delivery procedures, including project assurance and design assurance processes, are reviewed through the lens of 'movement and place' and aligned to the council's level of ambition and commitment.

This should include the development of a targeted plan for engagement with partners, stakeholders and beneficiaries. This plan should look at successful places and adopt key principles which achieve project success, such as 'working with the willing' to deliver quick wins, trials and projects on the ground.

Key themes related to strengthening project delivery are included on page 101:

- .....
- 1. Align the council's portfolio of projects with its policies, ambition and investment
- .....
- 2. Deliver quick wins
- .....
- 3. Strengthen technical design, engineering, procurement, mobilisation and construction
- .....
- 4. Install trials and pilots of new projects on-the-ground so local people can experience their benefits
- .....
- 5. Establish expertise in engagement and consultation, including design assurance
- .....
- 6. Develop resilient project sponsorship, governance, and quality assurance
- .....
- 7. Take a proportionate approach to traffic modelling and clarifying its role in project assurance procedures
- .....
- 8. Plan reasonable monitoring and evaluation of programmes and projects

## Anchoring change

Considerations for increasing resilience in project delivery might include consideration of the following potential keys to success.

**Decide and deliver:** There is no-one-sizes-fits-all, we recommend making decisions and delivering trials, pilots and projects on the ground so local people can experience progress. We strongly recommend a holistic city-wide approach, aligned closely with cross-departmental working in public health, local economy, housing affordability, regeneration, climate protection.

**This is popular:** projects that enable people to walk, wheel and cycle are popular. Within this context we recommend anticipating and meeting the needs of people with protected characteristics.

**We get the traffic we design for:** Whenever we make driving easier, we get more car traffic. There is a high cost to people's freedom and independence if enough is not done to enable a better balance for equitable movement.

**Frame movement and place for a civic audience:** Social practices drive attitudes: recognise the scale of the challenge to deliver transformational change in movement and place. Backlash is a positive sign that meaningful changes are being

made. Build a strategy for fighting misinformation and disinformation.

**Celebrate success, however small:** Deliver quick wins and use them to accelerate success. We recommend the council continues to deliver quick wins, aligning with this framework, while planning what kinds of projects should be delivered within two years, five years, and ten years.

**Tell a good story** because “you cannot not communicate.” Tell an evidence-based story and let people know about what happen if action is **not** taken. We recommend developing 'explanatory pathways' which build support for transformational changes, and experiments which contribute to enabling greater freedom and independence for all through the delivery of innovative projects. This is discussed on page 111.



**Phil Jones Associates**

**[contact@pja.co.uk](mailto:contact@pja.co.uk)**