



York City Centre

Movement and Accessibility Framework Strategy and Proposals



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Issue History:

1. Draft - 31st March 2011
2. Draft - 19th May 2011
3. Final - 26th May 2011



Introduction

Introduction to Study

This report presents a Movement and Accessibility Framework for managing access and movement to and within York City Centre over the next 20 years.

The overarching aim of the strategy is to support the vision to make “York City Centre the most special place in England by 2030” (City Centre Vision Prospectus). It does this by:

- Developing a long-term vision for managing movement and accessibility to and within the City Centre; and
- Identifying an action plan of shorter-term projects to realise the above.

A key aim in developing the Movement and Accessibility Framework is to compile an evidence base and policy support to feed into:

- LDF: core strategy, City Centre AAP, public realm design guide;
- LTP and long-term transport strategy.

Strategy Development

In order to develop the strategy approach, we have:

- Examined current deficiencies and problems for different transport modes accessing and moving around the City Centre;
- Identified locations where current transport arrangements adversely impact on the public realm and quality of place of York City Centre;
- Reviewed all relevant policy documents;
- Examined aspirations for future developments in and around the City Centre;
- Explored future “drivers of change” – demographic, economic, social and environmental factors that are likely to change over the next 20 years;
- Consulted a range of stakeholders.
- A background “Evidence Base” report has also been compiled alongside this report.

Report Structure

The report is structured as follows:

- Section One provides the introduction and background to the Movement and Accessibility Framework;
- Section Two introduces the overarching strategy approach and rationale;
- Section Three introduces detailed proposals addressing various issues and transport modes;
- Section Four introduces an Action Plan for delivering the Strategy.

Overleaf Figure 1 shows the study area and the names of different streets, spaces and squares that the report considers.

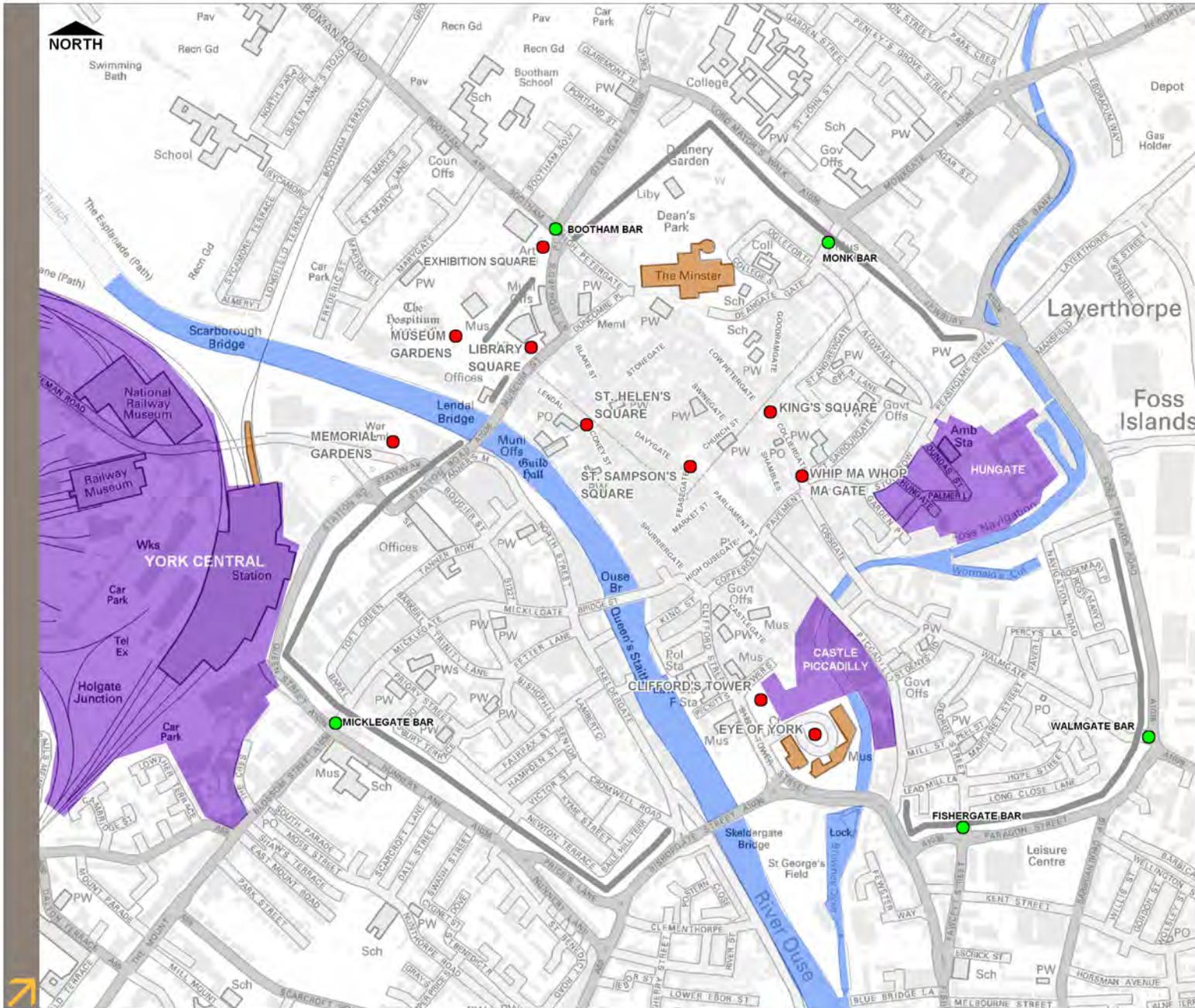


Figure: 1

Client:
City of York Council

Project Title:
York City Centre Movement
and Accessibility Framework

Drawing Title:
Location Map

Project ref:
NEA6074



W: www.jmp.co.uk
E: leeds@jmp.co.uk

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Policy Context

Policy Context and Justification

Protecting and enhancing York's historic environment is critical to its future economic success, as well as to broader objectives around sustainability and the environment.

Current traffic patterns are recognised as one of the biggest barriers to improving the environment and public realm of the City Centre. In 2002, traffic surveys suggested that over 40% of traffic passing through the City Centre had neither an origin or destination in the City Centre. The historic road network struggles to cope with such traffic levels which causes significant congestion, contributing to poor air quality and the designation of the City Centre as an Air Quality Management Area.

There is strong policy support for enhancing the public realm and reducing congestion and car intrusion in the City Centre, as expressed in the Sustainable Community Strategy, New City Beautiful Economic Vision, Local Development Framework Core Strategy and City Centre Area Action Plan, Local Transport Plan and Tourism Strategy.

"The city centre in 2030 will be the finest city centre in England.....[It] will be a distinctively high quality place.... [with] a revitalised high quality public realm..... Spaces will provide a better platform for events and streets will be designed around function, not vehicle movement".

City Centre Prospectus, 2010, The Vision, pg25.

"York's glorious heritage should be the absolute driver. It is of a higher order than any other aspect.....You don't have to put up with mediocrity....people will always want to come to York".

CABE LDF Core Strategy Workshop.

"York has constantly and successfully re-invented itself.....The overall quality of life and sense of place that the city offers defines its distinctiveness and provides it with a competitive advantage".

Sustainable Community Strategy, 2008





Policy Context

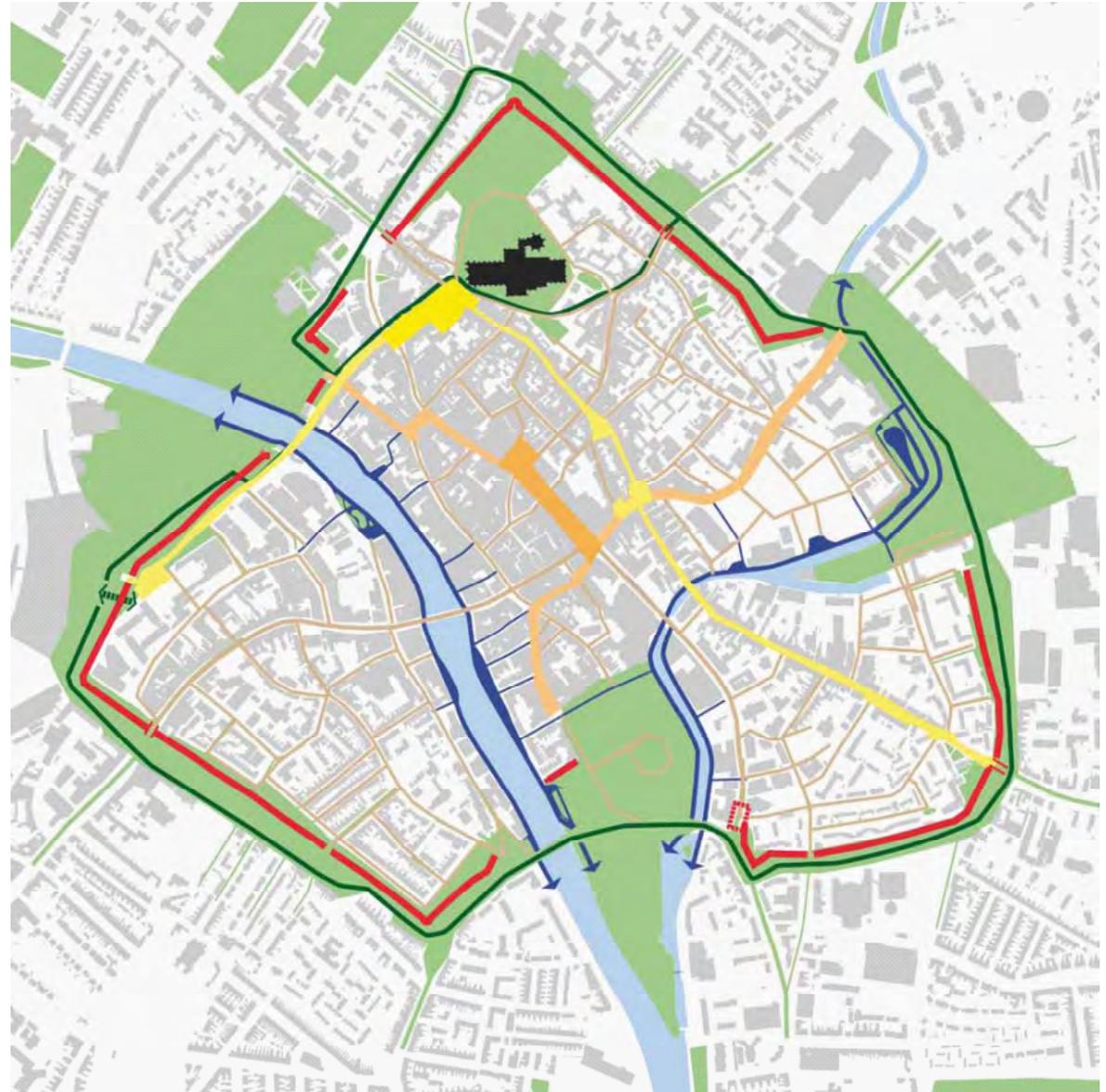
New City Beautiful

“York New City Beautiful: Towards an Economic Vision”, produced in 2010, captures much of the ambition and aspirations of previous policy documents and we take this as a ‘statement of intent’ guiding and informing our approach.

The New City Beautiful vision develops various themes of relevance to our City Centre Movement and Accessibility Framework, including:

- The City Walls and Gateways;
- The City’s Streets, Places and Spaces;
- The Great Street;
- The City Rivers;
- The City as Park.

The composite plan from the document is shown opposite.



Current Issues and Shortcomings

Transport and Public Realm

Over the next pages, we identify some of the current shortcomings in relation to how movement and accessibility currently works. First, it causes the following issues in relation to the public realm:

- Key public spaces are compromised by traffic and highway infrastructure, such as Duncombe Place (Minster approach), Exhibition Square and Lendal Bridge;
- Many of the historic gateways and bars are compromised by traffic and highway infrastructure;
- The Rail Station entrance, as a key gateway into the City, provides a poor introduction and the space is busy, confusing and disorientating;
- The 'Great Street' from the Rail Station to the Minster is currently a congested part of the Inner Ring Road and pedestrian access and routes are confused and unattractive;
- Many of the narrow streets and small public spaces (one of York's major characteristics and assets) are dominated by traffic and space given over to highway, inhibiting the ability for visitors to the City Centre to enjoy the special surroundings;
- The river corridors are underused as environmental assets and as transport corridors.

"Compared to other cities, both within this Region and elsewhere across Europe, the quality of the public realm in York is poor and, in a number of areas, detracts from the setting of its historic assets".

City Centre Area Action Plan, Issues and Options Consultation 2008.





Current Issues and Shortcomings

Transport and Public Realm

- Levels of traffic travelling into and through the centre reduce the sense of arrival and undermine the feeling that you are entering a special place;
- There is poor connectivity between different areas: e.g. the Eye of York is isolated from the rest of the historic 'heart'; Museum Gardens is hidden and inaccessible;
- Car parking seriously compromises key assets: e.g. parking around Clifford's Tower; Nunnery Lane next to walls;
- Some areas of over-engineered highway jar with the historic environment: e.g. dual carriageway along Tower Street by Clifford's Tower; guardrailing and traffic lights around Pavement and at Bootham Bar.



Current Issues and Shortcomings

Transport and Public Realm

- The footstreets are tired and dated. The volume of traffic on some footstreets undermines their function. Access regulations are unclear, create clutter and lead to high levels of abuse which do not appear to be actively enforced;
- Levels of service and delivery vehicles in the footstreets at the beginning and end of key activity times creates conflict with shoppers, visitors and other users;
- Inadequate circulation space for pedestrians creates conflict and impacts on the quality of experience: e.g. traffic in footstreets, crowding around bus waiting areas;
- These conflicts and lack of clarity contribute to poor legibility.





Current Issues and Shortcomings

Transport and Public Realm

- The Inner Ring Road causes significant severance to pedestrians and cyclists on some approaches into York, as well as delays to bus services and car users due to congestion around junctions;
- Despite its cycling tradition and status as a Cycling City, some of the cycling links into the centre and through the centre are restricted and there is inadequate cycle parking where needed;
- The scale of some vehicles (HGVs, articulated buses) is inappropriate on narrow, historic streets in the heart of the City, detracts from the user experience of the centre and is often intimidating to pedestrians.



Drivers of Change

The Movement and Accessibility Framework is looking over a twenty year period to 2030 and therefore it is important to identify and understand the implications of likely changes that might happen over this period that may affect the nature of demand for movement to and within the City Centre.

Most of these drivers provide support and ratification for improving the quality of the City Centre and promoting access by sustainable modes and reducing car access. For York, economic success coincides with protecting and enhancing the City Centre environment and quality of place.

Major drivers for change include:

Demographic and Economic Changes

- Population growth, with approximately 1,000 new residents per year anticipated;
- An ageing population: Old age dependency ratio will go from 25 in 2005 to 36 in 2030 (ratio of over 65 to 15-64);
- Employment growth, with approximately 1,000 new jobs expected every year and growing importance of knowledge-based industries and tourism-related jobs;
- Ambition to grow tourism: a target of 5% growth per annum in tourist spend;
- Ambition to increase retail floorspace and market share in the City Centre;
- Ambition for University to grow;
- Major new developments in and around the City Centre (see overleaf).

Social and Lifestyle Changes

- Greater leisure time and more discretionary spending;
- Renewed interest in local community, quality of place, local produce and consumption;
- Strengthening awareness of and interest in maintaining healthy lifestyles.

Environment

- Worsening environmental risks of flooding;
- Air quality incidents in the City Centre associated with extreme weather;
- Strengthening concern with environmental issues and commitment towards protecting the environment.

Transport and Mobility

- An older population, some with more limited mobility;
- Continued growth in walking and cycling, as a lifestyle and healthy travel choice;
- Growing acceptance of need to manage car use, especially within the City Centre.
- Real time network management via urban traffic management systems fully harnessed;
- Ready access to travel information for all modes (real time information for public transport and in-car; palm-held applications for cyclists and pedestrians);
- Integrated cashless public transport ticketing

through smartcards;

- Fuel prices will increase and become more volatile (peak oil);
- Low or zero emissions vehicles significant part of fleet.

"In 20 years time, people will look back and say 'look how funny they were, people used to drive everywhere!'"

Scott Adams, Urban Design Skills.



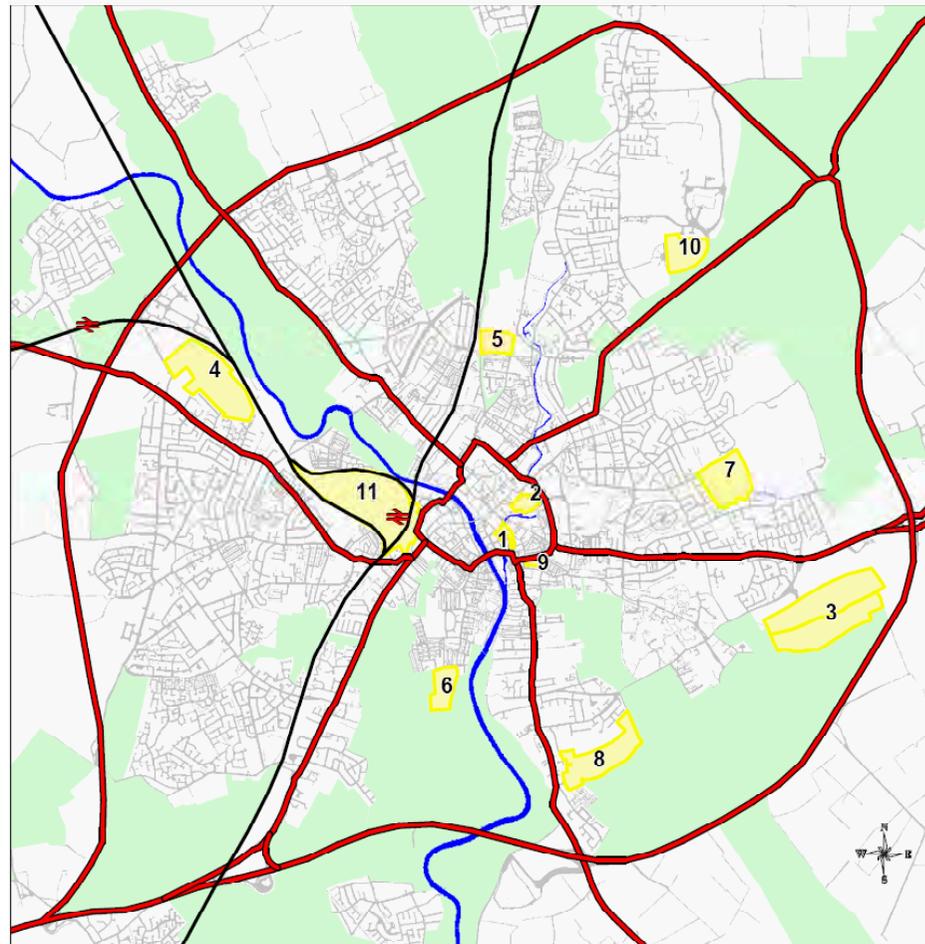
Drivers of Change New Developments

York's planning policy identifies a range of development sites across the City which will significantly affect its size and shape. The map opposite shows ten of the most significant developments. In addition to these, the large York Central site to the west of the rail station will have a major impact on the shape and size of the City Centre if it is developed.

In total, these developments (including York Central), indicate the potential for:

- Over 6,500 houses;
- 200,000 square metres of office development (equating to roughly 8,000 jobs, based on 1 employer per 25 sq m);
- 75,000 square metres of retail development.

Two of these sites, Castle Piccadilly and Hungate lie within the City Walls and will impact significantly on access and movement needs for the City Centre and provide major opportunities for supporting the Movement and Accessibility Framework.



- 1: Castle Piccadilly
- 2: Hungate
- 3: York University
- 4: British Sugar
- 5: Nestle South
- 6: Terry's
- 7: Derwenthorpe
- 8: Germany Beck
- 9: Barbican Site
- 10: Monks Cross
- 11: York Central

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Drivers of Change

New Developments - Hungate

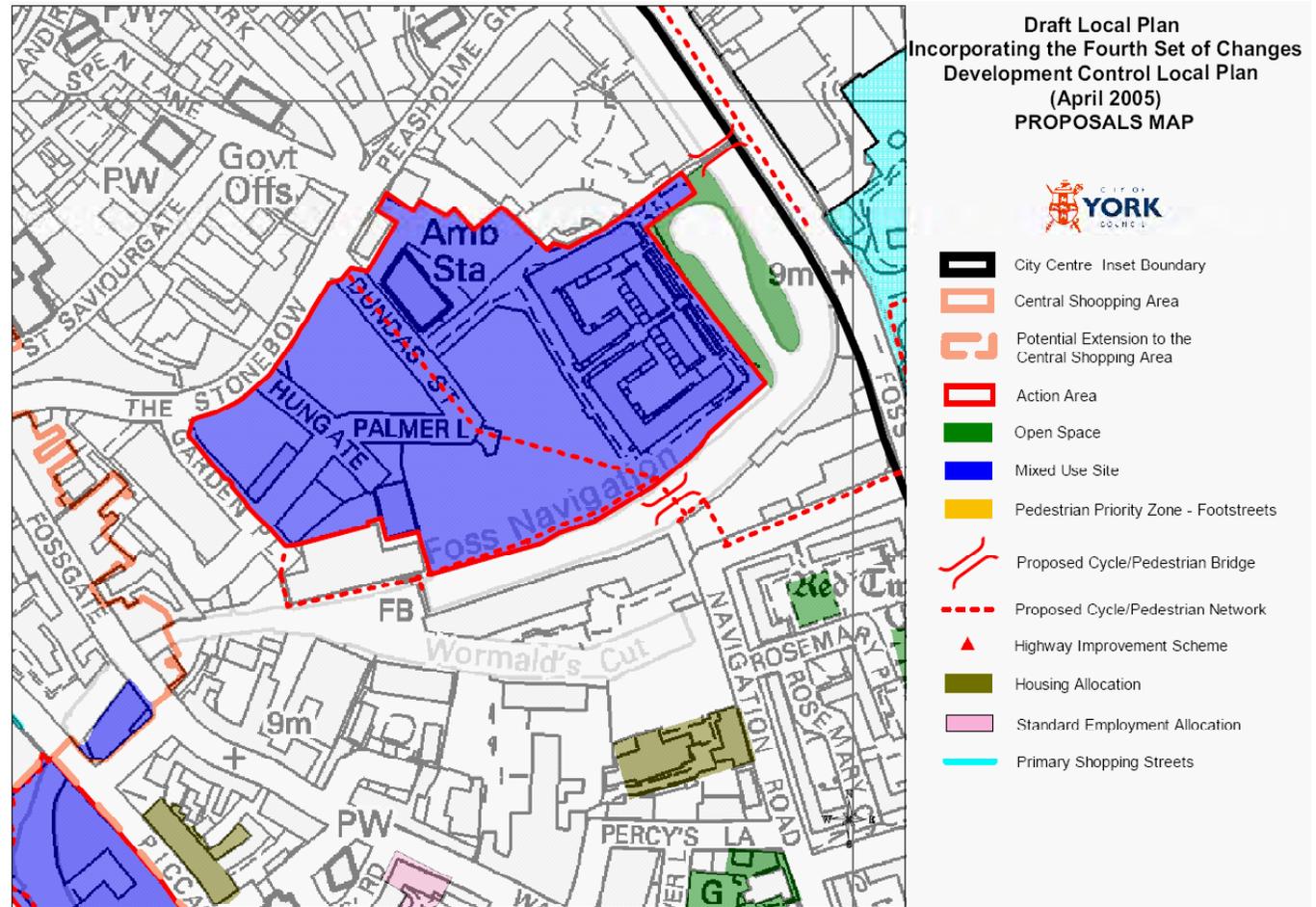
Outline planning permission has been granted for this mixed-use scheme and Phase 1 of the development has begun.

It will bring 720 dwellings, 12,000 sq m of office development and 6,000 sq m of retail.

It will include a major new square and piazza adjacent to the River Foss, as well as other community facilities.

The development provides a major opportunity to reintegrate this edge of centre site back into the City and enhance the major gateway from the east. It also provides the opportunity to better link the City to its watercourses and could provide useful pedestrian and cycling connectivity east-west along the Foss and north-south over the Foss.

It is envisaged that the internal roads will be pedestrian priority, similar in style to the footstreets.



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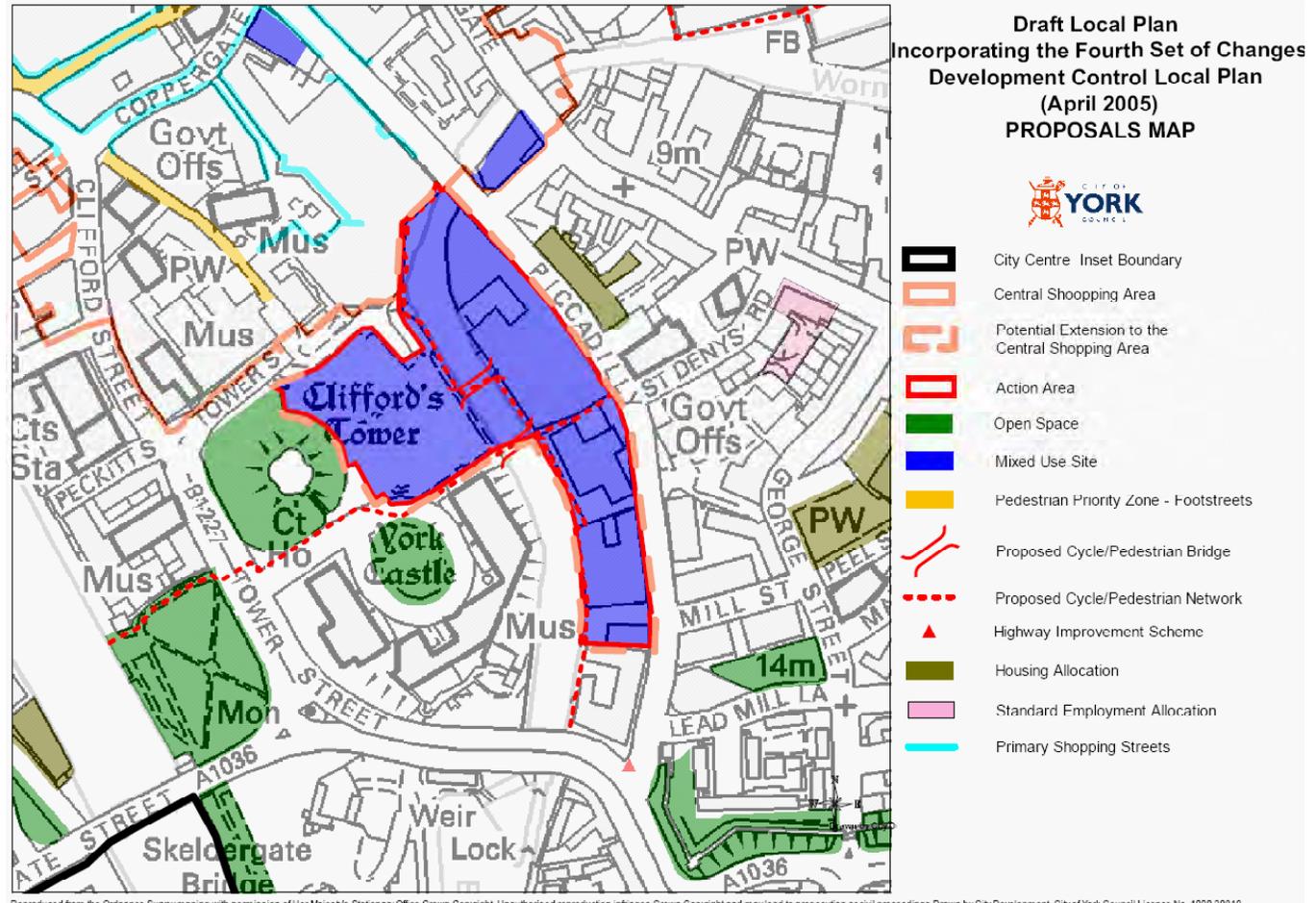
Drivers of Change

New Developments - Castle Piccadilly

Castle Piccadilly is a major development opportunity in one of the most sensitive historic environments of the City Centre which is intended to bring substantial new retail into the centre (24,000 sq m) as well as provide enhanced civic space.

This development offers potential, if well executed, to enhance the setting of Clifford's Tower, the River Foss and the Eye of York and to provide much better links from this area northwards into the heart of the City Centre.

It can also achieve good pedestrian and cycling connections east-west from the Ouse to the Foss and onwards to link with Hungate.



Drivers of Change

New Developments - York Central

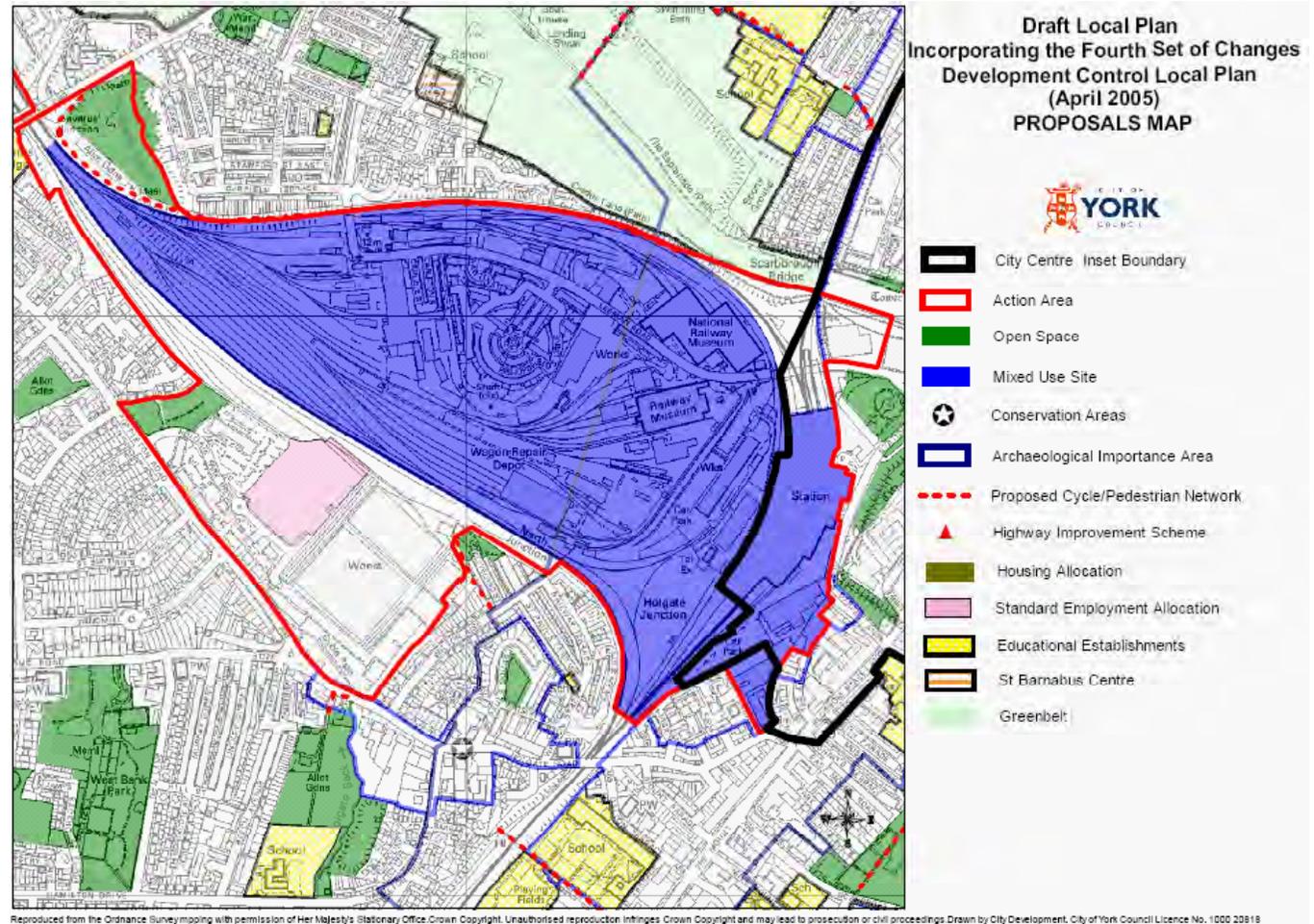
York Central is a large site which, if developed will provide a major new quarter that fundamentally changes the size and centre of gravity of York City Centre.

The following development mix is proposed for the site:

- New office quarter: 87–100k sq m B1(a);
- 20–60k sq m retail;
- 1,780 dwellings;
- Leisure / tourism uses.

The site runs into the British Sugar development site to the west, which provides a 40 hectare brownfield site, which has been earmarked for a large (1,250 dwelling) eco-settlement.

Access is extremely challenging into the York Central site which is bounded by operational railways on all sides. It will be necessary to restrict levels of car use to the site because of these access limitations. It is envisaged that the site will be served by a spine public transport route – possibly tram-train as well as bus services. Cycling and walking connections into the site, and, in particular, links towards the City Centre will be vital.





Drivers of Change Transport Policy

The new Local Transport Plan, 2011 (LTP3) articulates York's 20 year vision for transport which is:

To enable everyone to undertake their activities in the most sustainable way and to have a transport system that:

- Has people walking, cycling and using public transport more;
- Makes York easier to get around with reliable and sustainable links within its own area, to adjacent areas and cities and the rest of the UK;
- Enables people to travel in safety, comfort and security, whatever form of transport they use;
- Provides equal access to opportunities for employment, education, training, good health and leisure for all, and
- Addresses the transport-related climate change and local air quality issues in York.

Five strategic themes are identified to address York's challenges:

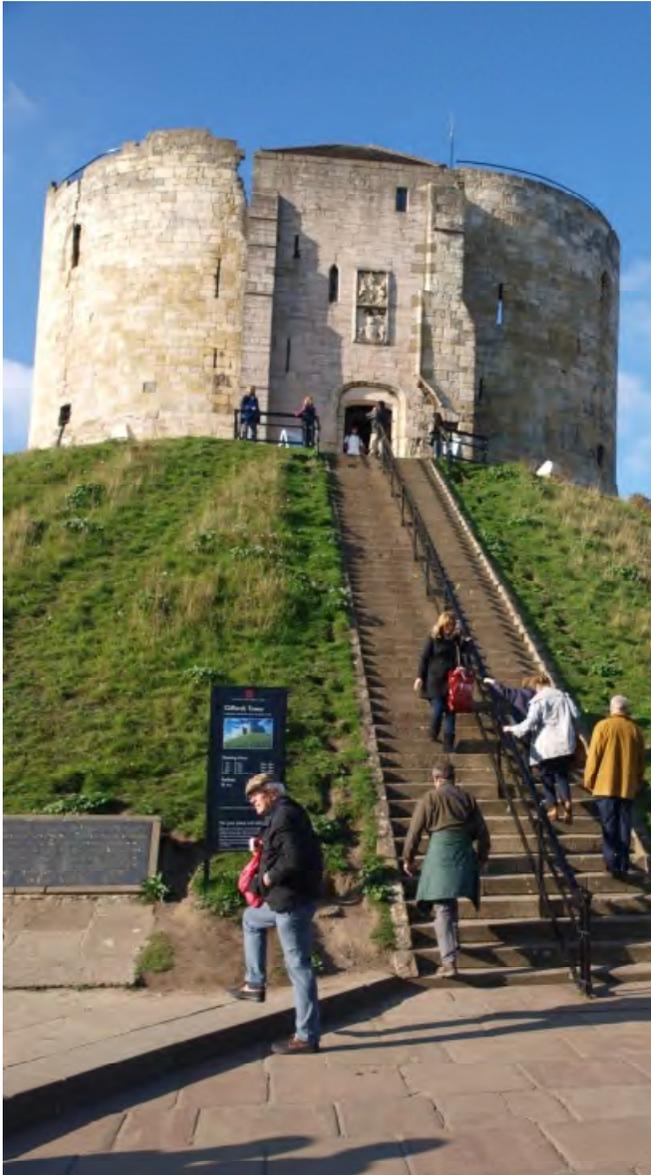
- Providing Quality Alternatives to the car to provide more choice and enable more trips to be undertaken by sustainable means;
- Improving Strategic Links to enhance the wider connections with the key residential and employment areas in and around York, and beyond;
- Encouraging Behavioural Change to maximise the use of walking, cycling and public transport and continue improving road safety;
- Tackling Transport Emissions to reduce the release of pollutants harmful to health and the environment;
- Enhancing Public Streets and Spaces to improve the quality of life, minimise the impact of motorised traffic and encourage economic, social and cultural activity.

In relation to transport's role in the City Centre, the LTP proposes promoting access by alternative modes (public transport, walking and cycling), prioritising the pedestrian within the City Centre and reducing the amount of traffic travelling through and around the Centre.

With regard to quality of the environment, an overarching Low Emission Strategy is being developed. The strategy also recognises the importance of creating a high standard of public space and endorses the aims of the New City Beautiful vision.



Defining the Ambition



The ambition is to contribute to making “York City Centre the most special in England by 2030” by managing movement effectively within the City Centre whilst providing accessibility to a diverse and growing number of users.

The City Centre already possesses the raw ingredients capable of making it the “most special place”: the Minster, City Walls, Eye of York, mature river, medieval streets and a fine, well-positioned railway station represent the ‘crown jewels’ of the city’s physical assets.

But currently this is compromised by a number of physical shortcomings in the infrastructure and the way it is managed, in particular the dominance of motor vehicles.

Protecting and enhancing the quality of place in the centre of York is critical to the tourism and knowledge-based economies and the special character of its retail offer, and movement needs to be managed in relation to this.

The City Centre is the destination and to enable people to enjoy this special place to its maximum once they have arrived – and to create the conditions for flourishing tourism and retail – priority should be given to the pedestrian and there should be a focus on enhancing the settings of the historic buildings, streets and spaces.

The City Walls should act as a clear and striking announcement of arrival in this special place, denoting “an unmistakable change of atmosphere”, as described by Viscount Esher, 1968, in “York – A Study

in Conservation”.

Therefore the Strategy should seek to offer excellent access to the City Centre by all modes, but to assert quality of place and pedestrian priority once people arrive, with the removal of through traffic and the confinement of access to the centre to only those vehicles that are essential to its economic functions.

Physical changes to the design language and the public realm should communicate this shift in priority.





Focusing the Ambition: Understanding the Different Functional Areas of the City Centre

The New City Beautiful report provides an aspirational vision for the City Centre to celebrate space and portrays a City Centre with everything inside the City Walls purged of motorised traffic. This is laudable as an inspirational 'blue sky' idea but its blunt implementation would carry with it many economic penalties for some parts of the centre and, with more thorough observation and analysis, it can be demonstrated that many of the principles of improving quality of place can be achieved without the entire removal of motor traffic. The management of motor traffic within different areas of the City Centre should reflect their different functions.

In relation to access and movement functions and needs, we see four types of area of the City Centre:

1. The historic 'heart', containing the majority of the visitor attractions and the retail core;
2. Southwest of the Ouse, containing a major area of employment and a quiet residential area;
3. North of the Foss, containing a quiet residential area and the new Hungate mixed use development;
4. Southeast of the Foss, containing a large diversity of uses including independent and secondary retail, some employment and large areas of housing;

Each area is introduced over the next pages with comment on key movement principles.



Focusing the Ambition

1. 'The Heart'

The historic core incorporates key historic buildings, visitor attractions and shopping areas, stretching from the Minster and Museum Gardens in the north, through the pedestrian centre to the Eye of York in the south, loosely in the shape of a heart.





Focusing the Ambition

1. 'The Heart'

The key aim is to promote enjoyment of this destination area by prioritising pedestrian movement and ensuring it is easy and intuitive to move around the heart on foot.

A key element of this is to overcome the negative impact that through traffic has, particularly the part of the Inner Ring Road from Lendal Bridge to Bootham Bar and the severance caused by traffic on Pavement and Coppergate which seriously impedes connections between the areas to the north and south of Coppergate.

Motorised traffic should be kept to a minimum to enable the area to function (e.g. servicing and deliveries) and to provide essential access (e.g. disabled drivers, buses and taxis).



Focusing the Ambition

2. South west of the Ouse

This area, bounded by the River Ouse on the north side and the Inner Ring Road on its east, south and west sides, contains a large area of office development, a major secondary retail street (Micklegate) and a quiet residential area.

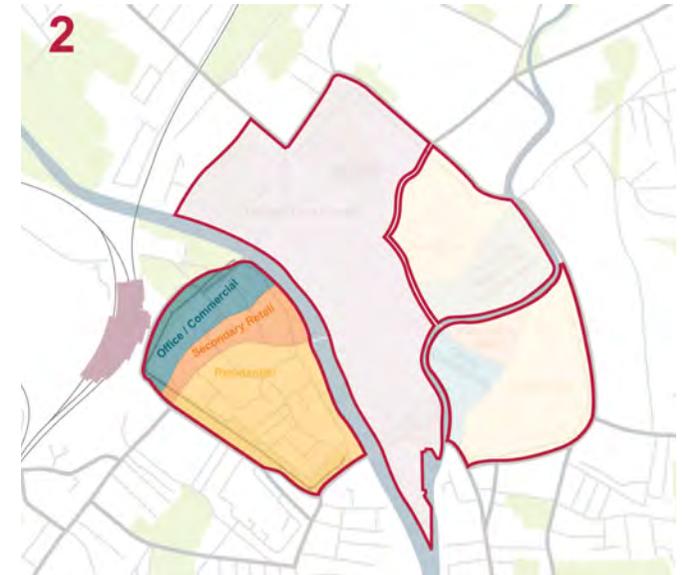
Arrival at the rail station (and adjacent bus stopping areas) is currently poor. Orientation and legibility are difficult and onwards pedestrian routes unclear and bitty.

Connectivity within the office area is poor and dominated by surface car parking.

Rougier Street – a major bus node – is an unprepossessing environment.

Micklegate is a fine street with generally limited congestion problems – partly due to the restricted access caused by Micklegate Bar. This historic bar is severely compromised by traffic and highways infrastructure. The northern end of Micklegate is poorly connected due to highways infrastructure and restricted views.

The residential area is calm and quiet, with limited traffic intrusion due to the lack of need for anything other than access traffic to enter here. The Victor Street gate is restricted to residents only.



Focusing the Ambition

2. South west of the Ouse



Our proposed approach is to manage traffic by restricting access points into this area whilst maximising access, particularly to the employment area by improving public transport, walking and cycling services and facilities alongside measures to encourage their uptake by employers and their staff.

Restrictions on traffic crossing the bridges will mean that the major access points are Blossom Street on to Rougier Street and Skeldergate. The possibility of restricting access through Micklegate Bar, to improve the setting of this historic monument and enhance the pedestrian environment should be considered in the longer-term.

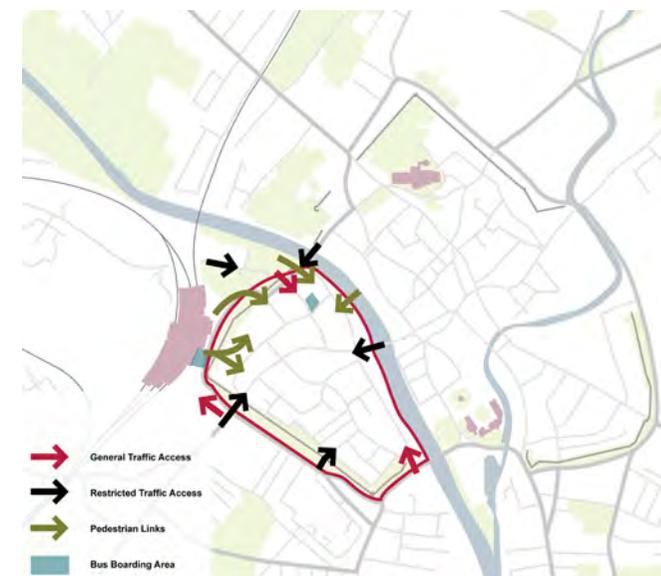
Improvements to key cycling routes passing through the area will enable more cycling trips to work to be undertaken. Enhanced public transport interchange can be provided at key bus stops on the City Centre bus spines and at the rail station, along with improved onwards pedestrian links.

Pedestrian connectivity should be enhanced more generally by providing better links across the Inner Ring Road (e.g. at Micklegate / Blossom Street), towards the 'heart' (via a new pedestrian bridge in the longer term), and from the rail station to Toft Green.

The route from the rail station under the arches and then towards the Minster along the 'inside' of the walls is currently poor and illegible but has the potential to become an attractive alternative pedestrian routing with iconic views of the Minster, Lendal Bridge and Walls.

The residential streets are ideal for walking and cycling.

The format of the streets tends to discourage high traffic speeds. In the event of rat-running (as a result of proposals restricting traffic access points), this can be solved by low cost solutions such as road closures which will make through movement difficult without limiting access to residential properties.



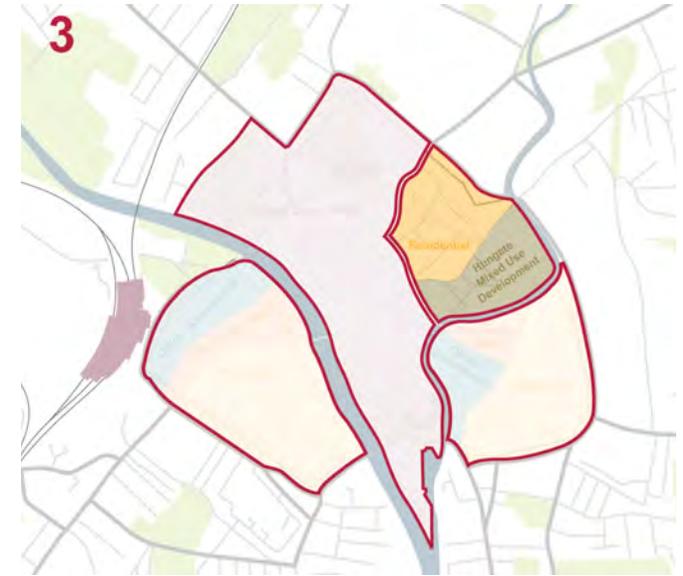
Focusing the Ambition

3. North of the Foss

The area north of the Foss contains quiet residential streets between Monk Bar and Peasholme Green and the new Hungate redevelopment to the south of Peasholme Green. This development comprises residential, retail and office development.

Access to the residential area is afforded through Monk Bar. The main general traffic access towards the City Centre is at the Peasholme Green and Inner Ring Road junction.

This entrance is highways-dominated and provides little that is distinctively 'York'. The main route into the City Centre continues through Stonebow, which provides a major bus boarding area in a constrained and unattractive environment around Stonebow House which is also planned for redevelopment.





Focusing the Ambition

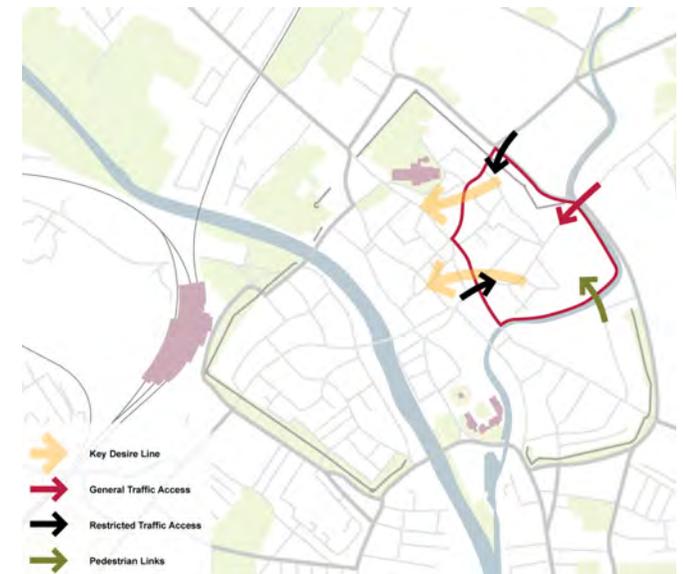
3. North of the Foss

The key aims relating to the Hungate development are to better link it with the City Centre, partly by improving pedestrian links but also by integrating the new development into the City Centre, so that Hungate blends seamlessly into the City Centre.

The redevelopment of Stonebow House may in the future help to create this seamless link into the Centre whilst enabling the quality of bus interchange and waiting to be improved here.

A new pedestrian and cycle bridge over the River Foss to connect to Navigation Road will improve permeability of the Hungate development and allow a north-south cross-City Centre cycling route to be created, avoiding the footstreets. It is also envisaged that the streets within the Hungate development will be given over to pedestrian priority in a similar style to the City Centre footstreets.

Current access restrictions to the residential area succeed in ensuring that traffic levels and speeds are low. If possible, further access restrictions at Monk Bar could improve the environment of this important historic gateway and better link it into the 'heart'.



Focusing the Ambition:

4. Area South East of the Foss

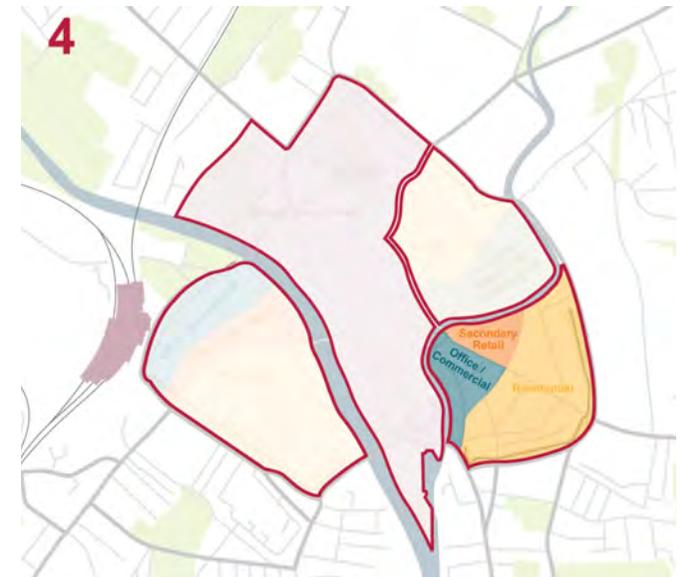
The southeast quadrant of the City Centre, is bounded by the Inner Ring Road on its eastern and southern edges and the River Foss along its northern and western edges.

It contains large areas of housing, mainly towards the edge of the area, office development primarily along Piccadilly and a secondary retail and evening economy offer concentrated on Walmgate and continuing into the City Centre over the Foss onto Fossgate. Some industry remains although many industrial buildings adjacent to the river have been retained as residential.

Much of the run-down Castle Mills area is part of the Castle Piccadilly redevelopment area which is looking to create a major new retail centre and provide connectivity over the Foss to the Eye of York and Castle area.

The major access points into this area are currently from Walmgate (an historic gateway whose setting is detracted by traffic volumes), Piccadilly and a minor access point along Navigation Road which is predominantly a residential area now.

Piccadilly and Fossgate provide bridging connections towards the City Centre over the River Foss for restricted traffic.





Focusing the Ambition

4. South-East of the Foss

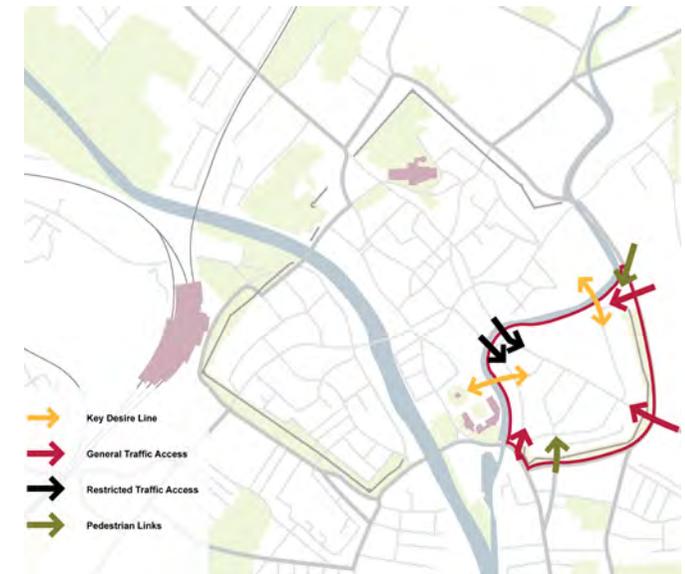
The Castle Piccadilly redevelopment offers a major opportunity to enhance this run-down area of the City Centre and to extend the City Centre to incorporate the Eye of York better.

As part of the development, new pedestrian and cycle bridging points across the Foss could connect Piccadilly to the Castle area.

As part of this redevelopment, the extensive parking along Piccadilly could be consolidated and moved further south along Piccadilly to manage traffic access better, as well as allowing the public space by Clifford's Tower to be reclaimed.

A new pedestrian and cycle bridge joining Hungate and Navigation Road will provide enhanced non-motorised connections and permeability of this area.

Whilst it would be desirable to improve the setting of the historic Walmgate Bar, traffic passing through here is reasonably light already, due to the existing restrictions on through traffic movement to north of the Foss and further restrictions might risk forcing more traffic to access the area via Navigation Road – a predominantly residential area, or Piccadilly, on an already busy section of the Inner Ring Road with limited access.







Quality of Place Objectives

Integrating the Movement and Accessibility Framework

Returning to the stated aspirations of improving quality of place, we now show how our Strategy could support some of the concepts and themes introduced by the New City Beautiful vision, as follows:

Places, Spaces and Streets

Reducing levels of through traffic and rationalising parking will allow the settings of many public spaces to be enhanced whilst reducing traffic intrusion and space given over to highways. More space can then be given over to pedestrians and the environments de-cluttered, improving legibility and connectivity within and between these spaces.

Great Street

Enhancing the space in front of the Rail Station, reducing through traffic across Lendal Bridge and reformatting Duncombe Place into a pedestrian priority area will allow this key iconic route from the Station to Minster to be made continuous and legible for pedestrian, creating a better sense of arrival at the Station and providing great views and an ability for pedestrians to enjoy them.

Walls and Gateways

The setting of the walls and historic bars can be enhanced by reducing the dominance of highway and unsympathetic highways infrastructure.

Rivers

The river corridors provide wonderful walking and cycling corridors but are currently under-utilised. As well as providing better connectivity and access to these routes, more can be made of the rivers for recreational and leisure enjoyment by developing riverside activities (e.g. cafes and bars) and activities on the rivers.

City as Park

Green spaces surrounding the City Centre can be better consolidated and connectivity between them and the rest of the historic centre improved. The idea of developing a 'Rampart Park' and linear walk around the walls will complement other elements of our strategy.

Other

In addition to these core themes of the New City Beautiful vision, the Strategy can be further enhanced by ensuring that new developments bring forward supportive measures. In particular, the Hungate, Castle Piccadilly and York Central developments provide opportunities to create or enhance major pedestrian and cycling connections as well as to make substantial public realm improvements at key places and spaces within the City Centre.

Additionally, a further objective of developing the strategy is to enhance the economic function and improve the setting of a number of important secondary retail streets, particularly Micklegate, Goodramgate, Walmgate and Gillygate.

Quality of Place Objectives

Great Places and Spaces

Integral to connecting the 'heart' of York and reasserting pedestrian priority and enjoyment of the historic core, the Strategy looks to enhance the settings of key public spaces by reducing the level of traffic intrusion in these spaces and de-cluttering them so that they be properly appreciated. In so doing, this will improve legibility, orientation and interpretation of these spaces.

These spaces include:

Primary Spaces

- Duncombe Place Minster approach, which should be reformatted into a footstreet;
- Eye of York and Clifford's Tower, where the removal of car parking will enable the creation of a major public open space;
- Footstreets: updated and de-cluttered.

Public Squares and Spaces

- Parliament Street and St Sampson's Square: decluttering and opening up for events space;
- Exhibition Square: removal of bus turning area and downgrading of highway to make a pedestrian priority area;
- St Helen's Square: removal of traffic crossing the square from Blake Street to Lendal;
- King's Square: removal of segregated carriageway and opening up of full square;
- Whip Ma Whop Ma Gate: removal of traffic from footstreets enables space to be reformatted into a small square;

- Library Square: reformatted into a public open space, rather than a car park.

Key Gathering Spaces

- King's Staith waterfront: existing pedestrian priority of this area re-asserted, possibly by making the area into a footstreet in the longer-term;
- City Screen Cinema waterfront: new pedestrian bridge to provide enhanced access;
- Coppergate Square: improving connectivity and legibility with surrounding areas.



Simple uncluttered pedestrian environment, Nytorv, Copenhagen
© James Parkinson



Great Public Space, Peace Gardens, Sheffield
© James Parkinson

Quality of Place Objectives

Great Places and Spaces



Quality of Place Objectives

Great Street

The New City Beautiful report proposes a “Great Street”, from the Rail Station to Minster and Minster onwards to Fossgate and Walmgate.

We endorse the concept of improving the key link from the Rail Station to the Minster and we show some key ideas opposite.

In respect of the proposed further link from the Minster to Fossgate and Walmgate, we consider that there is no one ‘Great Street’ but a series of high quality streets. Part of the joy of York is the intensive network of medieval streets and being able to explore and navigate intuitively.

So instead, we believe that ‘The Heart’ should be fully pedestrianised and pedestrian connectivity enhanced by providing continuous level walking surfaces in a decluttered environment, which aids legibility and, crucially, provides the incentive to continue southwards towards Fossgate, Piccadilly and the Eye of York.



1



3



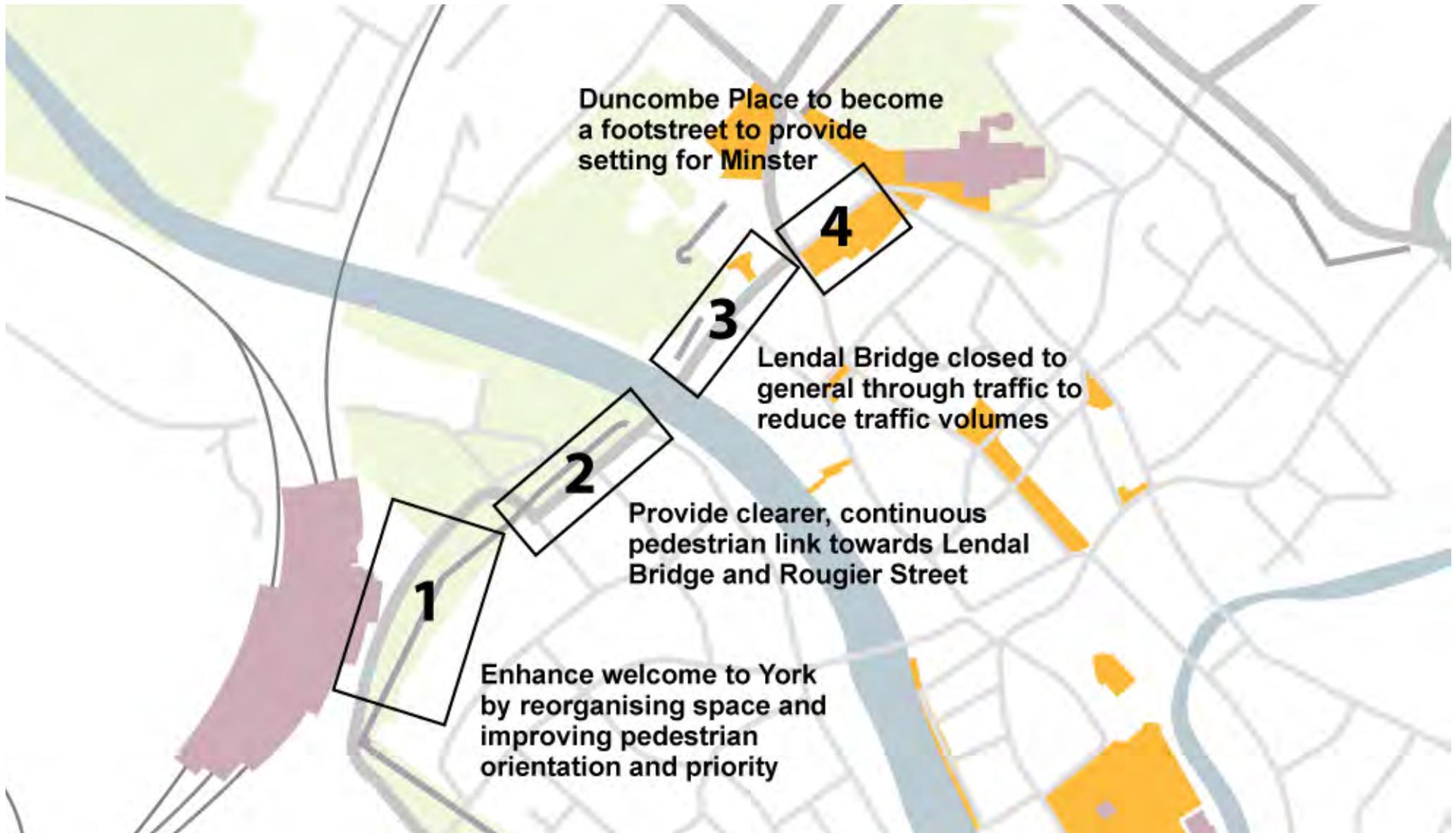
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4

Quality of Place Objectives

Great Street



Quality of Place Objectives

Walls and Gateways

The Walls provide a striking announcement of arrival in this 'special place'. Moving through the Walls should denote the 'unmistakable change of atmosphere', as referred to by Esher.

The settings of the historic gateways need to be improved to provide this striking announcement.

Bootham Bar and Micklegate Bar both have some traffic passing under the historic medieval structures and the environment around these bars is severely detracted by highways infrastructure.

Highways infrastructure and vehicle access also compromise Monk Bar and Walmgate Bar. The settings of the Walls is also compromised by highways and other infrastructure in places, such as the Queen's Street flyover which reduces the impression of the height of the Walls and the car park on Nunnery Lane abutting the Walls.

The Strategy should seek to improve the settings of these historic gateways to provide this 'striking announcement' of arrival. If possible, motorised access through the historic structures should be reduced and views of the bars opened up by removing excessive highways infrastructure.

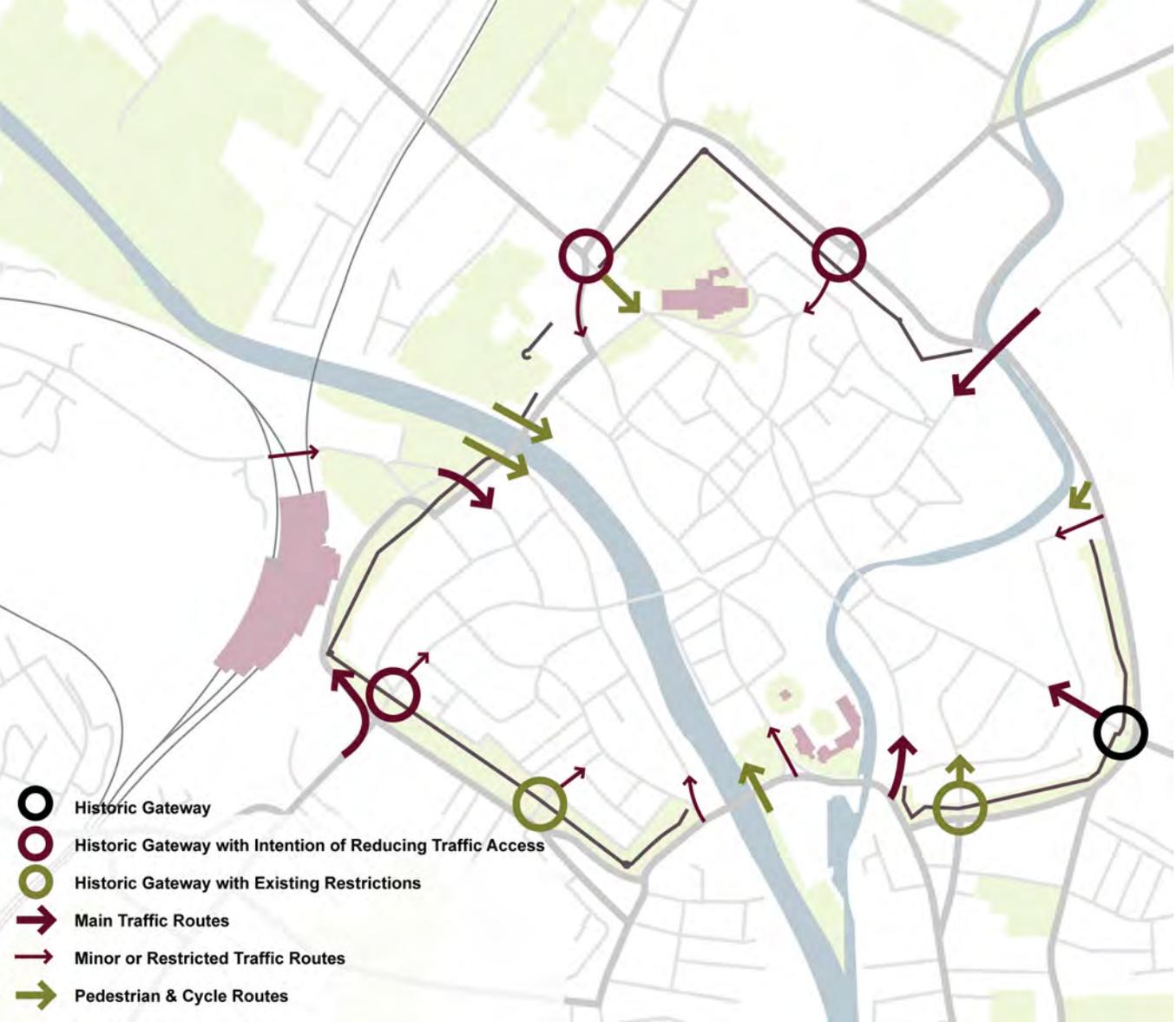
Equally, the settings of the Walls could be enhanced through development of the 'Rampart Park' and through reducing traffic and highways intrusion close to the Walls.

The setting of more modern gateways into the City also needs to be improved, most notably, the Rail Station entrance and the Peasholme Green entrance on the east.



Quality of Place Objectives

Walls and Gateways



Quality of Place Objectives The Rivers

The rivers, particularly the Ouse, are wonderful assets that are not currently used to their optimum. First of all, they provide a major opportunity for providing attractive pedestrian and cycling access corridors into the City Centre. Second, there is an opportunity for more activity to be focused on the river banks and on the river itself. Whilst pedestrian and cycling access along the Ouse is excellent north of Lendal Bridge and south of Ouse Bridge, opportunities should be used to improve access between Lendal and Ouse Bridges and for any redevelopment that occurs here in the longer-term to address the river and to provide further leisure and recreation opportunities.



Quality of Place Objectives

The Rivers



The Castle Piccadilly redevelopment offers a major opportunity to reveal the Foss and to incorporate pedestrian access along here, as well as for new development to address the river.

New pedestrian bridges could improve permeability of pedestrian access, such as those planned for the Foss as part of the Hungate and Castle Piccadilly developments.

A pedestrian bridge between Lendal and Ouse Bridges could provide much better connections between the office quarter and 'The Heart', as well as a vantage point to enjoy the river and historic bridges.

York Central will require enhanced access across the Ouse to the historic centre in the longer-term.

Restrictions on general traffic on Lendal and Ouse Bridges will significantly reduce traffic flows over these bridges, affording a calmer environment to appreciate the special setting of the river.

Opportunities should be sought to promote activity next to the river, such as expanding and enhancing the recreational areas on the northeast bank of the Ouse by City Screen and at King's Staith.

Similarly, enhancements to the pedestrian corridor along the southwest bank between Lendal and Ouse bridges should be sought in the event of any redevelopment proposals emerging here.

The continued use of the Ouse for tourist activity, such as river cruises, should be encouraged and promoted.



Quality of Place Objectives City Parks

The City Centre is a dense urban form with limited greenery, but with a series of green spaces around the centre which provide recreational spaces, settings for historic buildings and useful pedestrian and cycling corridors.

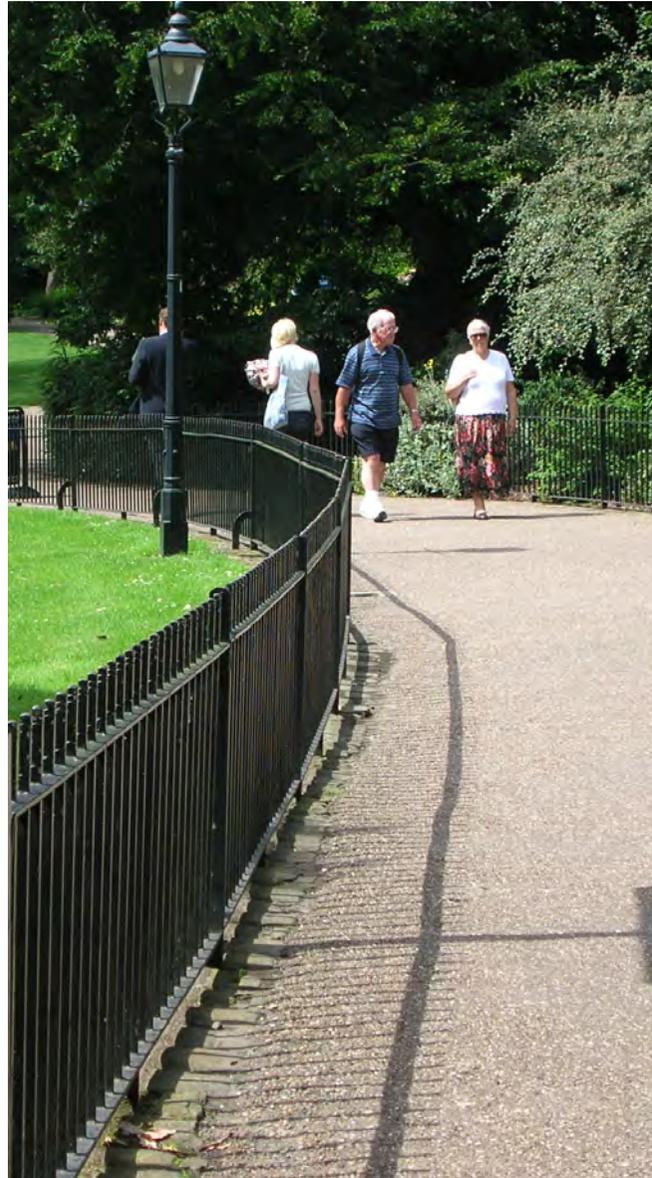
These areas could be better connected with the Centre and consolidated into larger green areas and corridors, as envisaged in the New City Beautiful vision.

The Strategy seeks to support some of these ideas of making more of these assets.

The fine Museum Gardens could provide enhanced connectivity and legibility to the attractions in this area (Art Galley, Kings Manor, Museum, St Olave's Monastery), as well as a better connection with the river and towards the historic centre.

To the south of the river, the Memorial Gardens are currently poorly connected 'dead spaces' severed by a spur of Leeman Road. These could be brought together and linked better to the river, as well as potentially with the Museum Gardens to the north.

St George's Field is currently a tarmacked area of car and coach parking. The setting of the north-south pedestrian and cycle link along the Ouse could be enhanced by shielding it from the car park behind along with better connectivity towards the Eye of York through the Tower Street riverside gardens. The area around the confluence of the Ouse and Foss could be greened to enhance this important. A walking link along the Foss to access Piccadilly would significantly enhance pedestrian connectivity across the Inner Ring Road, as well as 'bringing into play' the industrial

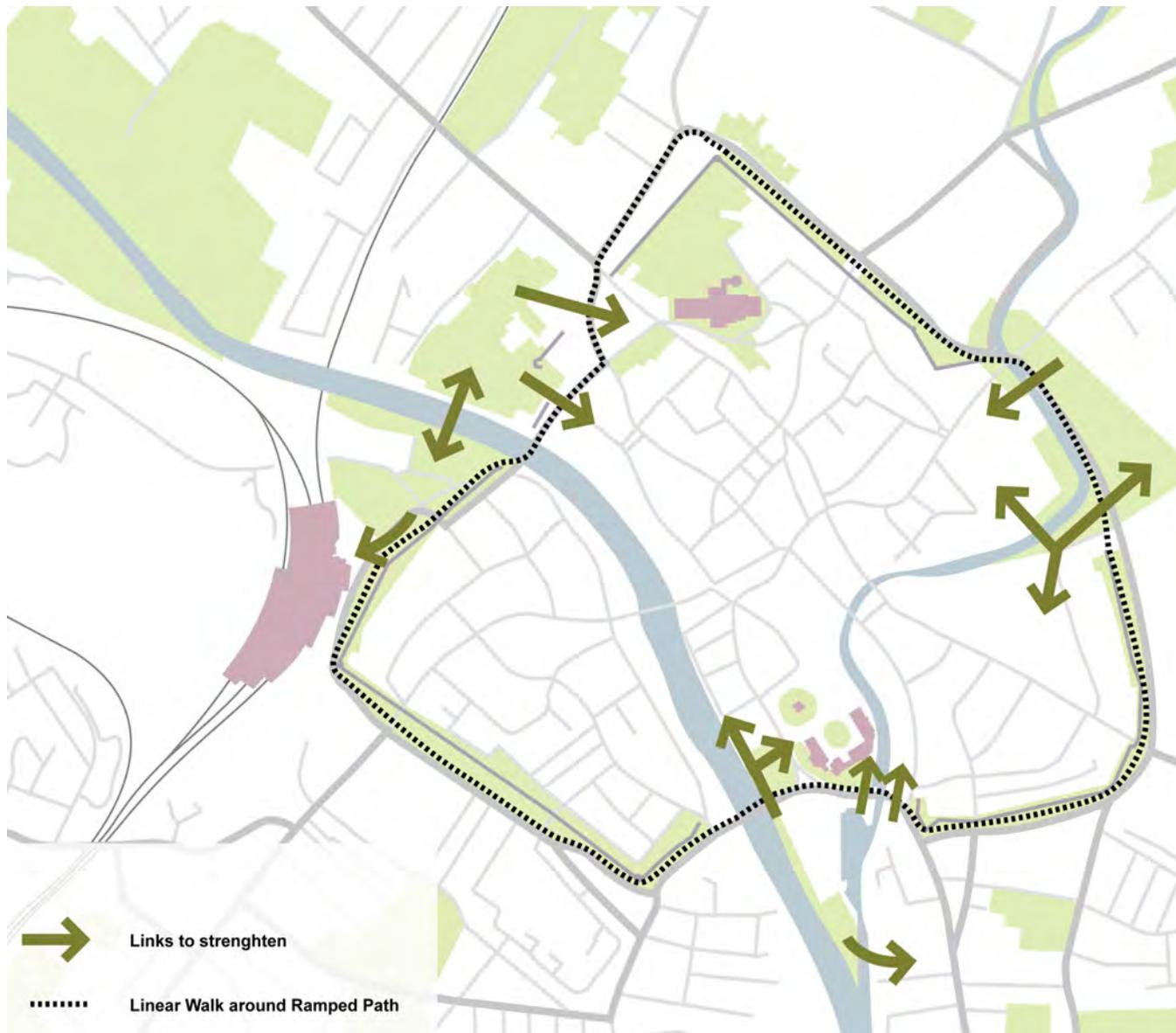


Quality of Place Objectives City Parks

heritage of the Foss Basin and flood barriers.

Future development around Layerthorpe could help to green this low-grade environment and improve links with the Foss Islands link.

Creating a Rampart Park and linear walk by enhancing the settings of the Walls would provide a good recreation option and connectivity between green areas.



Bringing it All Together

We have argued that protecting and enhancing quality of place should be the key driver for York City Centre.

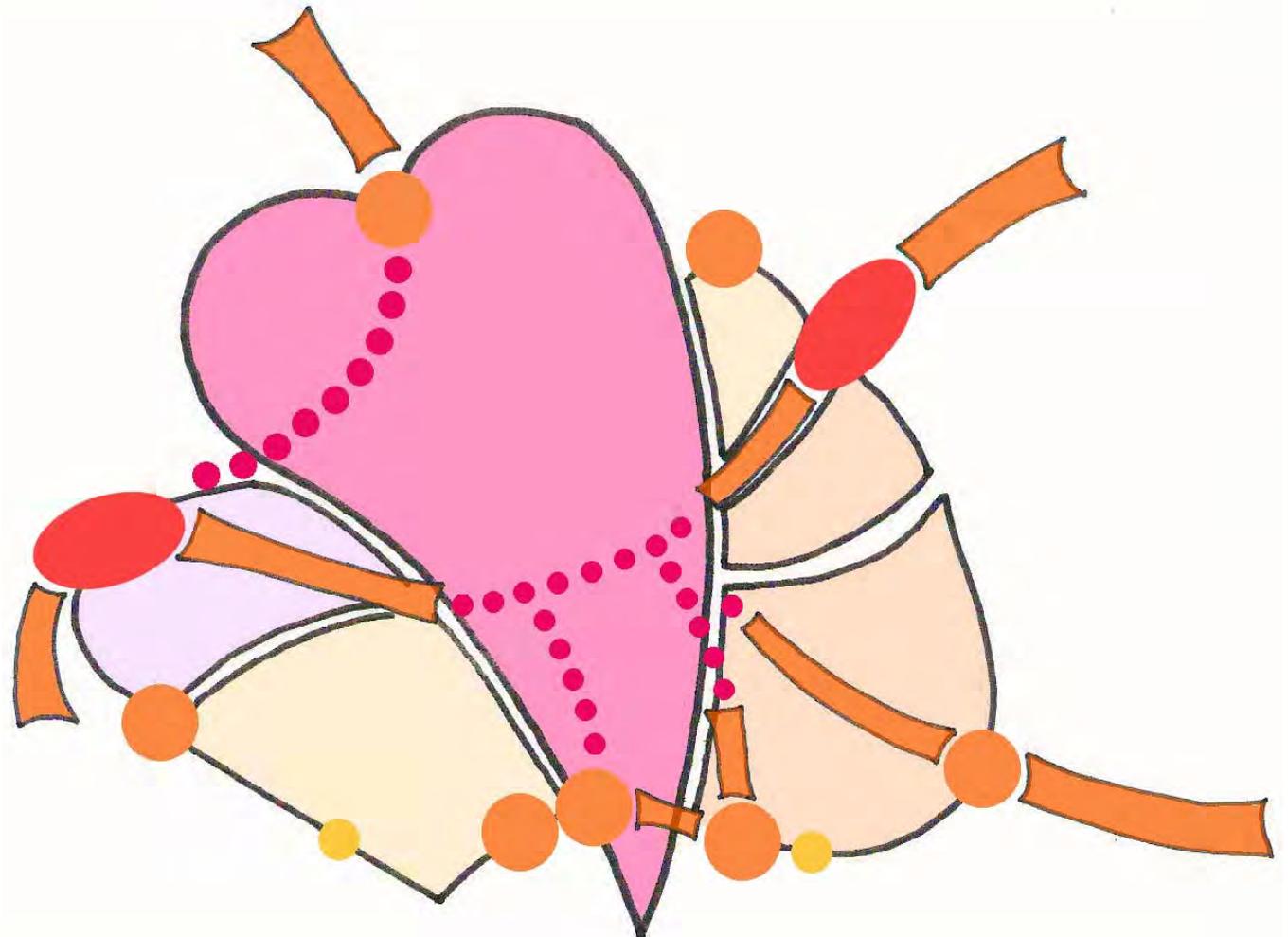
We have identified 'The Heart' where the pedestrians should be prioritised and traffic intrusion managed to a minimum, as well as a series of functional areas around this 'heart' and access and movement needs for these areas.

We have also identified a range of places, spaces, links and gateways where there are opportunities or needs to enhance the quality of place.

This leads us to establishing the following principles for managing access and movement:

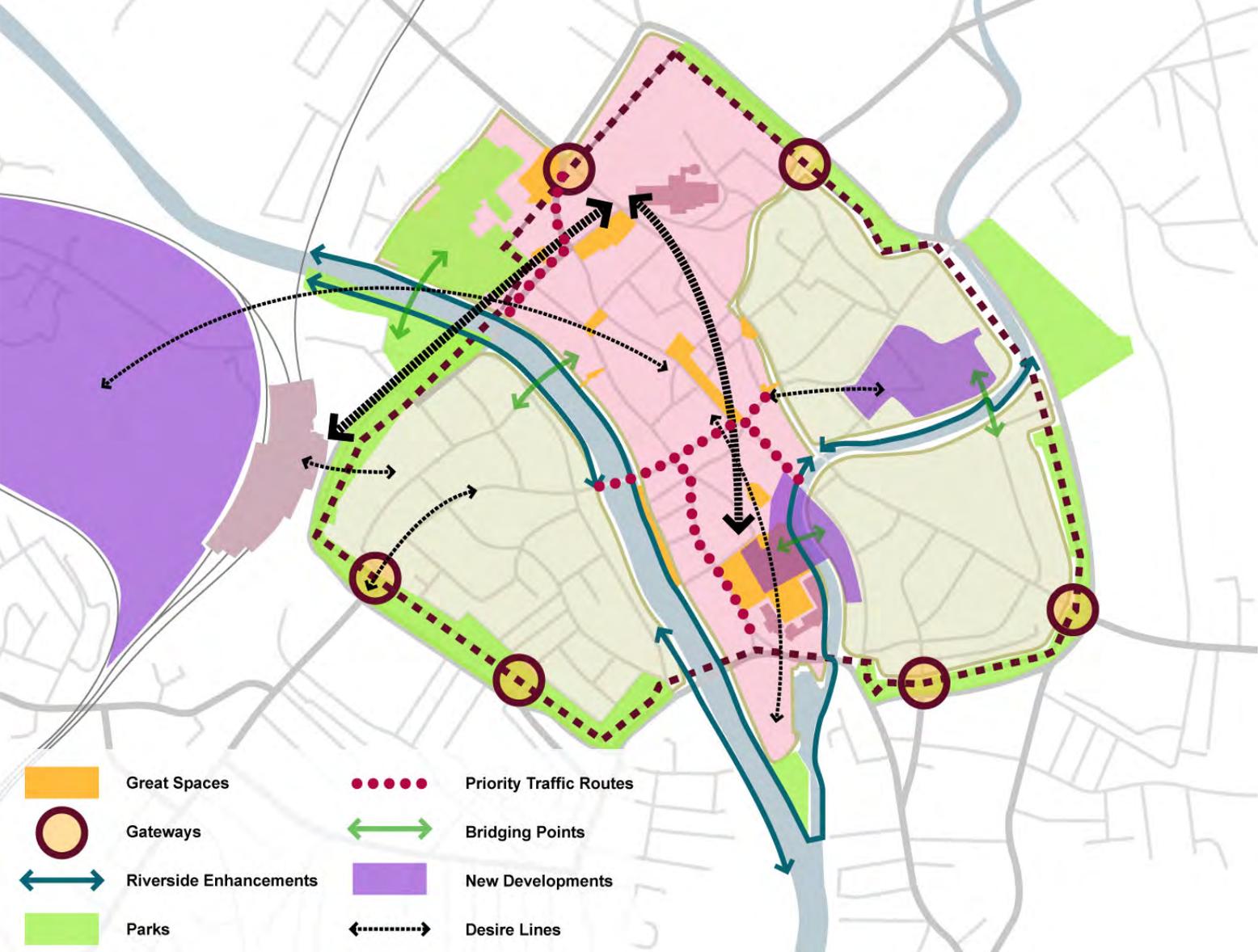
- Pedestrian priority in the 'heart', providing improved connectivity and legibility throughout this historic core;
- Removal of through traffic from the 'heart' with managed access provided for essential traffic;
- Traffic cells allowing general traffic into different parts of the City Centre – and leaving by the same cells;
- Maximise access via public transport, walk and cycle to manage demand for car-based trips
- Intercept car-based trips at ring of parking at edge of City (Park & Ride) and edge of centre
- Make the whole of the City Centre a 20 mph zone and a Low Emission Zone.

Our proposals for implementing this approach are developed out in the next section of the report.



Bringing it All Together

Composite Diagram



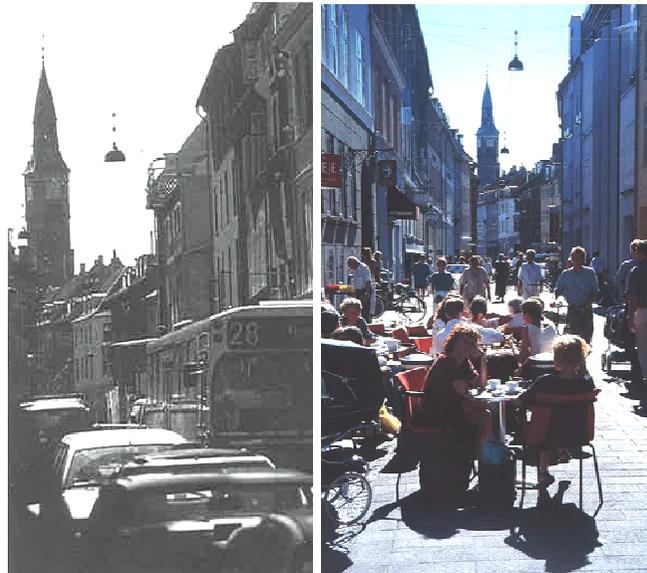
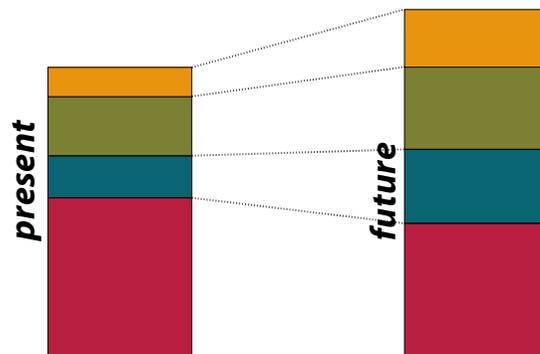
Rationale and Justification for Approach

Justification for the Approach

The philosophy behind this approach is that improving the quality of place will increase the demand for people to come here in order to enjoy the environment around them.

Access therefore needs to be managed by enhancing walking, cycling and public transport links to the City Centre, whilst restricting the amount of priority and space given over to motor traffic.

In this way, the anticipated growth in trips to the City Centre can be managed by growing the market share of sustainable modes whilst managing – and reducing – reliance on the car, as illustrated schematically below.



before after

Precedent:

Copenhagen's long-term pedestrianisation

Copenhagen has pursued a long-term policy of pedestrian priority and restricting car access and reducing car parking spaces. As the City Centre has become a higher quality place in association with these measures, so the number of visitors to the centre has increased, despite access by car becoming more difficult and expensive. Instead, many more people are walking, cycling and using public transport



Photos showing Strødet before and after pedestrianisation and Strøget, Copenhagen from "Public Spaces, Public Life", Gehl, J. & Gemzøe, L. (2004)



York City Centre Movement and Accessibility Framework

3
Detailed Proposals





Detailed Proposals for Managing Access and Movement by Mode and by Issue

In this section, we develop the principles of the strategy into proposals for managing access and movement in relation to key issues and modes, as follows:

- Footstreets;
- Traffic management;
- Servicing and deliveries;
- Disabled access and parking;
- Parking;
- Bus and Park & Ride services;
- Cycling;
- Pedestrian access;
- Taxis and private hire;
- Coach access and parking;
- The Rail Station “Gateway”;
- Tourist buses;
- Information and promotion.

For each issue, we provide the following:

- Background;
- Issues to address: problems with current and future provision that we seek to overcome;
- Strategy approach: explanation for how the issue fits into our strategy vision and the principles of our proposed approach
- Detailed proposals: specific proposals for taking forward this element;
- Further work: identifying actions that will be needed to develop this area.



1. Footstreets

Background and Issues to Address

Background

When introduced in 1987, York's footstreets were pioneering and inspired many other cities to follow suit. Despite initial hostility, they have proved successful and popular and there have been calls to expand the network of footstreets further. The New City Beautiful vision suggests that in the long-term the whole of the City Centre should effectively become footstreets, with motorised traffic significantly restricted.

Issues to Address

But the footstreets now appear tired and dated and suffer a number of problems which this strategy should seek to address:

- In many cases, the highways infrastructure has not been modified to reflect the footstreet designation and so many of the streets do not 'feel' like footstreets. In some cases, large volumes of pedestrians occupy narrow footways, with a large amount of the street given over to highway;
- Materials and street furniture are inconsistent, much is old and in a poor state of repair and adds to clutter;
- The inconsistency and clutter undermines legibility and ease of navigating around central York;
- The current hours of operation (in terms of time of day and day of week) and access permissions are different for different streets and cause confusion and add to clutter in terms of signing;
- Some of the streets suffer from high levels of

vehicle intrusion (authorised and unauthorised) throughout the day and there is a high level of servicing and deliveries during footstreet hours;

- Whilst disabled badge holders are allowed in during the restricted hours, many other vehicles appear to ignore the restrictions;
- Regulations appear not to be actively enforced. The split of responsibility between City of York Council for parking enforcement and the Police for moving traffic offences makes effective enforcement more difficult.



Coney Street, before and after becoming a footstreet



1. Footstreets

Strategy Approach

We propose the following approach to enhancing the footstreets to support our broader Movement and Accessibility strategy.

We do not advocate converting the whole City Centre (as defined by the Walls) is too large and has too diverse a range of functions to remove traffic entirely.

- Expand the network of footstreets to embody the 'Heart', in particular linking the historic area south of Coppergate to the existing footstreets to the north;
- Extend and standardise the hours of operation;
- In the long-term look to exclude all motor traffic during the hours of operation, with the exception of essential, authorised operational needs (e.g. emergency vehicles). Preferential disabled parking to be provided at edges of the zone (see section on disabled access and parking);
- Reduce levels of service traffic in the zone through the development of a Delivery and Servicing Plan (see section on servicing and deliveries);
- Declutter the footstreets and improve appearance, function and legibility by minimising signing and lining in association with simplified access arrangements and consolidating and updating street furniture;
- Over time, upgrade the streets and public spaces within the zone to consistent style of shared surfaces;
- Develop a public realm strategy and design guide

to assist in the above;

- Devise and implement an operational regime to effectively enforce and manage the above.



1. Footstreets

Detailed Proposals

Our detailed proposals are as follows:

- Expand hours of operation to 10am and 5pm, seven days a week, as per recommendations in the Footstreets Review.
- Explore possibility in longer-term to remove vehicles during the late afternoon and evening peak, such as 11am-7pm. This could enable deliveries to avoid the morning and evening peaks, to keep vehicles out of the footstreets during the busy later afternoon period, (as opposed to the less busy 10am-11am period) and assist with the transition to the evening economy;
- Incrementally expand the footstreet zone so that it incorporates all of the central 'Heart of York' streets:
 - In the short-term, Fossgate, as per Footstreets Review recommendations;
 - In the medium-term: Duncombe Place and Deangate;
 - In the longer-term, the Tower Street spur in front of the Hilton, King St, King's Staith, Cumberland St and Lower Friargate to become footstreets.
- The majority of footstreets in the new Hungate development to be laid out as footstreets;
- In the longer-term, look to remove all traffic from footstreets during the operating hours, with access to servicing, taxis and cyclists outside operational hours;

- For proposals for disabled access and parking, refer to part 3 of this section;
- City of York Council to take on responsibility for moving traffic offences in due course, subject to legislation, so that enforcement of all traffic management issues can be undertaken by one body;
- Introduce a revised street maintenance and cleansing regime and refuse collection regime utilising suitably sized vehicles for the constrained historic footstreets and ensuring that zone is kept tidy throughout the day and in advance of the evening economy period;
- Designate whole area as a pedestrian zone and reduce and remove signing and lining in association with clearer regulations;
- Develop a Public Realm Strategy and Design Guide to provide guidance on how to improve key streets and spaces and to provide guidance on the adoption of high quality street furniture and materials to suit the historic environment;
- Over time, update the layout and design of all key streets within the footstreet zone, including reformatting into level shared surfaces and reducing, consolidating and updating street furniture and signage. The presumption should be in favour of shared surfaces, with the possible exception of streets which are retaining greater levels of traffic access (such as disabled access routes in the shorter-term and routes where taxis are allowed in the longer-term) or with special

conservation / public realm requirements;

- Investigate the potential for closing certain streets completely to motor traffic (with servicing at either end), such as Stonegate, High Petergate (from BoothamBartoDuncombePlace)andtheShambles to protect these sensitive environments;
- Undertake a full signage audit and develop a signage strategy;
- Develop a Delivery and Servicing Plan to assist retailers with management of the revised footstreet operations (refer to part 4 of this section on Servicing).

Further Work

- Investigate opportunity for taking over moving traffic offences powers from Police in association with devising an appropriate enforcement regime;
- Develop an Access Plan in consultation with disabled access groups (see part 3 on disabled access and parking);
- Develop a Public Realm Strategy and Design Guide (see Section 4 for our suggestions on content and scope);
- Undertake a full signage audit and develop a signage strategy;
- Develop a Delivery and Servicing Plan in consultation with City Centre retailers to manage servicing and deliveries within the footstreet zone (refer to part 4 of this section on Servicing).

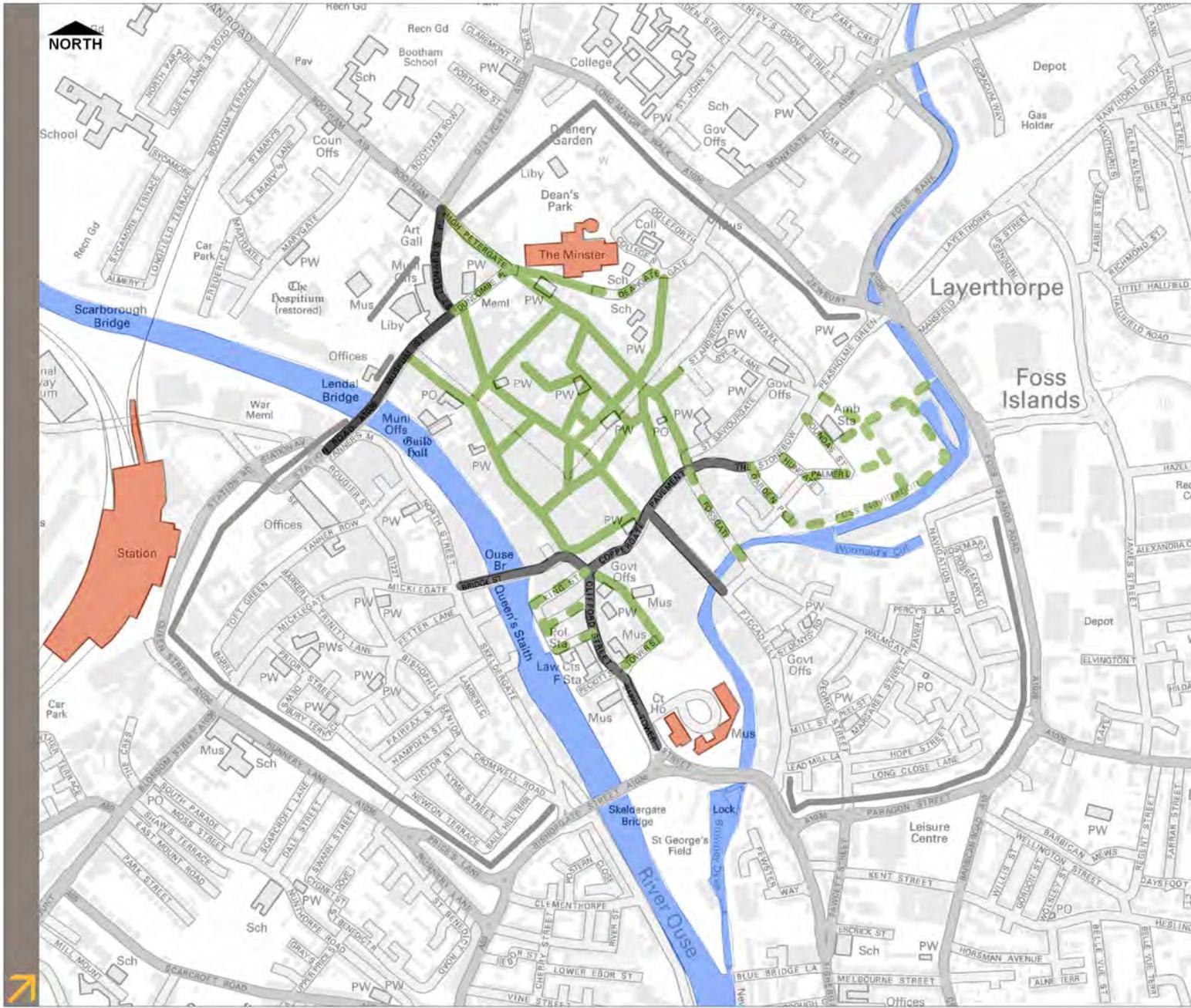


Figure: 2

Client:
City of York Council

Project Title:
York City Centre Movement
and Accessibility Framework

Drawing Title:
Footstreets Proposals

Project ref:
NEA6074

Key:

-  New Footstreets
-  Footstreets
-  Priority Traffic Routes



W: www.jmp.co.uk
E: leeds@jmp.co.uk

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1. Footstreets

Shared Space Precedent

Detrafficking the footstreet zone and key public squares and spaces will enable many of these areas to be made into shared spaces. This brings a number of benefits.

First of all, de-cluttered shared surfaces provide easy access for all, including disabled users (as long as there is no traffic, or any remaining traffic is managed appropriately).

Second, it creates a more enjoyable and legible environment for shoppers and visitors to spend time in.

Third, it allows more flexible use of space for on-street activities such as outside seating at cafes, as well as for events and for supporting a broader range of activities for the evening economy.

Over time, a body of evidence has grown showing the economic benefits of enhancing pedestrian provision and the pedestrian environment in City Centres. When York first introduced its footstreets, it was shown to have a positive benefit on City Centre retail trade. Research in London shows that people on foot spend more in town centres than people who arrive by car¹. The recent reallocation of roadspace in Queen Street, Camden has been shown to have had a positive impact on the local economy².

1: Walk This Way: Making walking easier and safer in London, London Assembly, 2010

2: JMP 'Before' and 'After' study of Great Queen Street, Camden for the Clear Zone Partnership, 2011



New York, Broadway: temporary remaking of section of the street as a shared space © Tina Saaby



Great Queen Street, Camden, before (above) and after (below). The reallocation of roadspace has been shown to have significantly boosted local economic activity. © London Borough of Camden



Clear pedestrianised area in London boosting outdoor activities © James Parkinson





2. Traffic Management

Background, Issues to Address and Strategy Approach

Background

In order to regulate traffic movement to and through the City Centre, the strategy develops a range of proposals for managing access by motor vehicles.

Issues to Address

Existing problems include:

- Traffic intrusion in sensitive environments (levels of traffic and dominance of highways infrastructure), such as:
 - The route of the Inner Ring Road from the rail station to Museum St to St Leonard's Place which leads to a large volume of through traffic passing through one of the most important public spaces;
 - Traffic passing through some of the historic bars such as Micklegate Bar, Bootham Bar, Monk Bar and Walmgate Bar.
- The volume of general traffic passing through the centre causes congestion and conflict with bus, pedestrian and cycling movements;
- Poor air quality due to congestion and traffic levels which has led to the designation of an Air Quality Management Area and identification of several areas where emissions exceed standards;
- Abuse of existing traffic restrictions (e.g. 40 traffic offences reported in Coppergate in 90 minutes in early 2011*1).

* 1: see http://www.yorkpress.co.uk/news/8845442.40_drivers_fined_in_York_traffic_crackdown/

Strategy Approach

Our overarching approach is to promote York City Centre as a destination and arrival point rather than for movement of through traffic and to manage levels of demand for car access by maximising ease of access by foot, bicycle and bus.

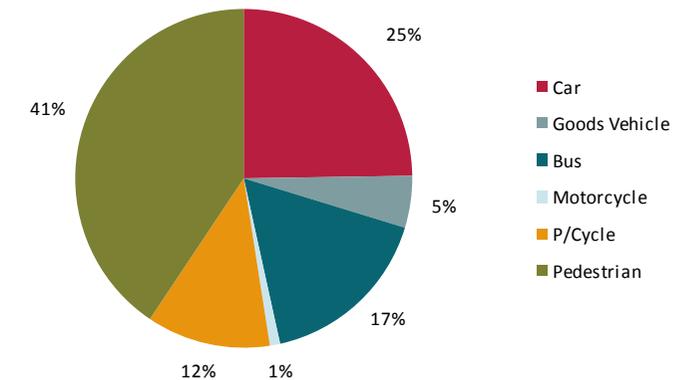
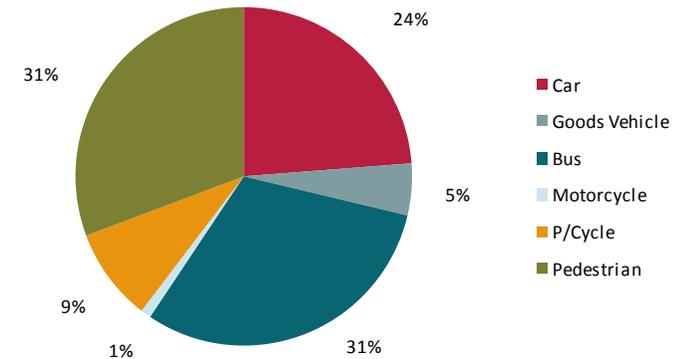
The City Walls should denote a "change of atmosphere" where you have arrived in a special place where vehicular movement is de-prioritised in relation to pedestrian movement and celebration of quality of place.

We propose to reduce general through traffic movement through the centre to a minimum by designating a series of traffic cells that allow vehicular access into parts of the City Centre but do not permit through movement during the key daytime periods (e.g. 7am to 7pm).

Buses will continue to enjoy access through the 'heart' of the City Centre in order to play its role in accommodating growing demand for access to and through the City Centre.

Car-borne visitors to the Centre will be intercepted by a complete ring of Park & Ride sites at the edge of York and an inner-ring of car parks at the edge of the City Centre.

Consideration should be given to designating the City Centre (as defined by the City Walls) or the 'Heart' and footstreet zone as a Low Emissions Zone.



The pie charts above show the mode splits of traffic crossing the Ouse and Lendal Bridges in the morning peak, in terms of numbers of people (based on assumptions of average car and bus occupancies). It shows that pedestrians are the most important mode, whilst private traffic represents a quarter of all person movements and the highways space should be adjusted to account for the requirements of pedestrians.

2. Traffic Management Detailed Proposals

Our detailed proposals are as follows:

- Creation of a number of traffic cells allowing access into different parts of the City Centre (see map overleaf), but preventing through travel through the 'heart' of the City, namely:
 - Southwest of the Ouse, with access in from Blossom Street and Skeldergate Bridge and restricted access at Victor Street, Micklegate and Leeman Road;
 - North East Quarter from the north bank of the Foss to Monk Bar, with access in via Peasholme Green and restricted access at Monk Bar;
 - South East Quarter, bounded by the Inner Ring Road and the Foss, with access in via Piccadilly and Navigation Road and Walmgate Bar.
- Priority traffic routes allowing restricted access through the 'heart' for buses, taxis and cyclists (and service vehicles outside footstreet operational hours). These streets should be reformatted to clearly signal that they are for restricted traffic only.
- The two priority traffic routes are:
 - Lendal Bridge to Bootham Bar via Museum Street and St Leonard's Place. Based on existing traffic counts, this would lead to a reduction in motor traffic crossing Lendal Bridge of about 80% during footstreet operational hours and about 70% at other times;
 - Ouse Bridge through Coppergate and Pavement to Stonebow, as well as Piccadilly

north of the Foss, Merchantgate and Tower Street (but with access for residents and businesses). Based on existing traffic counts, this would lead to a reduction in motor traffic crossing Ouse Bridge of about 80% during footstreet operational hours and about 60% at other times.

- Leeman Road: It is proposed to restrict general traffic from using Leeman Road and Marble Arch by installing a traffic control system just beyond the National Rail Museum entrance. (Residents of St Peter's Quarter may be given exemption, in the same way residents in the south of the City Centre gain access via Victor St);
- Reduced general traffic access through some of the historic bars in association with creation of these traffic management cells, namely:
 - Micklegate to allow traffic in only, enabling traffic dominance to be reduced at the junction and motor traffic to be removed from under the historic gate;
 - Bootham Bar to have no traffic through, with High Petergate (between Bootham Bar and Duncombe Place) fully de-trafficked (and servicing and deliveries provided at either end);
 - Monk Bar to allow residential and service traffic in only, enabling removal of traffic signals and signs around Monk Bar (with residential traffic exiting via Aldwark and Stonebow and servicing traffic exiting via Colliergate

outside core footstreet operational hours). The feasibility of closing this gate entirely to motor traffic should be investigated.

- Car parks to be conveniently located at the edges of the centre intercepting car-borne visitors and providing high quality walking links into the core footstreet zone (see part 5 on parking);
- Preferential car parks provided for disabled users at the edges of the footstreet zone (see part 4 on disabled access and parking);
- 20 mph zone within the City Walls;

Proposals should be implemented on a trial basis to enable users to experience and get used to scheme elements, and to allow modification or refinement of scheme components before expending significant sums on them.



2. Traffic Management Detailed Proposals

Enforcement

The traffic management proposals will require effective enforcement of the footstreets and the Priority Traffic Routes. City of York Council will need to consider the most appropriate mechanisms for ensuring compliance with the proposals. These could be:

- Lockable bollards for the footstreets (which are manually closed and opened at the beginning and end of footstreet hours);
- Physical enforcement on the Priority Traffic Routes through the use of rising bollards, though they require significant signage and turning facilities for vehicles that mistakenly enter the zone;
- Camera enforcement on the Priority Traffic Routes and within the footstreet zone, though this incurs some visual intrusion, or use of bus cameras for enforcement;
- Manual enforcement by traffic officers;
- Potential complementary use of City Centre Ambassadors to provide 'friendly' advice about regulations as part of their job primarily focused on welcoming and assisting tourist visitors.

Urban Traffic Management Control

The changes to traffic access will have a significant impact on traffic flows in and around York City Centre.

Whilst modelling of these proposals will need to be undertaken, York's UTM and SCOOT system will need to be utilised to optimise traffic flow along the Inner

Ring Road and on junction approaches to it.

Function and Operation of Inner Ring Road

The New City Beautiful and other documents have raised the idea of 'de-commissioning' the Inner Ring Road and converting it to a series of local streets rather than seeking to accommodate major flows around the centre of York.

We have taken the view that the section of ring-road from Lendal Bridge to St Leonard's Place is inappropriate for operation as a ring-road. It operates poorly in any case due to the significant capacity limitations at the Bootham Bar junction.

We therefore propose closure of this section of ring road to general traffic at key times of day to support other elements of our strategy. Within the limits of our study remit, and without modelling work, it is difficult to comment on the desirability and feasibility of downgrading other sections of the ring-road, but we make the following observations:

Gillygate

Gillygate is an attractive secondary shopping street outside of the City Walls, whose environment is currently undermined by long periods of standing traffic and consequent poor air quality. There have been suggestions to close this street.

Again, without modelling, it is difficult to assess the impact of a traffic restriction here on broader movement around the Centre and it could cause significant levels of rat-running in residential streets

for traffic seeking to get to/from the Bootham corridor towards the Clarence Street corridor and beyond. We believe that the removal of general traffic from St Leonard's Place and the consequent ability to alter signal timings here to enable longer green phases for the turn to/from Bootham to Gillygate will assist with improving traffic flow. A pedestrian crossing should be provided, opposite the pedestrian entrance from the car park to assist crossing of this road.

Fishergate Gyratory and Paragon Street

A detailed study is currently being undertaken by City of York Council examining the operation of the Fishergate gyratory. If the gyratory system were extended, it may be possible to reduce levels of traffic and road space on Paragon Street which could allow the setting of the walls to be enhanced (as part of the 'Rampart Park'), road space to be given over to pedestrians and cyclists and the severance from the Barbican towards the City Centre to be reduced.

Lord Mayor's Walk

Lord Mayor's Walk presents an impressive view of the Walls with the Minster behind, but views into Lord Mayor's Walk at the Gillygate and Monk Bar entrances are unenticing and traffic levels and parking reduce the amenity of this section. Removal of parking could enable extending the footway or providing cycle lanes and providing an enhanced setting for the Walls and Rampart Park.

Peasholme Bridge Junction

This is an unattractive, cluttered and highway dominated entrance to the City Centre at the moment.

2. Traffic Management Detailed Proposals

Improving pedestrian and cycling access across the ring road whilst reducing clutter and improving the gateway into Peasholme Green would support the broader strategy.

Foss Islands Road

At the northern end, seek to improve the way the route addresses and links to the Foss.

Further Work

- Conduct traffic modelling of the traffic cells and Inner Ring Road proposals to investigate the impact and identify potential consequences and mitigation measures;
- Conduct surveys of traffic entering and leaving through the historic bars identified for access restrictions to understand current needs and volumes of displaced or re-routed traffic and to enable micro-simulation modelling to be undertaken of the impacts of specific junction proposals;
- Examine the junctions around the historic bars identified for access restrictions to assess whether road space can be reallocated, highways infrastructure reduced and pedestrian phases on signalled crossings increased while maintaining capacity on the ring road as a result of simplifying movements at these junctions;
- Conduct surveys of traffic using Leeman Road and Marble Arch and assess the amount of through traffic (to/from Water End) using this route.



Precedent: 'Disappearing' Traffic

Empirical research undertaken in the late 90's¹ investigated the impact of roadspace reduction on traffic levels. 60 case studies where roadspace had been taken away were examined, including York's temporary closure of Lendal Bridge. The work found that concerns that reducing roadspace would result in long-term gridlock did not materialise. On average, 14-25% of traffic that used to use an affected route 'disappeared', although results varied substantially and were dependent upon local circumstances, such as the quality of alternative transport options.

More recently, when City of York closed Gillygate, before and after monitoring showed a general decrease in traffic on the network. Congestion was also observed to reduce in areas around Gillygate due to more traffic capacity being enabled by the simplification of traffic flows through the junctions at either end of Gillygate.

¹ Cairns, S., Hass-Klau, C. & Goodwin, P., 1998: Traffic Impact of Highway Capacity Reductions: Assessment of the Evidence.

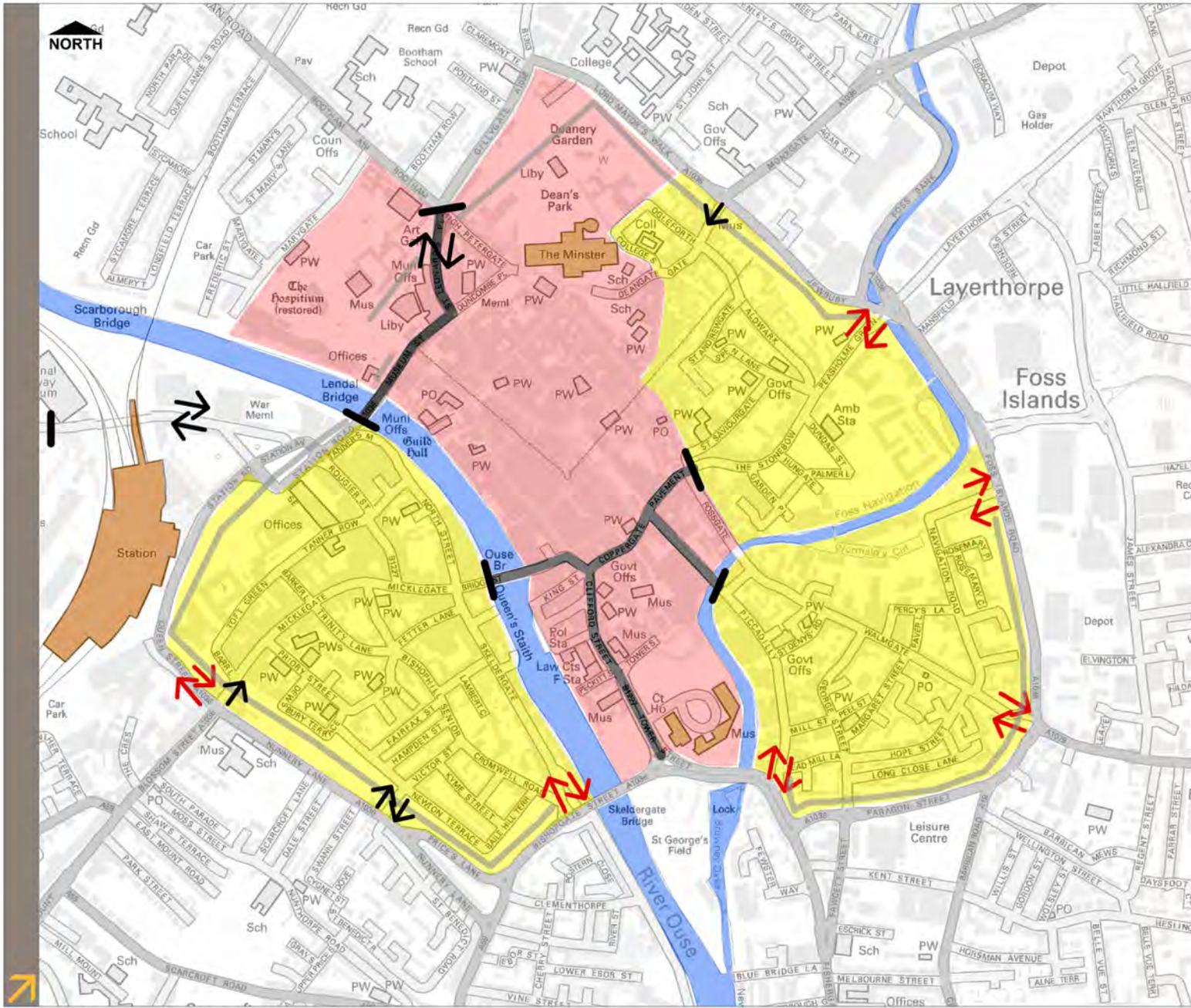


Figure: 3

Client:
City of York Council

Project Title:
York City Centre Movement
and Accessibility Framework

Drawing Title:
Traffic Management
Proposals

Project ref:
NEA6074

Key:

- Priority Traffic Routes
- Restricted Traffic Access
- Traffic Access
- 'Heart'



W: www.jmp.co.uk
E: leeds@jmp.co.uk

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3. Servicing & Deliveries

Background and Issues to Address

Background

Effective servicing is vital to City Centre retailers and businesses but potentially conflicts with protecting and enhancing the quality of place and the visitor experience in the City Centre.

York City Centre's retail offer is distinctive in terms of the large number of small, independent retailers and the highly attractive historic streets that house much of the retail offer.

The City Centre's retail market share has declined in recent years and the strategy seeks to support broader ambitions to expand retail space in the City Centre and to recapture market share.

Issues to Address

- In developing an approach to effectively manage services and deliveries, the strategy seeks to address the following existing issues:
- Levels of vehicle intrusion in the footstreet zone immediately before and after operational hours and its negative impact on the environment and on pedestrians;
- The current finishing times of footstreet operational hours occur at times when tourist and shopper pedestrian levels are still significant and conflict with these users. It also encourages some businesses to close earlier contributing to a 'dead period' between the day time and evening economy (which York is seeking to promote);
- Levels of vehicle intrusion during footstreet hours, including non-servicing vehicles such as shop-fitters and trades;
- Damage to historic buildings due to parking and manoeuvring on narrow streets;
- Interference with bus operations in areas such as Coppergate.





3. Servicing & Deliveries

Strategy Approach and Detailed Proposals and Further Work

Strategy Approach

Our rationale is that York's ambitions to improve the retail offer and performance of the City Centre will best be achieved by enabling high quality retail development to be realised and by enhancing the quality of place in order to further improve the shopper and visitor experience.

A genuinely traffic-free environment in the footstreets would significantly improve their attractiveness and the quality of the City Centre and the user experience.

The footstreets should be kept traffic free during extended operational hours which encourages activity to continue into the evening economy period.

However, any new system needs to be developed in partnership with retailers and businesses in order to ensure restrictions do not affect their viability.

A Delivery and Servicing Plan should therefore be developed in partnership with City Centre businesses and retailers to devise an appropriate delivery regime which achieves these objectives.

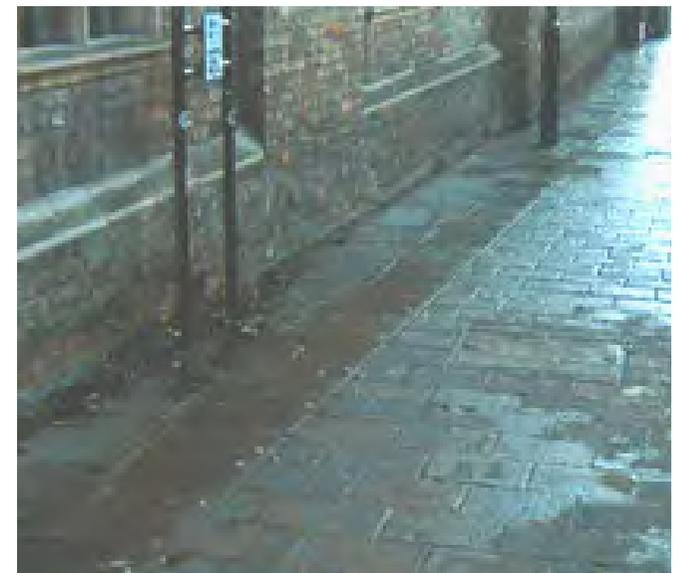
The Plan might include development of an urban consolidation centre and the use of electric vehicles or other lower-impact delivery solutions.

Detailed Proposals

- Expand hours of operation to 10am and 5pm, seven days a week, as per recommendations in the Footstreets Review. Explore possibility in longer-term to remove vehicles during the late afternoon and evening peak, such as an 11am-7pm exclusion;
- Reduction in signing and lining and use of unobtrusive delivery bays where appropriate (see opposite);
- Develop a Delivery and Servicing Plan in partnership with City Centre retailers and businesses, including exploring options for an Urban Consolidation Centre;
- Develop an Enforcement Regime to effectively implement the above.

Further Work

- Commission work to develop a Delivery and Servicing Plan (see over);
- Investigate the potential for local storage options for market traders.



Above: Studded loading bay in Cambridge minimise intrusion in sensitive historic environment.
Source: York Footstreets Review (Phase 3) Final Report, 2010

3. Servicing & Deliveries

Developing a Servicing and Delivery Plan

Contents of a Delivery and Servicing Plan

A Delivery and Servicing Plan should be developed in partnership with City Centre retailers and businesses. It should cover:

- Servicing arrangements (operational hours, delivery routes, code of practice for delivery vehicles);
- An appropriate enforcement and management regime;
- An assessment of the feasibility and benefit of providing an Urban Consolidation Centre.

Urban Consolidation Centre: how it might work

An Urban Consolidation Centre could be located at an appropriate point close to the outer-ring road to intercept service vehicles before entering the City.

Onward transit would then be managed by the Consolidation Centre (probably operated under contract by a logistics company), using appropriate vehicles, such as electric or low emission vehicles.

The Benefits

Some of the benefits of introducing an Urban Consolidation Centre would include:

For businesses:

- Reducing vehicle mileage and time delays and associated delivery costs;
- Improving reliability of deliveries;
- Helping to reduce intrusion and improve attractiveness and performance of central retail

area;

- Reducing need for in-store storage, thereby providing opportunity to increase retail floorspace.

For York:

- Better management of delivery vehicles entering the Centre;
- Reducing vehicle mileage on the radial approaches, contributing to a reduction in congestion;
- Improved conditions for other road users (especially cyclists and pedestrians), as a result of fewer HGV's on the roads;
- Reducing the number of delivery vehicles entering the Centre, improving air quality and ambience here;
- Reducing CO₂ emissions.

Key Issues to Assess

Some of the key issues that would need to be addressed by the feasibility study would include:

- Surveys and consultations with a range of different types of City Centre retailers and businesses to understand their servicing needs and supply chains;
- Assessment of the most appropriate location for siting a Consolidation Centre in relation to where supplies come from and availability of suitable land;
- Exploring different options for operation of the

consolidation service on a voluntary or compulsory basis;

- Financial assessment of appropriate cost levels that are attractive to users, levels of demand and the level of cost-subsidy that might need to be provided.



3. Servicing & Deliveries

Case Studies: Urban Consolidation Centres and Nearby Delivery Areas

Example: Broadmead, Bristol, UK

Current status (2007):	Extended trial
Objective:	Benefits of consolidation to suppliers / benefits to retailers (improved supply chain & potential added value services) / benefits for community (reduced congestion, improved air quality & improved waste recycling).
Start date:	2004
Description:	Deliveries are made from the consolidation centre to retailers in the Broadmead retailing district in the centre of Bristol. Suitable customers for the trial identified as "medium size, non-perishable goods, not high value goods". UCC located close to strategic road network (M4 & M32); 465 m ² of space; 25 minutes journey time to Broadmead. Delivery made by one 7.5t and one 17t Euro III standard engine vehicles. Value-added services also being offered.
Parties involved:	Bristol City Council, The Broadmead Board, The Galleries Shopping Centre, Business West (formerly Chamber of Commerce), Exel EU funding through the Vivaldi project (part of CIVITAS).
Voluntary/compulsory:	Voluntary
Users:	Currently 51 retailers in the Broadmead retailing area ranging from major high street stores to small independents with the clothing and fashion sectors particularly well represented.
Outcomes:	The number of roll cages which passed through the centre rose from 101 in May 2004 to 401 in December 2004. 68% reduction in vehicle trips into Bristol centre for retailers in scheme. To October 2005 - 42,772 total vehicle km; 5,29t of CO ₂ emissions; 0,8 kg of NO _x and 11,0 kg of PM10 emissions had been saved.

In Bordeaux, a system was established in 2003 to ease the delivery of goods in the city centre, involving the creation of 'nearby delivery areas' (Espace de livraison de proximité - ELP). The ELP approach comprises the installation of an urban transshipment platform on which dedicated personnel provides assistance for the dispatching of consignments for the last mile (inner city). Goods are unloaded from incoming vehicles, and can be loaded onto trolleys, carts, electric vehicles and bicycles for the final distribution leg. This approach can also be used to provide additional services (such as home delivery, short-term storage etc.).



Examples taken from BESTUFS, 2007:

"Good Practice Guide on Urban Freight Transport"

4. Disabled Access and Parking

Background, Issues to Address and Strategy Approach

Background

Disabled parking is currently allowed within the footstreet zone during operational hours.

York operates a two-tier system of blue badges and green badges for users with more severe mobility impairments.

Issues to Address

- The current blue and green-badge system is over-subscribed (in terms of numbers of badges given out compared to levels of parking available) and open to abuse in terms of registration and use of badges;
- There are high levels of abuse from non-disabled drivers accessing central areas;
- Permission for disabled access into footstreets leads to many footstreets failing to operate as pedestrian priority zones;
- Disabled access and parking is allowed in sensitive environments where it undermines public realm and space (e.g. St Helen's Square);
- There is a large volume of signage clutter in association with regulations;
- Access for disabled or mobility impaired people on foot or in wheelchairs in the footstreet zone is poor because of the narrow footways and retention of kerbs in many of the footstreets, which in some cases have been retained because of the disabled car access.

Strategy Approach

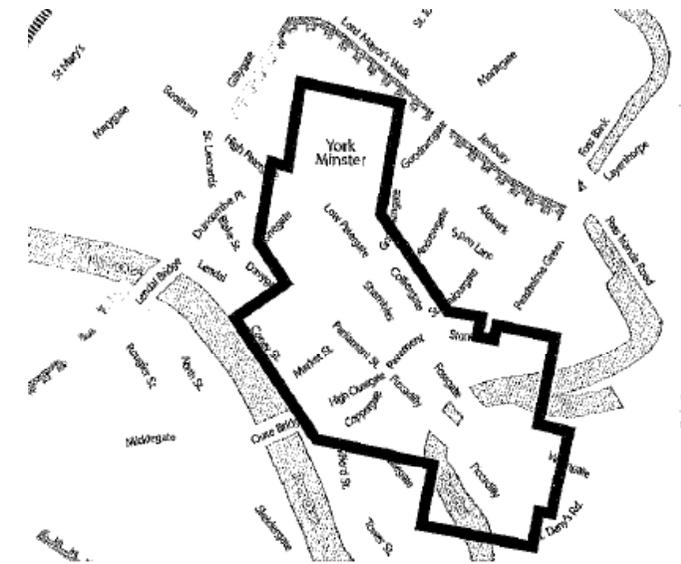
Our proposed strategy approach is to make the central footstreet zone as accessible as possible for all by removing all traffic during operational hours. The restriction in traffic in the footstreets will allow these spaces to be developed into shared surfaces in due course providing easy, level access throughout the streets.

Preferential disabled parking will be provided at the edge of the footstreet zones, alongside the provision of an expanded Shopmobility service and access to the Dial A Ride service. Disabled parking will also be provided in all other public car parks, such that the total exceeds recommended minimum.

The issuing of badges will be improved in relation to national proposals to tighten up the scheme to prevent misuse and the local green-badge scheme will be phased out.

In addition, pedestrian access routes into the central footstreet zone and from car parks and bus stopping areas will be improved to be fully accessible and easy to use.

In the shorter-term, disabled parking will be maintained within the footstreet zone until adequate provision of alternative parking and enhanced pedestrian access and Shopmobility has been provided.



The footprint of Meadowhall shopping centre superimposed on York City Centre shows that providing disabled parking at the edges of the footstreet zone does not lead to unacceptable walking distances – as long as comfortable level access is provided and alternative facilities such as Shopmobility and Dial A Ride are provided. Source: York Civic Trust.



4. Disabled Access and Parking Detailed Proposals

- In the short-term, continue to provide disabled parking in Lendal, Blake Street, Davygate, Goodramgate and Colliergate, but exclude from St Helen's Square;
- In the medium-term, provide disabled parking in Blake Street, Davygate, Church Street, Colliergate and Goodramgate, with access in via Blake Street and via Monk Bar, but remove parking from Lendal to enable a shared surface treatment on this important gateway to the footstreet zone;
- In the long-term, seek to remove all on-street parking in the footstreet zone in association with the provision of preferential disabled car parks at the edge of the zone;
- Disabled only car parks to be provided immediately to the north, east, south and west of the footstreet zone, for instance at:
 - St. Leonard's Place, the current Council offices car park;
 - Stonebow, in association with the redevelopment of Stonebow House;
 - Piccadilly, Coppergate Centre for disabled only parking with general parking moved further south down Piccadilly (see Part 5 Parking proposals); and
 - North Street, in association with a new pedestrian bridge providing a connection to Coney Street (see Part 8 Pedestrian proposals);
- Provide some disabled parking in all other public car parks;
- Expand Shopmobility scheme at Piccadilly and look to offer subsidised rental of scooters and carts, now that parking in the footstreets is prohibited;
- Continue to provide Dial A Ride services to enable disabled users to access the footstreets zone. Examine the opportunity for allowing disabled non-residents to use this service;
- Carry out shared surface treatments of all the footstreets to make fully accessible for all users (except for those streets retaining disabled car access in the medium term);
- Make walking links into the footstreet zone from key approaches fully accessible, level surface routes;
- Deliver the above via an Access Plan, developed in consultation with disabled user groups.



Some historic streets and streets with disabled traffic access are difficult for wheelchair users to negotiate

NORTH

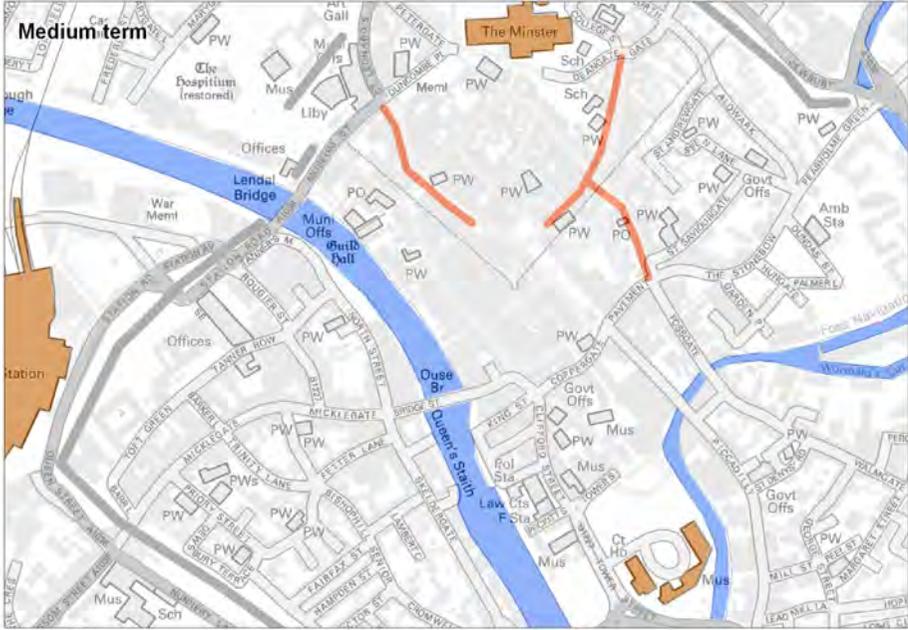
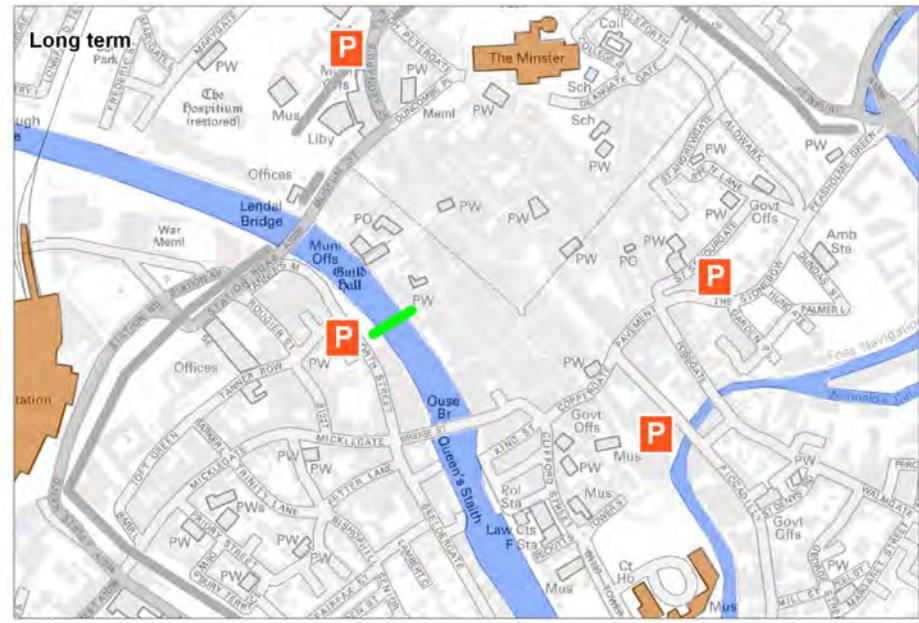
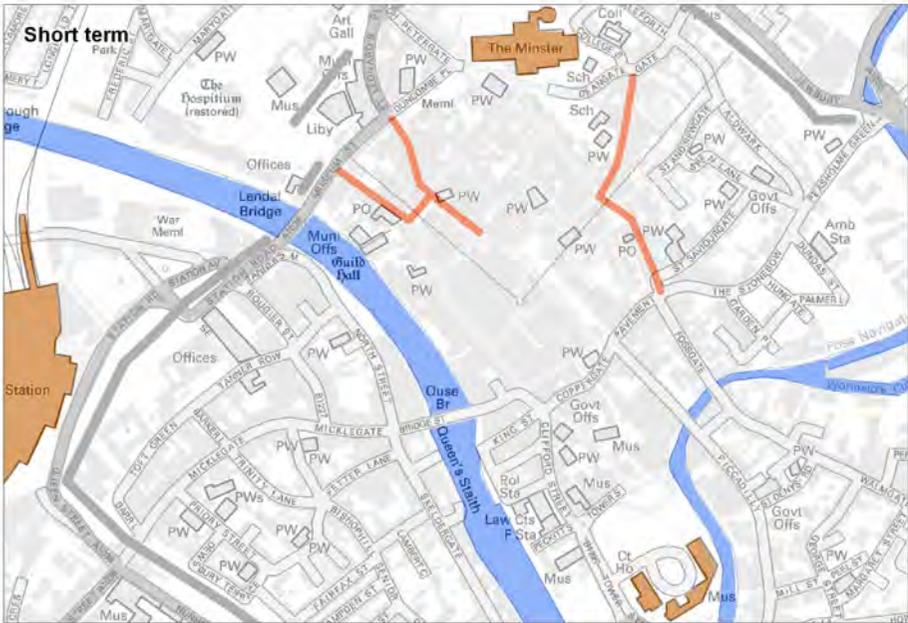


Figure: 4

Key:

- On Street Disabled Parking
- P Disabled parking
- Pedestrian bridge

Client:
City of York Council

Drawing Title:
Disabled Parking Access

Project Ref:
NEA6074

Project Title:
York City Centre Movement
and Accessibility Framework



W: www.jmp.co.uk
E: leeds@jmp.co.uk

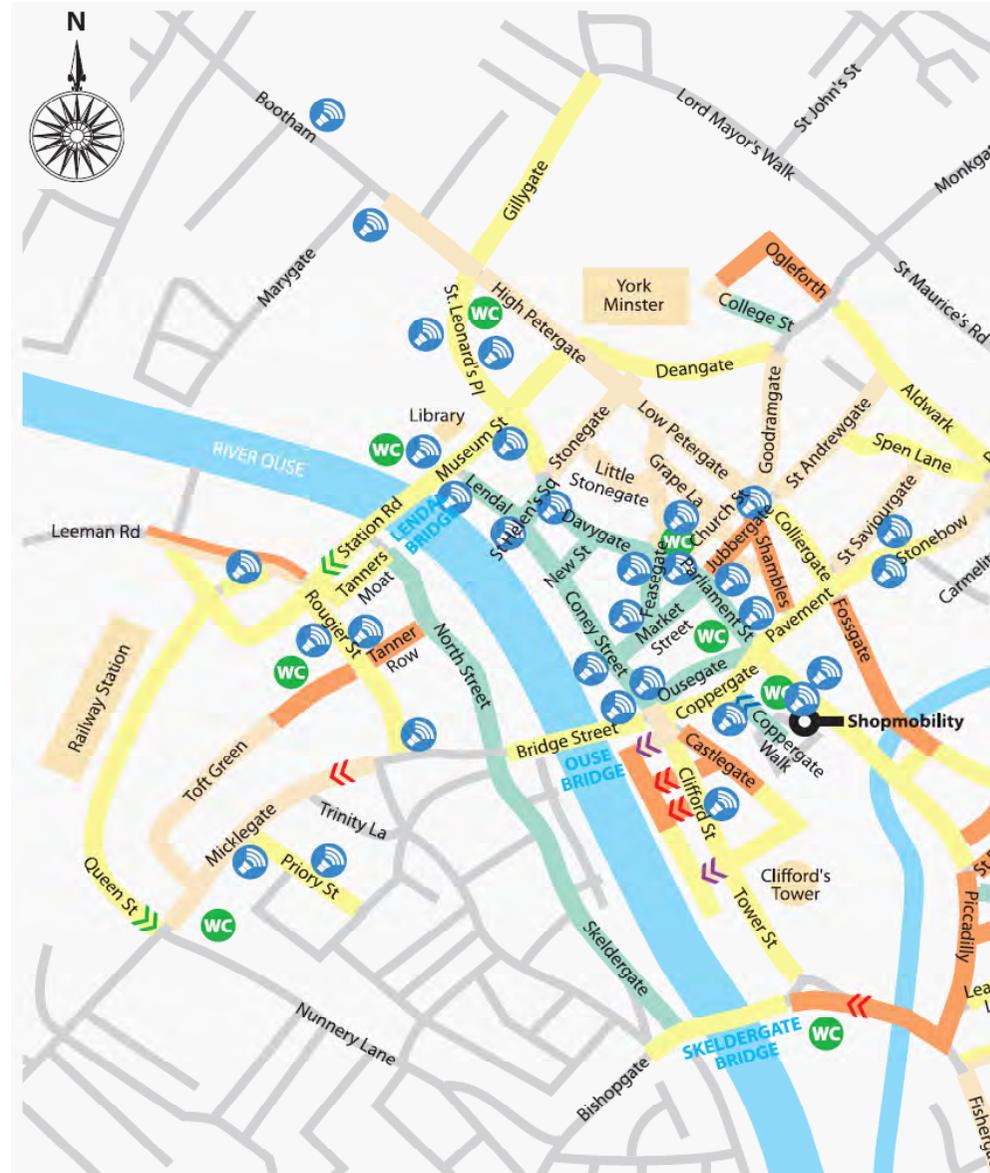
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4. Disabled Access and Parking Further Work

Develop an Access Plan in consultation with disabled representative groups examining:

- The number and location of dedicated disabled parking spaces required;
- The feasibility of proposed disabled only car park sites in the future;
- Medium-term proposals for allowing limited disabled access and parking in the footstreet zone in advance of these dedicated car parks becoming available (in terms of numbers of spaces and access routes into and out of the footstreet zone);
- Revisions to the blue-badge scheme (being consulted on nationally) to tighten up issuing of blue badges and to minimise potential for abuse and the potential to phase out the local two-tier green badge scheme as part of this;
- Provision of Shopmobility and other ways of enhancing access to the footstreets in the long-term when on-street parking is removed;
- Shared surface solutions for the footstreets that meet the needs of different disabled groups, including physically and visually impaired;
- Access improvements on key routes into the City Centre building on work already carried out by the York Access Forum.



Wheelchair accessible routes in York

- Good
- Good with occasional problems
- Below average
- Extremely difficult
- Steep gradient
- WC Toilets
- Talking signs

This figure, compiled by York Access Forum, grades the ease of wheelchair accessibility within and on key approaches to the footstreets zone

5. Parking

Background, Issues to Address and Strategy Approach

Background

There are currently approximately 5,600 off-street publicly available car parking spaces in and around the City Centre, 2,600 in City of York Council operated car parks and 3,000 in privately operated car parks, including over 1,000 spaces in and around the rail station.

Issues to Address

Some City Centre parking is currently in inappropriate locations which undermine the quality of place such as:

- Castle car park, adjacent to Clifford's Tower which should provide a setting for the monument;
- Nunnery Lane, which detracts from the setting of the City Walls and addresses the main road poorly;
- St George's Field car and coach park which the New City Beautiful vision wants to develop into a park.

Some parking is in locations where there are development opportunities:

- Much of the parking around Piccadilly, which will be redeveloped as part of Castle Piccadilly development;
- Haymarket car park which will be redeveloped as part of the Hungate development;
- Stonebow House, which is due for redevelopment.

Strategy Approach

Our strategy approach is to maximise access to the City by foot, bicycle and public transport and to manage car traffic levels within the City Centre, with the intention of reducing car trips to the City Centre.

The strategy seeks to intercept car drivers destined for the City Centre at a complete ring of Park & Ride sites on the outskirts. The "Access York" project is looking to expand Askham Bar Park & Ride and introduce 2 new Park & Ride sites, increasing total Park & Ride capacity from 3,750 to 5,350 spaces.

A second ring of car parks at the edge of the City Centre should intercept other car traffic destined for the City Centre.

Therefore, in association with more parking capacity in the Park & Ride sites, the strategy looks to reduce parking levels in the City Centre and ensure there is no over-capacity provided here.

Parking charges should relate to broader City Centre and transport policy objectives. They should be sufficiently high to make Park & Ride competitive, but they should also seek to support York's City Centre economy objectives (e.g. such as free or low evening charges to support the evening economy).

Car parks should be located conveniently on all approaches to the City Centre, so that users can quickly access an appropriate car park without having to travel around the ring road.

Tourist oriented parking is particularly required in the west (Marygate) and south (St George's Field).

Retail parking is particularly needed in the central area accessible via Piccadilly or via Peasholme Green (e.g. the Shambles).

Parking should provide a high quality customer service. Secure car park status should be sought where appropriate. High quality, direct walking links from these car parks into the 'Heart' should minimise access times and maximise convenience for car users. Consideration should be given to introducing "Pay on Exit" arrangements at shoppers and visitors car parkers so that users do not need to curtail their trip because of insufficient time on their "Pay and Display" ticket.

5. Parking

Detailed Proposals

- Remove parking next to Clifford's Tower (Castle Car Park) as part of the redevelopment of Castle Piccadilly, creating a public open space;
- Look to achieve a land-swap for the car parking at the Coppergate shopping centre so that general parking is removed from here and the area is utilised as street-facing retail (but retain disabled parking here);
- Provide a new multi-storey car park towards the southern end of Piccadilly as part of the Castle Piccadilly redevelopment, replacing some of the parking at Castle Car Park, Coppergate Shopping Centre and Castle Mills;
- Investigate the potential for reducing the footprint of the St George's Fields car park and adding another deck either at the northern or southern end of the site (which will enable some parking supply to be maintained during flooding). Return the remaining area of the site to parkland, which could possibly be used as parking overspill during busy summer tourist months. Set parking back away from river corridors to improve the amenity of the river corridor. Provide a quality walking link along the Foss to access the Castle Museum and new Castle Piccadilly development;
- Remove general parking from Stonebow House as part of its redevelopment, but retain some disabled parking;
- Nunnery Lane: reduce footprint of car park to improve setting of walls. It is estimated that the footprint could be reduced by about a quarter

whilst only reducing capacity by about 10-15% because of the car park's inefficient layout;

- Provide high quality level access walking routes direct from all car parks into the City Centre (including good access arrangements across the Inner Ring Road for those car parks on the other side of the ring road such as Foss Bank and Monkgate);
- Introduce Pay on Exit at short and medium stay shopper and visitor car parks;
- Reduce evening charge tariffs (unless and until an enhanced evening Park & Ride service is operating);
- Remove the two-tier parking charges for City of York residents and others.

The idea of underground parking at Clifford's Tower has been raised, particularly as foundations exist. However, we prefer to keep traffic completely out of this area and to exclude general traffic from Tower Street (to improve amenity and assist bus operations), so do not recommend pursuing this proposal.



5. Parking Detailed Proposals

The table opposite shows the implications of these proposals, in terms of changes in parking stock.

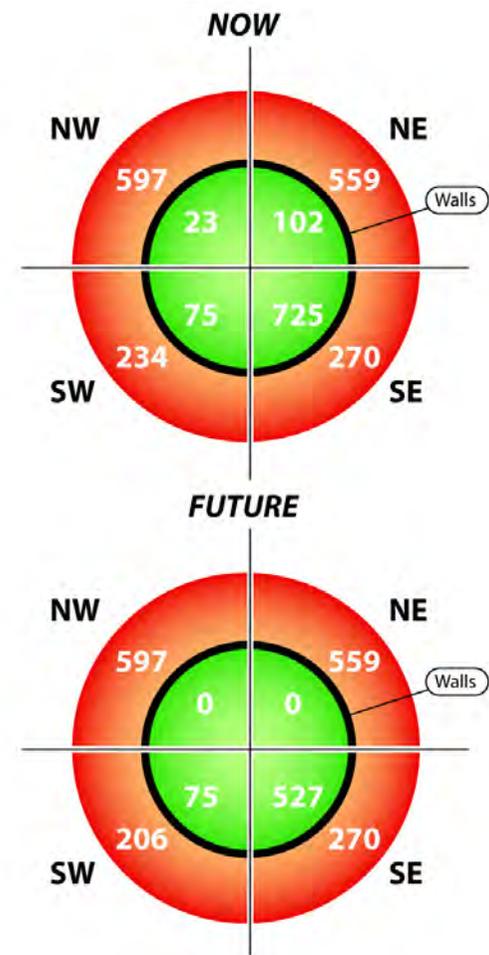
The proposals as presented – which are illustrative only - would imply a 350 space reduction in the City Centre, alongside a 1600 increase in spaces at Park & Ride sites.

The sketch diagrams illustrate current and future parking provision in terms of four quadrants of the City, namely North East (accessed from Peasholme Green area), South East (accessed from Piccadilly / Walmgate area), South West (area southwest of the Ouse) and North West (accessed from Bootham area). It also shows volumes of parking within the Walls and outside the Walls. It demonstrates that the proposals maintain a reasonable balance in parking availability in each quadrant, though parking within the Walls is reduced.

Further Work

- Investigate the potential for securing disabled parking at St Leonard's Place and Stonebow House in association with planning permissions and redevelopments here;
- Explore the potential for reducing parking at the Coppergate Centre in association with introducing a new facility towards the southern end of Piccadilly.

Car Parking	Now	Future	Inside / Outside Walls
North East Quadrant			
Foss Bank	316	316	outside
Haymarket	102	0	inside
Monkgate	243	243	outside
North West Quadrant			
Bootham Row	100	100	outside
Marygate	352	352	outside
St Leonard's Place	23	0	inside
Union Terrace	145	145	outside
South East Quadrant			
Castle	318	0	inside
Castle Mills	43	0	inside
Peel Street	77	77	inside
Piccadilly	287	0	inside
New Piccadilly	0	450	inside
St George's Field	270	270	outside
South West Quadrant			
Bishopthorpe Rd	41	41	outside
Esplanade	75	75	inside
Nunnery Lane	193	165	outside
City Centre Parking	2585	2234	
Park & Ride	3750	5350	
Total public parking	6335	7584	



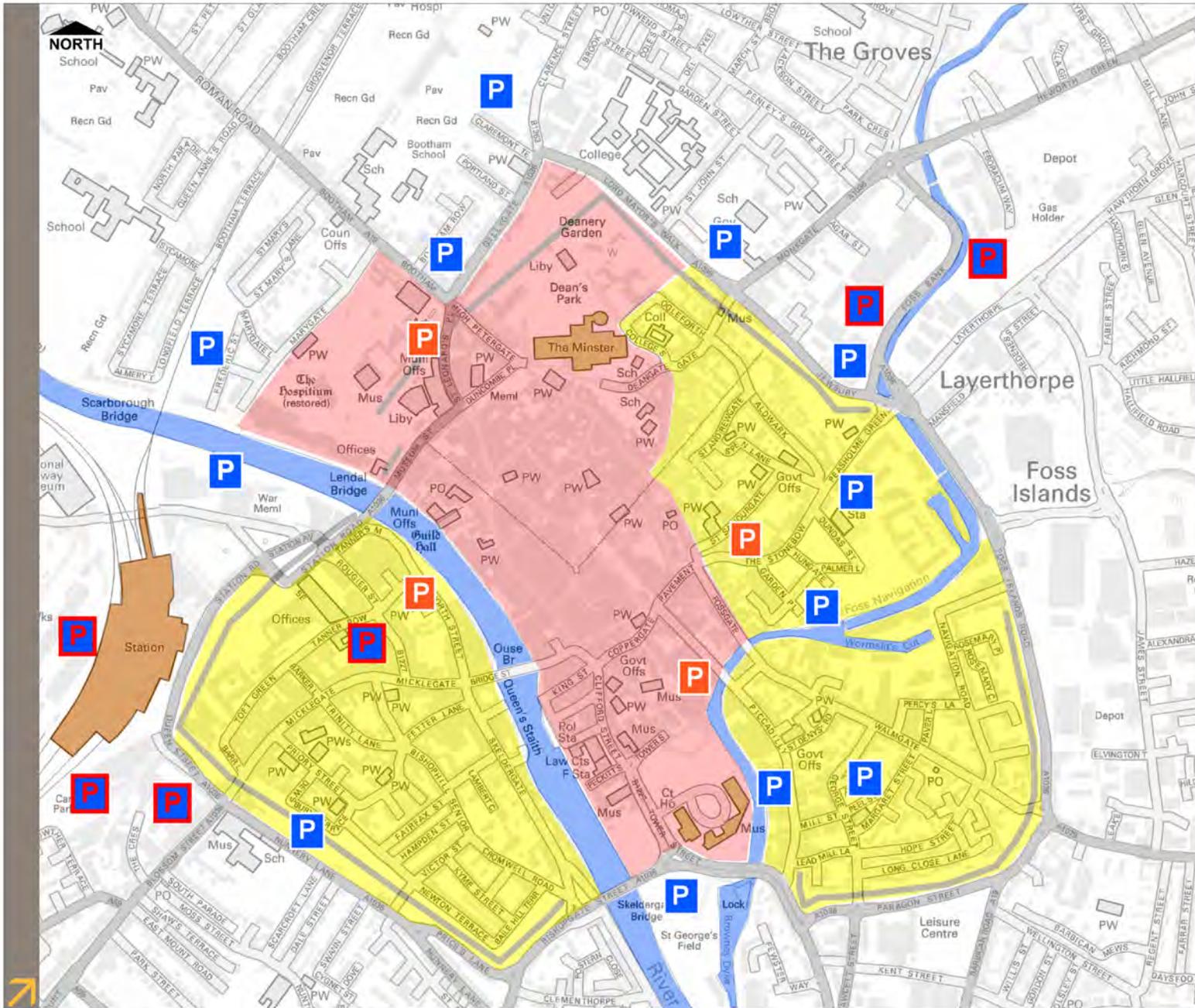


Figure: 5

Client:
City of York Council

Project Title:
York City Centre Movement
and Accessibility Framework

Drawing Title:
Proposed parking provision

Project ref:
NEA6074

Key:

- CoYC Public Car Parks
- Disabled Car Parks
- Privately Operated Public Car Parks
- 'Heart'



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6. Bus and Park & Ride Services

Background and Issues to Address

Background

Bus and Park & Ride serve a wide market of York residents, surrounding rural areas and those visiting York from further afield by car and changing onto Park & Ride.

It is estimated that approximately 20% of journeys to work and 17% of trips to the City Centre are by bus or Park & Ride.

The introduction and expansion of the Park & Ride, together with First's reorganisation of the city network into fewer, higher frequency routes and the introduction of the ftr helped boost patronage by 47% over 5 years from 2001 and 2006.

Issues to Address

The constrained environment of York City Centre and the wider York road network cause buses problems that undermine service performance and attractiveness. Specific issues to address in the strategy are:

- The volume of traffic on key spines through the City Centre causes delay to buses and unpredictability of journey times;
- Stopping facilities are inadequate for the volume of bus services;
- Passenger waiting facilities are inadequate and of poor quality;
- Slow passenger boarding and transactions reduces stop capacity and increases congestion around stopping points;

- Lack of layover and turning facilities lead to some inappropriate layover locations and force some buses to travel along the Inner Ring Road in order to turn round and re-enter the City Centre;
- Illegal use of restricted roads, illegal parking and inconsiderate loading causes delay, particularly at locations such as Coppergate;
- Existing Park & Ride reaching capacity during busy periods, limiting potential for future mode shift.

The same environmental constraints mean that buses cause problems for others:

- Inadequate waiting facilities cause bus passengers to block pavements in key locations, conflicting with pedestrians;
- Layover in sensitive locations seriously undermines quality of place (e.g. Exhibition Square, Lutyens Memorial, Memorial Gardens);
- Large (articulated) buses are out of scale with York's historic streets and intimidating to pedestrians and cyclists;
- Volume of buses and other vehicles passing along Coppergate creates severance between the south and the north of the City Centre;
- Volume of slow moving diesel buses contributes significantly to air quality problems in the City Centre;
- Layout of Rail Station entrance is unattractive and disorienting.





6. Bus and Park & Ride Services Strategy Approach

To manage traffic levels in the City Centre, the strategy requires public transport to play a bigger role in the future.

This will be done by increasing the role of Park & Ride (in line with the Access York proposals which will increase parking capacity by over 40%) and increasing the use of general bus services.

In order to achieve this mode shift, it is necessary to ensure that buses offer a high quality, competitive service. Key to this is improving journey reliability, offering attractive fares and ensuring competitive end to end journey times. To provide competitive journey times, it is essential that buses offer good permeability of the City Centre and can take passengers to where they need to go.

We therefore believe that it is vital to maintain bus access to and through the centre of York. Any attempt to push bus stopping points out from the centre will simply stop people using the bus and will prevent York achieving the mode shift required to effectively manage future access to the City Centre.

Whilst buses are implicated in several problems for central York, such as congestion in sensitive environments, air quality and severance on Coppergate, we believe that de-trafficking these routes (as proposed in our approach to traffic management) will effectively address these issues and allow buses to operate in an efficient and relatively unobtrusive manner.

We therefore propose that:

- Buses should retain access along Priority Traffic Routes through the centre, namely Ouse Bridge to Stonebow (and Tower Street / Piccadilly) and Lendal Bridge to St Leonard's Place;
- Within the 'heart' of York, streets should be reformatted to show pedestrian priority and traffic as invited guests. A one-way bus loop should be introduced around Coppergate in order to lessen the severance caused by buses (and other vehicles);
- Improved waiting and boarding facilities should be provided along these bus spines, including covered shelters at all main bus boarding points;
- Bus operations should be designed such that waiting times are minimised within the City Centre, enabling the bus spine to operate efficiently whilst reducing stopping and layover facilities at inappropriate locations;
- Consideration should be given to utilising smaller buses in the centre of York and moving away from articulated buses;
- As the fleet is updated, low emissions and / or hybrid vehicles should be sought to lessen their impact on air quality;
- The area outside the rail station entrance should be comprehensively redeveloped alongside new bus interchange facilities just to the south of the entrance in the long-term. Note that this proposal is NOT to create a city centre bus station and is NOT to replace any other bus interchanges around the City Centre.



6. Bus and Park & Ride Services

Detailed Proposals

Ouse Bridge to Stonebow Bus Priority Spine

- Retain bus access along a Priority Traffic Route from Ouse Bridge to Stonebow;
- Make Coppergate one-way westbound with carriageway narrowed and designed as a pedestrian priority street with bus access (similar to Blakett Street or Quayside in Newcastle);
- Eastbound buses will travel via Tower Street, over the Foss Bridge and left into Piccadilly;
- Evaluate whether converting the inside lane of the Inner Ring Road from Tower Street to Piccadilly to a left-hand turn only would be of benefit, in terms of ensuring public transport does not get delayed along this short stretch of the Inner Ring Road;
- Improve stopping facilities on Tower Street and Clifford Street for south-bound buses;
- Provide stopping facilities for eastbound buses on Piccadilly which becomes one-way northbound buses only from the Foss to Pavement and is laid out as a pedestrian priority street with bus access in a similar style to Coppergate;
- Upgrade bus stopping facilities at Stonebow in association with redevelopment of Stonebow House. Additional highway space should be sought in this redevelopment to accommodate sufficient width for bus waiting facilities whilst providing adequate pedestrian circulation. (Could the redundant green area in front of the Telephone Exchange be brought into play?);
- In association with improvement and expansion of

bus waiting facilities at key points along this spine, remove or reduce other bus stopping points, including:

- Micklegate east-bound, by Skeldergate;
- Pavement east-bound stop by Marks and Spencer.

Lendal Bridge to St Leonard's Place Bus Priority Spine

- Retain bus access along a Priority Traffic Route from Station Road to Museum Street to St Leonard's Place;
- Upgrade bus stopping facilities on St Leonard's Place (in association with reduced traffic levels on this street). Remove bus turning area on Exhibition Square and make good the Square (with buses that currently terminate there now travelling through to Rail Station area along de-trafficked route).

Bus Operations

These physical measures will be supported by a range of operational measures:

- Consideration of whether to replace large articulated vehicles with standard size buses, to reduce the level of intrusion in the historic narrow City Centre streets;
- Replacement of the fleet over time with low or no emissions vehicles;
- Promotion of contactless ticketing options, such as smartcards, mobile phone payments and off-bus retail (either through machines or retail outlets);
- Real time information at all stops and via mobile

communication devices;

- City Centre Ambassadors offering assistance to bus passengers as a short-term measure to help when changes are made to ticketing arrangements;
- In the longer-term, if necessary to maintain capacity and efficient operation, consider operational options for minimising dwell time in the City Centre, such as use of multiple door vehicles or conductors on Park & Ride buses in PM peak;
- Enforcement of the Priority Routes through bus gates and enforcement via on-board cameras.

In order to enjoy this priority access and enhanced facilities, bus operators will be required to meet a range of operational conditions, signed up to as part of a Quality Bus Partnership, including:

- No waiting (absolute ban on crew changes or retiming services) on the Bus Priority spines);
- Moving to cashless boarding in the longer-term (no on-board ticketing within the City Centre);
- Strict observance of 20 mph speed limit within the City Centre (possibly lower on Coppergate and Piccadilly).

Interchange and Layover Provision

- In the short-term, relocate layover at Lutyens Memorial to Leeman Road / Memorial Gardens as part of public realm improvements on Station Road aiming to improve the setting and legibility of the walking route from the Rail Station to Lendal Bridge;

6. Bus and Park & Ride Services

Detailed Proposals cont'd and Further Work

- In the long-term, provide an enhanced bus interchange just south of the Rail Station entrance in association with the removal of the Queen Street flyover and the provision of an at-grade junction;
- This interchange would accommodate all through bus services and restricted 10-minute layover and turn-around for services terminating in the City Centre, (namely: 29, 30, 30X, 31, 31X, 40, 41, 44, X46, X47, 142, 143, 744, 746);
- This would allow the complete removal of bus layover and coach drop off by the Leeman Road Memorial Gardens and the closure of this road to allow the two areas of gardens to be reconnected.

Proposals Diagram

- The proposals diagram overleaf shows the bus priority routes and key stopping points together with estimated hourly numbers of buses stopping at these locations.
- This is based on an assessment of a larger number of buses in association with continued growth in bus patronage. It includes an assumed 6 vph on two new Park & Ride services and 10 vph on the 3 Park & Ride routes and no. 4 route which currently use articulated vehicles.
- The overall assumed increase in bus service levels is 49%.

Further Work

- Consult on proposals with Quality Bus Partnership group;
- Assess the capacity of bus stops under a new operational regime (cashless boarding, no waiting etc.) to determine the amount of kerbspace required at key interchanges;
- Develop detailed proposals for stop layouts along the bus spines;
- Investigate the possibility of acquiring more highway land by Stonebow in order to accommodate better boarding and waiting facilities here;
- Develop outline proposals for layout of bus interchange at the Rail Station, including an assessment of likely future demand of operators for services here;
- Investigate methods for ensuring bus priority and reliability on bus priority loop along link road from Tower Street to Piccadilly (left-hand turn lane / bus priority lane / use of signals and UTMC to keep this section free-flowing).



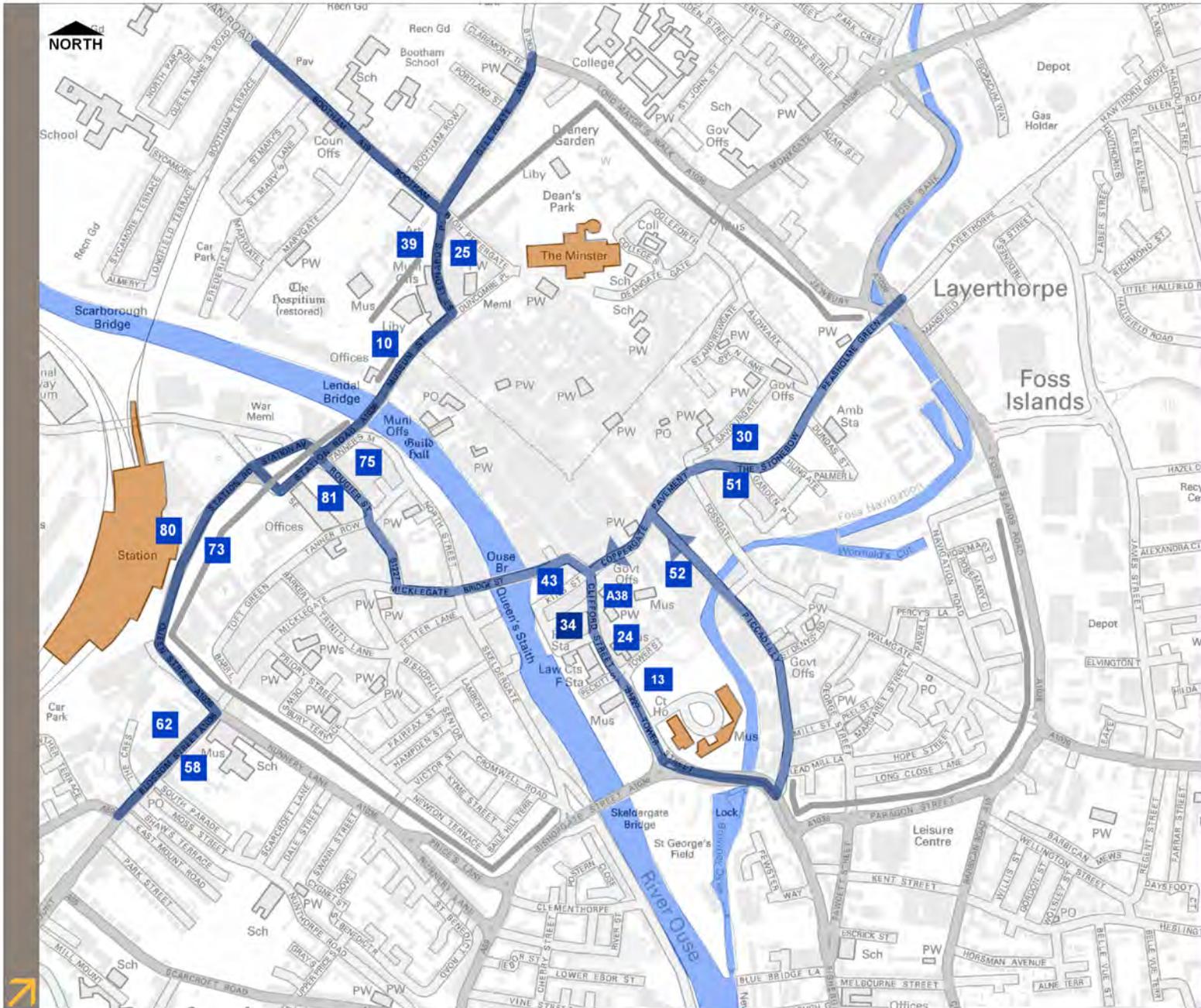


Figure: 6

Client:
City of York Council

Project Title:
York City Centre Movement
and Accessibility Framework

Drawing Title:
Bus Proposals

Project ref:
NEA6074

Key:

-  Primary Bus Corridors
-  Stopping points
-  80 Number of services per hour
-  A Alighting only

Services at stops include frequent (> 1 per hour) daytime services and tourist buses where applicable



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7. Cycling

Background, Issues to Address and Strategy Approach

Background

York enjoys the second highest levels of cycling of any UK town or city and is the safest cycling city in the UK.

The 2001 census suggested 12% of journeys to work within York were made by bike and more recent surveys have suggested far greater volumes. Bike use has grown considerably over the last decade, assisted more recently by its Cycling City status.

Issues to Address

- While cycle links to the edge of the City Centre are generally good, through movement from one side of the City Centre to the other is restricted by the footstreet zone and a lack of direct or coherent routes around it;
- The Inner Ring Road creates a significant barrier to cycling movement in some locations;
- Narrow historic street patterns create conflict between cyclists and other road users;
- There is inadequate cycle parking provision at some points in the City Centre (as evidenced by the large volume of bikes locked to other street furniture);
- Parking in some locations in the historic centre core creates clutter or is visually intrusive;
- Poor quality road surfaces in places which reduce ride comfort or increase the risk of accident;
- A minority of cyclists flout traffic regulations or access restrictions, creating a poor perception

about cycling and adversely impacting on others' safety and enjoyment of the City Centre (particularly visually or hearing impaired pedestrians).

Strategy Approach

Cycling needs to play a major role in managing future access and movement to the City Centre. It takes up little road space and has significant environmental and health benefits. Evidence from Cambridge (the principal UK cycling city) and from many northern European cities is that sustained investment in and promotion of cycling can significantly grow cycling mode share over the long-term. While York has got good levels of cycling (by UK standards) and has invested in cycling, we consider that the role of cycling could be significantly grown with sustained investment.

It is well recognised that as more people cycle, cycling becomes safer (as drivers become more aware of cyclists) and anti-social behaviour by cyclists reduces (as a broader population take it up).

The key to promoting cycling is to provide high quality, legible, continuous safe routes. This does not necessarily require off-road routes or segregation. Rather, if traffic volumes and speeds are controlled, cyclists should be able to use the main highway network. Therefore, the emphasis on our proposals is identifying continuous routes to and through the City Centre and providing facilities for cyclists across junctions and other difficult points.

Thus, the strategy proposes:

- Enhancing cross-City Centre routes to allow convenient and direct journeys for cyclists to and through the City Centre;
- Providing convenient cycle parking at key nodes along these routes for cyclists travelling to the City Centre footstreet zone;
- Improvements to 'missing links' across the Inner Ring Road to reduce severance, delay and danger;
- Creating new cycling links in association with new developments in and around the City Centre;
- Continuing to promote and advocate cycling to encourage more people to take it up.



7. Cycling

Detailed Proposals

Primary Cycle Routes Across City Centre

- Promote and enhance a primary network of N-S and E-W routes offering connectivity across the City Centre:

Route 1: Southwest Bank of Ouse

- From Scarborough Bridge to Terry Avenue via North Street and Skeldergate;
- Signage enhancements only.

Route 2: Bootham to Walmgate via Aldwark and Navigation Road

- Enhancements to Bootham Bar junction (de-traffic St Leonard's Place, straight on for cyclists only onto High Petergate);
- New dedicated link across Hungate development and new cycle and pedestrian bridge across the Foss to Navigation Road;
- Investigate possibility of improving link from Walmgate Bar to Wellington Road via Paragon Street (for onwards journeys towards the University).

Route 3: Blossom Street to Duncombe Place via Station Road

- De-traffic of Lendal Bridge and Museum Street in association with the Priority Traffic Route proposals making this section easier for cyclists;
- Duncombe Place to become a footstreet but allowing cycle access;
- Restriction on outbound traffic at Monk Bar,

reducing traffic levels here;

Route 4: Micklegate Bar to Peasholme Green via Ouse Bridge

- Outbound general traffic excluded from Micklegate Bar providing enhanced cycle priority through this junction;
- Ouse Bridge to Pavement via Coppergate becomes Priority Traffic Route making this section easier for cyclists;
- Either a cycle contra-flow eastbound along one-way (westbound) Coppergate or allowance of cycling eastbound along High Ousegate (current footstreet).





7. Cycling

Detailed Proposals

We also propose enhancements to a number of secondary routes across the City Centre.

Secondary Routes

Rail Station to District Hospital via Scarborough Bridge

- New access into rail station from north; widened Scarborough pedestrian/cycle Bridge with ramped access;
- Direct link up side of Marygate car park;
- Enhanced toucan crossing at St Mary's / Bootham junction making straight across movement towards District Hospital easier.

Northeast Bank of Ouse from North to Lendal Bridge

- Enhanced surface along lane connecting Museum Street with Dame Judi Dench Walk;

Northeast Bank of Ouse South from Ouse Bridge

- Connecting to Blue Bridge Lane and Millennium Bridge – no enhancements required.

Ouse to Piccadilly and Walmgate

- Enhanced access from Tower Street into the riverside park;
- New bridge across River Foss to north of Castle Museum connecting to Piccadilly;
- Toucan crossing directly onto Dennis Street.

Walmgate Bar to High Petergate via Colliergate

- Fossgate converted to footstreet, but with two-

way cycle access;

- Permit cycling along Colliergate to High Petergate for a trial period. (This route provides a good shortcut for the key north-south link from Bootham Bar to Walmgate outside footstreet hours).

Garden Place to Foss Islands Road

- New cycling facility through new Hungate development, along north side of Foss and then crossing to south side by Navigation Road before continuing along south side of Foss to toucan crossing on Foss Islands to connect to the retail area opposite.

Castlegate to Kent Street via Fishergate Bar

- Two-way cycling to be permitted on Castlegate footstreet, connecting through to new bridge over Foss as part of Castle Piccadilly development;
- South down Piccadilly to cycle cut through onto George Street and across Paragon Street via existing toucan;
- Spur along Hope Street to Walmgate and primary route at Navigation Road with installation of cycling contra-flow.

Skeldergate to Scarfort Road via Nunnery Lane

- Shared surface on widened footway from Victor Street to Swann Street and new toucan crossing;
- Further links along Nunnery Lane to connect to Scarcroft Lane off-road route to Scarcroft Road.

Monk Bar to District Hospital via St John's Place

- Removal of car parking (with residents' parking provided in Monkgate car park) and installation of cycle lanes as far as St John's Place;
- Quiet route from St John's Street and Townend Street and Lowther Street;
- Enhanced crossing of Clarence Street.

Lowther Terrace to Rail Station

- Cut through from Lowther Terrace into rail station car park for cycle access to Station parking.

Wilton Rise to National Rail Museum

- Ramped access on bridge from Wilton Rise to Cinder Lane, connecting to Leeman Road.

Peasholme Green to Layerthorpe

- Provide continuous cycle lanes to junction with Hallfield Road, to provide link onto Foss Islands link.

Longer-term

York Central to Museum Gardens

- De-trafficked Marble Arch due to traffic restrictions;
- New bridge over Ouse from post office site to North Bank by Museum Gardens in association with York Central development and future redevelopment of the Post Office site;

7. Cycling

Detailed Proposals

Other proposals

- Increase cycle parking provision throughout City Centre, in particular at key nodes on primary and secondary cycling routes at edges of footstreet zone;
- Provide occasional cycle parking stands on-street in terraced residential areas;
- Remove cycle parking where it creates a barrier or is insensitively placed;
- Increase cycle parking at the Rail Station;
- Encourage the development of a cycle hire facility in the City Centre that is promoted to tourist visitors;
- Encourage the development of cycle rickshaws as a tourist activity and access option into the City Centre;
- Move away from use of articulated buses in York;
- Promote cycling from Park & Ride sites.

Further Work

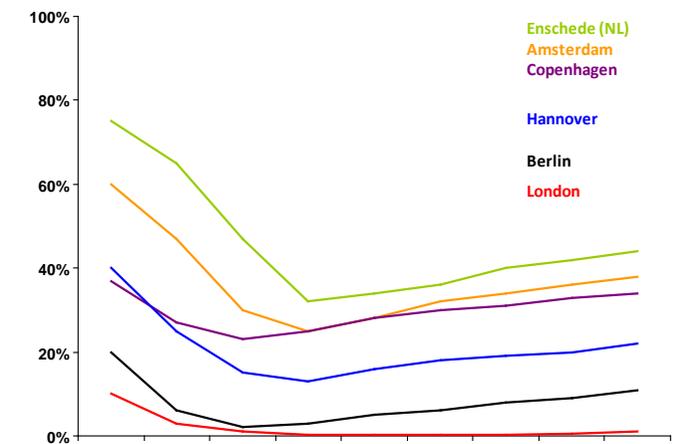
- Audit of cycle parking demand around centre to identify locations where more parking required / parking should be removed.

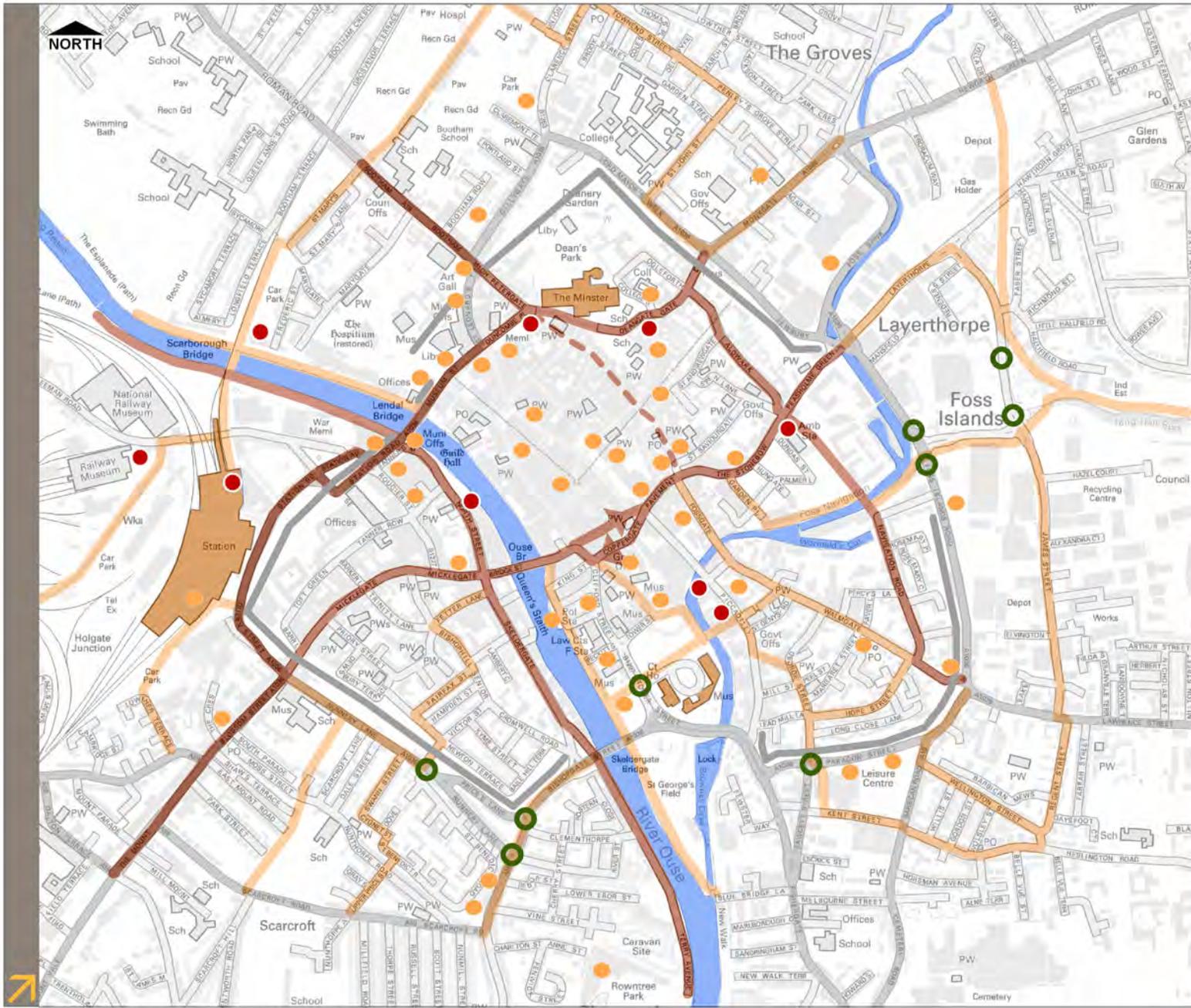


Above: Build-outs provide opportunities for additional cycle parking
 Below: Road closures which allow cycle access are effective at stopping rat-running whilst promoting cycling permeability

Precedent: Long Term Growth in Cycle Use

Our strategy looks to significantly grow cycling as a part of managing traffic levels to the City Centre. Ambitions to double cycling are not unrealistic. During the 1960's and 1970's, cycling levels in many North European countries, now famed for their cycling levels, plummeted. This led to a decision to arrest this decline by investing significantly over the long-term in cycling. So many German, Dutch and Danish towns and cities now achieve cycling mode shares of over 20% or 30%. Growth in cycling in British towns where investment has been made has been similar to the rate of growth that these European towns and cities experienced (just under 10% per annum). London's sustained investment in cycling over the last decade has seen this sort of growth and hence cycling levels have doubled since 2000.





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Figure: 7

Client:
City of York Council

Project Title:
York City Centre Movement and Accessibility Framework

Drawing Title:
Cycling proposals

Project ref:
NEA6074

Key:

-  Proposed Primary Cycle Route
-  Secondary Cycle Route
-  New cycle parking
-  Existing cycle parking
-  Signalised cycle crossing



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8. Pedestrian Access

Background and Issues to Address

Background

York is a walkable human scale. Nearly all journeys to and in the City Centre involve some walking and the City's heritage and environment is best enjoyed on foot. Pedestrians are the greatest single mode using the Ouse and Lendal Bridges and many of the footstreets have very high footfalls.

Issues to Address

- Some of the key pedestrian desire lines provide poor connectivity and legibility (e.g. rail station towards Minster), southwards from Parliament Street towards the Eye of York);
- There is inadequate pedestrian circulation space due to high footfall, conflict with other users (such as people waiting at bus stops) and limited amount of highway given over to pedestrians in some locations;
- Some of the footstreets are given over to carriageway, with pedestrians forced onto narrow footways;
- The Inner Ring Road presents a major barrier to pedestrian movement in some locations (e.g. Lord Mayor's Walk / Gillygate junction, Blossom Street / Micklegate junction);
- Over-engineered traffic junctions provide poor pedestrian facilities and incur significant delay or detour for pedestrians due to the use of guardrailing and/or staggered junction crossings, as well as limited pedestrian phases (e.g. Rougier Street / Lendal Bridge junction, Coppergate /

Pavement junction);

- There are few resting places for pedestrians and limited provision of seating throughout the City Centre.





8. Pedestrian Access Strategy Approach

Above all else, the strategy seeks to reassert pedestrian priority in the City Centre. Greater numbers of journeys to the City Centre by foot and greater footfall within the City Centre will help manage traffic levels and improve economic performance in the City Centre.

Enhancing pedestrian provision goes hand in hand with improving the environment and quality of place in key locations.

The strategy proposes to:

- Enhance key pedestrian desire lines and routes into the centre by improving connectivity and legibility;
- Remove all traffic from the footstreets during operational hours;
- Make over the footstreets to reflect this pedestrian priority;
- Reclaim public spaces for pedestrians (such as Exhibition Square, Library Square, St Helen's Square, King's Square, Whip Ma Whop Ma Gate);
- Declutter streets of barriers to movement;
- Improve legibility by decluttering of streets and enhancing views so people can navigate intuitively through the centre;
- Provide continuous and direct level surface routes from car parks into the footstreet zone;
- Provide direct and convenient crossing points of the Inner Ring Road on key pedestrian desire lines;

- Provide good quality links and orientation between visitor attractions and areas of high visitor numbers.



Above: Lack of pedestrian facilities make crossing Gillygate difficult
Below: Some of York's historic passages are underutilised and poorly presented

8. Pedestrian Access

Detailed Proposals

Detailed Proposals

- Removal of all motorised traffic from the footstreets during operational hours;
- Make over the footstreets to reflect this pedestrian priority (narrowed carriageways or shared surfaces);
- Reduction in highway infrastructure, signing and lining in the footstreets as a result of simplifying access regulations and moving to shared surfaces;
- Declutter streets of barriers to movement by removing or consolidating excessive street furniture, A-boards, signage and highways infrastructure;
- Introduce a 'Legible City' signage and mapping system.

Public Spaces

- Reclaim public spaces for pedestrians:
 - Exhibition Square: removal of bus turning area and returning to Square;
 - Parliament Street / Piccadilly junction area: removal of toilet block, reducing highway space at junction in association with Priority Traffic Route and one-way Coppergate / Piccadilly proposals and removal of guardrailing and traffic signals;
 - Clifford's Tower: removal of surface car park and provision of new public space;

- Duncombe Place incorporated into footstreets and reformatted to reflect pedestrian priority.

Key Links

- Improve link from rail station to Minster by reducing clutter around station entrance and widening of footway on Station Road between Rougier Street and Lutyens Memorial and simplification of Rougier Street / Station Road junction;
- Enhance appearance and legibility of snickleways.
- Develop Rampart Linear Park and walking route around the walls, as proposed in New City Beautiful strategy;
- Examine key pedestrian routes into City Centre in association with disabled representatives to identify improvements;
- Enhance links from car parks:
 - Install crossing on Gillygate, opposite pedestrian exit from Bootham car park;
 - Enhance link from St George's Field car park along Ouse and Foss into Castle area;
- Enhance links across Inner Ring Road at:
 - Blossom Street (increase pedestrian green phase);
 - Monkgate: narrowing of junction and removal of staggered crossing;
 - Layerthorpe / Peasholme Green;
 - Walmgate Bar.

New Links

- New pedestrian bridges across Foss at Hungate and Castle Piccadilly;
- New pedestrian bridge across Ouse from North Street to City Screen;
- New pedestrian connection from York Central and the NRM to Museum Gardens via a new bridge through post office site.

Further Work

- Audit of pedestrian facilities as part of Access Plan.



Illustrative plan from Austin Smith Lord "Cultural Quarter in York" report, January 2007 showing a new pedestrian link from York Central to Museum Gardens and the City Centre via a new bridge over the Ouse.

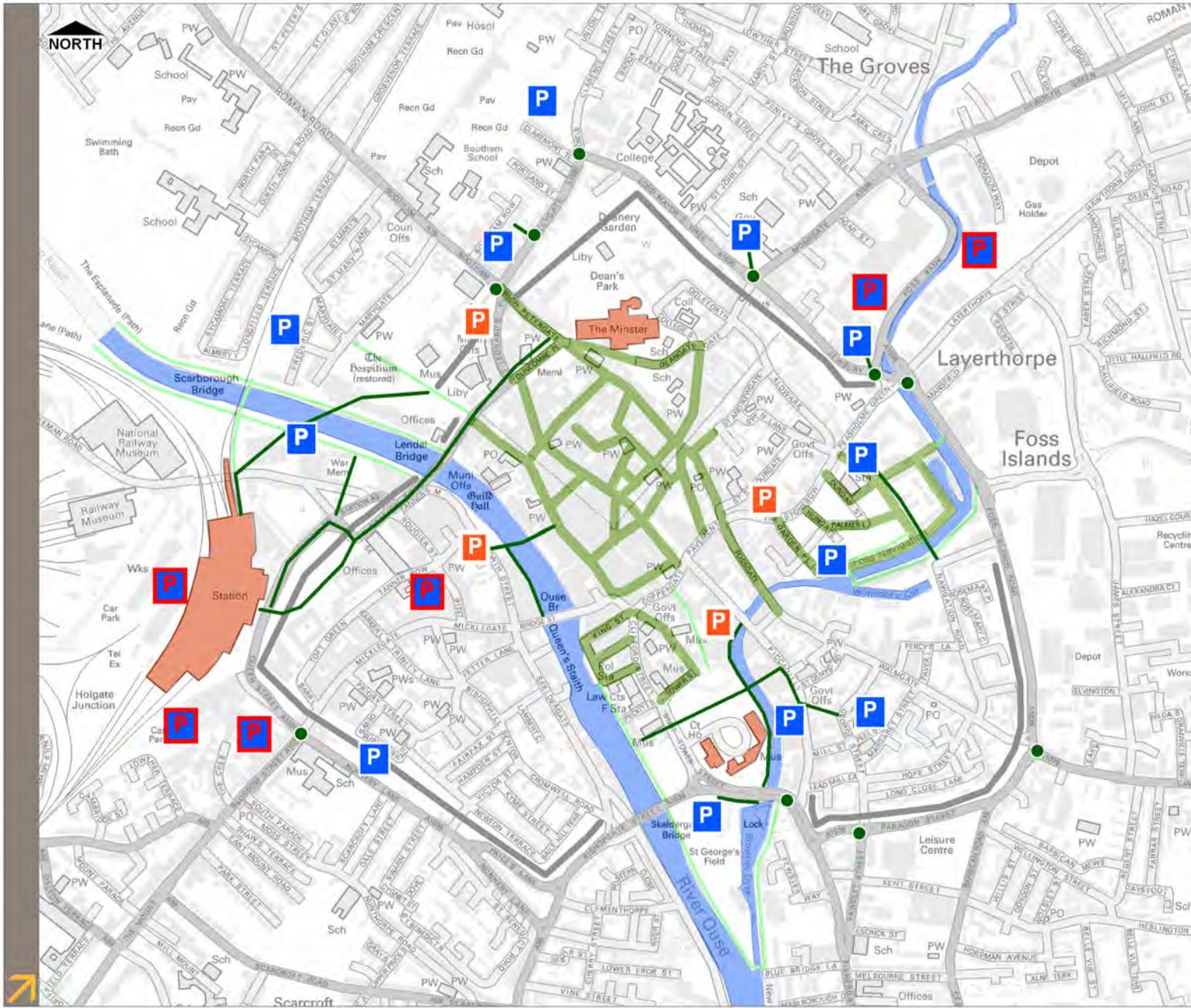


Figure: 8

Client:
City of York Council

Project Title:
York City Centre Movement
and Accessibility Framework

Drawing Title:
Pedestrian Proposals

Project ref:
NEA6074

Key:

-  CoYC Public Car Parks
-  Privately Operated Public Car Parks
-  Disabled Car Parks
-  Footstreets
-  Existing Pedestrian Links
-  New or Improved Pedestrian Links
-  Pedestrian Crossings to be improved



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9. Taxis and Private Hire

Background, Issues to Address, Strategy Approach and Detailed Proposals

Background

There are currently 178 licensed hackney carriages in York, with 4 new licenses per year being granted. There are approximately 550 Private Hire Vehicles (PHV). They fulfil an important function for visitors and residents, including disabled and mobility impaired users.

Issues to Address

- Whether to permit taxis / PHV's preferential access or to restrict in line with other general motor traffic;
- Permission for entering footstreet zones during evening hours;
- Location of ranks under new access management arrangements;
- Abuse of existing taxi ranks by servicing and loading (e.g. Piccadilly);
- Speeding through footstreets outside footstreet operational hours.

Strategy Approach

As part of the general approach to promoting alternative access to the Centre and managing traffic levels, we consider that taxi and PHV have an important role to play and therefore should be given preferential access to restricted Priority Traffic Routes through the centre.

We note that taxis and PHV's tend to be treated similarly in York (e.g. both allowed to use bus lanes).

However, to make the Priority Traffic Routes easy to

understand and to enforce, it is important that vehicles using these are clearly identifiable as legitimate users.

Detailed Proposals

- Allow taxis and PHV's to access Restricted Priority routes;
- Require taxis and PHV's to be clearly identifiable (in terms of livery / signage) in order to use these routes;
- Consider most appropriate enforcement regime to ensure abuse minimised (rising bollards and transponders, camera enforcement or manual enforcement);
- Continue with proposals to make taxi fleet low or no emission by 2021;
- Exclude all traffic from the footstreet zone during operational hours, but allow taxis and PHV's in on a restricted route outside these times (see map over);
- Strictly enforce 20 mph speed limit through the footstreet zone;
- Remove taxi rank from under the portico at the Station Entrance and relocate to existing bus stop location in front of Station, in association with longer-term proposals for establishing a bus interchange to the south of the station entrance;
- Remove day time taxi rank from Duncombe Place as part of making this a footstreet and explore options for alternative nearby ranking locations or solutions (such as remote ranking or taxi hail

point);

- Provide an improved rank at Piccadilly, in association with proposals to make this a one-way northbound restricted Priority Traffic Route;
- Retain night time ranks at Rougier Street, Micklegate, Toft Green, Clifford Street, Tower Street, St Leonard's Place and St Sampson's Square.



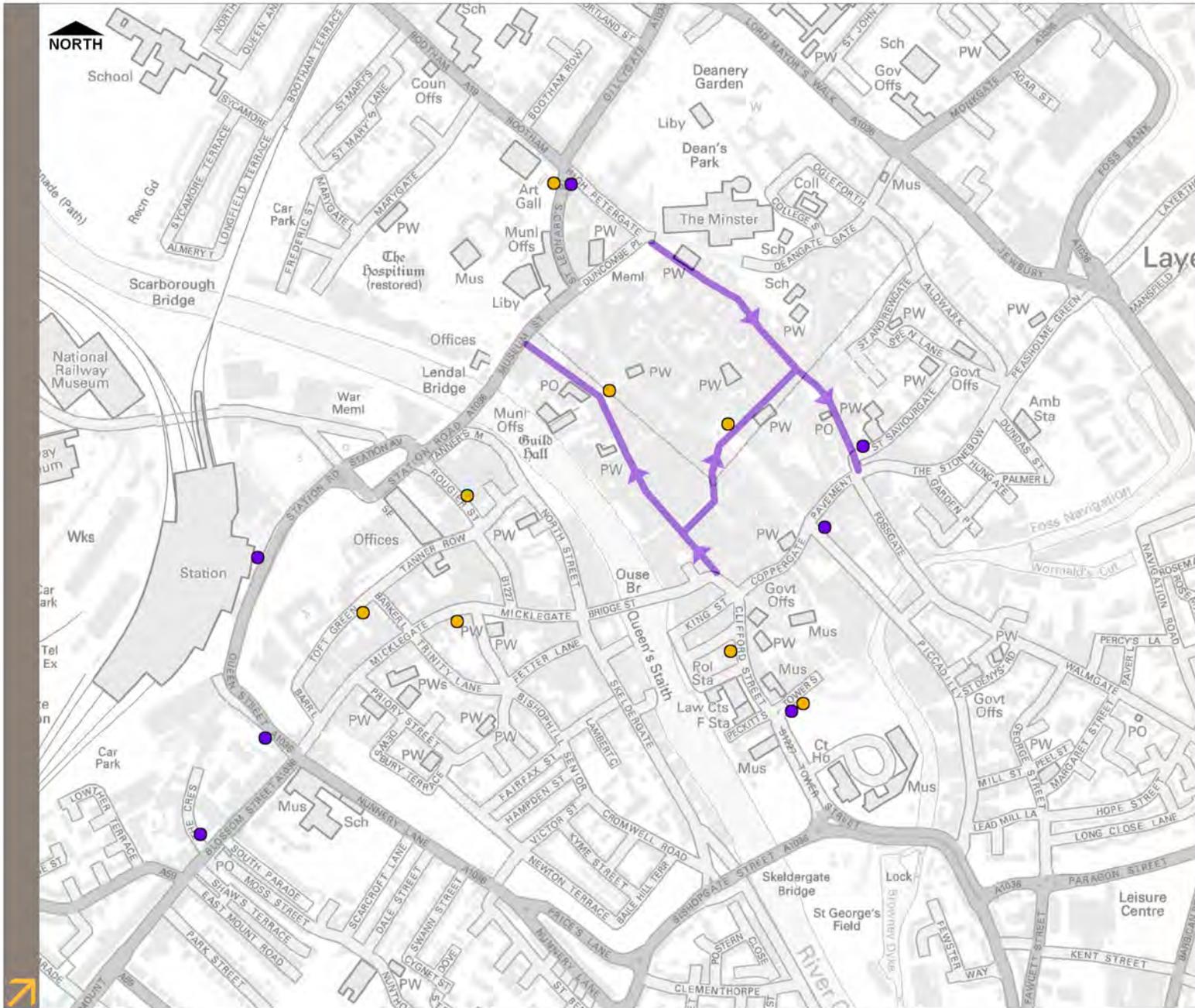


Figure: 9

Client:
City of York Council

Project Title:
York City Centre Movement
and Accessibility Framework

Drawing Title:
Taxi Proposals

Project ref:
NEA6074

Key:

Taxi Rank

- Night time
- 24 hour
- ➔ Taxi routes through footstreets outside operational hours

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10. Coach Access and Parking

Background and Issues to Address

Background

Coaches fulfil an important role in bringing an estimated 10% of tourist visitors to the City.

Currently coach parking is provided at Union Terrace to the north of the centre (35 spaces) and St George's Field to the south of the centre (21 spaces), with drop off and rendezvous points at Leeman Road, Fawcett Street and Foss Bank;

Data shows good use of these facilities, peaking in August with an average of 37 coaches per day

York is aspiring to attain "Coach Friendly" status.

Issues to Address

- Consideration of overall strategy for managing coach parking - whether to continue to utilise St George's Field (a temporary, flood prone site) and whether to have rendezvous points as well as coach parks that are relatively close to the City Centre;
- Disruption to bus services and other road users at rendezvous points;
- Rendezvous point at Memorial Gardens contributes to severance of the Gardens and poor quality space;
- Signage and communication of coach parking, rendezvous points and routes to coach operators;
- Poor quality walking connections from Union Terrace car park into City Centre (indirect route and delay crossing Lord Mayor's Walk).

Strategy Approach

Coach parking either needs to be located sufficiently close to City Centre destinations so that rendezvous points are not needed, or to have a series of strategically located rendezvous points and provide coach parking at a further distance from the City Centre, perhaps a Park & Ride site(s).

The approach of having a northern and southern site seems to work reasonably well at the moment, although we question the need for having rendezvous points in addition to these sites.





10. Coach Access and Parking Detailed Proposals

We believe that two broad options should be considered:

Option 1

- Retain a northern and southern City Centre coach park as per current arrangements and scrap current rendezvous points, as these are as remote from the City Centre as the coach parks themselves (except for the Memorial Gardens rendezvous point).

Option 2

- Provide rendezvous points for pick up and drop off, and relocate coach parking to appropriate Park & Ride sites (perhaps one northerly and one southerly one);
- Note, it will be necessary for coach visitors to be dropped off in close vicinity to the City Centre and the Park & Ride site will only act as long-stay parking for coaches, with coaches having to make 2 trips in and out of the City Centre (to drop off and pick up).

Potential coach rendezvous points could include:

- A site close to the rail station to replace the Memorial Gardens rendezvous point (see part 12 of this section), either as part of the proposed new rail station bus interchange, or at the back of the rail station, adjacent to the NRM;
- St Leonard's Place by theatre;
- Tower Street;
- Southern end of Piccadilly;

- Foss Bank (existing pick up point);
- Fawcett Street (existing pick up point).

Further Work

- Commission work to revise Coach Strategy, incorporating:
- Understanding of origin and type of coach visitors;
- Assessing the level of service and actions that need to be taken to achieve "Coach Friendly" status;
- Feasibility and suitability of different Park & Ride sites to provide coach parking;
- Charging regime and financial implications (unlikely to be desirable to charge coaches for using Park & Ride, but equally, removal of coach parking from City Centre locations may allow more car parking to be provided here).

11. Rail Station Gateway

Background, Issues to Address and Strategy Approach

Background

The Rail Station provides the most important gateway to York, not only in relation to rail passengers, but as a major hub on bus routes and an important cycle corridor.

The link from the Station to the Minster has been identified as the first part of “the Great Street” in the New City Beautiful vision.

When York Central is developed, the pedestrian flow through this area will become even more important.

This strategy does not seek to comment on the provision of rail services, but of the welcome to York provided at this gateway.

Issues to Address

- Untidy and chaotic layout immediately outside the station entrance;
- Poor legibility and orientation ;
- No tourist welcome or information facilities;
- Congestion caused by bus waiting facilities and traffic conflict around the station entrance;
- Pedestrian route from station entrance onto Station Road is difficult to negotiate due to limited footway, guardrailing, crossings and numerous conflict points with vehicles.

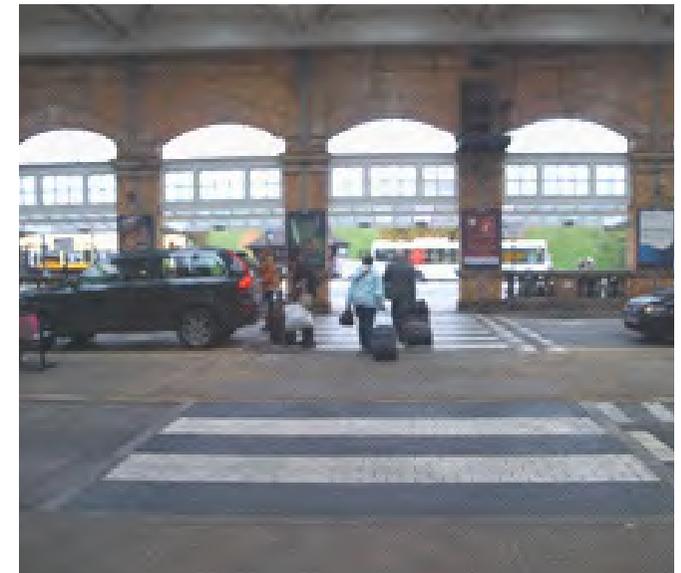
Strategy Approach

As a ‘first impression’ of York with views of the Walls and the Minster, this is a crucial space to present attractively. Visitors need to be able to orientate themselves and exit the rail station conveniently.

In the longer-term, some major changes could significantly improve this space.

We propose the creation of a new public space outside the Rail Station entrance in association with creating a better bus interchange to the south of the station entrance, clearing out some of the conflict with vehicles and establishing better, legible pedestrian routes towards the City Centre.

The move of the City Council to offices on Station Rise can assist in the enhancement of this ‘secondary’ pedestrian link from the station towards the river on the ‘inside’ of the Walls.





11. Rail Station Gateway

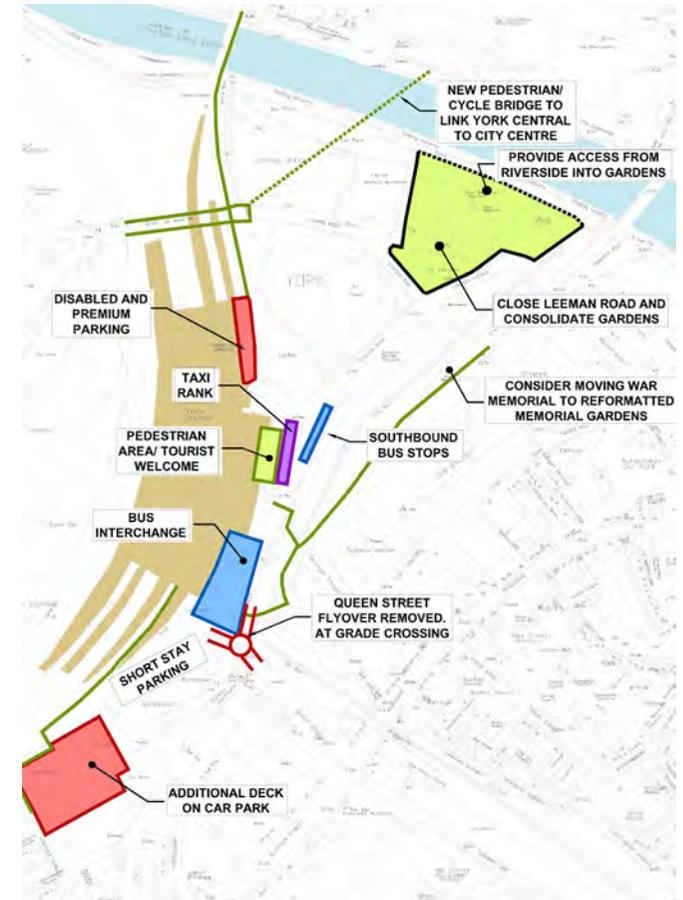
Detailed Proposals

- Remove Queen Street flyover and replace with at-grade highway;
- Create new bus interchange just to south of main station entrance on northern section of main station car park;
- Remove all traffic (taxis and drop-offs) from the portico and provide pedestrian circulation space and tourist orientation and welcome facilities.
- Position taxis directly in front of station where current bus stands are;
- Remove parking from area outside the short-stay car park and reduce highway space and increase pedestrian space;
- Convert short-stay car park adjacent to platform 4 into long-stay premium and disabled (which will reduce the volume of vehicles turning in here and conflicting with key pedestrian movement);
- Relocate short-stay car parking and drop off into main car park;
- Retain southbound bus stops on opposite side of road in current positions;
- In association with the creation of the new bus interchange, remove bus layover and stopping from spur of Leeman Road, remove this section of highway and integrate the Memorial Gardens.. Consider relocating the Lutyens' Memorial into these gardens, opening up the views on the pedestrian route from the Station to the Minster at Station Rise;

- Work with station operator to retain an east-west pedestrian link through the station to connect to York Central site, in the event of ticket barriers being introduced;
- An illustrative plan of these proposals is shown opposite.



Route from Sheffield Rail Station communicates pedestrian priority
© Liz Motley



12. Tourist Buses

Background, Issues to Address, Strategy Approach and Detailed Proposals

Background

Two operators provide a hop-on, hop-off tourist bus service around the City Centre on the route shown in the diagram to the right. At peak visitor times, 8 buses per hour run round this route.

Issues to Address

The current operation of the tourist buses causes the following issues:

- Some of the stopping locations undermine public spaces and interfere with key views (e.g. Exhibition Square);
- The desire to run the buses slowly so visitors can enjoy the views causes delay to other road users;
- Most of the vehicles used are older with stepped access and higher emissions.

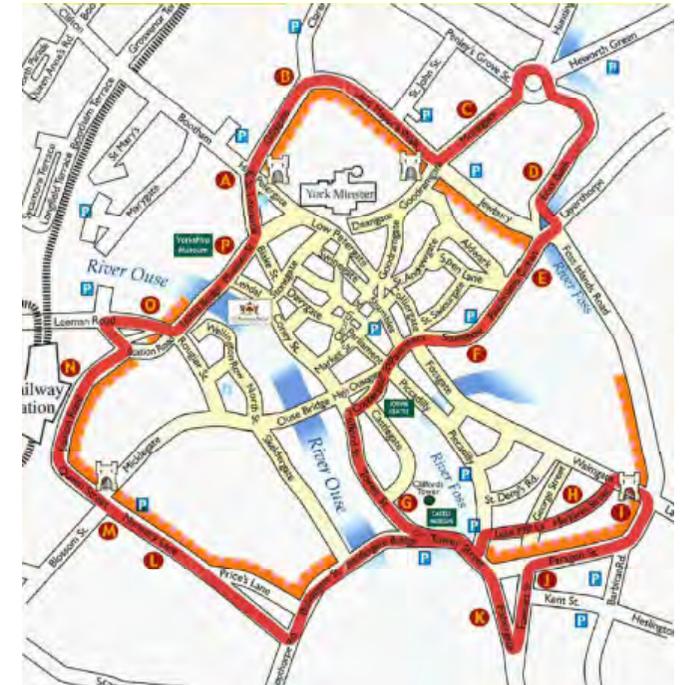
Strategy Approach

The tourist buses perform an important role for visitors and make a contribution to the economy and the tourist offer. Therefore, the strategy supports the continued operation of these services, which can be accommodated on the existing route.

However, it does look to make enhancements to operations and stopping locations to support other elements of the strategy.

Detailed Proposals

- Allow tourist buses to use the restricted Priority Traffic Routes;
- Relocate tourist bus stands in front of Rail Station to new bus interchange to south of Rail Station entrance. Remove Leeman Road Memorial Gardens stopping point as part of re-configuring Gardens (see part 12 of this section);
- Remove bus waiting area in Exhibition Square (providing a kerbside stop instead);
- Look to update the fleet to low-floor, low-emission vehicles. Investigate potential funding sources to assist operators in converting or replacing vehicles to current emission standards.



Existing tourist bus route





13. Information and Promotion

Background, Issues to Address, Strategy Approach and Detailed Proposals

Background

For the strategy proposals to work, it requires people to make changes to their travel choices in accessing York City Centre.

It is therefore vital to have a complementary promotion and behaviour change programme accompanying implementation of the strategy.

There is also an opportunity, by providing visitors and users of the City Centre with good quality information to shape their choices once they arrive in York.

Issues to Address

- Make people aware of their different journey options to the centre of York by bus, Park & Ride, train, cycling and walking;
- Make people perceive the alternative ways of travelling as easy and convenient and improve the image of cycling and bus travel;
- Overcome scepticism to the strategy concept that this is the best way for York City Centre to develop both economically and environmentally;
- Reduce clutter and improve legibility and interpretation so people can move round and explore the Centre more easily and intuitively and enjoy the experience.

Strategy Approach

We therefore propose that considerable effort should be put into promotion and awareness raising, both of the benefits of the strategy and different travel

options.

The strategy needs to be championed both within City of York Council and to retail and business partners to garner their support.

Information on travel options needs to be readily available in appropriate formats (on-street information, web-based information etc.).

Residents, workers and visitors should be actively encouraged to travel to and within the City Centre by alternative modes.

Delivery of strategy elements should be accompanied by 'launches' and positive communications and the benefits of the scheme (e.g. increased footfall, improved air quality etc.) should be communicated.

Detailed Proposals

- Creation of information materials on-street, in published format and available on a web page showing movement and accessibility options to and within York City Centre;
- Improved legibility through signing and wayfinding, the promotion of walking and cycling leisure guides and interpretation, including via mobile communications devices to reduce the amount of physical clutter and maintenance required;
- Smarter choices programmes to encourage uptake of walking, cycling and public transport for trips to the City Centre targeted at employers, schools and residential communities;

- Smartcards and integrated ticketing promotion so that public takes it up
- Provision of City Centre Ambassadors to assist tourist visitors and to assist City Centre users when strategy elements are implemented (e.g. changes to traffic access into footstreets, changes to locations of bus boarding points).



Phasing of Delivery

Introduction

In this section, we outline:

- Proposed phasing of the strategy;
- Action plan of measures;
- Public Realm Guidance;
- Integration with planning and transport policies.

Phasing

The delivery of the strategy will take place over a period of 20 years.

The phasing of the delivery needs to consider the sequencing (in terms of some measures being dependent upon others before they can be implemented).

The phasing will allow businesses and users to prepare for and get used to changes, before introducing subsequent changes, but it is important that the strategy also delivers 'quick wins' to show that it is deliverable and that it brings benefits.

On the next pages, we propose an action plan that we have divided into four stages:

- Short-term (2011-2013)
- Medium-term (2014-2016)
- Medium-long term (2017-2021)
- Long-term (2022-2031)

Here, we present a short narrative explaining broad phasing.

Short-term (2011-2013)

In the short-term, expansions to the footstreets coverage and operational times should be introduced, in line with the footstreets review. Parking restrictions should be more actively enforced.

Improvements to walking links from car parks to be retained can be initiated, together with improvements to key cycle routes and installation of cycle parking at the edges of the footstreet zone along the key routes.

Enhancements to some key bus stopping areas (Rougier Street, Clifford Street) can be implemented in preparation for the closure of Ouse Bridge and the introduction of the Priority Traffic Route and one-way bus loop on Coppergate in the medium term. Partnership working should continue with the bus companies to assist the development of smartcard and other cashless ticketing options.

Research should be undertaken on some critical elements in allowing the strategy to be taken forward, namely:

- Development of a Delivery and Servicing Plan, in collaboration with City Centre retailers;
- Disabled Access Plan, in collaboration with disabled representatives;
- Public Realm Strategy and Design Guide;
- Study of enforcement options, so that current and future traffic management operations can be effectively resourced.

Medium-term (2014-2016)

The expansion of the footstreet zone continues and some priority footstreets are reformatted to shared surfaces (in keeping with the Public Realm Strategy and Design Guide principles that have been established). Parliament Street and St Sampon's Square are reconfigured and decluttered, including the expansion of public space at the southern end of Piccadilly by removing the toilet block and modifying the Coppergate / Piccadilly junction in accordance with the bus proposals below.

The Ouse Bridge is closed to general traffic and the one-way Coppergate bus link is implemented, with Coppergate and Piccadilly reformatted into pedestrian priority spaces, with bus access through and new stopping facilities. Cashless and smartcard ticketing should be introduced on a voluntary basis.

Preparatory works for introducing new servicing arrangements should be undertaken, including the construction of an Urban Consolidation Centre and provision of local City Centre storage for market traders.

Consideration should also be given to taking over moving traffic offences from the Police so that the strategy can be effectively enforced.



Phasing of Delivery

Medium-long term (2017-2021)

The expansion and reformatting of the footstreets continues.

The new servicing arrangements for the City Centre are introduced and footstreet hours are extended to 11am to 7pm.

Disabled parking is moved out to the edges of the footstreets and the footstreet zone is redesignated as a pedestrian zone.

Lendal Bridge is closed to through traffic and becomes a restricted Priority Traffic Route. Bus services that currently terminate in Exhibition Square are temporarily moved to Leeman Road Memorial Gardens, so that Exhibition Square can be reformatted.

Long-term (2022-2031)

With the completion of Castle Piccadilly development, Castle Car Park is converted to public space, with new parking provided at the southern end of Piccadilly, connected via a new pedestrian and cycle bridge over the Foss. Tower Street becomes a restricted Priority Traffic Route (buses, taxis and cycles only).

Queen Street flyover is taken down and a new bus interchange constructed to the south of the rail station entrance, allowing removal of bus stops from in front of the station and removal of taxis from under the station entrance portico.

With turning facilities provided at the new interchange, buses currently terminating and laying over in Leeman Road Memorial Gardens are relocated here and the two parts of the Memorial Gardens are reintegrated.

Quick Wins

While the Strategy contains many ambitious, long-term measures, there are also low-cost quick wins that can be delivered.

Two minor projects completed in 2011 illustrate this:

- The removal of guardrailings by the Tourist Information Centre, so that pedestrians are not herded and brought into conflict with each other; and
- Second, the front of the Library Square has been reclaimed from parking for five cars into a public space.



We would recommend that public realm enhancements in the City Centre continue to be delivered at the highest quality using the best materials. In financially constrained circumstances, the programme of works should take place over a longer time period, whilst maintaining the quality.

For some of the traffic management measures, we recommend that these are trialled on a temporary basis so that people can see, and get used to the impacts of changes, before committing to spending significant sums on permanent infrastructure alterations.



Action Plan Short-Term (2011 - 2013)

Footstreets	Introduce extended operational hours
	Trial Fossgate footstreet
	Remove disabled parking from St Helen's Square
	Devise new street maintenance and cleansing regime for Footstreets zone
Traffic Management	Enforce parking restrictions in footstreets more vigorously
	Commission traffic surveys to understand volume and types of movements coming through Historic Bars (Bootham, Micklegate, Monk Bar and Walmgate)
	Commission modelling to assess impact of closing Inner Ring Road from Lendal Bridge to Bootham Bar
	Subject to legislative approval, investigate taking over moving traffic offences from the Police
Servicing	Commission Delivery and Servicing Plan study and investigate feasibility of Consolidation Centre
Disabled Access and Parking	Remove disabled parking from Castlegate and relocate into Castle Car Park
	Commission Access Plan to examine how to improve disabled access into the City Centre
	Subject to Government guidance, examine operation of current green badge and blue badge schemes and develop proposals for running tightened up blue badge scheme and abolishing green badge
Parking	
Buses	Improve stopping areas at Rougier Street and Clifford Street
	Work with operators to establish smartcard and cashless ticketing options and integrated ticketing
Cycling	Trial of cycling from High Petergate to Colliergate
	Introduce new cycle parking adjacent to primary routes around the footstreets zone
	Pedestrian / cycle bridge over Foss at Hungate provided, together with pedestrian and cycle links through new Hungate development
Pedestrian Access	Complete enhancement of Bootham Bar to Walmgate cycle route, including new cycle parking locations along route
	Conduct audit of key pedestrian routes to the City Centre in partnership with disabled representative groups, as part of an Access Plan
Coach Access and Parking	Introduce pedestrian crossing on Gillygate
	Commission Coach Access and Parking Strategy Study
Taxis	
Tourist Buses	
Public Realm Improvements	Commission Public Realm Strategy and Design Guide
	Library Square improved
Development Planning	Hungate development completed

Action Plan Medium-Term (2014-2016)



Footstreets	Remove disabled parking and traffic from Lendal and St Helen's Square and pedestrianise St Helen's Square
	Duncombe Place and Deangate become footstreets and space reconfigured
	Parliament Square / St Sampson's Square reconfigured
	Fossgate reconfigured to shared surface following trial
	Castlegate reconfigured to shared surface
	High Ousegate updated (with allowance of west-east cycling)
Traffic management	Close Ouse Bridge to Stonebow to general traffic (priority route for buses, taxis and cyclists only)
	20mph speed limit within City Walls introduced
	Close Monk Bar to outbound general traffic
	On-street parking removed from Lord Mayor's Walk (with dedicated parking in Monkgate car park for residents)
Servicing	Construct Urban Consolidation Centre and other preparatory works for new servicing arrangements
Disabled access and Parking	Remove disabled on-street parking from Lendal
	Introduce interim on-street disabled parking in Church Street
	Introduce better managed blue badge scheme and abolish green badge scheme
	Expand shopmobility scheme in preparation of removing parking from footstreets zone
Parking	Footprint of Nunnery Lane car park reduced to improve setting of Walls here
Buses	Introduce Coppergate one-way bus operation and reformat Coppergate to pedestrian priority street
	Introduce one-way bus operation on northern section of Piccadilly, with new bus stopping facilities
	Introduce enhanced bus stops at Stonebow and scrap bus stop at Marks & Spencer
	Removal of Micklegate east-bound bus boarding (to reduce congestion and conflict of pedestrians and people waiting for buses)
	Smartcard and cashless ticketing systems introduced and promoted
	New operational regime introduced (no retiming or crew changes at City Centre stops on main spine route)
	Temporary relocation of bus layover by Lutyens Memorial into Leeman Road Memorial Gardens
Cycling	West-east one-way cycling along High Ousegate permitted on trial basis
	Enhance Scarborough Bridge crossing (in event that York Central development and proposed new bridge across River Ouse appears unlikely)
	Cycle lanes introduced on Lord Mayor's Walk
Pedestrian access	Enhance pedestrian links to City Centre from car parks that are to be retained
	Enhance pedestrian crossing at Monkgate (narrow carriageway and remove staggered crossing);
	Enhance appearance, amenity and legibility of snickleways
Coach Access and Parking	Removal of coach rendezvous point at Memorial Gardens, to be replaced by new arrangements for coach parking or rendezvous points
	Planning of new measures as identified in Coach Strategy
Taxis	Removal of taxi rank on Duncombe Place
	Enhanced taxi rank provided at northern end of Piccadilly
Tourist Buses	
Public realm Improvements	Parliament Street and St Sampson's Square reconfigured, St Helen's Square reconfigured, Duncombe Place Minster Approach reconfigured
	Monk Bar environmental improvements
	Coppergate and northern end of Piccadilly reconfigured into pedestrian priority areas with bus access
Development Planning	St Leonard's Place redevelopment completed

Action Plan Medium-Long Term (2017-2021)

Footstreets	Introduce 11-7 footstreet operational hours
	Footstreets redesignated into a Pedestrian Zone enabling removal of excess signage
	Complete closure of Stonegate, Shambles and High Petergate to motor traffic (from Bootham Bar to Duncombe Place)
	Petergate (from Bootham to King's Square) reconfigured to shared surface
Traffic Management	Lendal Bridge closed to general traffic and becomes Priority Traffic Route (buses, taxis and cyclists only)
	Close Bootham Bar to all motor traffic at all times
	Micklegate restricted traffic access (one-way only)
Servicing	Introduce new servicing arrangements in central footstreets
Disabled Access and Parking	Preferential disabled car parking at edge of footstreet zone introduced (Stonebow House, Piccadilly, St Leonard's Place, North Street on-street)
	Removal of disabled on-street parking in footstreets (with provision of preferential disabled parking on edges of zone)
Parking	Additional deck provided on southern end of rail station parking (in advance of loss of car parking spaces for creating bus interchange)
	Additional deck provided on reconfigured St George's Field car park
Buses	City Centre becomes cashless boarding only
	Bus turn around facility in Exhibition Square removed with terminating buses temporarily accommodated at Leeman Gardens Memorial Gardens and new kerbside bus stops installed on St Leonard's Place away from square
Cycling	Enhancements to rail station to Monkgate via Lendal Bridge cycle route
	Enhancements to Micklegate to Peasholme Green via Ouse Bridge cycle route
Pedestrian Access	New footbridge over Ouse from North Street to City Screen, providing connection from office quarter, Rougier Street bus stops and disabled parking on North Street
	Pedestrian enhancements across ring road at Walmgate Bar, Micklegate Bar, Foss Islands Road and Peasholme Green
Coach Access and Parking	
Taxis	
Tourist Buses	
Public Realm Improvements	Bootham Bar and Micklegate Bar environments improved
	Exhibition Square reformatted, with bus turning facility removed
	St George's Field environment improved (and connections along rivers)
	Newgate Market updated
Development Planning	Stonebow House redeveloped
	Castle Piccadilly development begins
	York Central development begins

Action Plan Long-Term (2022-2031)



Footstreets	Tower Street, King's Staith, King Street, Cumberland Street and Lower Friargate become footstreets
	Blake Street, Davygate, Church Street, Goodramgate and Colliergate reconfigured to shared surfaces
	Feasegate, Market Street, Spurriergate, Coney Street and New Street updated
Traffic Management	Access restriction to general traffic on Leeman Road introduced
	Queen Street flyover removed
	Inside lane of Tower Street inner-ring road between Tower Street and Piccadilly becomes left-hand turn only
Servicing	
Disabled Access and Parking	
Parking	New multi-storey car park constructed towards southern end of Piccadilly
	Castle car park removed and public space developed
	Other car parks on Piccadilly de-commissioned, including Coppergate Centre, except for disabled parking that is retained here
	Coppergate car park turned over to street-facing retail but disabled parking retained here
Buses	Bus interchange introduced to south of Rail Station Entrance
	Bus layover at Leeman Road Memorial Gardens removed and incorporated into new bus interchange
	Buses to be low emission by this time
Cycling	Link from Ouse to Tower Street to new Castle Piccadilly development and over new bridge to Piccadilly
Pedestrian Access	New pedestrian bridge over Ouse from York Central to Museum Gardens
	New walking links along Foss from St George's Field to Piccadilly at Coppergate Centre
Coach Access and Parking	
Taxis	Move taxis out from under portico at Rail Station entrance to where north-bound buses currently stop
	Taxis to be low emission by this time
Tourist Buses	Remove stop at Leeman Road Memorial Gardens and incorporate into bus interchange to south of Rail Station entrance
	Tourist buses to be low emission by this time
Public Realm Improvements	Rail Station entrance area upgraded
	Enhanced park at combined Memorial / Riverside Gardens.
	Enhanced link and connectivity to Museum Gardens.
	Eye of York: public space created
	King's Square, Whip Ma Whop Ma Gate remade into squares
Development Planning	Castle Piccadilly development completed
	York Central development completed

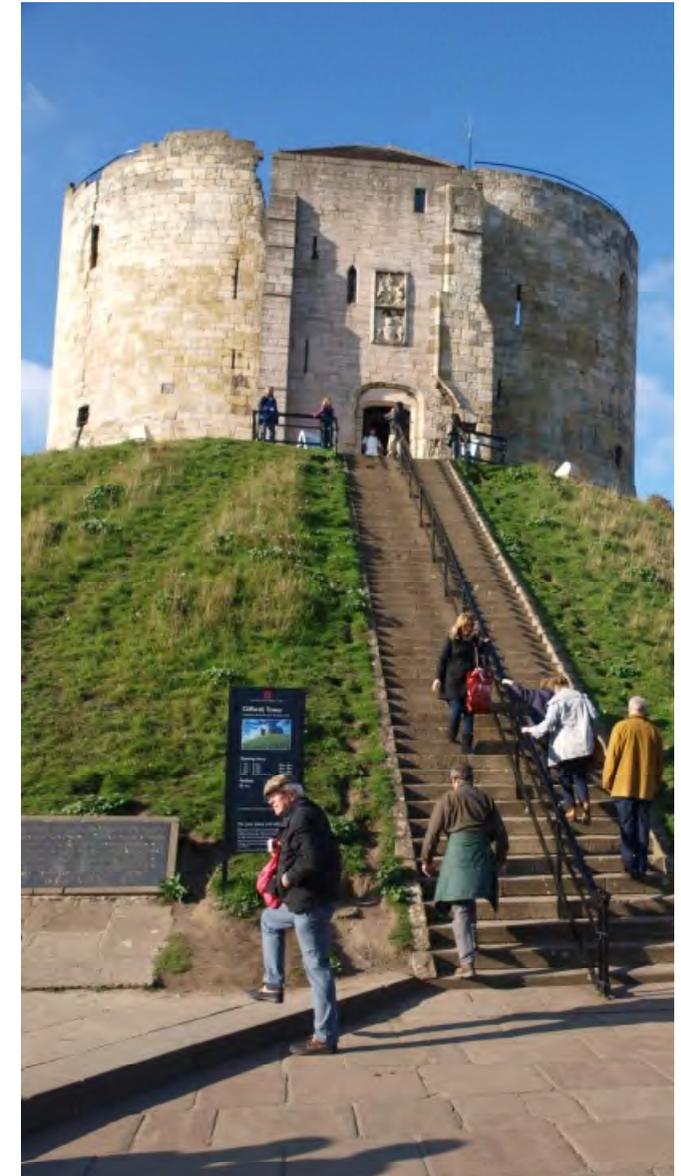
Further Work

Our proposals imply the need for further work on a range of issues to take forward the strategy, including:

- A Public Realm Strategy to provide a comprehensive guide to the co-ordinated and strategic development of the public realm within York City Centre (suggested scope provided overleaf)
- A Delivery and Servicing Plan to identify potential options to improve servicing arrangements in the City Centre, including consideration of the development of an Urban Consolidation Centre and potential storage options for market traders to reduce the level of vehicle access required by City Centre traders (an indication of the scope of work is provided in Section 2, part 3);
- An Access Plan to consider how to provide good quality access for disabled users in relation to seeking to remove all parking from the footstreet zone (an indication of the scope of work is provided in Section 2, part 4);
- Enforcement options: assessment of mechanisms for more effective enforcement in the City Centre to support the various traffic management proposals;
- Traffic modelling assessments of the implications of restricting through traffic movements for the operation of the Inner Ring Road and potential mitigation measures;
- Traffic surveys of the types and numbers of vehicles accessing the City Centre through the historic gateways in order to assess the impact

of restricting access through these gateways and subsequent traffic modelling to assess whether closing some of these gateways to some traffic movements could improve traffic flow on the Inner Ring Road;

- Cycle parking audit to identify areas of demand that are currently not met;
- Undertake a full signage audit and develop a City Centre signage strategy;
- Further development work, in partnership with the bus operators, on smart ticketing solutions;
- Updating of the City's Coach Strategy to assess potential alternative options for coach parking and rendezvous points, including engaging with coach operators and assessing appropriate measures to achieve 'Coach Friendly Status'.





A public realm strategy should be developed to provide a comprehensive guide to the co-ordinated and strategic development of the public realm within York City Centre. Below we describe our thoughts on its scope and content.

It should be ambitious, supporting the Council's vision to make York the most special place in the UK by 2030 and adopt the principles established in documents such as York New City Beautiful and the York City Centre Movement and Accessibility Strategy. It is envisaged the study will be used as a Supplementary Planning Document (SPD). The objectives of the strategy should aim to reinforce the character of the City Centre; improve ease of movement across the City Centre through a legible hierarchy of movement routes whilst creating destination points where people can meet and enjoy the City Centre environment.

The public realm strategy should:

- Undertake an audit of the site, including desk-top research of relevant policy supported by site visits and analysis. The audit should include an assessment of the positive and negative influences on the area including both built and natural environment. In addition an assessment of the spatial qualities of the area; its key connections and destinations should be undertaken;
- Create a vision for the public realm of York City Centre, reflecting its subtle character areas and consequent needs of the different users within the City Centre;
- Ensure consistency of design and quality in the

public realm;

- Enable flexibility to create unique special places celebrating the distinctiveness of York;
- Ensure the public realm is well used, fostering social interaction and exchange, facilitating arts and culture and contributing to a vibrant evening economy;
- Contribute positively to a sustainable urban fabric;
- Channel public realm investment effectively;
- Provide a context for public realm funding bids and negotiations;
- Establish a tool for consultations with key stakeholders and users;
- Identify an implementation plan;
- Address the needs of ongoing management.

The strategy should establish quality standards that will ensure a coherent approach and continuity of character across the City Centre whilst being flexible enough to develop bespoke interventions promoting specific responses to York's distinctive urban fabric. In particular it should address the potential associated with the opportunities identified within the City Centre Movement and Accessibility Strategy to declutter streets (road signage, pedestrian barriers, vehicle bollards etc). It should also establish a response to the appropriate level of soft landscape within the City Centre.

The recommendations should be based on best practice

urban design and public realm principles embodied within the national and local policy guidance. Outputs should be articulated in both drawn and written form and should include map based proposals, photographs and illustrations as appropriate.

The strategy will be used in the determination of planning applications and available to developers to ensure their proposals and contributions towards the public realm can be appropriately informed and directed. The strategy will also have wider application, in that it can be used to:

- Inform the design of new and enhanced public open spaces;
- Prioritise public investment and public realm projects;
- Provide a framework to inform the preparation of external bids for public realm funding;
- Guide the purchase of surface materials and furniture;
- Clarify management and implementation arrangements.

Public Realm Guidance

Whilst City of York Council will want to specify the content of the document, below we show for illustrative purposes what the document might cover:

The Vision

- Establishing key destinations and connections;
- Hierarchy of streets and spaces;
- This section should identify common issues and opportunities, state the overarching design objectives.

Design Principles

- Appropriate palette of materials and street furniture, including surfacing, signage, public art, boundary treatments, street furniture and lighting;
- Appropriate approach to soft landscape elements within the City Centre;
- Aftercare issues and management regimes.

Implementation Plan

- Priorities and potential delivery mechanisms;
- Potential funding streams;
- Risks to delivery of aspirational quality and extent of interventions;
- Methods for monitoring and review of the strategy;
- Community involvement.

Ideas have been developed in the past on how to improve several public spaces.

For example, ideas for reconfiguring 'tired' spaces such as King's Square were illustrated in the in the City Centre Area Action Plan Issues and Options Report (middle opposite).

Before and after images were also shown of Fossgate, proposed to become a footstreet (left, opposite), as well as opportunities for activating the river frontage (right opposite).



Before



Before



Before



After



After



After

Public Realm Enhancements Example: Coppergate

The Parliament Street / Piccadilly junction and Coppergate cause major severance between the northern and southern parts of the historic centre.

The busy junction, clutter and uninspiring streetscape of Piccadilly suggests that this is the edge of the City Centre and there is little to explore further south.

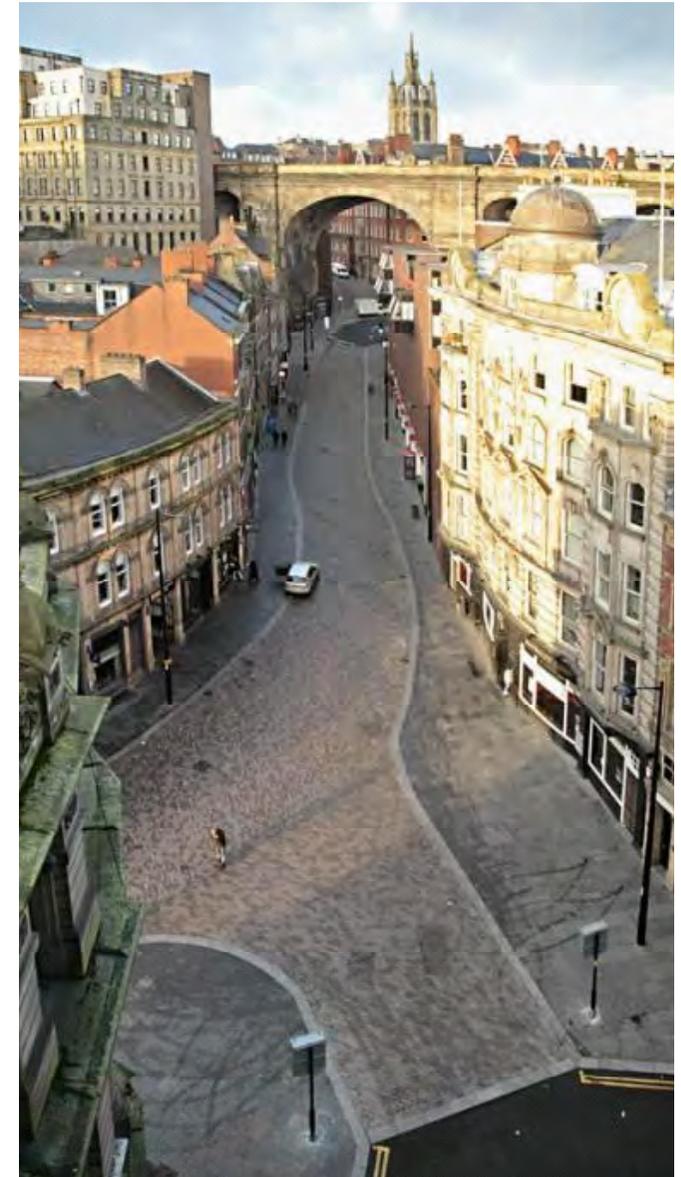
It is critical to the strategy to remove this severance, but this is a key bus corridor which needs to stay open.

Therefore we have proposed that buses should continue to use Coppergate (one-way westbound), but the street should be reformatted as a pedestrian priority area.

There are several precedents of buses operating through pedestrian areas, such as Exeter High Street, Oxford Queen Street (top left) and Newcastle (Blackett Street bottom left and Quayside right).

The associated proposals for Piccadilly to become one-way north bound (buses, taxis and cyclists only) will allow the highway space to be reduced at the Parliament Street junction and for traffic signals and guardrailing to be removed, making it easier for people to move across this area.

Overleaf we show some of the existing issues and how we propose to address them.



Public Realm Enhancements

Example: Coppergate



Issues

1. Space dominated by highway
2. Traffic signals and guardrailing create severance
3. Toilet block obstructs visual connection from Parliament Street towards Piccadilly and Coppergate
4. Cycle parking on guardrailing adding to clutter and severance
5. Setting for historic buildings downgraded by poor public realm

Proposals

1. One-way bus only on Coppergate with carriageway narrowed to 3m and footways widened
2. Junction stop lines brought forward and traffic signals removed
3. Highway space at junction reduced to minimum
4. Guardrailing removed
5. Toilet block removed
6. Cycle parking provided at southern end of Parliament Street
7. Highway resurfaced to emphasise pedestrian priority area with traffic as 'invited guest'

Public Realm Enhancements

Example: Exhibition Square

Exhibition Square is currently compromised by the volume of traffic passing through St. Leonard's Place and the erosion of the Square by the bus turning area.

Ideally, as a part of the 'Heart', it should be well connected to Bootham Bar gateway and towards Duncombe Place.

The strategy proposals to make Lendal Bridge to Bootham Bar a Priority Traffic Route for buses, taxis and cycles only affords the opportunity to reduce the traffic intrusion and the amount of highways infrastructure.

Relocating bus terminating facilities to a new interchange by the rail station in the long-term will allow the bus turning area to be removed and kerbside stops placed to the side of the Square. The Square can then be decluttered and relaid and the carriageway narrowed with no need for two lanes on the approach to the Bootham / Gillygate junction.

A staggered pedestrian crossing will no longer be needed, due to the narrower carriageway and the much lighter traffic levels. The highway can be surfaced so that it blends in much more with the Square.

Various illustrations of de-cluttered, high quality public spaces are shown opposite.

Overleaf we show some of the existing issues and how we propose to address them.



Decluttered Square in front of Crucible Theatre, Sheffield
© James Parkinson



Sheffield Rail Station Entrance
© Liz Motley



Simple uncluttered pedestrian environment, Nytorv, Copenhagen
© James Parkinson



Pedestrian area expanded and carriageway downgraded
at Liverpool Waterfront © James Parkinson

Public Realm Enhancements

Example: Exhibition Square



Issues

1. Vehicle movement and noise degrades the character of the adjacent public open space and severs connection between Bootham Bar and Square
2. Junction causes frequent congestion and standing traffic through Square
3. Staggered pedestrian crossing inconvenient for pedestrians and adds to clutter
4. Public square eaten into by bus turning area and shelters
5. Tourist signage and private advertising hoards clutter public realm
6. Signals and highways infrastructure abuts the historic wall

Proposals

1. Restrict St Leonard's Place to buses, taxis and access traffic to reduce traffic levels passing through Square
2. Remove bus turning facility and pedestrianise Square
3. Narrow carriageway to reflect lower traffic levels
4. Remove pedestrian crossing (not needed with lower traffic levels)
5. Resurface carriageway to maintain the character of the pedestrian environment and signal slower traffic speeds
6. Remove unnecessary through route highway signage
7. Remove additional traffic signal and guardrailling next to historic wall
8. Sink sub-station below ground to reduce street clutter
9. Enhance illumination of the surrounding buildings

Planning Policies

The Strategy can be supported in several ways through planning policies.

General Planning Policies

- Adopt a Public Realm Strategy as Supplementary Planning Guidance to help manage the way in which footstreets and public spaces are upgraded and enhanced;
- Restate planning policies on maximum building heights and protecting key views;
- Adopt parking policies which state that all new parking provided in the City Centre in relation to new office and retail developments should be designated as public parking, controlled by City of York Council;
- Support the incremental development of the linear “Rampart Park”;
- Identify poor quality buildings that are targeted for redevelopment;
- Look to enhance access to and along the Ouse in relation to any redevelopments proposed here (especially the southwest bank between Lendal and Ouse Bridges).

Development Opportunities

New developments provide an opportunity to support the implementation of the strategy in the following ways:

Castle Piccadilly

- Providing a new public open space next to Clifford’s

Tower replacing the existing Castle Car Park;

- New parking on Piccadilly replacing the Castle Car Park and other current parking along Piccadilly, including at the Coppergate centre;
- A new pedestrian and cycling bridge across the Foss to connect to Piccadilly and to provide a through route from the Ouse, across the Eye of York to Piccadilly;
- Enhanced access to and walking links along the west bank of the Foss from Piccadilly to the Eye of York. Investigate the opportunity to provide a link onwards to St. George’s Field.

Hungate

- Providing a new pedestrian and cycle bridge across the Foss to Navigation Road and seamless cycling connection from Aldwark through the new development to support the creation of this key north-south cycle link to the east of the City Centre;
- Providing enhanced pedestrian links along the Foss on its north bank.

York Central

- Providing a new pedestrian and cycling bridge across the Ouse to Museum Gardens to connect the development to the historic centre;
- Assisting with plans to restrict general traffic along Leeman Road so that the environment of Marble Arch can be enhanced for pedestrians and cyclists;

- Assisting with the removal of the Queen Street flyover and creation of enhanced bus interchange next to the station.

Other Developments

- Planning permission for St Leonards: to provide a dedicated City Centre disabled car park;
- Stonebow House: ensure capacity to retain disabled parking and to push back the building line to enable adequate space for bus stopping facilities.

Transport Planning Policies and Programmes



The strategy supports the ethos and direction of local transport policy and LTP3, which advocates a range of broader policies to promote walking, cycling and public transport and to manage traffic levels.

The strategy will need to be supported by a range of other transport policies and schemes in order to be optimally delivered, including:

- The Access York proposals to expand Park & Ride capacity are important to this strategy, as it is presaged upon intercepting more car traffic at the outskirts of York and growing Park & Ride patronage in order to manage traffic levels seeking to enter the City Centre;
- Proposals to improve the Outer Ring Road are also important complements to the Strategy, as these will help longer distance journeys starting in suburban York to be encouraged to travel via the ring road rather than to come through the centre of the City.
- City-wide measures to improve bus performance and implement bus priority schemes at points on the network where buses currently get caught in congestion and suffer consequent reliability problems;
- City-wide measures to promote cycling, including infrastructure schemes in the suburbs that provide good connections into the cross-City network;
- Continued support for behaviour change initiatives to promote the take-up of sustainable travel choices by York residents, workers and visitors.

The strategy will have implications for broader transport policy and traffic management, most notably the operation of the Inner Ring Road and the impact of restrictions in the centre on journey patterns and volumes of traffic along radial routes and the Inner Ring Road.

It will be necessary for monitoring and modelling to be undertaken to identify potential congestion hotspots on the Inner Ring Road and on radials approaching the Inner Ring Road and propose mitigation measures, such as bus priority schemes on radial routes or UTMC improvements to junctions on the ring road to improve traffic flow around the centre.





JMP Consultants Ltd.
Minerva House
East Parade
Leeds
LS1 5PS

0113 244 4347

