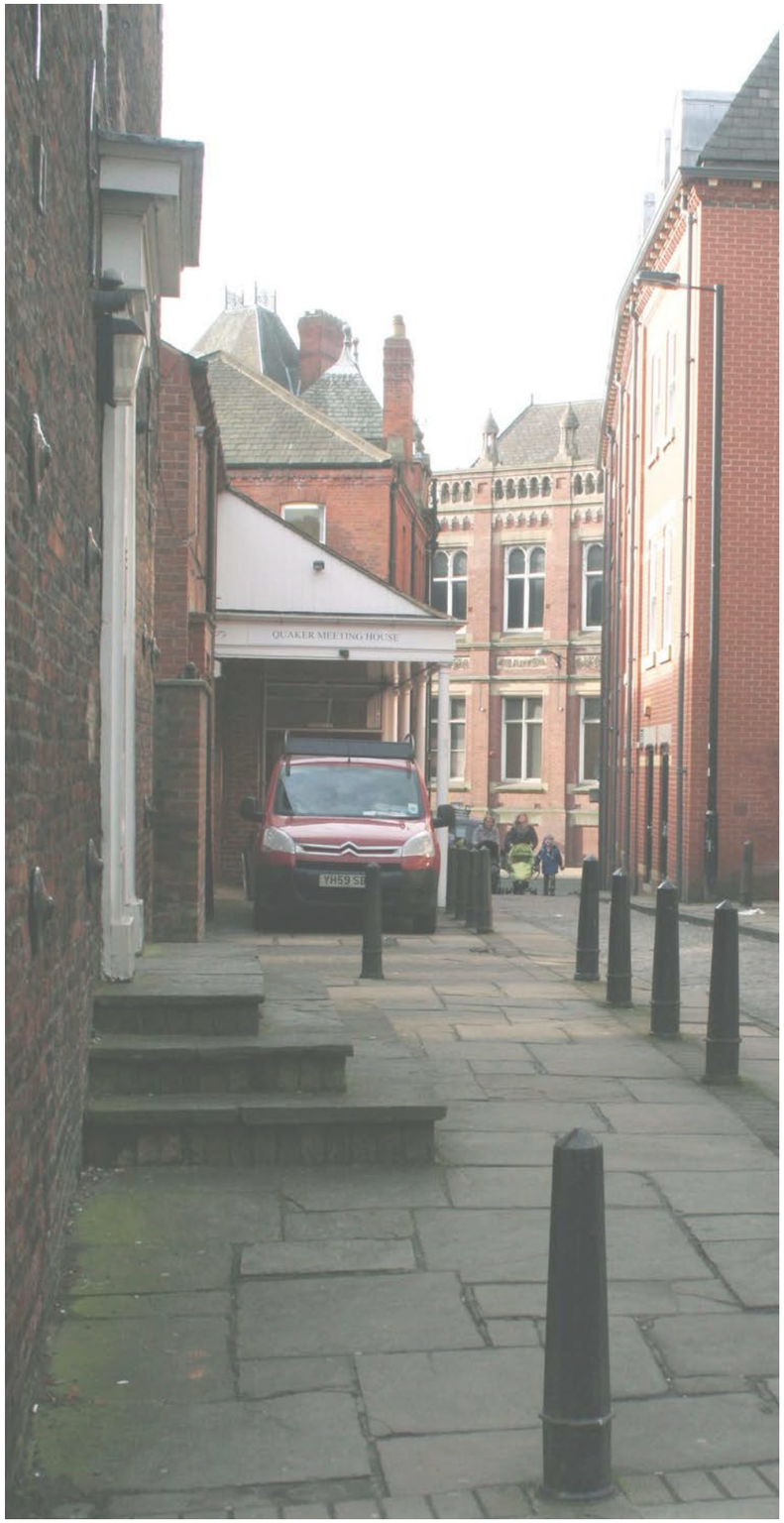
CITY OF YORK COUNCIL

City of York Streetscape Strategy and Guidance

REINVIGORATE YORK


QUAKER MEETING HOUSE

Contents

Foreword

York's most valuable asset is its outstanding, internationally important heritage. The quality of the streetscape in the city centre is an essential ingredient of this resource. The city centre attracts over seven million visitors a year, multitudes of local & distant shoppers, and over a quarter of the working population uses it daily. It is one of the main ways the city attracts entrepreneurs, investors, employees and students. Its future vitality depends substantially on how it is used, cherished and maintained.

Through its Reinvigorate York policy, the city council has recognised these arguments, together with the fact that there has been progressive deterioration of aspects of the streetscape over the last decade or so. This strategy and guide is the city's proposal for codifying the key features of the diverse public realm, and to guide all those who develop and manage it. It is an indispensable baseline for future work in the city; it will be extended in the future to address more fully the whole urban area. As a first version it will certainly be modified from time to time, but it must not be put on shelves and forgotten – everyone who works on the public realm must take it into account.

Cllr Dave Merrett
Cabinet Member for Transport, Planning and Sustainability
City of York Council

Sir Ron Cooke
Chair, Reinvigorate York

Part One: Overview

The vision

York is the only complete medieval walled city in England. With its recognisable medieval street pattern, 2000 years of unbroken urban development, the largest concentration of designated heritage assets in England, and its well preserved archaeological deposits, it is a formidable place. The city council recognises that the historic environment is a key economic driver[1] and a major contributor to York's individuality and significance as a regionally important urban centre and international visitor destination[2]. York's aspiration is to become a world class city in these regards[3]

We all know that good places are good for the economy. The measurement of this might be difficult to pin down but we know it is true- just look at bad places and they are seldom economically thriving places. We also know good places uplift your spirit. The first moment you make that judgement is when you leave your house and enter the public realm, our streets and spaces, parks and gardens.

Streets and spaces are complex places. Our roads are the arteries that service the retail core, bring in visitors and residents by cycle, bus and car. Our pavements provide pedestrian access and our squares provide social and cultural amenity. They also mask a complex network of underground services from sewers to telecommunications cables and gas pipes. Pedestrian areas, pavements and public spaces are used for a variety of activities from pavement cafés to festival installations, markets, street traders and performers.

This complexity can be overwhelming to manage, and financial constraints make it absolutely essential to prioritise this. People involved in shaping our streets and spaces must have a clear vision of how they should be operating in a way that will enrich these places. We should put in place policies and guidance that empower people to reach these goals. Many people already know how things should be done. Some are already carrying out the highest standards of work in their field; some might find the system they are in constrains them, some might find a lack of money holds them back. Others are perhaps not aware of the consequences of their work, and for some they are actually causing damage that sets back this vision.

To start identifying a way forward we need visions that operate at different scales, and different levels of abstraction – from the practical to the conceptual and they are all needed collectively to achieve the better place York must become. Our visions for York are that:

York must be for people

York must be distinctive

York, as a network, must be clear how it wants to be "read"

York must be revealed through light and dark

York must be managed in a self sustaining way

In this document these visions are translated into key principles and then the focus is on how we go about achieving results.

"In the past we have developed and managed our streets functionally, leaving tasks to separate professional groups. Streets and spaces can never provide the capacity for all the people and all our vehicles all of the time. We can not provide high-quality places for civic and community life in attractive, beautiful environments as well as satisfying all the functional demands of private vehicle use. The critical need is in the quality and character of city streets, places and spaces. York has the makings of such conditions. Its decision 20 years ago to create footstreets was a major factor in creating the city's human qualities that we enjoy today."

New City Beautiful - 2011

1 York Economic Strategy 2012, Without Walls Action Plan 2011 -2015
2 York and North Yorkshire tourism statistics
3 Bid by the city to be included on England's tentative world heritage list 2011

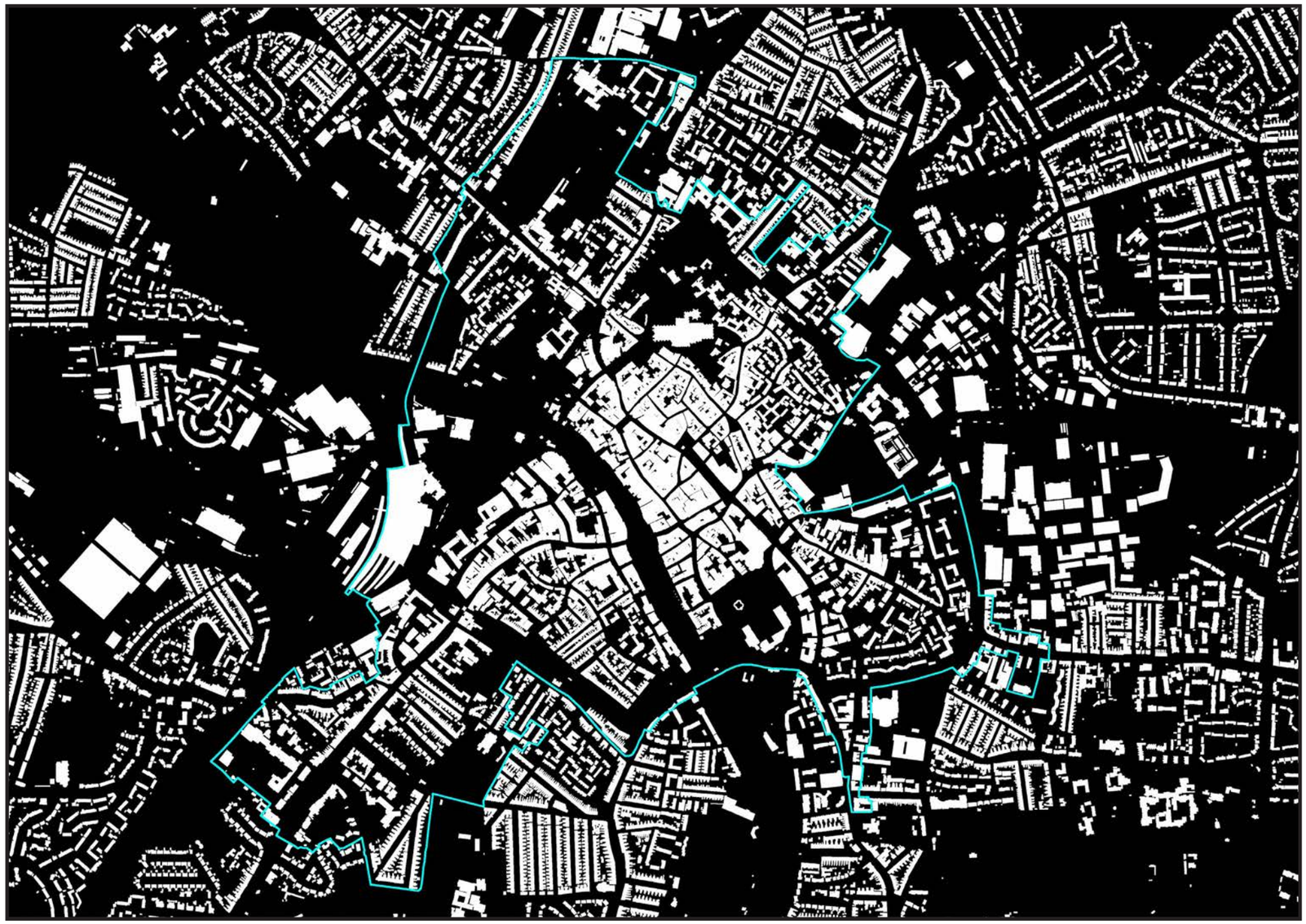


Figure ground illustration (reversing the normal colour contrast of black for buildings) of the historic core conservation area (blue boundary) showing the different density of building blocks within the centre and the more residential outer areas. The black areas represent open space - streets, parks, the rivers etc. The essential components of the public realm.

How to use this document

This document is both a strategy and guidance but it does not explore the fine detail of methodologies and specifications necessary for laying paving and designing new public spaces. Detailed specifications will be covered in more specific documents to follow as outlined at the end of this guidance. It should be read in conjunction with national guidance and regulations. *Manual for Streets 1* and *Manual for Streets 2*[1] are valuable companions to this document.

In general the strategy and majority of guidance is appropriate to the whole of the city of York administrative area but on specifics, this version concentrates more on the city centre.

The document is aimed at anyone who is involved with using, modifying, maintaining or enhancing the city's streets and spaces. It is also aimed at anyone proposing to create new streets and spaces through commercial, retail or residential development. The principles and guidance should also be of value to all York's citizens.

Part one examines the background to the strategy and guidance as well as providing an historical overview of York's streets and spaces.

Part two describes the seven strategic principles that underpin the council's thinking on the important issues around public space in the city. Each one is accompanied by a key message that emphases the importance of the principle.

Part three provides analysis and guidance on street furniture, surfacing, signs, and use. In some cases, specific approved products such as seats and bollards are listed. Anyone involved in adding street furniture or contemplating using streets and spaces for events should examine this section. Highway engineers should also review the sections on surfaces and materials.

Part four looks at setting priorities based on a simple analysis of place and movement where locations such as the city centre footstreets and suburban shopping streets (secondary shopping areas) may be classes as more significant than other areas by virtue of high pedestrian movement.

Part five Examines process, including a process diagram, key documents, and how it can be progressed.

Each year the city council agrees a repair and maintenance programme for the city based on available resources and a list of priorities based on the significance of various highway issues and moving forwards this programme should be informed by the city of York streetscape strategy and guidance.

The council also has a capital programme of investment in reinvigorating streets and spaces within the city centre until 2015[2].The two are not mutually exclusive. In reaching agreement on maintenance priorities, the council's highway maintenance staff will consider the aims, aspirations and actions within this document to ensure that where repairs are carried out there is no conflict with the principles and guidance and that all opportunities are taken to deliver both maintenance objectives and enhancement objectives.

This document is also aimed at statutory undertakers[3] who implement streetworks under *section 50 of New Roads and Street Works Act 1991*. Contractors and others implement their work to standards set by the council through agreed specifications and methodologies.

Developers and their agents involved with working up development proposals anywhere in the city should familiarise themselves with the key principles as well as the guidance in this document.

There are many references in this document to the need for skilled and experienced specialists, for instance, in the laying of cobbles and paving, and the council, developers, utility companies and others should encourage the training and employment of craftsmen in traditional crafts.

1 *Manual for Streets 1* contains valuable guidance on major highways schemes and new developments while *Manual for Streets 2* examines streetscape components in detail

2 The Reinvigorate York Group was set up in 2012 to deliver improvements to a number of key spaces in the city centre including King's Square, Duncombe Place, Exhibition Square and the Parliament Street/Pavement Junction.

3 Most utility companies are statutory undertakers. Statutory undertakers have a statutory right or duty to install, inspect, maintain, repair, or replace apparatus in or under the street in primary legislation.
This legislation is:

- Gas Act 1986 as amended by the Gas Act 1995 (schedule 3)
- Electricity Act 1989 (schedule 4)
- Water Resources Act 1991 (section 159)
- Telecommunications Act 1984 as amended by schedule 3 of the Commu nications Act 2003

Background

Many towns and cities have developed urban design guidance and strategies to assist in the management and enhancement of the public realm. The need for York to have its own public realm strategy has been recognised in the *draft Local Plan 2013*[1].

The *York New City Beautiful: Towards an Economic Vision 2010*[2] report links the quality of urban streets and spaces with economic prosperity picking up on a number of studies, notably by CABE, undertaken over the past decade that have examined this link in detail. York's own footstreets, originally feared by many city centre traders who thought that pedestrianisation would drive trade away is an example of this positive relationship.

> "A high-quality public environment can have a significant impact on the economic life of urban centres big or small, and is therefore an essential part of any successful regeneration strategy. As towns increasingly compete with one another to attract investment, the presence of good parks, squares, gardens and other public spaces becomes a vital business and marketing tool: companies are attracted to locations that offer well-designed, well managed public places and these in turn attract customers, employees and services."
>
> *CABE: The value of public space, 2004*

1 This was part of emerging planing policy to be examined in detail through a city centre Area Action Plan - now superseded by the current draft Local Plan.

2 This document was funded by Yorkshire Forward as part of a broad renaissance agenda for the city which set out to merge spatial and economic policy and guidance. This vision borrowed heavily from the North American New City Beautiful movement.

These two documents formed part of the evidence base for the Local Development Framework and now, the *draft Local Plan*. The *York Central Historic Core Conservation Area Appraisal* [3]and the *City Centre Movement & Accessibility Framework* have also highlighted the need for a public realm strategy.

3 Funded by English Heritage and delivered by consultant's Alan Baxter Associates, this comprehensive assessment takes over from where Lord Esher left off in 1968 and represents a key milestone in better revealing the significance of York's historic environment.

> "York is widely loved and admired for its wonderful historic buildings and picturesque townscape. However, the Appraisal has found that the poor quality of streets and spaces (the 'public realm'), which forms the setting for all buildings, substantially detracts from the character, appearance and the experience of the Conservation Area. To date, the design of the city's public realm has not been addressed in a holistic manner but rather has evolved piecemeal through the uncoordinated introduction of street furniture, paving and other elements in a range of different materials and designs and the general spread of street clutter."
>
> *York Central Historic Core Conservation Area Appraisal - 2011*

A relatively uncluttered environment in Aldwark

Clutter, heritage assets, trees and fast food stalls - a busy public realm on a quite weekday at the Pavement and Piccadilly junction.

Character and distinctiveness

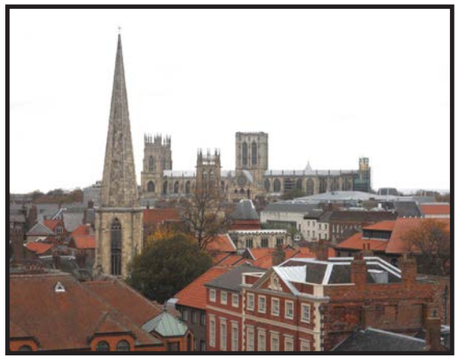
York's distinctive qualities are in part defined in the city council's *Heritage Topic Paper*[1] and are the result of almost 2000 years of urban growth, a highly successful conservation lobby from at least the 18th century, and a reluctance since the late 1940s to embrace the prevailing desire to create new cities and sweep away the old: a fate suffered by many other historic centres. Some may see this as a failure of the city to move with the times. However, Lord Esher's 1968, *York a Study in Conservation*, set out to discover:

> "…how to reconcile our old towns with the twentieth century without actually knocking them down. (Because) They are a great cultural asset, and, with the growth of tourism, they are increasingly an economic asset as well."
>
> *Lord Esher, York a Study in Conservation, 1968*

The six principal characteristics from the Heritage Topic Paper that define York's special qualities are listed here with illustrations.

Strong urban form

Compactness



Landmark monuments

Architectural character

Archaeological complexity

Landscape setting

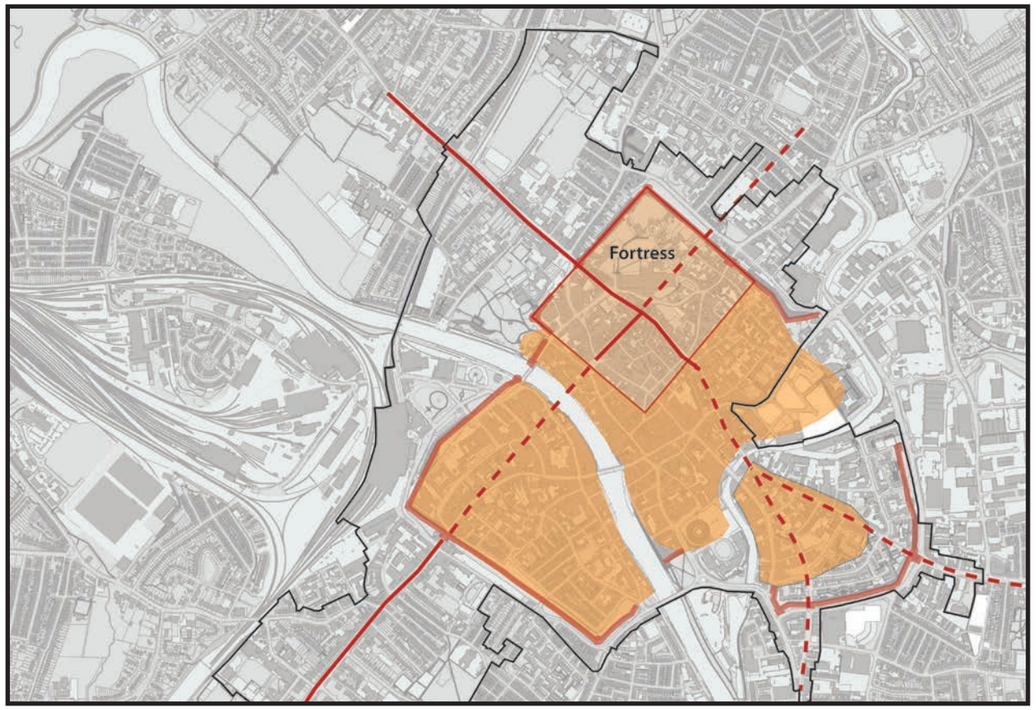
1 Prepared for the City of York Local Development Framework as part of its evidence base and carried forwards as part of the evidence base for the current City of York draft Local Plan. This document was publicly consulted on.

Morphology

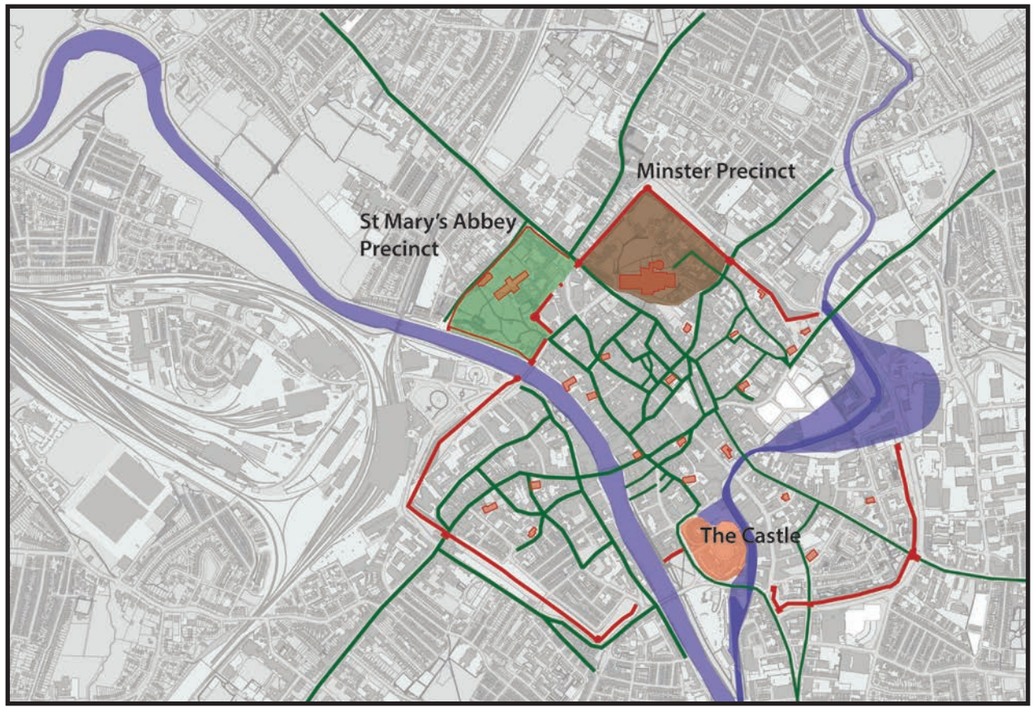
York then, has survived relatively intact and the multiple layers of its history can be read in the present topography and urban form even though much of the original buildings and construction materials are invisible to us. The highly engineered roads and bridges of Roman York do not now exist but Stonegate follows the line of the Via Praetoria (one of the main 1st century legionary fortress roads), known from archaeological investigations[1] to have been paved with stone setts and very thick flagstones. This primary road system together with the defences of the Roman fortress and civilian settlement to the south influenced the city's urban form up to and including the present day.

Within and around the core urban area from the 5th century onwards, there grew a network of streets, lanes and alleyways, many with Scandinavian names - Skeldergate; Goodramgate; Micklegate [2]- that provided the backbone of the city's present urban grain, the streets and spaces of this strategy and guidance.

Extent of main areas of settlement during the Roman period with the principal known and projected roads

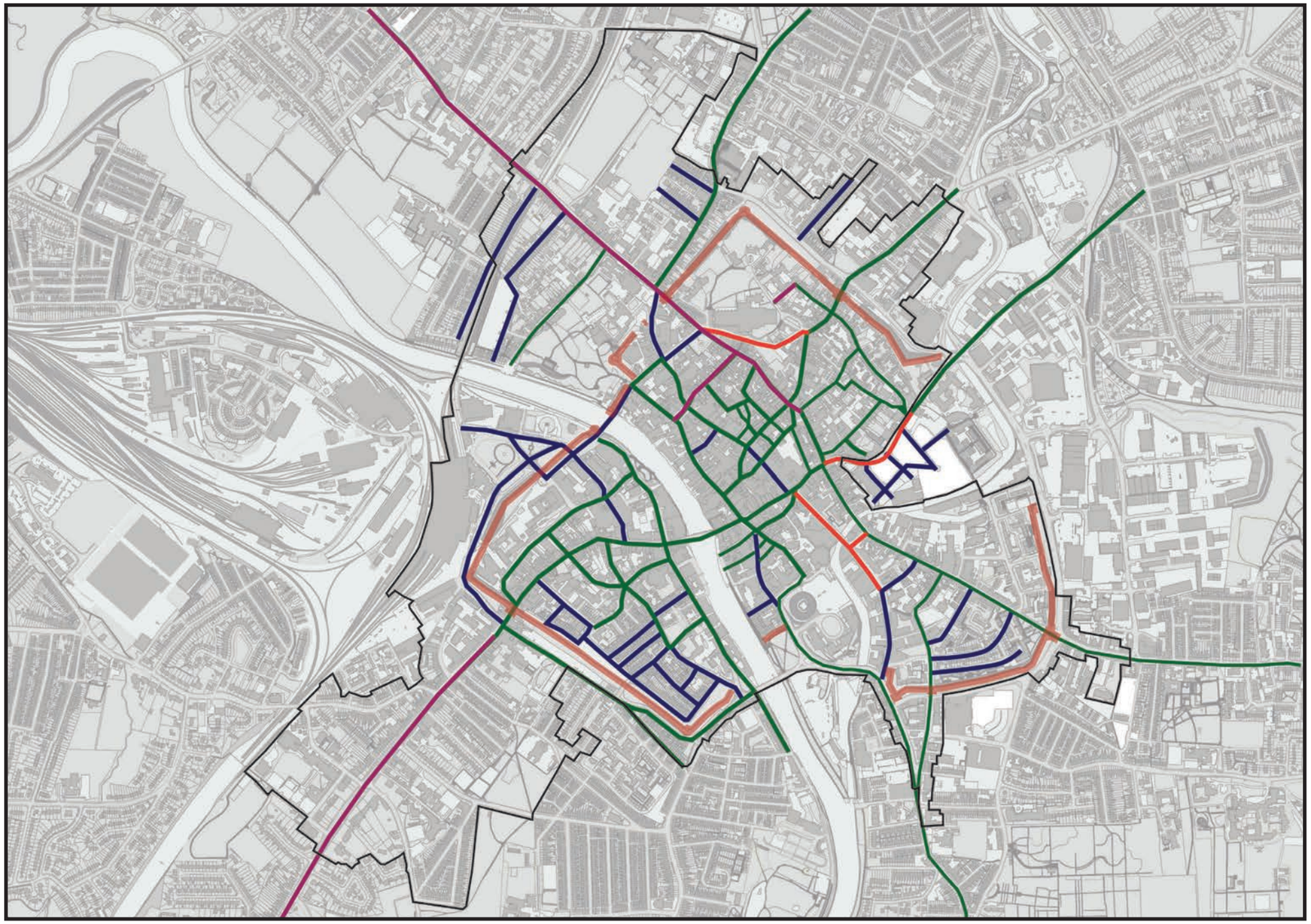


Medieval York showing the developed road network, areas of the principal civic and ecclesiastical sites and some of the major churches. The city walls clearly pick up the line of the earlier Roman fortress but are essentially 14th century in origin.



1 City of York Historic Environment Record
2 Patrick Nuttgens, 2007

Interventions into this early to late medieval streetscape are not readily apparent. St Leonard's Place, part of an early 19th century speculative urban transformation associated with the construction of the Theatre Royal and the set piece St Leonard's Place crescent, is relatively modest[1]. Not long after the two city centre market areas, St Sampson's Square and The Pavement were linked through the creation of Parliament Street[2]. Perhaps the most profound change, in the later 19th century, Duncombe Place replaced medieval Lop Lane opening up views of the Minster from Museum Street (also new) and creating a large open space at the west front[3]. Once heavily trafficked (connecting through to the A64), this is now a rather uncomfortable space, still a carriageway but with few vehicle movements. Piccadilly, part created in the late 19th century and completed in the early 20th century opened up an undeveloped and relatively underused part of the city. Deangate and Stonebow are two 20th century new roads designed to relieve congestion and improve the through flow of traffic, Deangate only being closed to traffic in the 1980s[4].



Graphic illustrating the general history of the present road and street system in the historic core (some streets and roads have been left out for clarity)

1 When compared with the set piece 18th and 19th century urban transformations of places like Bath, Harrogate and Cheltenham.

2 Created in 1840 to relieve congestion on the traditional Pavement market and the Thursday Market in St Sampson's Square and create a much enlarged market.

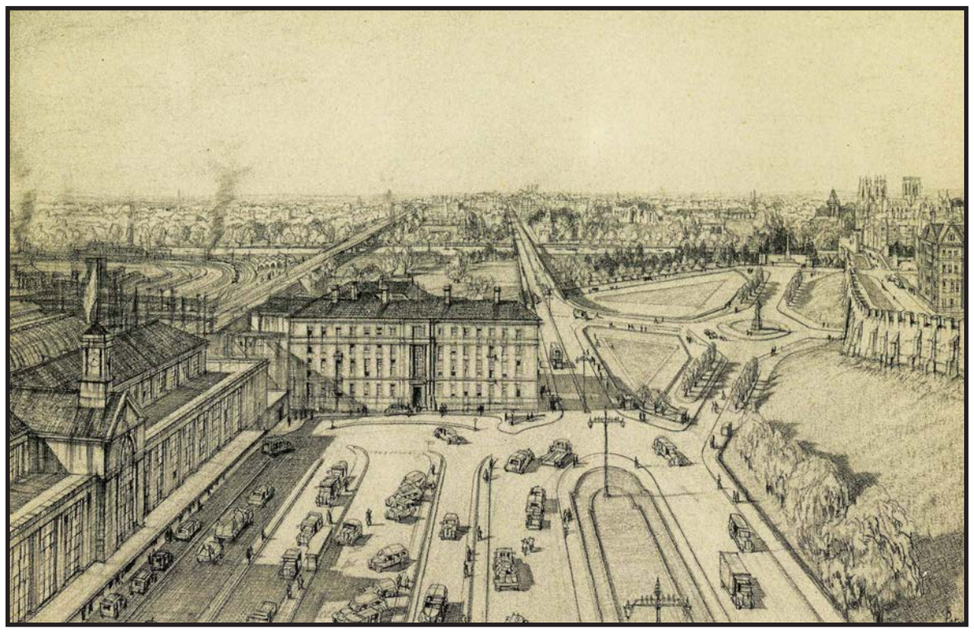
3 Pushed through by the then Dean of York Minster.

4 Hard to believe now, but Deangate was one of the main bus routes through the city.

Traffic has been an issue throughout the 20th century and continues to be significant in the early part of the 21st century. Since the 1930s there have been many plans for inner and outer ring roads which would have had profound impacts on the morphology of the city.

The 1948, *Plan for the City of York*, proposed the creation of a substantial inner ring road and a green belt, all aimed at providing a more fitting setting for the city walls and relieving congestion. The plan, supported by the York Civic Trust, failed at Ministerial level and was never implemented. Had it been, the historic core would surely have suffered a devastating severance from the rest of the city.

> "...Our streets, which were wide enough in the days when horse drawn traffic hardly existed, seem narrow today. The modern railway with the large station, its extensive works and sidings, occupying so large a part of the present city, was non-existent within the lifetime of my parents. The problem of motor traffic, of buses, heavy vans and private cars has only recently come to us, and still has to be solved."
>
> *J.B.Morrell, foreword to the 1948 Plan for the city of York*



On the right the composite map showing the proposed ring road and site of new railway station also shown in detail on the left. The fascinating thing about this 1948 plan is the amount of proposed green space. The city would have been dramatically different had this scheme been implemented.

Lord Esher's, 1968 study examined traffic issues as part of his conservation study and made a number of important observations and recommendations which in many ways are still being acted on today.

The 1987 York footstreets project as an example, was one of the most ambitious pedestrianisation programmes in the country, very much in the spirit of Esher but firmly referencing political and environmental considerations of its day. This project was principally aimed at improving the retail core for residents rather than visitors. Footfall increased exponentially and business boomed with the city and its traders still benefiting hugely. There were also less successful smaller schemes such as Front Street Acomb.

Extensions to the current scheme are due to be implemented notably Fossgate[1]. Traffic management has benefited from several other schemes since the 1980s. Some more successful than others but overall, improvements continue to be made, with a major pilot for removing private traffic from the Lendal Bridge, Museum Street, St Leonard's Place corridor. Successful 20mph zones and areas have been implemented in Acomb and Southbank for instance.

Above, Coney Street before pedestrianisation and below, not long after the creation of the footstreets. The operating times are still visible painted on the carriageway. Paving came later in the late 1980s. (City of York Archives.)

Parliament Street and St Sampson's Square showing the same view in1980 (top) and 2012 (bottom). (City of York Archives)

1 The footstreets review undertaken in 2011 recommended a number of extensions including Fossgate and the eastern part of Goodramgate.

Surfaces

Surviving historic surfaces in York are varied, but generally consists of locally sourced material. Hard sandstone flags known as English Pennine sandstone are present on many streets in the centre but increasingly rare in the rest of the city. This material became commonly used from the mid 18th century coinciding with the increasing industrialisation of the West Yorkshire quarry industry and improved river and road transport. Later, railways increased access to more distant quarries and Scottish and Cumbrian granite and Northumbrian basalt began to be favoured over English Pennine sandstone for carriageway setts in particular[1]. Archaeological excavations at Hungate[2] exposed granite setts on streets in the area, and surviving basalt is visible on Micklegate. Historic kerbs are generally English Pennine sandstone.

This represented a major improvement to the city's main streets and pavements, replacing earlier, less robust surfaces of cobbles, puddled clay and limestone chippings.

The use of cobbles, both riverine and glacial continued on minor streets, alleyways and back lanes until the early to mid 20th century when they began to be asphalted over. At times, when the modern surface fails, earlier cobbled surfaces can be glimpsed. It is extremely likely however that decades of streetworks have destroyed a significant percentage of these original surfaces. Cobbles tend to survive best on alleyways, where they have been consolidated into modern concrete matrices, and access lanes to former workshops and industrial areas of the city, where they are generally in very poor condition. Cobbles also survive on the main historic gateway streets where they replaced wide grass verges (used as grazing) in the 19th century.

1 Basalt and granite are much harder than English Pennine sandstone.
2 City of York Historic Environment Record

This 1880s photograph of Low Petergate shows the relationship between flagstone pavements, a good wide stone kerb and the carriageway with stone setts - all locally sourced English Pennine sandstone. (City of York Archives)

This photograph records a pause in electric tram track laying on Blossom Street in 1910, clearly showing stone setts, later replaced. (City of York Archives)

Original cobble surface exposed through frost damage on Trinity Lane illustrating that in parts, the earlier historic surfaces survive.

Well preserved cobbled margins on Hope Street in Walmgate. This is an integral aspect of local character and unique in York for this period (1950s)

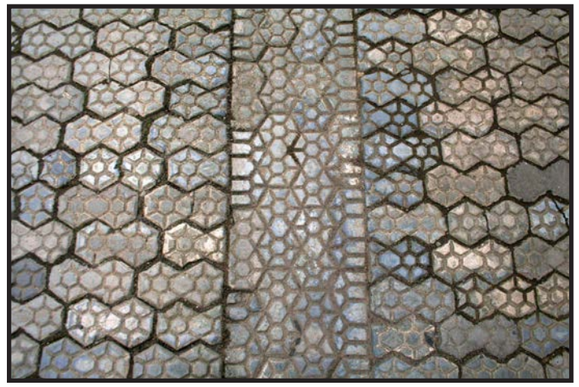
Excellent retention of historic setts and granite cart tracks on Fossgate and Franklin's Yard

Industrialisation introduced new materials onto pavements and carriageways, some, such as the blue grey hexagonal stable paviours, are almost unique to York[1]. These characterful surfaces were used on the back lanes and access passageways of late 19th century suburban terraced housing and where they survive well, create very distinctive environments. They were also employed as drainage edging on some carriageways. Blue brick setts were also introduced as surfacing on many newly created suburban streets and also survive in many streets as drainage edging.

The most ubiquitous of new materials, bitumen (also known as asphalt), was introduced from the early 20th century onwards to facilitate better carriageway conditions for motor vehicles in particular. The inter-war years began a significant rise in private car ownership and goods vehicle traffic dramatically increasing in the 1950's and 1960's. This had a profound impact on the look and feel of the streets and spaces in York, not just the centre but the wider city as tarmac surfaces became the norm and junctions were 'improved'. These original tarmac surfaces probably do not survive as the majority of streets have been resurfaced several times since then.

A cheaper alternative to bitumen, concrete was used in some areas immediately before and after the second world war as an austerity measure. Examples survive in Dringhouses, Walmgate and other suburbs. Pre-cast concrete also began to be used for paving flags and early examples survive in Bishophill.

1 Manufactured in York from Colliery waste - presumably brought to the city as railway ballast.



Characterful historic stable paviours in Southbank

Traditional brick drainage channel in situ parallel to a granite kerb adding interest to the carriageway.

Although replacing traditional riven Sandstone flags, these staggered 1950s concrete paving slabs in Bishophill are more preferable to contemporary smaller pre-cast paving.

Pedestrianisation in the 1980s and 1990s introduced new materials into some city centre streets such as Davygate and Coney Street. The most distinctive of these is the white Blanc-de-Bierge pre-cast sett, a particularly hard wearing product that has stood the test of time well[1]. At the same time, traditional materials have been reintroduced into the city centre sometimes to the detriment of other areas. Riven English Pennine sandstone flags are known to have been removed from Bishophill for example and some reused in the centre.[2] Many of the city centre back lanes like Grape Lane were re-paved with granite setts. A basic quality pre-cast flagstone, the buff 'Saxon flag', has been used for a couple of decades as an alternative to the more expensive natural stone on many of the city's streets. Asphalt is a common pavement surface throughout the wider city.

The character of city' centre streets and pavements presents a mixed picture with a broad pallet of materials in use. Some areas such as Parliament Street, mix traditional and man-made materials of various colours and shapes. At risk, are the traditional cobbles and paviours which are rarely replaced or repaired following structural failure through streetworks or vehicle impact. Asphalt is the default material for repairs.

1 Still available, this product gets its distinctive colour from crushed Portland Stone

2 In 2011 the Bishophill Action Group undertook a survey of natural stone surfaces and compared survival rates with surfaces extant in the 1970s

Saxon paving

Blanc-de-Bierge paving

Signs and furniture

Ironically, the first use of road signs in Britain is attributed to the National Cyclists' Union, the Cyclists' Touring Club and the Scottish Cyclists' Union in the 1880's[1]. The use of traffic signs and road markings was relatively rare until the 1950's but it was during the latter part of the 20th century that roads and streets became dominated by them. Government guidance over past few decades has been instrumental in an almost exponential growth in signs and lines responding to the need for increasing traffic restraint. Most recently, the Government endorsed *Manual for Streets 2* and *Traffic Advisory Leaflet 01/13 Reducing Sign Clutter,* challenges this situation.

> "For some time there have been concerns expressed over designers slavishly adhering to guidance regardless of local context... In reality, highway and planning authorities may exercise considerable discretion in developing and applying their own local policies and standards."
>
> *Manual for Streets 2 Chartered Institution of Highways & Transportation 2010, pg.30*

Contemporary photographs illustrate the uncluttered nature of York streets in the 19th and early 20th centuries. Street lights were few and far between. Seats and benches were restricted to places like Museum Gardens and litter bins non-existent. Bollards, although occasionally present in the 18th and 19th centuries are mainly a product of the late 20th century. The majority of contemporary bollards date to the creation of the footstreets and subsequent decades.

1 'Danger' road signs produced (at first jointly with National Cyclists' Union) mainly to warn of steep hills and down not up, due to the poor brakes of early bicycles - source Cyclist Touring Club

Pavement in 1905 with no street signs of any sort in evidence. (City of York Archives)

St Leonard's Place and Blake Street junction with some very subtle traffic lights just visible in the 1930s. (City of York Archives)

A single street light in Lawrence Street in 1880. (City of York Archives)

A rare set of bollards by St Crux Church, Pavement - 1802 (source, Views of York; Peter Brown, and York Civic Trust)

Part Two: Key Principles

Key Principles

These principles explain in more detail the council's vision for York's public realm and set out important considerations for everyone involved with the city's streets and spaces. Above all, they should be the first point of reference in this manual. They should also be read in conjunction with other key guidance, particularly the Government's *Manual for Streets 1* and the Government endorsed *Manual for Streets 2*.[1]

> "The public realm can offer spaces for enjoyment, entertainment and social interaction and quieter areas for those who value solitude and contemplation. Public space is open and free to use. It provides an essential opportunity for all parts of society, to meet, mingle and connect."

City of Bath Public Realm Strategy 2008

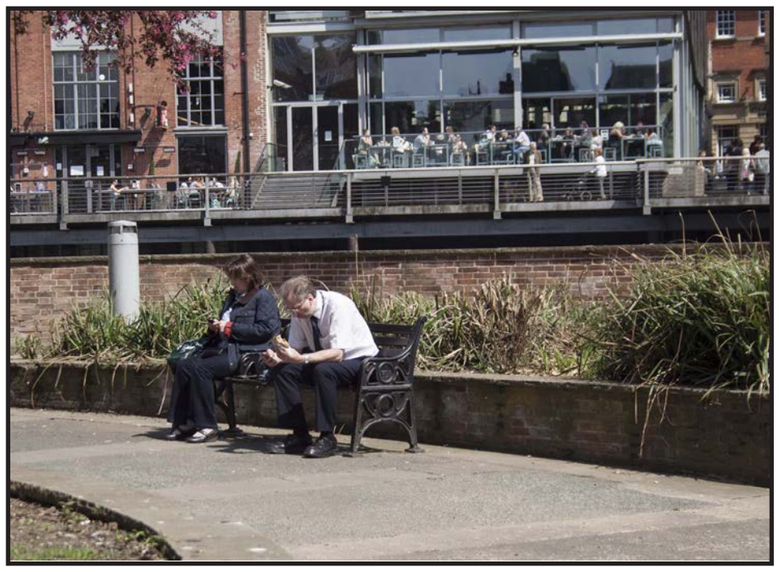
> "We are all pedestrians, and our streets are the one public space we all use, everyday. At Living Streets, we think that they are worth fighting for. With our supporters, we work to create streets that really put people first. When we have streets we want to walk in, lives are transformed - we are healthier, happier and more sociable."

Living Streets 2010

> "Enhancing street environments through a high quality public realm incorporating local materials and historic street features, removal of clutter and pedestrian barriers, use of shared space where appropriate and enhanced street lighting can help to stimulate local economic activity, reduce street crime and encourage a sense of local community; this in turn encourages more local, shorter distance travel on foot or by cycle. This will be particularly important in conservation areas, national parks, World Heritage sites and other environmentally sensitive areas."

Manual for Streets 2 Chartered Institution of Highways & Transportation 2010

Space for meeting, greeting and socialising



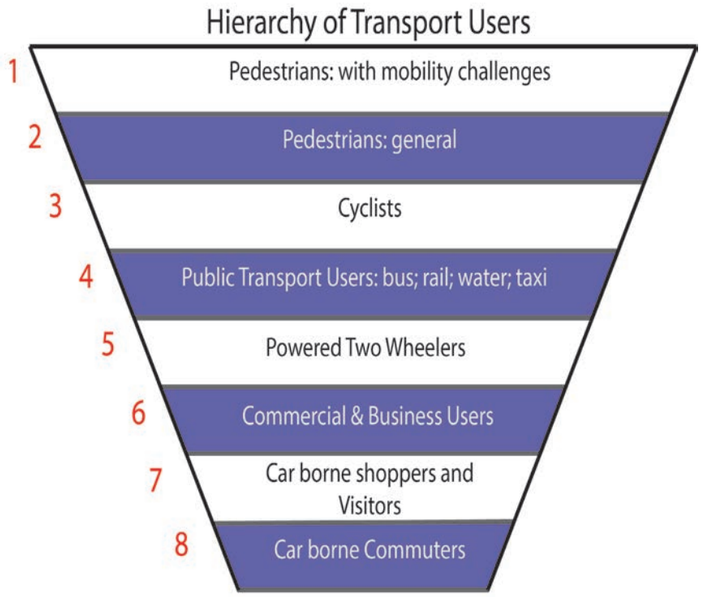
Time for reflection in North Street Gardens

1 A list of key guidance documents can be found after the bibliography.

Principle 1: A city for people

Since the late 1980s[1], the council has a policy on a hierarchy of transport users that gives pedestrians and cyclists a clear priority over motorised traffic in the city's streets and spaces with the highest priority given to pedestrians with mobility issues. In reality, outside the footstreets, management and design is generally based around accommodating pedestrians and cyclists in a traffic dominated environment. A really successful urban environment is one where people are placed at the centre of its design and use and specialist practitioners[2] should instead be asking how traffic can be accommodated within a pedestrian and cyclist dominated environment.

There are examples from the 1980s and 1990s such as Bishophill, Leeman Road, The Groves, Scarcroft and Terry Avenue where through traffic in residential areas has been successfully controlled resulting in positive change to street character. Streets and spaces are as much about places to meet, rest, and explore, as they are about moving from one location to another and design needs to reflect these different uses.



Taken from the City of York Local Transport Plan 3, 2010

Key message

Always put pedestrians first and always consider the most vulnerable pedestrians before all others. Vulnerable can be someone in a wheelchair, a toddler in a push chair, blind and partially sighted, young children and older people. What works for an older person with mobility issues will work for all.

1 The City of York 1987/88 Traffic & Parking Study
2 Highway engineers, planners and designers

Principle 2: Access & mobility

If York is to realise its ambition to become a world-class city it must ensure that it becomes a fully accessible city with few barriers to communities of interest as defined in the Equality Act 2010[1]. All design, whether large-scale reconfiguration of junctions to control the movement of traffic, or the siting and design of seats, should be conceived and implemented in the context of the social model of disability[2]. It is important to provide positive experiences for everyone whether that is the redesign of existing spaces or the creation of new ones. Most importantly, the repair and on-going management of streets and spaces should always be fully informed through appropriate equality impact assessments and communities of interest should be fully engaged at the planning stage and throughout the life of a project.

1 Protected characteristics are: Age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief (including lack of belief), sex, and sexual orientation.

2 The social model recognises that there are institutional and environmental barriers limiting opportunities for people with disabilities. For further information see *Creating an Inclusive Built Environment, Preferred Options Accessibility Supplementary Planning Document:* Worcester City Council, 2011

Exhibition Road, London, a fully accessible environment?

Key message

Consultation with organisations representing communities of interest as defined in the 2010 Disability Act, should normally be undertaken as part of a project's early scoping exercise ensuring that issues and opportunities are quickly addressed.

Principle 3: Design

The design of public spaces and streets should always be informed by research and knowledge[1] which in turn should always consider the physical (structures, materials and layout) as well as the experiential (how people perceive and interact with each other and the space itself). Good design is also inclusive design[2]. A public space is about: surfaces; buildings; signs; lighting; views; ambience; noise; accessibility. Design needs to understand these relationships and develop solutions that enhance experience in a three-dimensional way. The vertical and horizontal relationship between buildings, pavements and roads is a crucial one for example. It is important to ensure that new surfacing, signs and other paraphernalia associated with public spaces, whether permanent or temporary does not detract or create an eyesore and that aesthetics is an essential ingredient. Whilst aesthetics can be subjective, communication and consultation will be key to appropriate decision making.

A fine example of the decorative use of blanc-de-bierge setts in Spurriergate

Effective public spaces are also uncluttered spaces. In refreshing existing or designing new, it is important to keep things simple. Less is sometimes more and simple high quality designs on a small area should always be preferred over larger, lower quality schemes. It is not always appropriate to install fancy lighting, designed benches and complex surfacing. An uncluttered and uncomplicated environment is more accessible, more flexible and more easily understood. All improvements and new designs whether they consist of new surfaces, new street furniture or lighting should always be designed with maintenance, longevity, and carbon reduction in mind.

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1 There are various sources of excellent guidance, particularly from the Commission for Architecture and the Built Environment (CABE) - several are listed at the back of this document.

2 See *the principles of inclusive design*: CABE, 2006 which sets out five key principles of inclusive design.

Key message

Always keep things simple - ensuing that each street and space has a consistent pallet of materials and street furniture and that every intervention has a clear purpose and need.

Always be aware of how a street and space is used before introducing new design and new activity and be particularly aware of accessibility issues and opportunities. This is particularly true of shared spaces.

Principle 4: Distinctiveness

Not all streets and spaces have the same identity and it is important to make sure that locally distinctive character is built into the design of new public spaces and enhanced in existing streets and spaces[1]. Homogeneity should be avoided through the use of different pallets of materials for different situations and variation in street furniture. However, this should not be overdone. Distinctive character need not be historically determined but may reference contemporary functions and make use of contemporary design. Distinctiveness will include: the form and scale of particular streets and space; mass, height and character of buildings; surviving original surfaces and materials including roofs and building materials; and existing street furniture (may have a negative as well as positive impact on character). Understanding character is fundamental[2] and all works affecting streets and spaces should reference available evidence including conservation area appraisals [3]or historic environment character assessments.

A particularly well preserved section of historic stable paviours on a side lane in Southbank

Key message

Historic character assessments, conservation area appraisals, village design statements, neighbourhood plans, conservation management plans and statements of significance are a valuable evidence base for decisions affecting the layout and use of streets and spaces.

1 English Heritage have published widely on this subject, notably their excellent *Streets for All* series which offers convincing arguments for the retention and enhancement of historic features and surfaces.

2 The City of York Council is undertaking a comprehensive assessment of historic character of the main urban areas which includes a series of detailed statements of significance which will be an invaluable evidence base.

3 The most important and comprehensive is the *Historic Core Conservation Area Appraisal* adopted in 2012.

Principle 5: Wayfinding & legibility

Although York is generally a relatively small and compact city, it is also a complex place to move around and understand. Part of York's charm is 'getting lost' but many people also need to understand where things are, where they are in relation to the city's major landmarks and what it all means. Wayfinding is not just about signposting places of interest (heritage assets) and places of need (toilets; council offices; police; hospital), it is also about explaining accessible routes for different users: where the most wheelchair friendly routes are; where alternate routes for cyclists are; where picnic areas are; where the best places for parents and young children are. Independent wheelchair users will have different needs from someone with learning difficulties; A blind or partially sighted person will also have specific needs. It is also very easy for someone with dementia to get confused in our streets and spaces. Visitors from other countries may have language difficulties that need to be recognized and parents and carers of young children will need to know where toilets and baby changing facilities are.

Enhancing people's experiences of York, whether resident or visitor is also about explaining York better. Museums and other attractions do an excellent job but the streets, public spaces and their relationship with York's inherited urban landscape are sometimes difficult to understand.

A combination of street based signposting, information boards and contemporary digital technologies using WiFi and other media should inform a new wayfinding strategy for the city fit for the 21st century. Wayfinding should also reflect changing needs including the needs of people suffering from dementia.

Two responses to wayfinding. A cast iron finger post in York (top) and a contemporary monolith on Howard Street, Sheffield (bottom).

The finger post has poor legibility because of typeface and colour although the principle is a good one.

The monolith retains significantly more information that could be confusing for some people.

Key message

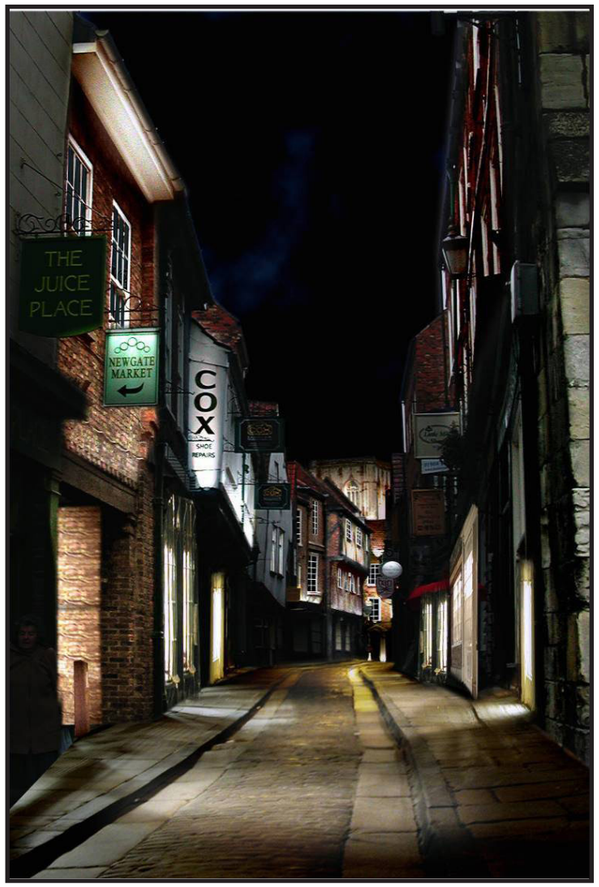
The design of new public spaces and refreshment of existing streets and spaces should always consider how people orientate themselves and how they can find their way around and through. Particular attention should be given to seeking opportunities to improve the experience for vulnerable groups including people suffering with dementia.

Principle 6: Light & dark

Lighting is a key element in the design of public spaces in terms of: safety; aesthetics; way-finding; and sheer delight. It is also enhances experience in different ways as the seasons change and as day turns into night. During daylight hours it is the lighting structures that either enhance or detract a view and great care should be taken in determining lantern and column design. In general lanterns should not be obvious and should blend into the environment. Street light location is important for perceptions of safety and a careful balance between this and respecting key buildings and settings needs to be achieved. The illumination itself should have the ability to respond to specific circumstances and specific needs without compromising safety but at the same time achieving significant decrease in light spill (i.e. enhancing dark skies).

Lighting design will need to consider how a place will look at night and how views will be enhanced. Architectural lighting should be used carefully and sensitively and particular attention should be given to identifying situations where it will be more appropriate to keep a place dark.

LED lighting should replace existing lighting as it is more energy efficient than both metal halide and high/low pressure sodium, as well as providing better quality light. Existing and emerging technologies can be used to adapt heritage lighting for LED use[1].



An image of the Shambles as it might look with new architectural lighting installed (York Light Plan 2006)

Key message

Street lighting should be kept to the minimum necessary for safety and respecting key buildings and settings and should use the latest sustainable technology - normally LED so that the city can make a positive contribution to dark skies and energy consumption as well as cutting greenhouse gas emissions.

1 Central Bedfordshire Council are replacing traditional street lights with LEDs to achieve significant wattage reduction, as well as reducing the maintenance burden of the highways team; 381 LED lanterns were installed across two pilot areas – one urban and the other semi-urban, using less than 50% of the installed energy load. Source: *Carbon Trust*

Principle 7: Management

The greatest challenge facing any English city setting out to create sustainable and beautiful public spaces is managing wear and tear caused by traffic on carriageways and overrun on pavements, constant digging up of roads and streets for utility repair and replacement, and reconciling the sometimes conflicting requirements and aspirations of the various uses that public space can be put to.

Management of process – ensuring that practitioners whether they are carrying out basic highway repairs or implementing complex road schemes are fully informed of all the key issues and opportunities reflected in this document and associated national guidance and regulation. There should also be significantly improved coordination of activity.

Implementation of highway schemes – ensuring that key practitioners including individual contractors and sub-contractors are appropriately skilled and experienced in delivering the quality outcomes outlined in this document. The importance of good craftsmanship in the laying of paving, cobbles and setts should be a given.

Management of functions – the compactness and intimacy of York's spaces can be quickly overwhelmed by activity such as pavement cafés; festival stalls and booths; fairs; street performers; disabled parking; and, fast food outlets. It is important to ensure that the temporary and permanent use of space through installations, street furniture, activity, ambience (including noise) and trading is planned and implemented with clear reference to the issues and opportunities detailed in this document.

An awful utility company reinstatement of a historic cobbled surface at King's Staith

Key message

Any planned activity in a street or space, whether it is a minor carriageway repair, a festival or the siting of a street trading pitch should at all times consider access and mobility issues, impact on heritage assets and their settings, quality outcomes, need and sustainability.

Part Three: Analysis & Guidance

Surfaces

Traditional materials

Footways

Natural 'riven' (hand cut) English Pennine sandstone flags, generally random large slabs laid in staggered rows (stretcher bond).Original paving in the city centre has, since the 1980s at least, been supplemented by re-used material from other parts of the city (comparative analysis between English Pennine sandstone surviving in George Pace's time and the present in Bishophill exemplifies this point[1]). Poorer quality re-used riven flags from recycling centres have been used in some instances e.g. Parliament Street[2]. Diamond sawn English Pennine sandstone from the Lancashire 'Scoutmoor' quarry is increasingly being used for new schemes (e.g. Museum Street and Station Rise[3]).

Kerbs

Generally narrow-top English Pennine sandstone although there are examples of larger, broad-top English Pennine sandstone being used. Cumbrian and Scottish granite kerbs dating from the mid-19th century are more common and variably sourced granite kerbs are increasingly being used to replace pre-cast concrete in priority locations.

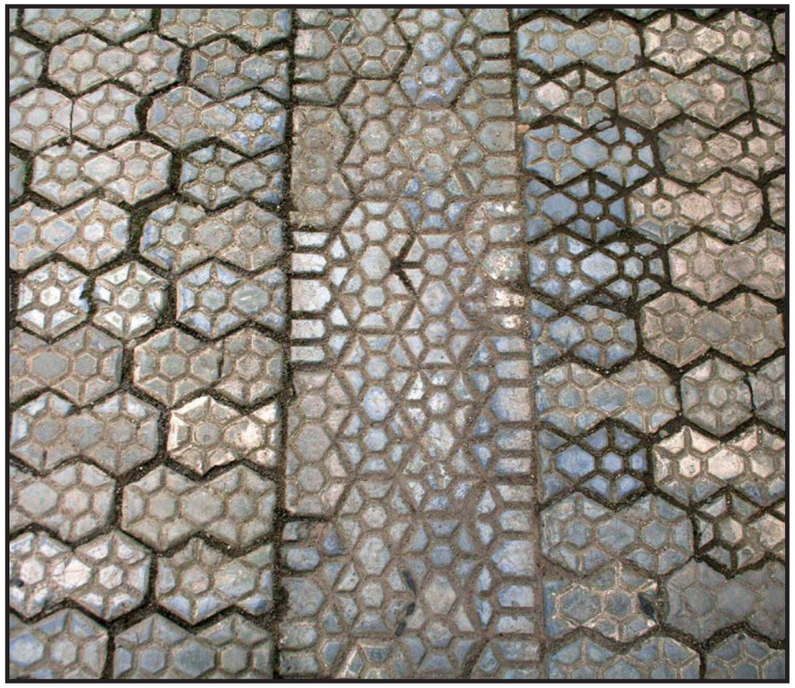
Carriageways

Stone setts, English Pennine sandstone being the most common, survive from the mid-19th century onwards. Cumbrian and Scottish granite and Northumbrian basalt is often intermixed (e.g.. College Street) and in some cases was the only material (e.g.. Micklegate[4]). Riverine and Glacial cobbles survive principally in lanes, alleys and backyard access routes. Cobbles are also a distinctive feature along the margins of gateway streets. Located between the carriageway and pavement, cobble margins replaced grass verges in the mid-19th century.

English Pennine sandstone flags are used on the Stonegate carriageway, replacing asphalt in the 1980s for aesthetic reasons, but is particularly costly to maintain (see issues over).

Early use of manufactured materials is represented by blue hexagonal paviours – sometimes as carriageway edging (e.g.. Trinity Lane) and surfacing of back lanes and alleys from the late 19th century (e.g.. Southbank). Blue bricks are used for drainage channels at the carriageway edge, and also for the surfacing of alleys, yards and back lanes.

Traditional materials are a very distinctive component of the public realm, contributing substantially to the character of the city. This is particularly important in areas away from the historic core where there has been far less attention given to like-for-like repair and replacement.



Stable paviours in Southbank with a carefully laid drainage channel running through.These surfaces are at significant risk from removal and damage and they should be enhanced and conserved in all locations

1 Map IV, pg 38 in Pace 1974

2 Repaving following 2012 demolition of the 1991 toilet block at the Pavement end of Parliament Street.

3 Part of the new West Offices development.

4 Northumbrian basalt from Whin sill. - pers. comm, Sir Ron Cooke.

Traditional riven English Pennine sandstone flags in Bishophill. Note in this case the kerb is concrete.

Diamond sawn English Pennine sandstone flags in Aldwark with a broad-top English Pennine sandstone kerb.Also note the blue/grey brick drainage channel

English Pennine sandstone setts in St Helen's Square

Dark granite setts on Fossgate

Non-traditional materials

Footways

The most common material in use in the city is asphalt and pre-cast buff coloured flagstones (450mm x 450mm Marshalls Saxon - a default material for the city). In the city centre there are a variety of other pre-cast flags in evidence (1950s/1970s grey concrete e.g.. Bishophill; Marshalls natural grey Perfecta e.g.. Lendal Bridge) and, one instance of an impressed concrete surface[1] (Museum Street from Lendal Bridge to Lendal). Recent (2012) re-paving of Priory Street has involved the use of light grey Marshalls Saxon flags (450mm x 450mm). Pre-cast flags are occasionally used as infill repairs to footways with predominately natural materials. Some streets are part paved with a combination of natural and pre-cast (e.g. Hampdon Street, Bishophill)

Kerbs

Narrow-top concrete kerbs are the most commonly used throughout the city. On older streets they have replaced original English Pennine sandstone kerbs[2], either singly in some cases or whole streets in others. They also form the principal material for all post-1945 streets. More recently, dished drainage channels (blanc-de-bierge) act as a form of kerb on some pedestrian streets including Coney Street and High Ousegate.

Carriageways

As with footways the most common form of carriageway surface is asphalt. It is generally used in two forms, fine asphalt (in most cases) and, with mixed aggregate (e.g.. St Andrewgate). Carriageway repairs are generally like-for-like. Other carriageway materials are found in the footstreets, specifically: Davygate; Coney Street; Spurriergate; High Ousegate; Market Street; Feasegate; part Blake Street; Parliament Street; and, St Sampson's Square. Materials include reddish brown brick[3] and white blanc-de-bierge[4] paviours used principally for decorative effect. Difficulties in sourcing small quantities of these materials from suppliers has resulted in poor quality asphalt repairs following streetworks. Concrete surfacing (a post-1945 austerity measure) is also found in some places (e.g.. Hope Street in Walmgate).

1 This was a trial undertaken in the early 2000s, never rolled out - pers. comm Janine Riley.

2 An assumption based on the premise that they could not possibly have replaced hard wearing granite unless the granite was deliberately transposed elsewhere.

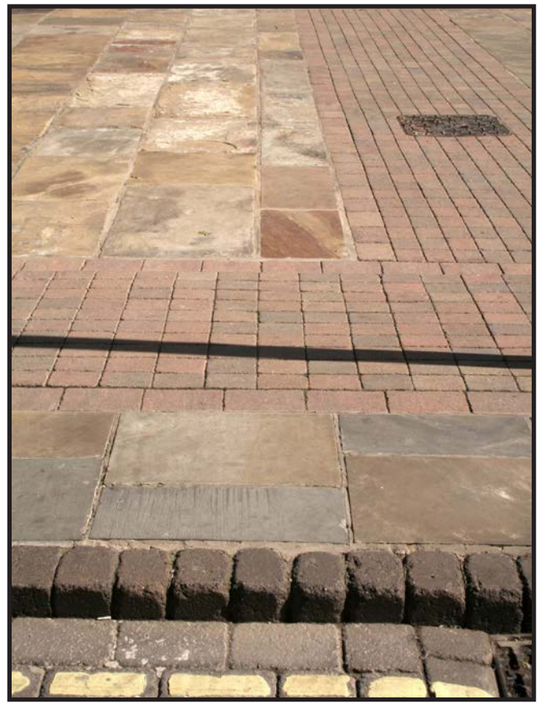
3 A standard Marshall's product

4 A high quality portland stone aggregate base

Grey Marshall's Perfecta paving on Lendal Bridge laid as a stacked bond

Buff Marshall's Saxon paving on Micklegate incorporating a pavement widening

Grey Saxon paving in the process of being laid on Priory Street as a stretcher bond



Mixed natural and manufactured materials on Parliament Street, resulting in a poorly designed and over complex public space

Tarmac pavement surface used to good effect with broad-top English Pennine sandstone kerb

Asphalt carriageway surface in Aldwark with mixed aggregate inclusions providing an attractive variant to more ubiquitous plain asphalt surfacing

Issues

Traditional materials

Original riven English Pennine sandstone flags come in a variety of different sizes and thickness making laying a complex and skilful activity. The weight of these slabs also poses a challenge and special lifting devices are normally used.

The upper surfaces are usually uneven, being hand cut and can, in extreme cases, be a significant tripping hazard to people with mobility issues[1]. Original joints are usually fairly narrow (5 -8mm) but with more recently laid or re-laid riven stone, jointing can be excessively wide (> 10mm). Bedding is normally a 'flexible' combination of mortar and sand on a compacted (flexible) base course. The flags rarely, except in original form, fully connect with the bedding material. In most cases this results in inherently unstable surfaces highly prone to damage from vehicle overrun.

Rigid sub-bases comprising a concrete base are more preferable and access to suitably skilled and experienced pavers is essential in delivering a high quality and sustainable product. The downside is the cost and difficulty this can cause utility companies in accessing buried services. It is essential that they are involved at an early stage in planning.

English Pennine sandstone and granite setts can be challenging for older people and people with mobility issues if not sourced, prepared and laid appropriately. The surfaces can be raised too far and create a cobble like surface. English Pennine sandstone kerbs are less strong or durable than granite.

Diamond sawn English Pennine sandstone comes more evenly sized with smooth upper and lower surfaces and straight edges. It is much easier to lay but still requires a high level of skill and experience[2]. The larger flags are still extremely heavy and requires lifting aids or two people to manoeuvre. Joints and interfaces with pavement edges, utility covers, corners and building edges need careful planning. This product is far more fully accessible than the riven. It is also less likely to require substantial future maintenance. In wet weather, diamond sawn stone can become very slippery. Flame texturing is used to roughen up the upper surfaces to improve this.

Contemporary materials

Pre-cast flagstones and setts are made in a variety of textures and colours but generally, they are not as robust as natural stone[3] and can be aesthetically challenging if not well chosen and well laid. The default material in York has been small square buff coloured pre-cast flags[4], tonally very different from, and clashing badly with traditional English Pennine sandstone.

Pre-cast flagstones come in standard sizes and are easier to lay than natural flags but have an increased tendency to fracture under pressure, as in constant vehicle overrun. Some existing materials such as the blanc-de-beige are difficult to source now and the council does not keep any stock. Consequently, utility contractors and others tend to revert to cement or asphalt when reinstating after streetworks.

An extremely poor example of repair work by utility contractors using cement rather than the original brick paviours

Wide joints in riven English Pennine sandstone poorly pointed with cement mortar

Well thought out approach to laying riven flags at a corner - note the original cast iron kerb, used to protect the pavement edge

Two different materials used on Micklegate when the pavement was widened, resulting in an unattractive and uncoordinated footway

1 Riven slabs that are particularly uneven may also retain water which can freeze in severe conditions. Careful quality control can minimise unacceptable variations and reduce problems for vulnerable users. - Suffolk County Council 2007

2 European experience stresses that the use of skilled and properly trained personnel is of paramount importance in streetscape projects. See Scots Good Practice Guide for more information.

3 Natural stone lasts in excess of 60 years but pre-cast materials generally last around 20 years - source English Heritage Streets for All.

4 For London's streets English Heritage suggest that the use of small square paving slabs and block or brick paving is almost always inappropriate. They favour a 900mm x 600mm flag as being more appropriate - see Streets for All London for further information.

An example of the harmonious use of natural and contemporary materials in Aldwark, well laid and has lasted well

A large area of 450mm x 450mm Saxon paving on Blossom Street. Use of 900mm x 600mm sized flags in conservation grey would be more in keeping with the scale and importance of this gateway street

Specific guidance: surfaces

Footways

> "Traditional natural materials may be more expensive initially, but they are more sustainable and offer better value for money because they are durable, improve with age, and can be recycled. By contrast, short-life artificial materials require regular replacement and greater energy consumption. They are wasteful, deteriorate with age and are unsustainable. Invest in quality"
>
> *Streets for All - A guide to the management of London's streets - English Heritage 2000*

The qualities of natural stone are such that it should be the preferred material on all high priority streets and indeed its use on these streets should be the long term aim of the city.

Historically, footways have consisted of English Pennine sandstone flags, random large pieces laid as a stretcher bond. New surfaces whether natural or man-made material should replicate this effect.

Larger slabs are aesthetically better and preferred by disabled pedestrians and wheelchair users[1]. Natural stone should be regular widths and random lengths. Where natural stone cannot be justified, rectangular 900mm x 600mm pre-cast flags should wherever possible be used and laid in traditional staggered rows[2].

Great care should be taken to ensure that flags are cut to fit around utility covers, street furniture such as post boxes and building and boundary lines. Attention to detail is very important - getting corners right for instance. Wedge shaped gaps in flags or kerbs should always be avoided[3].

Flexible sub-bases should only be used in fully pedestrianised environments - that is, environments where no vehicles are allowed. If in any doubt, rigid sub-bases should always be used. Kerb edges, corners and other locations where vehicle over-run is likely to be a constant problem should be considered for further strengthening with reinforced flags and thicker concrete sub-base[4]. Elevated kerbs may also be required to reduce over-run.

Contemporary natural stone flags used in York are diamond sawn hard Pennine sandstones sourced either from West Yorkshire or Lancashire. The tonal ranges of these sandstones vary from quarry to quarry and sometimes within individual quarries but they all share a very high degree of hardness which makes them particularly suitable as surfacing. The city currently uses three Marshall's products: Scoutmoor, predominantly grey tones with buff to brown highlights; Moselden, a grittier texture, predominantly buff tones with grey and pink highlights; and, Greenmoor, predominantly buff to brown with grey and occasional pink highlights. The Scoutmoor product has been used in recent council footway upgrades (Museum Street, Station Rise). Greenmoor is being proposed for King's Square and Moselden is being used on Deangate. This has been chosen to better complement the warm buff of the Minster stonework.

Of the three, Greenmoor has the most interest and Scoutmoor is closest to traditional English Pennine sandstone in tone.

Pre-cast materials should for use in priority A and priority B locations should be chosen to enhance character and significance. Size is important and 450mm x 450mm slabs should be phased out and replaced with 900mm x 600mm slabs laid as a stretcher bond as and when opportunities and funding becomes available.

A new preferred pre-cast product should be agreed that better reflects the character and significance of these locations and can harmonise with the tonal range of natural stone[5].

1 A number of consultees on the Access & Mobility Audit raised this point.

2 "900 x 600mm paving slab has been perceived as prone to breakage by vehicle overrunning and also when lifted, but they have advantages. They do not so readily lose their sand base and their interlocking pattern is stronger, as well as being visually pleasing." English Heritage, Streets for All London

3 English Heritage Streets for All, London

4 cf. Scots Good Practice Guide page 14

5 There are a number of good quality products available that come in varied sizes including 900mm x 600mm.

Greenmore English Pennine sandstone in Doncaster

Moselden English Pennine sandstone in Deangate

Conservation style pre-cast flags in Doncaster - good texture, tone and size.

Carriageways & kerbs

Existing natural materials should always be retained where usableusable and safe. Streets with stone setts and cobbles should be conserved and maintained. The exception is Stonegate, unusually surfaced in riven English Pennine sandstone flags in the 1970s. As a carriageway material this has proved to be a dramatic failure and requires expensive and continual maintenance due to the impact of heavy delivery traffic[1]. Stone setts on a rigid sub-base should be substituted in the short term. Priority A & B streets should normally have simple granite kerbs (except where English Pennine sandstone survives) and a stone sett or brick drainage channel forming a clear edge between carriageway and footway[2].

All re-surfacing should ensure that these drainage channels are conserved and remain visible and functional. Where broken, they should be repaired. The use of dished channels in the footstreets should be discontinued as they are a trip hazard for people with mobility issues[3]. Designing for drainage with level surfaces including dropped kerbs at crossings needs particular attention if puddling is to be avoided[4].

Kerbs should be a minimum of 40mm to assist blind and partially sighted people and a minimum of 100mm to deter vehicle over-run where required. Historic kerb lines should, wherever practical be retained, especially in areas of shared surfacing.[5] In the case of build-outs, the historic kerb should be re-positioned utilising traditional materials where appropriate.

Stone flags on Stonegate carriageway.

Good simple design in Sheffield using a small pallet of natural stone materials, in this case, granite setts on the carriageway, wide top granite kerbs and Marshall's Cromwell sandstone flags.

Brick drainage channel and granite kerb with neatly laid asphalt.

1 There will be challenges to this view because there is a perception that the stone flags are an authentic expression of the streets historic roots - following the line of a principle Roman road and its name, Stonegate or Stone street.

2 English Heritage Streets for All series contains useful background and detail on why the retention of historic surfaces should be a priority. They also stress the cost effectiveness of exposing buried setts and repairing them against laying new setts. There may be examples in York.

3 Inclusive Mobility, Department for Transport, 2002

4 Design Manual for Roads and Bridges :Volume 4, , Highways Agency 2013

5 See English Heritage Streets for All for further information.

Setts

Natural stone setts provide a strong and long lasting surface for vehicle use where the sub-base has been appropriately strengthened. Because of the special qualities of the Core Medieval Streets, as and when resources can be made available, it would be beneficial to replace asphalt with natural stone setts. Continuing use of asphalt should be phased out but if it is to be used, consideration should be given to laying a more distinctive asphalt aggregate mix that would help articulate significance as a pedestrianised area and as a major heritage asset.

Setts can be either grey or blue-grey granite or flamed hard sandstone (Scoutmoor or Greenmoor). All new setts should be squared with a flat upper surface to facilitate the relatively smooth passage of a wheelchair or push chair. Joints should be no more than 8mm. For priority A & B locations, setts should normally be used for all pedestrian crossing areas and footway crossovers. Where existing English Pennine sandstone setts exist (usually on footway crossovers) they should be carefully relaid to enhance their suitability for disabled pedestrians and wheelchair users.

Cobbles

Cobbles are a traditional surfacing (surviving on some lanes and back alleys) and edging material, as seen on the gateway streets where it functioned as a buffer between the carriageway and the footway. Contemporary use of cobbles includes pedestrian deterrents in locations where traffic flows or highway designs have created unsafe places.

Cobble margins should always be retained and repaired where necessary, subject to appropriate provision for pedestrian crossing points, bus stop access in compatible flat surfaced natural materials.

It is essential that contractors are fully experienced in laying cobbles as the skills required are not the same as those for other forms of paving. Cobbles should be laid butt jointed with their longest side vertical so that a minimum of 75% of the length is below the finished level. The cobbles should be selected and arranged so that they make up at least 75% of the total area to be covered[1]. This is essential to avoid the impression of an area of concrete with a few stones added in arbitrary fashion. The spaces between cobbles should be finished off to allow the free drainage of surface water and be within 15mm of the designed level. Where new supplies of cobbles are necessary they should normally be locally sourced and where possible using recycled river cobbles in preference to glacial, 'quarried' examples. New cobbles must be similar sizes to existing.

Grass verges

Grass verges, a significant feature of suburban priority C streets, should be carefully managed and should be retained. The careful use of timber bollards will deter parking.

Cobbles on Blossom Street with contrasting reinstatement (white cement) and repair (asphalt) resulting in a significant visual detractor on this historic gateway street. The spacing of reinstated cobbles is also poor.

Grass verge and an attractive use of timber bollards in Fulford village

1 Cf .Appendix B in The Suffolk Materials Manual and a very useful case study at Radcliffe Square. Oxford discussed by architect and town planner, Colin Davis at http://www.buildingconservation.com/articles/setts/setts.htm

Crossings and dropped kerbs

Well designed crossings are vitally important for all pedestrians. Raised surfaces work well in that they provide a level surface from footway to footway with emphasis put on pedestrian priority, slowing traffic down on the approach.

Dropped kerbs are necessary where the carriageway is below the level of the footway to provide access for wheelchairs and mobility scooters. Many existing dropped kerbs are too steep[1]. A shallow drop of no more than 1 in 10 is preferable As a general rule, slopes of 1 in 12 are the maximum[2]. Existing steep drops should be re-designed in pedestrian heavy environments in priority areas A & B. The drop should allow for at least 900mm of level surface footway as recommended for crossovers[3].

Dropped kerbs are not necessary where there is a level surface. In these instances, some form of tactile delineation should be provided. Tactile paving needs to be laid with great care and attention to detail so that it both functions well and integrates well with the surrounding streetscape. Red tactile paving must only be used at controlled crossings.

Two well-designed and well -aid dropped kerbs on Museum Street at an uncontrolled crossing (above), and an example on Parliament Street (below)

This exemplary raised crossing on Museum Street should be used as a model for other side road crossings in the city centre.

A well constructed raised table on Parliament Street consisting of English Pennine sandstone setts with pre-cast brick paviours on either side, providing level access across the carriageway.

1 City of York Access & Mobility Audit
2 Inclusive Mobility, paragraph 3.2
3 Manual for Streets 1 & 2, City of York Access & Mobility Audit.

Crossovers

> "Crossovers to private driveways are commonly constructed by ramping up from the carriageway over the whole width of the footway, simply because this is easier to construct. This is poor practice and creates inconvenient cross-falls for pedestrians. Excessive cross-fall causes problems for people pushing prams and can be particularly difficult to negotiate for people with a mobility impairment, including wheelchair users."
>
> *DfT (2007) Manual for Streets. Pg. 70*

Existing crossovers in pedestrian heavy environments should be redesigned when resources permit to improve the experience of disabled pedestrians. The 2012 city centre access & mobility audit highlighted this issue as a particular problem in the city centre.

Wherever possible at least 900mm from the back of the footway should be maintained as standard pavement before falling to the carriageway edge[1]. There will always be situations where this is not achievable if a 1:10 gradient is to be achieved, for instance where high kerbs have been used to deter vehicle over-run. In these circumstances, priority should always be given to improving the experience of disabled people and alternative solutions to other highway issues should be explored.

1 See Manual for Streets 1 & 2 for further guidance

Tactile paving

> "The purpose of the blister surface is to provide a warning to visually impaired people who would otherwise, in the absence of a kerb upstand <25mm high, find it difficult to differentiate between where the footway ends and the carriageway begins. The surface is therefore an essential safety feature for this group of road users at pedestrian crossing points, where the footway is flush with the carriageway to enable wheelchair users to cross unimpeded."
>
> *DfT (2007) Guidance on the use of tactile paving surfaces.*

For controlled crossings irrespective of whether they are in a conservation area or not, tactile paving must be in high contrasting material. Within conservation areas and for all primary streets this should be pink granite. All controlled crossings should conform to this requirement.

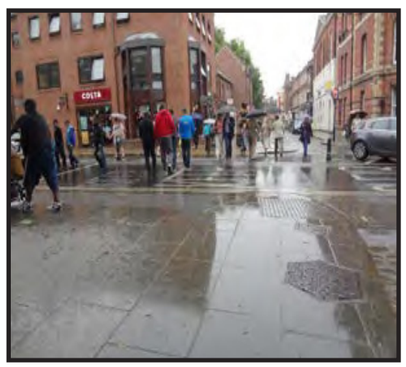
Uncontrolled crossings do not require a significant tonal variation and in conservation areas in particular the guidance is more relaxed.

> "Where the blister surface is provided at crossing points in conservation areas or in the vicinity of a listed building, some relaxation of the colour requirements may be acceptable. In these limited circumstances only, the tactile surface may be provided in a colour which is in keeping with the surrounding material. This relaxation does not extend to the use of red at controlled crossing points"
>
> *DfT (2007) Guidance on the use of tactile paving surfaces*

Within the historic core conservation area, diamond sawn English Pennine sandstone blister paving should be used at uncontrolled crossings and diamond sawn corduroy paving should be considered for delineating the interface between footways and carriageways in locations involving shared surfaces where there is no level change

St Helen's Square can be challenging for blind and partially sighted because there is no delineation between footway and carriageway. English Pennine sandstone corduroy edging would significantly damage the square's distinctive character and studs inserted into existing English Pennine sandstone edging may be more appropriate

Poor use of tactile paving in King's Square where it is not really needed



A very good example of a crossing with English Pennine sandstone blister paving on Museum Street

Inspection covers

Whether using natural or pre-cast flags on footways, they should always be drilled or cut to size around inspection covers. In areas of natural stone paving, high quality recessed inspection covers should be used and inlaid with natural stone.

An excellently designed and laid utility inspection cover in Doncaster's cultural quarter. Note the neat jointing.

A poor example from Sheffield where more than one material has been used to infill the inspection cover

Street furniture

Bollards

Within the city centre there are at least five types of fixed and removable cast iron bollard in use and two instances (Stonebow and Victoria Bar) of a rising bollard. Outside the centre there are a variety of bollards in use but principally they are either square section timber bollards or pre-cast concrete variations. These are primarily used to protect pavements and grass verges, building frontages and some street structures from vehicle damage as well as closing off roads. They are also used to prevent parking, and in some instances protect pedestrians. The rising bollard is a traffic control mechanism.

Historically, bollards have never been a significant feature of the York street scene and the majority of bollards date to the creation of the footstreets pedestrian zone and in suburban areas to protect grass verges from parking or over-run. The resulting proliferation of bollards has contributed significantly to street clutter and is a significant hazard to wheelchair users and blind and partially sighted pedestrians. The number of bollards within the city centre has subsequently been thinned down and further work will be required.

Where required, the use of bollards should follow the procedure detailed below.

- Are they visible from inside a vehicle to avoid them being hit and visible to pedestrians at night?

- Existing bollards should be assessed against accessibility criteria: is it an obstacle to movement? Is it a hazard to blind and partially sighted individuals?

- Is the bollard actually necessary: for safety? For protecting cellars or building overhangs? For protecting pavements from damage and parking? (high medium or low risk and implication)

- If the bollard is necessary, can another item of street future be substituted such as a bin or seat?

In general there should always be a presumption against the use of a street bollard on pavements or other spaces where there is high pedestrian movement or risk of hazards to blind and partially sighted individuals in particular as long as pavement parking will not pose a significant risk[1].

In areas of significant vehicle overrun consideration should be given to strengthening the footway (see section on surfacing).

The use of contemporary 'designed' bollards will be considered on a case by case basis in the context of designed highway improvements or developments and only if they address the seven strategic principles in this manual.

1 City of York Access & Mobility Audit

Selection of bollards in use in the city centre with the so-called York bollard on the left

Line of 'marching' bollards along Parliament Street

Informative

The default bollard to be used in the city centre is the Manchester bollard as pictured here, (except for the retention of York bollards around the Minster.)

Cycle infrastructure

Cycle parking

York prides itself in being cycle friendly and was officially recognised as a cycling city attracting several million pounds worth of investment. Cycling is popular, helped by the flat terrain and the compact nature of the city. Journeys to and from the major residential areas are short and some outlying villages are served by off road and on-road cycle tracks and lanes.

Within the city centre cycle parking facilities are common but fail to keep up with demand and there is always pressure to expand the network. Finding suitable locations is challenging. Some existing sites such as Parliament Street conflict with other uses, especially during festivals and markets when access to the stands is difficult and sometimes impossible. This is a significant city centre parking area popular with city centre workers that should be better managed.

Cycle parking on Parliament Street. Trees and other furniture seriously restricts how this space can be used.

Recent use of a new cycle-parking design off Blossom Street

Cyclists are far more likely to keep their cycle close at hand when visiting the city centre and it is important to recognise this in determining locations for new stands. The two Parliament Street stands should be better designed and located on the street to reduce potential conflict with other users. Wide city centre streets such as Piccadilly and Duncombe Place offer significant potential for expanding the network.

The default cycle stand for the city is the Sheffield hoop and its use should continue. Tapping rails (not currently used) should be included on cycle stand signs to ensure blind and partially sighted people are warned of their presence. Stands should be spaced at least 1000mm apart to allow two cycles to be safely locked. Double rows should be 1200mm apart and there should be 600mm between a stand and wall[1]

Informal cycle parking on railings at Minster Place that either animates the space in a positive way or adds a significant visual detraction depending on a person's point of view.

Sheffield hoops on St Sampson's Square - the default York design

1 See DfT Local Transport Note 2/08, *Cycle Infrastructure Design* for further detail

Cycle lanes and tracks

Cycle lanes should always be separated from footways by a physical barrier. This is best practice. White lines on roads indicating bus lanes are a poor substitute for physically separated sections of carriageway. The use of planters or other delineators such as bollards could significantly enhance cyclist safety and encourage more cycling. Opportunities for this should be identified and funded.

Cycle lanes on carriageways should be at least 1.5m wide[1]. There are many situations in York where cycle lanes fall far short with 1.00m widths not uncommon. To be safe, cyclists need to be positioned at least 0.5m from the kerb edge and be provided with at least 1.0m for cycle room[2]

Wherever possible and practical, cycle lanes should be created at the expense of carriageway space and not pedestrian space or grass verges. Consideration could be given for removing the centre line on some carriageways. This technique has been successfully introduced in other towns and cities.[3]

The City of York Council's *Standards & Principles for Designing Cycling Infrastructure* contains essential practical advice on specifications for cycle infrastructure and should be more actively used.

In particular, funding for cycle infrastructure should be substantially increased as a percentage of highway budgets and maintenance of cycle paths should be a priority with cleaning, salting, and repair undertaken regularly.

Vehicle parked within a roadside bay with wing mirror and off-side wheels projecting onto a cycle lane - The Mount (cycle lane is 1.1m wide).

"...overly narrow cycle lanes potentially reduce the level of separation between vehicles and cyclists by encouraging cyclists to stay closer to the kerb, and if a lane is too narrow to comfortably ride within it, the purpose of the facility may well be lost."

CYC Standards & Principles for Designing Cycling Infrastructure, 2011.

"It is essential that the patterns of spending on cycling should be seenas mainstream commitments, with long term continuity rather than temporary initiatives. While these are welcome, they should be in addition to a much larger sustained base of funding, not in place of it."

Get Britain Cycling: Summary & Recommendations: All Party Parliamentary Cycling Group, 2013.

Informative

The City of York Council's design guidance should be more actively used and in particular:

Off road cycle lanes should be separated from pedestrians.

Cycle lanes should not be used for temporary traffic signage and appropriate measures should be implemented to ensure the safety of cyclists in the event of works affecting cycle lanes.

Cycle lanes widths should, wherever possible, be increased to the nationally recommended minimum of 1.5m.

Grates and service covers should be level with the carriageway and laid perpendicular to the direction of travel

1 See for example: http://www.sustrans.org.uk/our-services/infrastructure/route-design-resources/streets-and-roads/cycle-lanes and; LTN 2/08, Cycle Infrastructure Design - pg 37

2 Handbook for cycle friendly design, Sustrans 2014.

3 A growing number of LAs are dispensing with centre-lines (and also centre-hatching) on urban roads used by cyclists. This takes advantage of drivers' perceptions about the available width of carriageway by creating a central, two-way lane, with centre-line removed, bounded by advisory cycle lanes: See further; www.sustrans.org.uk

Lighting

Street lighting should be more uniform throughout the city and play a more prominent role in enhancing local distinctiveness and making a positive contribution to the city's character. The location and type of street lighting should also be determined by need, such as picking up side alleys as well as the road, but should also consider the issue of light pollution, not just the preservation of dark skies but also the impact on people's homes, particularly bedrooms.

Residential

Replacement street lighting in residential areas should retain existing character and human scale. Where original cast iron columns (root planted) need to be removed for safety reasons, replacement columns should reflect inherited scale and should be fitted with appropriate column embellishment kits. Non-root mounted cast iron columns should be conserved wherever possible using steel inner sleeves to strengthen the bases. Column should not exceed traditional heights unless very well justified as part of a comprehensive scheme. The use of sodium bulbs should be phased out and LED technology introduced. Lanterns, especially LED versions should be well designed and subtle. It will be possible in some instances to retrofit traditional lanterns with LED technology.

Gateway streets

The default street light on all gateway primary streets up to each of the four main bars should be column and arm. The practice of replacing these with a simple straight column and lantern should be reversed. High pressure sodium bulbs should be phased out and replaced with LED bulbs as and when resources are available. LED technology has advanced significantly over the past decade and apart from being extremely energy efficient, the bulbs are now very long lasting. They also emit a more natural light which has a number of benefits including better visibility for CCTV cameras.

Historic streets

Wherever possible and practical, street lights should continue to be wall mounted in the city centre and other areas of on-street terracing. This reduces clutter and removes obstacles. The advice of the council's conservation specialists should always be sought when listed buildings or conservation areas are effected. Heritage replica lanterns should be restricted to two styles, the carriage and globe. The use of carriage lanterns should be confined mainly to the historic core streets. Other locations would need to be discussed with the council's conservation specialists. Globe lanterns are best used on main retail streets such as Coney Street/Spurriergate and processional routes such as Duncombe Place/Minster Yard.

Architectural lighting

All wall mounted and surface mounted defunct equipment should be removed. Functioning high pressure sodium floodlights should be replaced with LED installations where continuing need has been demonstrated through appropriate lighting strategies and implementation plans. Others should be removed and not replaced. LED lights generally come with built in colour sequencing but white light should always be the default position. Architectural lighting should always contribute to better revealing the significances of the city's heritage assets which white light generally does. Coloured lighting is more theatrical and should be reserved for that purpose.

Contemporary design

LED technology has resulted in many exciting new lighting designs but their use should always be carefully considered. Some streets and spaces in the city as well as new development could benefit from contemporary lighting designs. In these circumstances, design should be kept simple, should enhance character and make a positive contribution to the ambience of the area. Up-lighting trees, strip lighting against benches and illuminated bollards all have their place in contemporary designs.

Colour

The default standard colour for all columns should be gloss black.

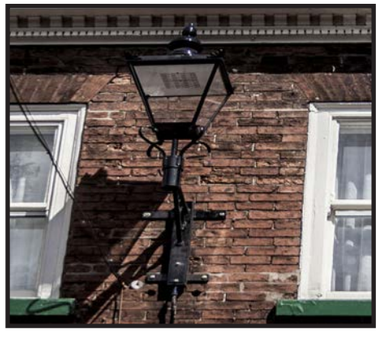
Floodlights and security lights

These can be a significant cause of light pollution and neighbour distress and they should be used with great care[1]. Proposals for new developments should normally be informed through a light pollution assessment and suitable mitigation put in place [2]

1 The Campaign for the Protection of Rural England briefing note 7 contains useful evidence and information on light pollution..

2 The City of York Local Plan Preferred Options 2013, contains a policy dealing with this issue.

Woburn heritage style lantern with cast iron bracket in Newgate Market

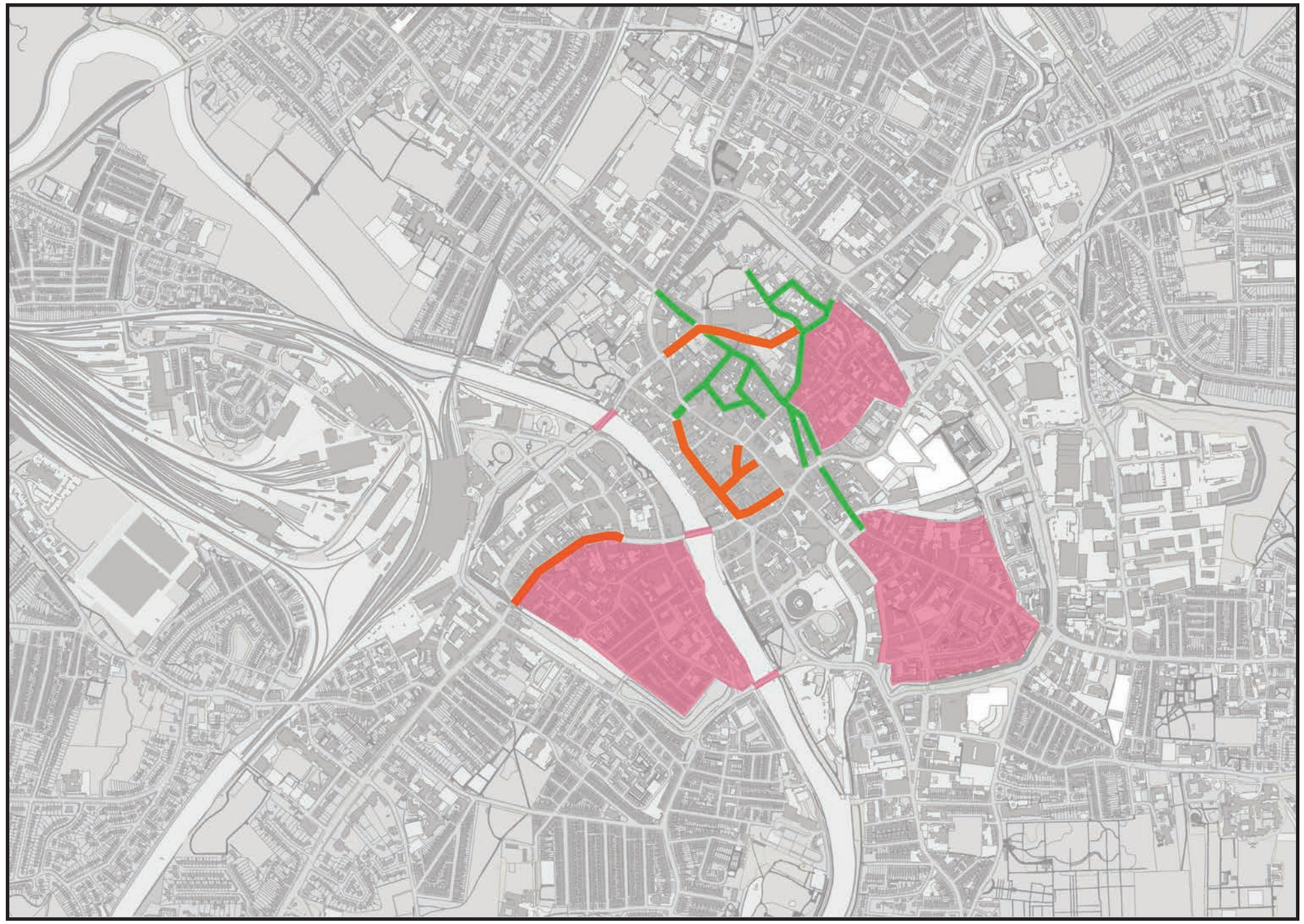


New carriage lantern on Petergate

An elegant contemporary design for a main gateway street with a LED luminaire. Note the spacing.

An elderly floodlight with a high pressure sodium luminaire aimed at the tower of St Deny's Church, Walmgate

New higher column replacing a 1950s concrete street light in Dringhouses- which is not in keeping with the scale of these residential streets



This map sets out a proposal for implementing a more consistent approach to using replica heritage style lanterns in the city centre.

It also highlights areas where historic originals survive.

Carriage lanterns

Globe lanterns

Historic originals

Post boxes

The majority of post boxes in York are the free standing Royal mail red 'pillar boxes' and less common, the wall mounted red version. Along with the K6 telephone box they are an iconic feature in the streetscape. They should all be retained and restored where possible. None are listed but they play a prominent part in the street scene and should be retained and maintained.

Free standing pillar box on Bootham

Post box at the bottom of Parliament Street

Pavement cafés

Pavement cafés in York take a variety of forms from open collections of seats and tables to enclosed seating areas. Some are quite large as in St Sampson's Square and others more discrete comprising two or three tables only. Enclosures consist of a post and rail arrangement involving rope through to branded panels in a variety of styles. There is no agreed York style.

These are a very valuable part of the life of a 21st century city and make positive contributions to the animation of streets and spaces and to the local economy. However they can, if not designed and located well, become obstacles and can detract from the setting of the historic environment. Great care needs to be taken and all relevant groups and organisations need to be working together to minimise any negative impacts for people and for the historic environment.

Pavement cafés are subject to planning control and planning permission is required in all cases subject to a number of conditions including keeping the site clean at all times. Pavement cafés also need to be licensed. Licensing is a separate process to planning and is usually renewed annually. The council itself has planning permission for cafés in St Sampson's Square but usually individual businesses will have their own.

As a general principle, the following points should always be considered:

- Pavement cafés should normally only be permitted on an unobstructed step and kerb free pedestrian path of no less than 2.0m width[1] can be made available at all times. They must normally be located adjacent to the building from which the cafe trades, and should not exceed the width of the building.

- The extent of the pavement cafe should be clearly marked out with a well designed and well made temporary fence that does not have a negative impact on local character and is not a hazard to blind and partially sighted people.

- All furniture, including parasols should be of a quality and style appropriate to setting. Within conservation areas and the setting of heritage assets, quality should be extremely high - plastic will not normally be acceptable.

An extraordinary animation of St Sampson's Square with cafe tables and temporary grass showing how, if designed well, even on a temporary basis tables and chairs in the public realm can work well.

Two examples of potential hazards and obstacles around pavement cafés - 'A' boards and planters adding clutter

Well designed outdoor cafe seating area at the Coppergate shopping centre.

1 Pavement widths are dealt with in some detail in the Dept. for Transport's *Inclusive Mobility* publication

Passenger shelters & bus signs

Because the centre of York is an environment of high amenity, careful attention must be paid to the design of bus service infrastructure[1]. In York this includes:

- Bus stop poles
- Bus stop flags
- Timetable cases
- Real time information screens
- Passenger shelters, perhaps with seating
- Lighting arrangements for bus stops/ passenger shelters
- Kerbs to provide level boarding for bus passengers (especially valued by people with restricted mobility, such as wheelchair users, carers with buggies, people with long term limiting illnesses or people with transient injuries, such as a broken leg) and "bus boarders" (piers across road margins, between the footway and side of the highway)
- Bus information columns and kiosks selling smart tickets.

York Standard Bus Stop Design

In the city centre, the York standard bus stop design will include as a minimum:

- A cylindrical dark green metal pole;
- A white aluminium box flag, which should be attached using a dark green painted bracket;
- A timetable case with a dark green metal surround, bolted directly to the pole, unless a timetable case is provided in an adjacent shelter;
- Adequate discrete lighting to allow information boards to be easily read.

The "standard" City of York Council passenger shelter design for the city centre is the JC Decaux "Foster" shelter. This is available in a number of different widths and configurations and ultimately the choice of the appropriate configuration is left to the Sustainable Transport Service officer assigned to the task. However, the following guidelines should be followed.

- Whilst the Foster shelter is the York default design, in some high amenity locations a bespoke shelter design might be more appropriate. Consider whether the default design is appropriate to the character of the location. In some locations a canopy on an existing building, for example, might be more appropriate than a stand alone shelter;
- Shelters incorporating advertising are provided and maintained free of charge by JC Decaux, so are the preferred type of Foster shelter. However, advertising shelters require planning permission and cannot be used within the York city centre conservation area. Consider initially whether an advertising shelter is appropriate in the location. If not, a non-advertising shelter can be considered (there is a cost for a non-advertising shelter, although it will not require planning permission);
- Shelters should be painted in the standard dark green colour "bronze green" as used on the existing passenger shelters in the city centre;
- Shelter panels should be toughened glass;
- Shelters should contain timetable cases, to the CYC standard size to contain standard CYC information;
- The glassed in side of the shelter should normally face the carriageway to protect passengers from splashing by road vehicles, unless exceptionally set well to the rear of the footway in particularly sensitive locations to minimise intrusiveness.

Real time information

At busy locations, real time information screens should be provided via a telescreen. The telescreen should be bolted direct to the bus stop pole or be within a shelter.

The right shelter but positioned incorrectly

The right shelter positioned correctly

1 Further information will be provided as a more detailed specification - see next steps.

Railings

Parks and residences

Often in private ownership as part of street frontage property boundaries there are also some fine examples in public ownership. In common with all our towns and cities the majority of historic railings both private and public were removed in the early 1940s as part of the war effort. Those that remain should continue to be conserved and managed. Railings can often be listed as part of the curtilage of a listed building and also listed in their own right. Other railings such as those around the Knavesmire are not listed but make a significant contribution to both character and distinctiveness. Any proposed streetworks that may effect railings should be carefully thought through in consultation with conservation specialists.

New railings and replacement railings should always reflect traditional locally distinctive styles in conservation areas.

Listed railings at Bootham Hospital

Unlisted railings at the Knavesmire

Pedestrian barriers

Railings as a barrier have traditionally been used to guide pedestrians away from perceived dangerous crossing points and channel them to safer crossing points. This is often at the expense of pedestrian desire lines and it has been an over used intervention. It can also result in cramped conditions for pedestrians at busy times.

These railings are also popular informal cycle parking facility adding to visual clutter and creating potential hazards. This is particularly common in locations where there is little formal cycle parking.

The use of pedestrian barriers needs to be carefully considered on a site by site basis and should be phased out in all locations where no longer necessary[1].

Where pedestrian barriers are deemed appropriate they should be high quality, simple clean lines in gloss black. Ornate heritage styles should be avoided, as should chunky galvanised steel products.

1 Local Transport Note 9 contains detailed research and case studies involving traffic management without guard-railing and contains a detailed assessment procedure which should be followed.

Simple and reasonably elegant railings on Station Road.

Railings at Bootham Bar - poor quality and combining with too many utility boxes significantly impacting on the setting of this important gateway into the city

Overly ornate railings at Walmgate Bar

Telephone boxes

York has nineteen surviving original telephone boxes of which seventeen are the K6 design, one is a K6A and one a K6D. Four are listed. These are a classic British design by Giles Gilbert Scott in 1936[1]. They make a significant contribution to the street scene. They should be retained, preferably as working phones, and restored where possible, unless their location significantly distracts from the setting of other heritage assets, particularly buildings and spaces.

New telephone kiosks (K6 replicas, originals or 'modern' styles) must be carefully sited and be sensitive to the local environment. They should normally be sited at the back of pavements and on pavements where there is sufficient space between the kiosk and the carriageway. Door openings in particular should be positioned so that they do not impede pedestrian flow - this would normally be to the side. They should never be an obstacle to movement.

The locations should always take account of the proximity of heritage assets, key views, ambience and all appropriate character appraisals and assessments. Conservation areas, especially the historic core, will be particularly sensitive. Design should be simple and where possible coordinated with existing street furniture . Telecom companies should be strongly encouraged to remove or relocate existing kiosks that detract from the special character of York.

1 Source, City of York Historic Environment Record

List of all surviving K6 telephone boxes in York also showing which ones are listed.

Kiosk	Address	Listed
K6	Outside The Fox Public House, Sandy Lane,Stockton On The Forest,York	N
K6	Post Office, York Street, Dunnington, York	N
K6	Junction Common Road / Hull Road, Dunnington,York	N
K6	Main Street Holtby York	N
K6	Strensall Church, Sheriff Hutton Road, Strensall, York	N
K6	Junction Main Street, Church Lane, Elvington, York	Y
K6	Post Office, Holgate Road, York	N
K6	York Theatre, Duncombe Place, York	Y
K6	Junction Marygate, Bootham, York	Y
K6	Main Street / Front Street, Naburn, York	N
K6	Main St, Fulford York	Y
K6	Outside Telephone Exchange, York Road, Escrick York	N
K6	Wetherby Road, Rufforth, York	N
K6	Main Street Hessay York	N
K6	Black Horse, The Village, Wigginton, York	N
K6	The Green, Upper Poppleton, York	N
K6A	Wheldrake, York	N
K6D	Junction Grosvenor Terrace, Bootham, York	N

K6 telephone box on Duncombe Place. Although listed, this is an example of where, along with the bins the general environment and setting would be enhanced by relocation.

Group of modern kiosks in King's Square used as cash dispensers and telephones as well as unsightly street advertising. These are poor quality additions to the square

Trees

There are three categories of urban trees: garden trees; street trees; and, trees in public parks and gardens. All street trees and trees in public parks and gardens are owned and managed by the council. Other trees are generally in private ownership. Street trees in the city centre are less common than elsewhere and those that exist are generally relatively recent plantings.

> Trees are often the dominant features of green space; their stature and beauty make them the defining elements of urban spaces. They cast shade in the heat of summer, provide shelter from the rain and wind, help to keep the air clean and breathable, support wildlife, and add value to the culture and economy of our towns and cities.
>
> *Greening the Concrete Jungle - Woodland Trust Briefing Note 2010*[1]

Good quality and appropriate street trees make a significant contribution to York's notably sparse tree cover and are especially important because of their public presence. Grass verges and avenues were incorporated into the designs for extensive public housing developments of the 1930's in areas such as Tang Hall, including Fifth Avenue and Melrosegate. Other similar examples can be found in Acomb on Beckfield Lane, Severus Avenue, and Manor Drive, Burton Stone Lane, and more recently Kingsway North.

Street trees also line the main routes into the city centre, within cobbled verges, such as Bootham & Clifton, Monkgate and The Mount, and more recently within grassed verges on Poppleton Road. Many of these avenue trees have been lost for a number of reasons including, old age and disease, neighbour complaints, previous council policy to avoid damage claims, the creation of off-road cycle routes, new bus lanes and road widening, new driveway cross-overs, the installation and upgrading of utilities, and damage to adjacent footways and carriageways from roots. Verges should therefore be protected from new service installations which should be kept to the carriageway and footpath areas.

Management of trees is generally a reactive process led by health & safety considerations rather than aesthetic. Future planning and management should be carried out in accordance with the council's tree policy[2] and in consultation with the council's conservation specialists and arboricultural staff. Management of trees should be carried out for aesthetic reasons as well as health & safety.

Generally, self seeded and other inappropriate trees that detract from local character and significant views of heritage assets should be reviewed and where appropriate, removed.

Other trees should only be removed following detailed assessment, and only then for safety or significant infrastructure reasons. Trees with Tree Preservation Orders (TPO's) are generally protected but in the event of loss, their replacement is secured through the use of planning conditions.

New trees need to be appropriate to their locations. Species with a narrow canopy are preferred for city centre locations. Purpose built root pits will control root spread and should always be used.

Trees should not be planted where they will obscure significant buildings or features; detract from the urban form of the city; screen key views; and, where they will be unable to grow to maturity[3]

1 This document contains clear evidence of the value of trees in urban environments but does not include detailed specifications.

2 The tree poliy is part of the City of York Council Draft Local Plan, 2014. Guidance can also be found in, *Roots and routes: guidelines on highways works and trees,* a consultation paper produced by the Dept. for Transport in 2009

3 The Sheffield Urban Design Compendium is a useful source of information on urban streets and design.

Parliament Street trees after pruning and also interestingly before recent de-cluttering.

Trees on Dame Judi Dench Walk

Ornate tree planting pit in Sheffield.

Planters and planting beds

Existing planters in the city are commonly moveable black plastic tubs, sometimes single but often tiered. In the summer months these tend to be well draped in cascading bedding plants such as petunias. In the winter, planting is more muted, usually pansies and similar resulting in the visual dominance of the planter itself.

Moveable plastic tub planters are also used as temporary barriers to inhibit vehicle access and illegal parking.
In a few locations such as the junction of Blake Street and Duncombe Place, raised beds with seasonal planting form a permanent part of the contemporary street layout, originally part of traffic management schemes.

In principle planters can add welcome colour and greenery to urban settings but planter design and location needs to be sensitive to context. Large black plastic tubs, especially the tiered versions, can look extremely out of place in historic settings and their use should be restricted. Instead, well designed more permanent planters should be considered for use in sensitive locations and even moveable versions should be better designed. Very good quality pre-cast concrete designs will be a significant improvement on current plastic planters, but great care needs to be exercised.

Planters can also be used as a flexible means to separate the carriageway between cyclists and motor vehicles, coning off critical sections of the network.

Using planters for trees has been tried in York, particularly along Foss Island Road where tree pits were not an option, and proved expensive as they require considerable maintenance. Larger planers such as the example from Sheffield will require less maintenance as water is held for longer periods.

Plastic planters used to deter parking and access off Tanner Row.

Two examples of stone planters in Sheffield, one with tree in the background

Planters used to demarcate a cycle track on Royal College Street, London

Public Art

York has little in the way of art installations in the public realm. The three statues of William Etty (Exhibition Square), George Leeman (Station Rise) and Queen Victoria (West Bank Park), are classic 19th century pieces. The Emperor Constantine (Deansgate), is a late 20th century piece.

Millennium funding and Single Regeneration Board funding was used to commission designed seating and wayfinding posts and a contextual piece on Holgate Road. The latter, signifying a rail carriage inspection template was originally designed to be the centre piece of a landscaped area.

Other pieces can be found on the Sustrans cycle route along the Derwent Valley and the York to Selby cycle path, as well as fronting the Holiday Inn on Tadcaster Road and the Chalfonts housing development off Tadcaster Road.

York's intimate spaces and compactness does not suit large scale art installations although more open spaces such as the riverside along Museum Gardens, New Walk and Terry Avenue have potential..

Art that expresses a contemporary vision of the spirit of York's inherited townscape and its history would work very well.

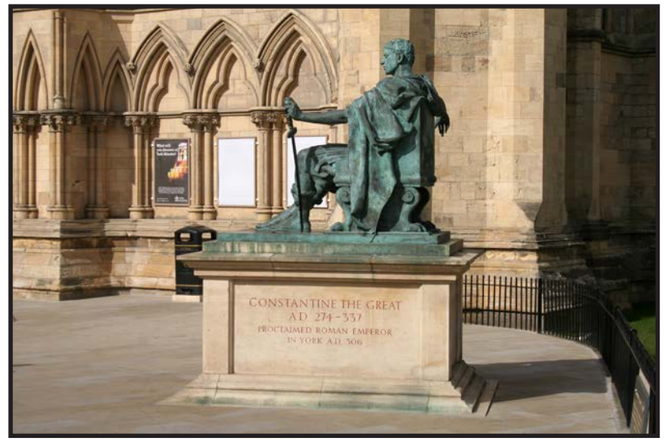
The National Gallery's 2008 Grand Tour was particularly successful and extremely popular in showcasing significant paintings framed in York's streetscape.

As a rule, public art should always take its cue from York's six principle characteristics

Some spaces lend themselves well to public art installations: Exhibition Square as part of the setting of the Art Gallery and the Theatre Royal has seen past temporary installations and can be used exclusively for temporary exhibitions, more permanent display or performance art. Museum Gardens could equally be utilised in this way.

One of the Grand Tour paintings against the Abbey Wall by Exhibition Square. (courtesy of the York Museum's Trust).

Left: artist concept design for Holgate and, right: the sculpture today



Top: Emperor Constantine. Middle left: Roman column off College St. Middle right: The bear at Chalfonts. Bottom: replacement sculpture for the Minster

Seating

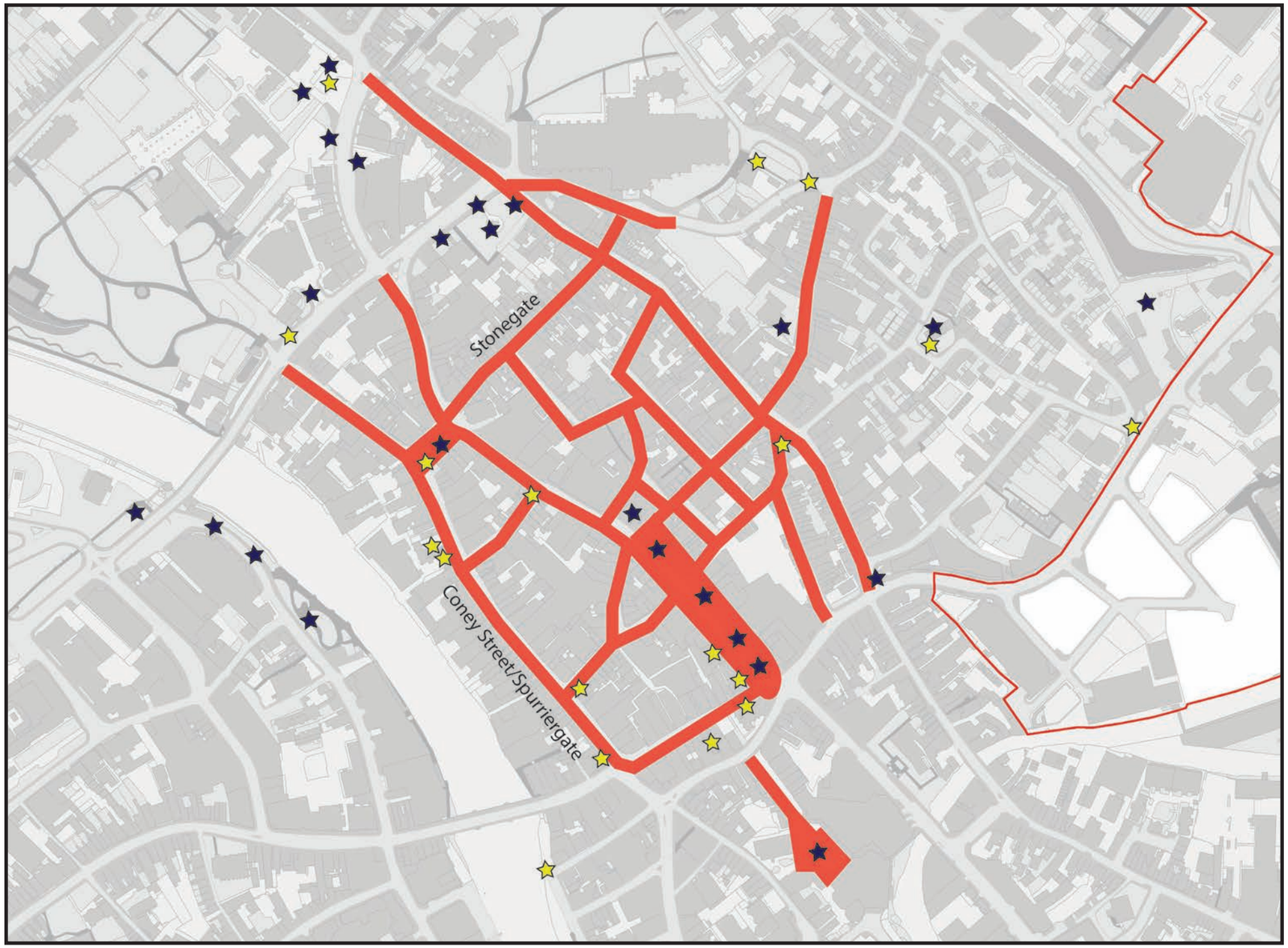
Public seating plays a crucial role in the social life of towns and cities, providing opportunities to meet, chat or just to watch the world go by. Most importantly they provide much needed resting places for older people, and people with mobility issues.

The spacing of seating is as important as its style and location. As a general principle seating should be situated at no more than 100m apart in busy areas. 50m is preferable in streets with very heavy footfall. In the centre of York there are many streets and spaces that fall far short of this model[1].

> "The available seating in York town centre is extremely well utilised to the extent that it can often be difficult to find a free space, particularly in the summer months. There is no seating at all on some of the busiest and longest shopping streets such as Coney Street and Spurriergate making them much less accessible to people who tire easily."
>
> *Access & Mobility Audit 2012*

During fairs, festivals and markets, much of the available seating in Parliament Street is temporarily removed to create more room for stall holders, reducing city centre availability quite significantly. This practice should be avoided wherever possible through better locations for existing seating, provision of more seating in areas not affected, and through more thoughtful management of space.

1 The City of York Access & Mobility Audit identifies a number of locations outside the centre that could benefit from seating - Lord Mayor's Walk being one.



Key

Footstreets

Existing seating

Proposed and new seating

Bench seating numbers on this map will vary from location to location and there will be other suitable places for new seating. The map does show how the principal shopping streets have been significantly improved. The majority are also on public highway land. There remain some areas of deficiency which need further consideration.

Seating styles in York are varied but the most common are the cast iron replica heritage seats with wooden slats and the wooden "park bench" style. The majority of cast iron seats in the city centre are in single and back to back styles. All are armless. Wooden bench seating can be found throughout the city. Although there has been a recent (Spring 2013) replacement of seating in the city centre, there are many examples of seats in poor condition throughout the city which are particularly challenging for older people. These should be replaced as a priority.

Seating has been (Spring 2013) significantly increased in areas of high pedestrian activity in the city centre do create more opportunities for rest, for example Coney Street and Spurriergate. The default standard throughout the city should be BS 8300 compliant and be between 450mm and 475mm in height; have a reasonably straight back and horizontal base; and, have arms to assist older people in particular. It should be constructed of high quality materials. The base and back should never be stainless steel. There should be some seating available with no arm to one side to allow a wheelchair user to transfer[1]. The council has agreed a new seat that is BS8300 compliant as illustrated on the right (the alternative model with single arm is not shown).

Existing and new seating should also take account of the following criteria:

- No seating should be located next to, or close to, any refuse bin or bin store for health and nuisance reasons

- Care should be taken when locating seats under trees – although useful for providing shade, they can be the source of bird droppings and dripping water during rain. Regular cleaning of seating will mitigate this issue if there is no alternative.

- Locations should be carefully chosen to avoid becoming an obstacle to pedestrians (there may be times when the location of seating is desirable to restrict vehicle movement as an alternative to bollards)

- Contemporary designs, as with other street furniture, will be considered on a case by case basis in the context of designed highway improvements or developments and only if they address the seven strategic principles in this manual and conform to accessibility criteria.

Apart from having no arms this seating is BS 8300 compliant and will allow a wheelchair user to easily move onto it. Unfortunately, armless seating also attracts skateboarders who can cause significant damage to the seat edges. Note that this seat is also crammed between a bollard and a refuse bin - far from ideal. The bin may be a source of smell, flies and wasps

This contemporary designed seating in Library Square, although not BS 8300 compliant provides interest. More suitable seating could be added to provide choice.

Informal seating such as this low wall at the junction of Blake Street and Duncombe Place has an important role and is very popular in the summer as a place to eat lunch and pass the time of day

Informative

The default bench seat to be used in the centre of York is the Streetmaster Grafton style as a mixture of one arm, two arm and three arm as appropriate (as illustrated above).

1 For further information refer to the City of York Access & Mobility Audit

Street cabinets & utility services

Cabinets are usually the property of utility companies - electricity and telecommunications. The City of York Council also has a number of cabinets for signalling, CCTV and electricity - particularly in Parliament Street. These all add to visual clutter and their locations are not always the most sympathetic.

There is also a growing trend to have adverts on the side of utility cabinets. This should be prevented as they are unsightly and could encourage additional fly-posting.

Utility companies should be encouraged to re-site or re-align existing cabinets where possible to position them away from sensitive locations or set them back against walls or other features. They should be painted gloss black to conform to the standard York colour for iron work and the city council will need to work closely with utility companies to bring this about. Utility companies should also be encouraged to maintain and inspect cabinets regularly and reassess need.

Whenever possible every effort should be made to set the workings in the ground at pavement level.

Street cabinet in gloss black, positioned against the pavement back edge on Duncombe Place. Well-positioned but in a challenging location

Utility services

Service routes should avoid grass verges so as to protect existing trees and their root systems, and to allow for future tree planting.

Any unavoidable maintenance or installation work near trees and on grass verges generally should be undertaken in accordance with best practice guidance and in consultation with the Council's Arboricultural and conservation staff.[1]

1 See the following document for best practice guidance, *Trees and utilities – Volume 4: NJUG Guidelines For The Planning, Installation And Maintenance Of Utility Apparatus In Proximity To Trees (Issue 2)*

Green cabinet contrasting poorly with warm Magnesian limestone on Market Street in the centre of the footstreets. Gloss black would improve this although relocation would be preferable, where technology changes.

An unfortunate collection of cabinets in black and green at the junction of Parliament Street, Pavement and Piccadilly. Opportunities to rationalise this situation should be taken with utility companies and the Council's Network Management function.

Street fixtures and fittings

Footways and carriageways contain a variety of historic features, the majority of which have been manufactured in the city. These, predominately cast iron features include drain covers and inspection hatches and are a visual reminder that York was a significant regional manufacturing city. Two firms in particular stand out: the mid 19th century Dove and Sons and William Kirk iron founders of Peaseholme Green which only closed in the late 1980's.

Although the iron foundries are long gone these features are a poignant reminder and make a significant contribution to street character. Many have been replaced in recent years and many have been lost through burial or other activities. It is essential that wherever practical, these historic features should be retained and conserved. Some sympathetic modifications to deal with hazards to pedestrians and litter dropping may be appropriate in terms of gully and grate improvements.

With the exception of surface water gullies, the majority of fixtures and fittings are either owned by, or are the legal responsibility of, utility companies or private householders. The City of York Council should work in partnership to secure their conservation. They should not be removed without justifiable cause.

Two types of cast iron feature - on the left, an inspection cover by Dove and Sons, and on the right a cross footway rainwater channel by William Kirk.

Decorative inspection cover

Two versions of a traditional boot scraper

Coal shoot grate

Street advertising

Advertising comes in a variety of different forms but the most common in the city centre are estate agent for sale and to let signs and retail 'A' boards. Estate agent signs are usually attached externally to a building.

Shop signs

Shop signs can be used to great effect, both advertising and enhancing if designed well. Design, distinctiveness and legibility are the three key principles that should be referenced. Shop signs should always respect the unique character of individual streets and reference available character statements and conservation area appraisals.

Shop signs should also consider the impact of day time and night time illumination. As a generally rule shop signs should not be illuminated unless a night time use is the main use. In these cases signs should be light sensitive, adjusting to differing times of day and available natural illumination.

Telephone kiosks and utility cabinets

Garish and inappropriate advertising on kiosks and utility cabinets, particularly in the city centre and other conservation areas is a significant detractor and should be actively controlled. The Council should seek to implement Article 4 Directions in conservation areas to control all forms of advertising on these street features.

Sponsor advertising

Although there is a place for sponsor advertising in the city, this should be used sparingly and with careful control of design and prominence within the historic core. They can be significant detractors. The Council's conservation staff should always be contacted for advice and guidance.

Extremely unsympathetic shop front treatment and sign on Pavement further compounded with 'A' Board and To Let sign.

Good treatment of a shop front on Walmgate that retains character whilst providing a distinctive branding for the shop.

Sale boards

Estate agent signs are allowed under the Town and Country Planning (Control of Advertisements) Regulations 1992, without planning permission so long as they are removed within 14 days of sale or letting. In practice, especially when demand is sluggish these signs can stay up for long periods of time. These days of substantial internet use it is questionable whether there is a significant business case to be made for continuing with their use, especially in conservation areas. The council should work in partnership with estate agents to bring forward a ban on sale boards in conservation areas using current available legislation.

> "...the boards (for sale & to let) are detrimental... and, cumulatively, high numbers of them detract from the appearance of important streets in the Conservation Area. It is especially problematic in the historic commercial streets of Micklegate, Church Street, Shambles, Colliergate and Goodramgate."
>
> *Historic core conservation area appraisal - 2011*

A too large sale board at the entrance to the Shambles from King's Square - one of York's most visited and most photographed areas.

Banners

The temporary use of advertising and informative banners is subject to planning permission and the council's development management service and conservation service should always be consulted. Banners can be visually intrusive and a significant detractor and their use should be restricted

Inappropriate use of an informative banner potentially also sending out negative messages about the city

'A' boards

These boards, literally an 'A' frame advertising board are generally made of timber with some form of hinge at the apex and are used ubiquitously throughout the city as advertising for retail shops, cafés and restaurants as well as advertising events and visitor offers in the city

The use of these temporary advertising boards is arguably neither necessary nor desirable. In almost all cases they are an obstruction on the public highway and can be visually detracting from the setting of important public streets and spaces. There are generally sufficient suitable alternatives to 'A' boards and the council is looking to use its powers under relevant highway regulations to control their use, but also to facilitate alternative signing where appropriate, subject to the current scrutiny committee examination of policy in this area.

> "...A-boards on footpaths were the most frequently cited obstruction, especially by those with visual impairments and those using wheelchairs."
>
> *York city centre access & mobility audit (2012), CAE*

> "...Members talked about how heavy many of the boards are and how they are often scattered across walkways, sometimes causing a dangerous obstruction. The group talked about how it is essential for many people including blind and partially sighted people to have a clear route along a pavement. They stated that the proliferation of A-boards can make it difficult for those with sight difficulties to negotiate the path. This can result in them walking into A-boards and injuring themselves, or inadvertently walking into the road whilst attempting to avoid these obstructions..."
>
> *The York Campaigns Group, consultation feedback 2013*

Two examples of 'A' boards as obstructions

The successful use of blackboards and shop front design to advertise without creating obstacles on the footway

Temporary structures, street trading and street performance

The majority of formal activity in the streets and spaces of York is licensed and controlled by the council from markets and fairs to fast food vans. This brings in a significant income for the city and there is always big demand from traders and others for pitches. Fairs, festivals, markets and commercial daily uses such as sales and marketing promotions are licensed and controlled by the city centre management team. Street trading is controlled by the licensing section of the city council. Planning permission is not usually needed for temporary street uses but some installations such as street trading outlets can be present at certain locations each day and every day. Pitch locations are agreed and controlled by licensing and not planning.

Street trading helps animate streets and spaces and can provide much needed resources for visitors and residents. The traditional children's fun fair for example also provides activity for younger people.

The most significant temporary uses are the various specialist markets in Parliament Street and the permanent use of Newgate Market. In Parliament Street the central area is used for stalls and sometimes, as for the York food festival, St Sampson's Square is almost fully utilised by at least two marquees and Parliament Street is almost completely covered leading to a loss of seating and part loss of cycle parking provision.

The siting and design of semi-permanent street trading pitches and other temporary structures needs to be carefully considered in relation to York's special qualities: the setting of historic buildings for example. Greater coordination between the various council functions of licensing, planning and city centre management should ensure that public spaces are enhanced rather than detracted by such activity.

Street performers are all licensed and have to audition. Although there are some spaces like King's Square reserved for acoustic performance, the majority of spaces are licensed for amplified sound. Enjoyment of public space is multi-sensory and street performers using amplified sound can significantly contribute to noise pollution in the centre. It would be useful for the council to review its policy on the use of amplified sound, given that it annoys many and can adversely affect local businesses1.

1 Existing guidance asks buskers to, "exercise some common sense in this matter to avoid disturbance to neighbours". and also, buskers who use amplification are asked,..."not to perform in the same location on more than one occasion between Monday and Friday." See http://www.york.gov.uk/info/200427/street_trading_and_busking/237/street_trading_and_busking/2

Temporary traditional funfair - a regular feature in Parliament Street and St Sampson's Square with an ornate safety rail that is relatively sensitive to setting. The presence of an adjacent cycle rack restricts pedestrian movement however.

Buskers and plant and flower stalls in Parliament Street creating a vibrant scene.

Although licensed pitches, these temporary retail outlets on a semi-permanent pitch significantly detract from the setting of All Saint's Church, Pavement.

Waste management

Litter bins

Litter bins are a useful and necessary part of the urban landscape. York has traditionally relied on two types, a rectangular black 'heritage' style with the city arms and a 'squat frog' black 'heritage' style (Edinburgh bin), mostly squared off to the rear but occasionally in an open form. Both are reinforced fibreglass and generally in poor condition and both have galvanized inner sleeves and access doors to the front . These are being replaced throughout the city with a standard rectangular 'heritage' style – still in fibreglass, and a larger, solar compactor which can hold as much waste as seven regular bins.

Litter bins should be generally located in areas of significant pedestrian movement and demand. They should be sited away from seating and should at all times avoid creating obstructions. It is also extremely important that the siting of bins is sensitive to the setting of heritage assets and the advice of conservation specialists should be taken. This is particularly important for the solar compactors which are large stainless steel containers that can be visually very intrusive.

Recycling

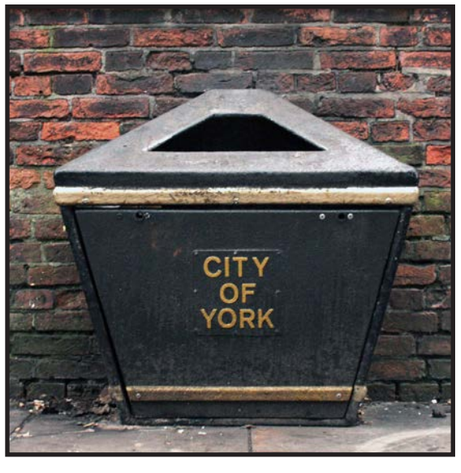
There are no recycling facilities in the city centre and all the waste is collected as landfill. Opportunities for reintroducing recycling facilities in the city centre should be actively considered and suitable contemporary designed bins installed subject to agreement with conservation specialists. An active policy on recycling city centre waste should be agreed and implemented as part of the council's waste recycling policy.

Commercial waste

Commercial waste bins are often stored in public and private alleyways and yards almost as permanent features. Many of these locations are significant visual detractors. Bins tend to be bright red (predominately Biffa bins). Examples are adjacent Harkers on St Helen's Square and to the rear of City Screen and Revolution by the River Ouse. Three Cranes Lane, one of York's important medieval alleyways is used as a permanent store for council waste bins belonging to adjacent restaurants.

The siting of commercial waste bins in publicly accessible lanes and alleys, and private but publicly visible locations should be avoided. The council should work in partnership with city centre retailers to find alternative arrangements for the benefit of the whole city.

A recycling facility in King's Square, 2008. It was part of a pilot that was not renewed.

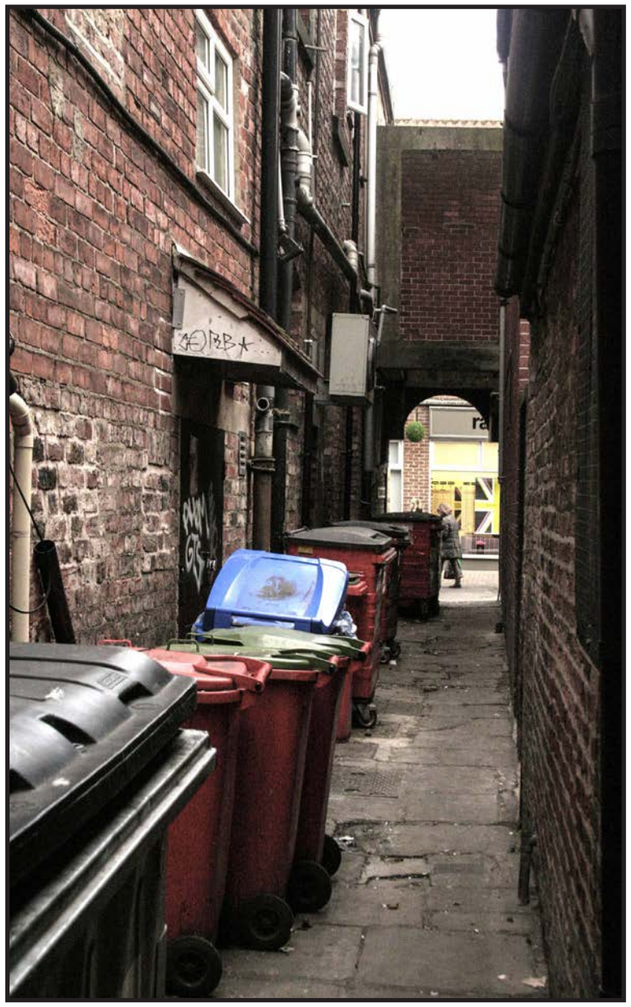


Edinburgh bin being phased out

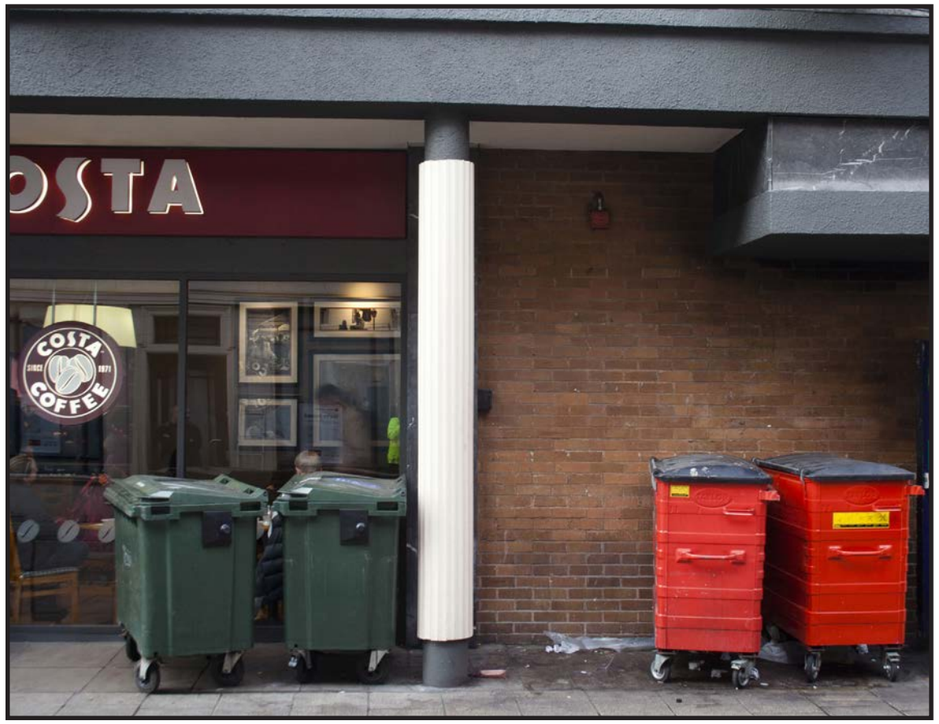
The solar compactor in use

Informative

The default waste bin for use in the city centre is the Broxap bin as pictured here.



Commercial waste permanently sited in Three Crane's Lane, one of York's characterful 'snickleways', waiting for collection. These situations represent a major detractor for the city centre.



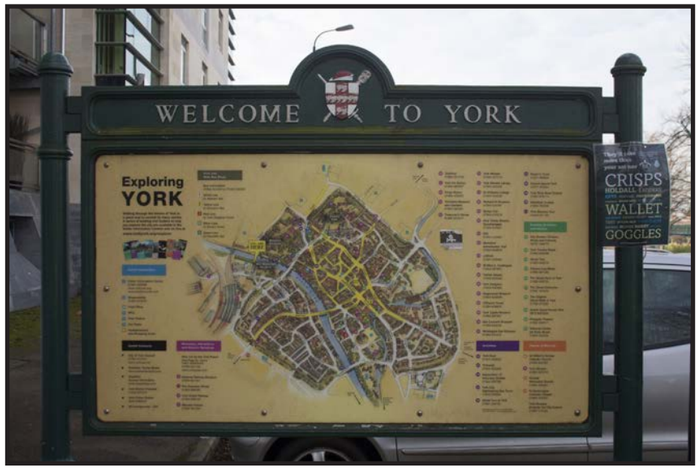
Three images of commercial waste on display at different times of the day. Top: Market Street. Bottom left: Lendal. Bottom right: Tanner Row.

Wayfinding and legibility

York is a very distinctive place with an inherited character that could so easily be eroded through inappropriate interventions into the public realm. The existing system of cast iron finger posts and information boards, initiated by the York Civic Trust, are seen by many to be characterful and unique. However, the recent Access & Mobility Audit found them to be non-DDA compliant - font size, typeface, colour and size are all key issues.

The Council has initiated the Legible York project which will provide a consistent approach to signage, with an adopted design tool kit, and will set a clear path to improving the legibility of the city. This project sets out to:

- establish a clear approach to providing information in the public realm that will encourage walking from suburban locations for citizens and visitors equally;
- provide information on distances and times as well as information of value to disabled people, including wheelchair users, blind and partially sighted and dementia sufferers;
- improve the provision of information at P&R sites as well as all P&R drop-off and pick-up point in the city centre;
- provide clear signing to main sites;
- provide wayfinding information at key interchanges;
- ensure that there is built in scope for including digital information, especially relating to the city's numerous festivals and other annual events;
- ensure that digital information does not impact adversely on design;
- ensure consideration of the use of QR codes to link to existing and proposed web sites and other resources.
- ensure that all on-street information maps are correctly oriented as 'heads up' maps.



Examples of existing street installations.
Top left: wayfinding map at Esplanade car park.
Bottom left: typical fingerpost and top right: festival information by the Minster. Bottom right: archaeological information by Lendal Tower.

Traffic management

Traffic signs

Regulatory signs

These comprise of warning signs and repeater signs including speed restrictions. Design, layout and application is in part, governed by statutory requirements set out in the various regulations and orders including *Traffic Signs and Regulations and General Directions 2002*. There is however, some discretion in the location of signs. There may be scope for removing signs that are no longer necessary or out of date and the council's highway section should carry out a review of their Traffic Regulation Orders to identify any that could be revoked and signs removed. The ***Traffic Advisory Leaflet 01/13 Reducing Sign Clutter*** is an excellent source of guidance on the use of regulatory and discretionary traffic signs, particularly for historic cities.

On gateway streets and all primary streets, the use of signs should be consistent and coordinated for entire streets.

Wherever possible signs should be fixed to existing poles, walls, bollards or other existing street furniture - pole mounting should always be seen as a last resort. Fixing should also be carefully thought through and there should never be any protruding part of a pole above a sign. Poles and fixings should be gloss black in all circumstances. Plain galvanised poles should be particularly avoided and a programme of replacement and removal of all non-standard and redundant signage should be prioritised.

Illumination should either be, high quality reflective material or using internal fittings. All examples of externally illuminated signs should be replaced.

Signs should be the smallest practical to satisfy regulations and visibility - this is particularly important for repeater signs such as speed signs.

Advisory signs

These comprise directional signs, information signs, tourist and visitor way-finding signs. The over use of such signs can lead to heavily cluttered and confusing environments for all road users and pedestrians. Each existing sign should be carefully audited for appropriateness, design, function and visibility. All redundant or unnecessary signs should be removed. Location, design and fixings should follow the same procedures as with regulatory signs.

Cycling signage

Cycle waymarking is haphazard and can, at times add to general clutter. There is useful guidance available including the *City of York Standards & Principles for Designing Cycling Infrastructure.*

Complex street sign at the junction of Museum Street and Lendal that could be rationalised.

A no parking sign that if needed at all could be affixed to the wall if owner permission could be obtained

One of a pair of signs at a bus stop on Tadcaster Road that relate to an off road track meeting a main road but are poorly placed. City of York Standards & Principles for Designing Cycling Infrastructure should be followed.

Traffic lights

Traffic lights at junctions are normally positioned in pairs with a primary and secondary set facing each direction. Although the secondary set are a requirement, their location and positioning is discretionary. Secondary lights cover a risk of primary failure (used as a back up) and enhanced visibility for road users.

Wherever possible, these secondary traffic light columns should be repositioned in sensitive environments such as in front of, and behind, the city bars.

Where possible, and where there are obvious aesthetic benefits, opportunities for fixing traffic signals to lamp posts should be explored. This may require moving a lamp column or replacing with a more suitable column. This will greatly assist in de-cluttering the public realm.

Pedestrian crossings

Pelican crossings are being replaced by Puffin crossings in York. Puffins utilise infra red detection so that they know when pedestrians are waiting and they pick them up actually crossing; as such the 'green man' timing can be extended to take account of someone crossing slowly or towards the end of the planned number of seconds; in addition if someone pushes the button but crosses whilst on a red man (as there was no traffic), the detection will pick that up and thus cancel the intended green man; so in essence they provide a more efficient form of controlled crossing.

Secondary traffic lights adversely affecting the setting of Micklegate Bar

Parking and loading signs

Parking and loading signs and markings are regulated and covered in the *Traffic Signs and Regulations and General Directions 2002.* The frequency, number and size of sign is discretionary and wherever possible they should be the smallest practical size and mounted on existing street furniture such as bollards or walls where appropriate - the advice of design and conservation specialists should always be sought, especially in conservation areas or when heritage assets are potentially involved. New stand alone posts should be avoided. If posts are necessary they should be gloss black with appropriate gloss black fittings and should be fixed to the top of the pole. There should be no protruding lengths of pole.

Sign fixed to listed railings detracting from historic setting and impacting on the railings.

Wall mounted sign on Navigation Road

Wall mounting would be a better option here but shows how re-painting in gloss black can actually make a significant difference in those situation where wall mounting is not an option.

Street signs

These are an important part of wayfinding especially as a pedestrian. They can also be important historic artefacts. Usually they are made of cast iron with embossed lettering and traditionally fixed to walls. More common are free standing street signs usually fixed to galvanised upright poles either at the back of a pavement or on grass verges or by the kerb.

Traditional street signs should generally be retained and restored in preference to replacements. They should wherever possible be fixed to walls. Galvanised poles should be avoided. If they do need to be used they should be painted gloss black and poles should not be protruding above the nameplate. Some traditional streets signs in suburban areas are attached to lampposts or other verticle fixtures and point inwards.

Street name plates need to be consistently applied. For older people in particular, especially those individuals who may be suffering memory loss and dementia, it is important to ensure that street signs, preferably located on both sides of the streets, at a suitable height and making sure that its view is not obstructed by vehicles or hidden by greenery. In addition, make sure that the signs do not obstruct pedestrian flow or add to street clutter.

Traditional street sign in the city centre

A free standing sign with neatly capped gloss black uprights spoiled by the inclusion of a no parking sign.

More recent free standing street sign in Aldwark. The sign could easily be fixed to the wall behind.

Original 1920's street sign affixed to a lamp post on 8th Avenue, Tanghall.

Road markings

Yellow lines

Lining the carriageway has been the main mechanism for regulating parking and driver behaviour for many decades and is a tried, tested and understood by all road users and is standard practice nationally. In sensitive areas such as the historic core, this can have a significant negative impact on the public realm. Alternative solutions involving Traffic Regulation Orders could be used to cut back on the amount of signs and markings through the creation of Restricted Zones or Historic Core Zones[1].

> "Historic areas are sensitive to the colour and amount of visual street clutter which can reduce the quality of its character. Yellow lines form part of this visual clutter and can detract from the built form, especially in small, narrow streets."
>
> *Streets For All: Practical Case Study 2 - Parking restrictions without yellow lines - English Heritage, 2005*

Where necessary and appropriate, regulatory yellow lines should be narrow (50mm) and primrose yellow within conservation areas. Painting on cobbles should be avoided wherever possible and in all other locations great care should be exercised to ensure that the lines are neatly implemented. If necessary a strip of cobbles might be replaced by other natural material to facilitate painting. Regular maintenance will be necessary to ensure that existing road markings are up to standard and enforceable.

The application of 50mm lines should also be done with great care as mistakes are more noticeable than with the wider 75mm lines.

Painting on cobbles on Blossom Street. A poor decision.

1 See ***Streets For All: Practical Case Study 2: Parking restrictions without yellow lines*** English Heritage, 2005

Management, maintenance & enforcement

Street cleaning

Street cleaning is carried out 365 days a year and operationally, is separated out into 'city centre' and 'outside city centre'. Cleaning in the centre comprises a combination of mechanical and hand sweeping (around benches and along building edges).Bin emptying takes place seven days a week.

Outside the city centre most roads are swept using mechanical sweepers. Small mechanical sweepers are used on lanes and passageways.

The biggest public complaint in the city centre is about stained pavements and the council has recently invested in scrubber attachments to the sweepers to try and improve this. Jet steam cleaning to remove chewing gum has been discontinued because of its adverse impact on jointing between flags.

Funding will never match demand and there is a clear need to involve all citizens including the business community in working in partnership with the council. The Smarter York Initiative is one recent partnership that is proving very successful where it is active. Smarter York will help to maintain a clean, safe and green environment for York. The initiative encourages and works with residents to create attractive neighbourhoods with a real sense of community and to tackle the things that can spoil our neighbourhoods for example littering, graffiti or dog fouling. The following actions should be undertaken:

- Existing street furniture such as litter bins, salt bins, dog bins etc. should be located to maximise community involvement. Periodic skip placements should also continue to be used in areas of high demand.
- Enforcement action should be taken against householders who use back alleys as skips. To assist in identifying culprits neighbourhood leaflet drops could be considered.
- Staff should be better trained and better equipped and their status should be elevated within the council.
- A clear annual plan of action should be drawn up in partnership with city cycling groups to ensure that cycle lanes/ routes are always clear of obstructions. This is particularly important in the winter.
- Smarter York should continue to be actively supported and partnership funding should be sought from York businesses
- All new developments should be accompanied by a sustainable street cleaning and refuse disposal plan
- Special attention should be given to ensuring that pigeon waste is cleaned off benches and other public seating areas. Control of pigeon population in the city should be a priority. There should be regular cleaning of benches.

Stained sandstone flags by bin off the newly completed Minster Piazza

Small mechanical sweeper in action on the recently remodelled King's Square (December 2013)

Enforcement

The majority of businesses, visitors and citizens act and behave sensibly in public streets and spaces but enforcing local and national regulations does require constant enforcement. The following issues need to be addressed on a regular basis:

- Keeping the city centre streets free of clutter and obstructions: 'A' Boards; bins; and, rubbish generally.
- Traffic violations in footstreet hours and non-footstreet hours.
- Parking on cycle lanes and other obstructions should be prioritized as it is a significant hazard to cycling. Use of planters and other delineators should be considered – see cycling section.
- Utility companies and our own highway maintenance staff from time to time place temporary traffic signs on, or protruding into cycle lanes. Where working in the cycle lane is unavoidable, then alternative passage should be identified and implemented during the works.
- Noise pollution from buskers using amplifiers.
- Inappropriate blue badge parking where obstruction is caused
- Cycling in pedestrian areas. See cycling section – many older people and people with mobility issues as well as blind and partially sighted people are not comfortable with sharing space with cyclists and in particular resent cycling in pedestrian only areas. The pedestrian only status of some streets needs to be strengthened.
- Sale board removal should be actively enforced once the statutory period has been reached.

Rubbish left out on Lendal, late morning and completely blocking the pavement.

Parking on the pavement on Stonegate outside footstreet hours and clearly blocking the pavement.

Informative

Section 130 (1) of the Highways Act 1980 imposes a duty on the Highway Authority to assert and protect the rights of the public to use and enjoy the highway. This general duty is reinforced by s.130 (3) which states that the highway authority have a duty to prevent, as far as possible, the obstruction of the highway.[1]

1 Under the provisions of the Equality Act 2010, it is unlawful for service providers and those exercising public functions, including highways functions, to discriminate against disabled people. This includes a duty not to indirectly discriminate and to make reasonable adjustments where existing arrangements place a disabled person at a substantial disadvantage. In RNIB's view a failure by a Highways Authority to exercise its duties under the Highways Act to prevent obstructions to the highway, places blind and partially sighted people at a particular (substantial) disadvantage and therefore is in breach of the Equality Act.

Maintenance

The council has an annual work programme for repairs to carriageways. This includes: resurfacing work, planned several years in advance; and, annual maintenance, usually in response to wear and tear and the impact of severe weather. Other repair work is reactive, responding to public concerns.

Maintenance priorities could usefully reference the hierarchy of priorities in Local Transport Plan 3. In particular the needs of older and disabled people should be prioritised in the context of pavement quality.

Proposals to extend the existing off-road cycle network should at all times ensure that they include sustainable management plans. It is important to ensure that the maintenance and management of cycle lanes is undertaken regularly.

The following priority actions should be undertaken:

- ensuring that main pedestrian and cyclist routes are maintained to a high standard and that all trip hazards and other elements that could significantly disadvantage disabled people are dealt with quickly and effectively.
- ensure that cycle lanes on roads are free of obstructions, pot holes etc. Lanes are very narrow (less than the national minimum of 1.5m in most cases). Cyclists will generally attempt to avoid these, putting themselves at risk from other road users.
- Off road tracks should be maintained to a high standard to ensure that they continue in use.
- All new tracks should be built to the highest possible standards and funding guaranteed for long term maintenance.
- Trees that are adjacent to cycle paths should be regularly inspected and pruned.

A New Priority for Investing Public Funds

Recommendations

- Create a cycling budget of at least £10 per person per year, increasing to £20
- Ensure local and national bodies, such as the Highways Agency, Department for Transport, and local government allocate funds to cycling of at least the local proportion of journeys done by bike.
- Cycle spending that makes a tangible contribution to other government departments, such as Health, Education, Sport and Business, should be funded from those budgets, not just the DfT.[1]

1 Taken from: Get Britain Cycling, summary and recommendations of the All Party Parliamentary Cycling Group, 2013

Streetworks

All groundworks affecting public streets and spaces are planned, implemented, monitored and reinstated in accordance with the ***New Roads and Street Works Act 1991***, and a variety of specifications, guidance and codes of practice developed and revised since 1991[1].

The City of York Council, as the relevant highway authority, employs there officers to monitor compliance with the Act. Between 6,000 and 7,000 excavations in the highway occur in any given year and approximately one third of these are actively monitored. These are randomly generated by computer software to ensure a relatively even spread across the city although the city centre excavations receive a greater number of extra monitoring visits due to the proximity of council offices.

Reinstatement can be in two phases commencing with a temporary reinstatement followed by permanent reinstatement no longer than six months after the works were completed. In practice, permanent reinstatement is usually immediate or soon after.

> "Reinstatement cannot always be completed in one site visit; although undertakers are encouraged to use first time permanent reinstatements wherever possible. The first phase of works may be completed to only interim reinstatement standard and a second phase will be needed to complete the work to permanent reinstatement standard"
>
> *New Roads and Street Works Act 1991, Code of Practice (revised 2012), Department for Transport*

Reinstatement should in all cases be a like-for-like reinstatement but all too often, existing materials are broken up during excavation and neither the Council or Utility companies and their contractors keep stock.

Reinstatement work is variable quality and sometimes very poor but the Highway Authority has relatively limited powers of action through enforcement.

The following issues should be addressed:

- All new public space improvements should ensure that stock materials are kept for future reinstatement work.
-
- Stock of other valuable materials such as Blanc-de-bierge paviours, traditional stable paviours, riven flags, cobbles and drainage channel bricks should be built up.
-
- The major utility companies should be made aware of the content of this manual and a Memorandum of Understanding (MoU) around best practice and should be developed in partnership with them.
-
- Progress against this MoU should be monitored annually.

Festivals, fairs and other events

the layout of temporary market stalls, marquees and other structures should ensure that cycle parking and pedestrian access is not impeded.

Access to the disabled toilet on St Sampson's Square in particular should always remain clear.

Adequate seating should always be maintained for public use. This is particularly important for Parliament Street which sees the majority of specialist markets and festival infrastructure in the city. Seats that are removed to make way for market stalls should be reinstated immediately after the event. More permanent seating could be, and should be, installed along the south west side to compensate for periodic disruption.

1 for instance, ***New Roads and Street Works Act 1991, Code of Practice (revised 2012)*** and **, *Specification for the Reinstatement of Openings in Highway:*** Department for Transport, 2010

Part Four: Implementation Framework

Overview

We do not live in an ideal world where funding for highways improvement schemes is unlimited and easily available, especially these days when Europe is in the grip of long term economic recession. There will be limited resources available for investment beyond the current Reinvigorate York initiative for at least a decade. It is important that the council, in partnership with others seeks to ensure that all new highway improvements, maintenance programmes, streetworks and new development contribute to enhancing the city's streets and spaces. The following priorities set out an agreed way forward for investment in conjunction with a movement and place linked street and space hierarchy.

Priorities

1. General uplift of the city centre and secondary shopping streets - specifically to improve accessibility for communities of interest as defined by the 2010 Disability Act (Principles 2 & 5).

> "The most significant source of problems for participants was the poor standard of paving found throughout the city centre and the steep and unpredictable cross-falls often found on the often narrow and overcrowded footways. Steps should be taken to identify and repair problematic areas of paving whilst ensuring that steep (and especially uneven) gradients are removed on any street receiving significant attention."
>
> *York city centre access & mobility audit (2012), Centre for Accessible Environments*

2. Ensure all maintenance programmes reflect the principles and guidance contained in this document and can at all times demonstrate how each scheme will add value by meeting the aims and aspirations of this strategy and guidance (Principles 1, 2, 3, 6 & 7

3. Restore consistency to all gateway streets (Principles 2, 3, 6, 7).

4. Improve the setting of the city's historic bars through implementation of guidance contained in this document (Principles 1, 2, 3, 4).

5. Develop detailed high quality standard specifications for repair, maintenance and renewal of footways and carriageways that will deliver high quality and sustainable outcomes (Principles 1, 2, 3, 4, 7).

6. Agree new protocols and Memoranda of Understanding for utility companies and their contractors that link with the council's detailed specifications and ensure that the council maintains a store of standard footway and carriageway materials for the use of contractors when undertaking maintenance and repair (Principles 2, 3, 4, 7).

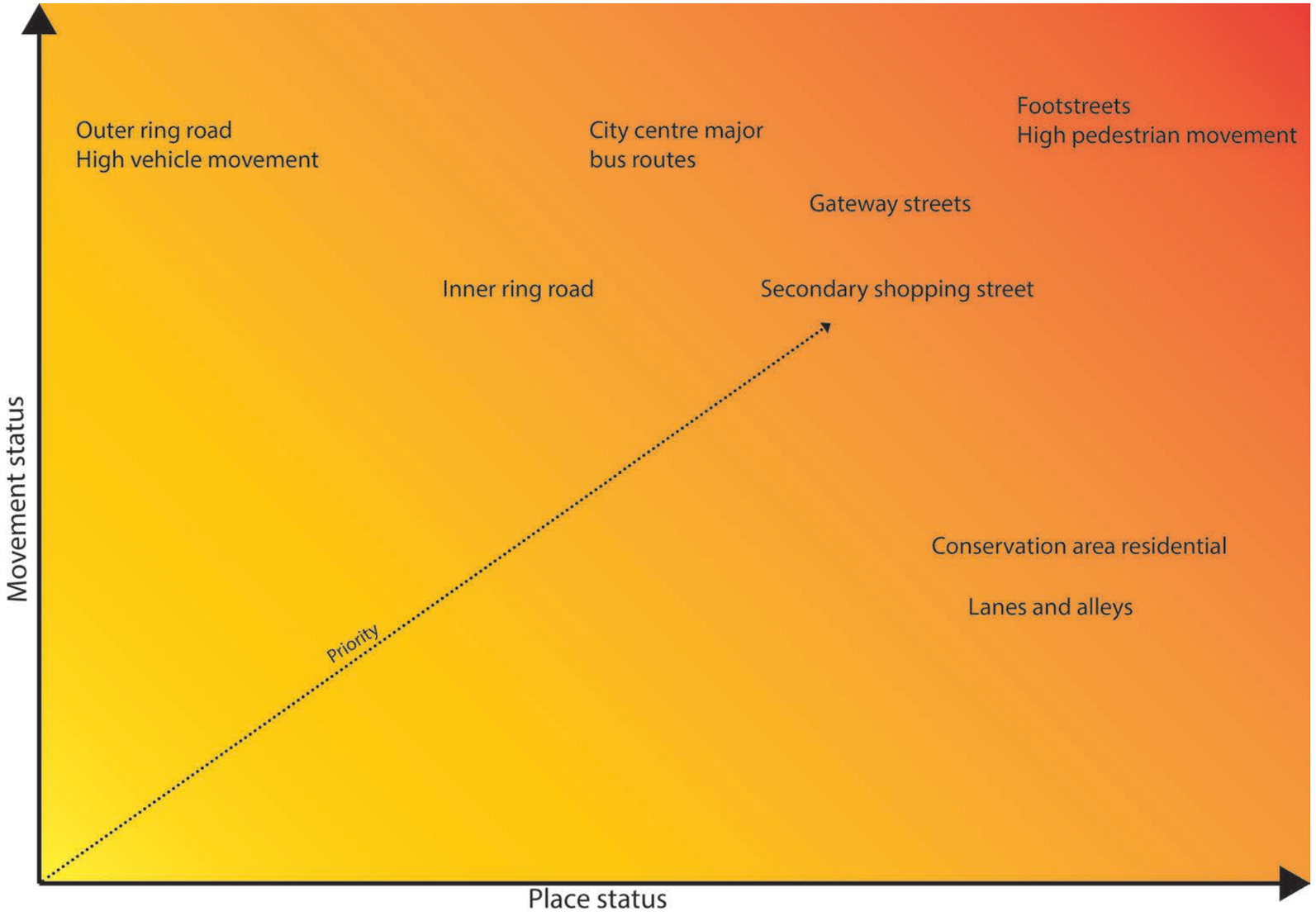
7. Agree new approaches for access, parking, loading & unloading in the footstreets areas and beyond to limit vehicle access & parking to the minimum necessary and in locations that are compatible with pedestrian movement & safety, surface design and strength. Also to impose a weight limit for loading & unloading in the city centre, especially in the footstreets (Principle 7).

8. Develop city centre policies and protocols for temporary and permanent commercial and leisure activity including festivals and fairs, busking, pavement cafés, mobile retail and other commercial operations to ensure: consistency; high quality design; respect for setting and ambiance and access & mobility (Principles 1, 2, 3, 4, 6, 7).

Street hierarchy

Many public realm strategies and manuals include a hierarchy of streets set against a pallet of materials designed to reinforce distinctive character, restore historical integrity and create harmonious and consistent street environments. York's city centre in particular presently fails to present a consistent street environment. Although some streets and spaces do have a distinctive character (King's Square for example), harmony and historic integrity are challenged in many places[1]. Street hierarchies do already exist but they are based principally on traffic flows. Establishing a hierarchy of streets and spaces that reflects the principles and priorities set out in this document will help focus scarce resources for investment and will ensure that opportunities to add value through general maintenance are not lost.

The approach taken here is based on two themes: York as one of Europe's premier historic cities; and, Principle 1, A City for People. Taking these two themes together and expressing them as a matrix in terms of movement and place status, a street hierarchy can begin to be developed that can deliver opportunity for street and space enhancement over the short, medium and long term.



This movement & place matrix is based on an example in Manual for Streets 2. Essentially, funding priorities could be guided by this form of analysis of place and movement where places with high pedestrian activity (usually shopping streets) and high importance as places (city centres for example) would score higher than, for example the outer ring road (high vehicle movement but minimal pedestrian movement and therefore low place status).

1 Micklegate for instance used to be the main gateway into the city, literally the Great Street but the junction with George Hudson Street cuts its former relationship with Ouse Bridge and Micklegate is a bit of a side show now. Goodramgate also presents a poorer environment to Petergate for example.

Using this matrix as a guide, a three level hierarchy has been developed based on the density of pedestrian movement and importance of place. Importance of place in York, as defined here, is closely linked to its Unique Selling Point (USP), the historic environment. The special qualities that help define 'importance', 'significance', and 'sense of place' – all ways in expressing similar things – are defined in many documents, studies and analysis including the draft Local; Plan, Heritage Topic Paper.

This hierarchy does not mean that available funding will necessarily be spent on, for instance delivering natural stone products to all streets in the city centre, or concentrating solely in city centre locations for capital funded projects. Annual maintenance programmes will continue to be demand led throughout the city and surrounding villages and delivered through a maintenance priority assessment that will continue to improve and enhance residential streets and spaces. What this hierarchy sets out to do is highlight areas of the city that could usefully benefit from extra funding to deliver small and large scale improvements to our most frequented streets and spaces as part of the city's ongoing capital and revenue commitment for the foreseeable future.

This hierarchy of streets and spaces will also be valuable as a guide to inform future development proposals for the city. Developers and their agents will be expected to reference and use this document to guide public space enhancements as and when required through Section 106 agreements[1] and the Community Infrastructure Levy[2]

Primary zone, city centre

Secondary zone, city centre

1 Section 106 (S106) of the Town and Country Planning Act 1990 allows a local planning authority (LPA) to enter into a unilateral agreement or planning obligation, with a developer over a related issue. The obligation is sometimes termed as a 'Section 106 Agreement'.

2 The Community Infrastructure Levy (the levy) came into force in April 2010. It allows local authorities in England and Wales to raise funds from developers undertaking new building projects in their area.

Primary zone locations

Main city centre retail areas; the Core Medieval Streets character area (York Central Historic Core Conservation Area Appraisal); The city bars; and, the route from the station to Exhibition Square and the city centre.

Footstreets	Character area 10: Medieval Streets	Station to Centre and Micklegate	City centre squares and junction improvements	City Bars
Blake Street,	Colliergate	Duncombe Place	Duncombe Place/Blake Street	Bootham Bar
Church Street,	Goodramgate	Lendal Bridge	Exhibition Square	Micklegate Bar
Coney Street,	Grape Lane	Museum Street	King's Square	Monk Bar
Jubbergate	Kings Square	Station Avenue	St Sampson's Square	Fishergate Bar
High Ousegate	Low Petergate & part High Petergate to Duncombe Place	Station Road	Piccadilly/Pavement/Coppergate Junction	Walmgate Bar
Lendal	Little Stonegate	St Leonard's Place	Newgate Market	Victoria Bar
Market Street	Swinegate	Micklegate (up to George Hudson Street)		
New Street	Stonegate	St Martin's Lane		
Parliament Street	The Shambles	Barker's lane		
Castlegate		Trinity Lane		
Spurriergate				
Ogleforth				
Chapter House Street				
Minster Yard				
College Street				
Castlegate				
Davygate				
Silver Street				
Coppergate Walk				
Feasegate				
Patrick Pool				
St Andrewgate				

General principles

The majority of these streets underpin the morphology of the historic core and are an integral part of York's historic character. Exceptions are Station Road to Museum Street (including Lendal Bridge) which form the major pedestrian route from the railway station and; Rougier Street/George Hudson Street, which forms one of the main bus routes south of the River.

All surfaces should be consistent and as funds are made available, footways should be repaired and enhanced according to the guidance in this manual. Man-made materials currently existing in some of the footstreets are particularly problematic as they are in a poor state of repair and in need of replacement. Street furniture, especially lighting, should be consistent and signage should be kept to the minimum necessary.

The setting of each of the five historic bars should be substantially improved. Junctions with the gateway streets (Secondary zone) should be improved in accordance with the findings and recommendations in the city centre access & mobility audit.

Micklegate - the main gateway into the city since at least the 9th century, has been in decline for decades but is now reinventing itself through local action as the Micklegate Quarter. Pavement quality is poor but it is a relatively uncluttered street and has huge potential for uplift.

Walmgate Bar benefited from a relatively recent attempt to reconcile a number of issues around traffic and movement that involved some repaving and repositioning of pedestrian access. The use of cobbles as a deterrent to pedestrian access for safety reasons may have been thought through differently and the pallet of materials is too varied. Natural materials should have been used throughout.

Colliergate with narrow footways badly surfaced in small square pre-cast Saxon flagstones and a poor quality carriageway surface

Specifics.

Footstreets (excluding the Core Medieval Streets)

Each street should have a consistent approach to furniture and surfacing. Natural materials occur in some locations but its use is inconsistent and the quality of the sub-base and some flags in particular (usually riven) is poor. Steps should be taken to ensure that existing natural stone flags are re-laid as the opportunity arises or conditions dictate and where necessary, replaced with new sawn material so that the footways are safer for pedestrians, especially those with mobility issues[1].

Paving

Footways: existing 450mm x 450mm pre-cast concrete flags to be replaced with 600mm x 450mm conservation grey pre-cast concrete flags.

Carriageways: existing blanc-de-bierge to be repaired and re-laid where possible using new material. Other pre-cast brick paviours to be repaired and replaced where possible with new material.

Kerbs: where kerbs exist they should be 310mm wide, mid-grey granite.

Lighting

Wherever possible and practical, street lighting should be wall mounted. Existing lanterns should be replaced with the globe heritage style lanterns fitted with LED bulbs.

Street furniture

Seating, bollards and bins: the York design standard in all cases ensuring variety of arm configurations to suit all needs. More contemporary, 'public art' seating should in all cases conform to accessible design.

1 See guidance section.

Top left: Conservation grey. Top right: Blanc-de-bierge.

Left: Globe lantern

Right: default bin: bottom left: default seating. Bottom right: default bollard.

Core Medieval Streets[2]

These streets contain the highest proportion of York's medieval properties and tenement boundaries and should be upgraded to reflect their significance.

Paving

Footways: English Pennine Sandstone flags, with course widths of 600-750mm and slab lengths of 750-1000mm. Tactile crossings in matching sandstone (uncontrolled crossings) and red granite (controlled crossings). Existing riven English Pennine Sandstone flags to be replaced where significantly uneven and re-laid where in reasonable condition. It would also be an advantage for disabled and older people to extend footways where practical to do so[3].

Kerbs: 310mm wide mid grey granite

Carriageway: granite setts, 200mm long x 100mm wide x 100mm deep or 300mm long x 150mm wide x 150mm deep. Traditional brick sett drainage edging should in all cases be conserved in situ and repaired or replaced like for like.

Lighting

Wherever possible and practical, street lighting should be wall mounted. Existing lanterns should be replaced with the carriage lantern style with LED bulbs.

Street furniture

Seating, bollards and bins: the York design standard in all cases ensuring variety of arm configurations to suit all needs. More contemporary, 'public art' seating should in all cases conform to accessible design.

Default carriage lantern

Default sandstone tactile for controlled crossing.

Top left: default sandstone flags. Top right: default sandstone tactile for uncontrolled crossing (red for controlled). Bottom left: default kerb. Bottom right: default granite setts.

Top left: brick drainage channels. Top right: default bin. Bottom left: default seating. Bottom right: default bollard.

2 *Historic Core Conservation Area Appraisal*, character area 10 - discusses the quality of current surfaces and recommends improvements.

3 One of the key findings of the *Access & Mobility Audit* was the narrow width of pavements on some streets and the desirability of identifying widening opportunities.

Station to centre

This is the main pedestrian route into the city centre from the railway station and has a substantial footfall. For many people, this is their first glimpse of York and it is currently a confusing and design poor environment. It requires substantial uplift.

Paving

Footways: English Pennine Sandstone flags, with course widths of 600-750mm and slab lengths of 750-1000mm. Tactile crossings in matching sandstone (uncontrolled crossings) and red granite (controlled crossings).
Kerbs: 310mm wide mid grey granite

Carriageways: asphalt surfacing with granite setts, 200mm long x 100mm wide x 100mm deep or 300mm long x 150mm wide x 150mm deep at pedestrian crossings. Traditional brick sett drainage edging should in all cases be conserved in situ and repaired or replaced like for like.

Default sandstone tactile for controlled crossing.

Lighting

Historic lighting on Lendal Bridge has been restored and retrofitted with LED technology. These must be regularly maintained. There are opportunities for careful use of contemporary architectural lighting at locations along the walls and at St Leonard's Hospital. Street lighting should be consistent throughout and be column mounted with arms. The exception are the teardrop lanterns along Duncombe Place which should be maintained. Other types of lantern in this location should be replaced with teardrops. There is an opportunity for contemporary lighting schemes at the Cholera Burial Ground[4].

4 See further discussions in the *York Light Plan* 2006 and the *York Delivery Plan Lighting Design* 2013

Street furniture

Seating, bollards and bins: the York design standard in all cases ensuring variety of arm configurations to suit all needs. More contemporary, 'public art' seating should in all cases conform to accessible design.

Top left: default sandstone flags. Top right: default sandstone tactile for uncontrolled crossing (red for controlled). Bottom left: default kerb. Bottom right: default granite setts.

Top left: tear drop lantern. Top right: default bin. Bottom left: default seating. Bottom right: default bollard.

City centre squares and junction improvements

Each of these areas are programmed in as part of the Reinvigorate York Project and will be developed as part of a detailed masterplan that will reference this, and other key strategies, regulations and guidance. King's Square public space improvement project[1] is timed to complete April 2014.

Materials the same as for city bars.

City bars

These are the main historic gateways into the city and their settings should be dramatically improved through enhancement of existing natural stone footways - replacing damaged flagstones and replacing pre-cast materials with natural for approximately 5m either side of each bar. Carriageways should be resurfaced using natural stone setts for the same distance each side of the bar, to enhance the special qualities of these remarkable structures.

Footways: English Pennine Sandstone flags, with course widths of 600-750mm and slab lengths of 750-1000mm. Tactile crossings in matching sandstone (uncontrolled crossings) and red granite (controlled crossings). Existing riven English Pennine Sandstone flags to be replaced where significantly uneven and re-laid where in reasonable condition.

Kerbs: 310mm wide mid grey granite

Carriageway: granite setts[2], 200mm long x 100mm wide x 100mm deep or 300mm long x 150mm wide x 150mm deep. Traditional brick sett drainage edging should in all cases be conserved in situ and repaired or replaced like for like.

Lighting: Illumination of the bar and walls will require replacement of all High pressure Sodium floodlights with the design standard LED. Light source to be white/off white. Colour is not to be used except for special events.

Street furniture

Seating, bollards and bins: the York design standard in all cases ensuring variety of arm configurations to suit all needs. More contemporary, 'public art' seating should in all cases conform to accessible design

Default sandstone tactile for controlled crossing.

Top left: default sandstone flags. Top right: default sandstone tactile for uncontrolled crossing (red for controlled). Bottom left: default kerb. Bottom right: default granite setts.

Top left: tear drop lantern. Top right: default bin. Bottom left: default seating. Bottom right: default bollard.

1 York City Council Cabinet Report 2 April 2013

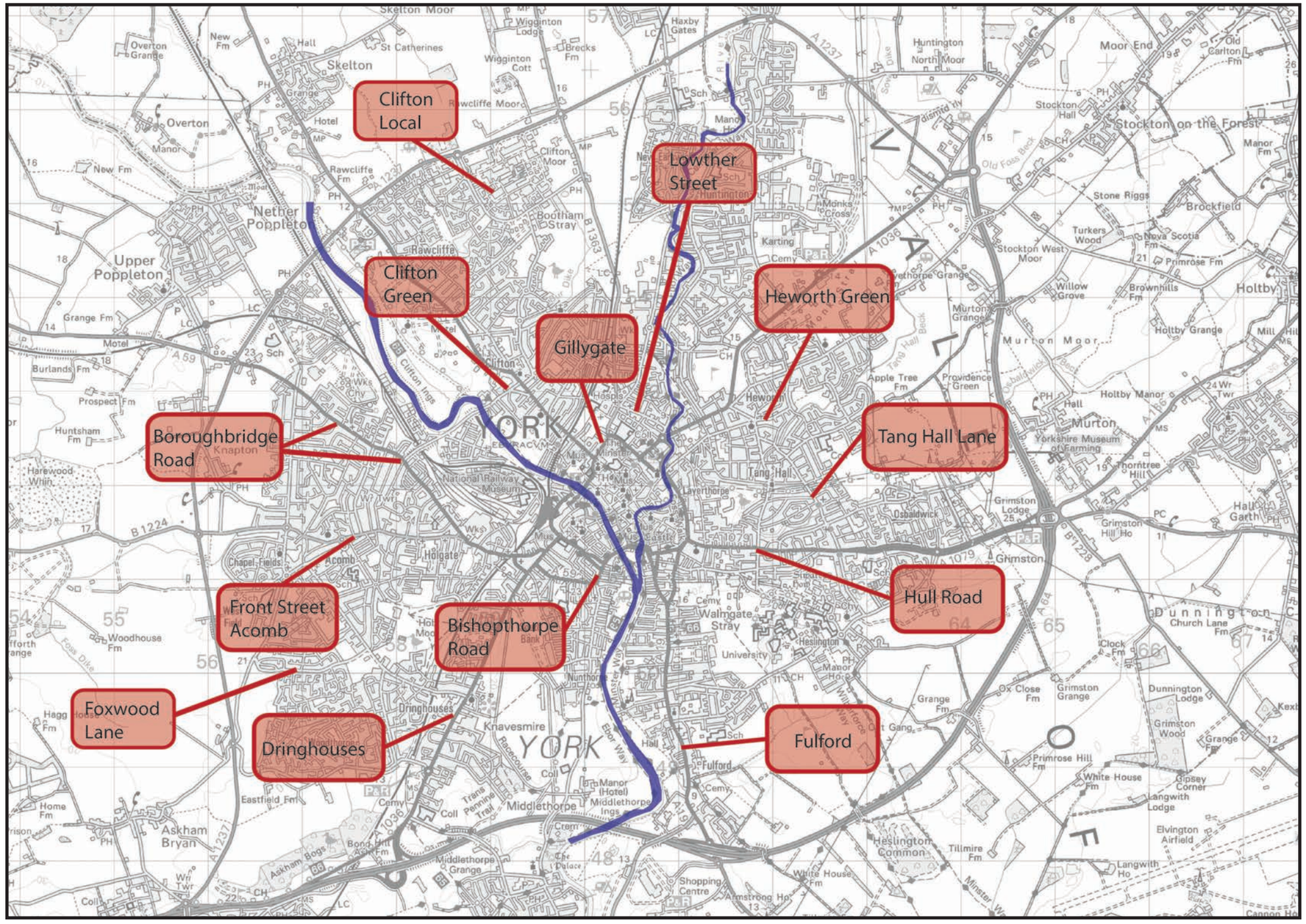
2 The exception has been the recently completed Fishergate Bar where sandstone setts have been used as it is a pedestrian and cycle route only.

Top: 2014 works to King's Square using a combination of granite setts and kerbs and sandstone flags. Left: 2013 improvements to Fishergate Bar with LED replica 'heritage' lantern and sandstone flags and setts

Secondary zones: locations

Gateway streets; city centre bus routes; secondary shopping areas; the inner ring road. Secondary shopping streets are defined for the purposes of this manual as local centres with a variety of shops usually clustered within a small area.

Gateway streets	City Centre bus routes	Secondary Shopping Streets	Inner Ring Road
Clifton	Bridge Street	Bishopthorpe Road	Barbican
Bootham	Clifford Street	Boroughbridge Road	Bishopgate Street
Blossom Street	Coppergate	Clifton, local	Foss Islands Road
Hull Road	George Hudson Street	Clifton Green	Jewbury
Lawrence Street	Low Ousegate	Dringhouses	Lord Mayor's Walk
Monkgate	Rougier Street	Foxwood Lane	Nunnery Lane
Tadcaster Road	Tower Street	Fulford Road	Paragon Street
The Mount	Pavement	Front Street, Acomb	Price's Lane
Walmgate	St Leonard's Place	Gillygate	Queen Street
	Gillygate	Heworth Green	St Maurice's Road
		Hull Road	Tower Street
		Lowther Street	
		Tang Hall lane	



Main secondary shopping streets, city wide

The treatment of secondary shopping streets varies considerably but on the whole the materials, design and street furniture are not of the highest quality and they tend to suffer from below average reinstatement following streetworks. These are important places for local communities both socially and economically and would benefit hugely from reinvigoration.

General principles

Consistency is again key, with use of high quality non-natural materials dominant. Natural materials where they exist should be conserved and managed and, where appropriate (such as the setting of significant heritage assets) extended to secure a consistent approach to street and footway surfacing. Non-natural materials should be consistent with the guidelines in this document. In the case of privately owned forecourts, the Council will work with owners to seek a consistent approach to paving.

The inner ring road is integral to the setting of the city walls and bars. Each of the bars is a main pedestrian access point and their junctions should be a priority for significant uplift (see also priority A) for access and for aesthetic reasons.

Street furniture, signage and especially lighting should be consistent and high quality - currently this is not the case. Replacement lighting columns for instance do not reflect what is there already.

Foss Islands Road - shared surfaces involving cyclist and pedestrians in a busy car dominated environment that is part of the inner ring road.

Blossom Street - recently improved through the re-modelling of several pedestrian crossings, improved cycle lanes and the removal of some signage. However, the gateway street contains several types of light column and street furniture is inconsistent. Repair and maintenance of surfaces is also inconsistent and sometimes poor quality.

4th Avenue, Tang Hall - a row of local shops set back from the carriageway allowing plenty of room for seating and cycle storage and generous buffer between shops and carriageway.

Specifics.

Gateway streets

So-called because they are the primary historic routes into the city and, up to the inner ring road, continue to function in that way. These approach roads have suffered degradation over many decades through the increasing demands of traffic[1]. For example, the loss of trees and cobbled margins.

Paving

Cobbled margins: should be particularly conserved on these streets and, where absent, opportunities should be taken to restore lost sections where practical. Blossom Street would lend itself well to this as it has a particularly wide carriageway.

Footways: existing 450mm x 450mm pre-cast concrete flags to be replaced with 600mm x 450mm conservation grey pre-cast concrete flags. Existing riven English Pennine Sandstone flags to be replaced where significantly uneven and re-laid where in reasonable condition.

Kerbs: 310mm wide mid grey granite

Carriageways: asphalt surfacing with granite setts, 200mm long x 100mm wide x 100mm deep or 300mm long x 150mm wide x 150mm deep at pedestrian crossings. Traditional brick sett drainage edging should in all cases be conserved in situ and repaired or replaced like for like.

Street trees: These streets could also benefit from planting more trees to restore the original street environments. This has been successfully carried out in some locations on Blossom Street and Bootham but underground services can be a significant constraint.

Lighting

Street lighting should continue to be columns with arms to suit the gateway nature of the street. All columns should be consistent along the whole length of each gateway[2].

Street furniture

Seating, bollards and bins: the York design standard in all cases ensuring variety of arm configurations to suit all needs. More contemporary, 'public art' seating should in all cases conform to accessible design

1 Historic Core Conservation Area Appraisal management recommendations.

2 See guidance section

From the top. Left: conservation grey flags. Right: granite setts. Left: default sandstone tactile for uncontrolled crossing (red for controlled). Right: granite kerb. Left: cobbles with appropriate spacing and laying. Right: default bin. Left: default seating. Right: default bollard.

City centre bus routes

There are some sections of natural stone paving which should be conserved and repaired where necessary but the majority of footway surfacing is non-natural. When opportunities and funding becomes available the existing flags should be replaced with conservation grey flags.

Paving

Footways: existing 450mm x 450mm pre-cast concrete flags to be replaced with 600mm x 450mm conservation grey pre-cast concrete flags.

Kerbs: 310mm wide mid grey granite

Carriageways: asphalt surfacing with granite setts, 200mm long x 100mm wide x 100mm deep or 300mm long x 150mm wide x 150mm deep at pedestrian crossings. Traditional brick sett drainage edging should in all cases be conserved in situ and repaired or replaced like for like.

Lighting

Street lighting should be of a consistent design along each route[1]

Street furniture

Seating, bollards and bins: the York design standard in all cases ensuring variety of arm configurations to suit all needs. More contemporary, 'public art' seating should in all cases conform to accessible design

1 See guidance section

Bus shelters

The standard JC Decaux "Foster" City of York Council passenger shelter design in accordance with the guidelines on page 45.

Top left: Conservation grey. Top right: default sandstone tactile for uncontrolled crossing. Bottom left: default kerb. Bottom right: default granite setts.

Top left: default sandstone tactile for controlled crossing. Top right: default bin. Bottom left: default seating. Bottom right: default bollard.

Secondary shopping streets

These are very important areas with a key economic function within the wider city. They provide opportunities for local businesses and can provide much needed access to food and other facilities. They sometimes struggle economically because of competition from supermarkets and out-of-town retailers. Some, like Micklegate and Bishopthorpe Road have very active local traders coordinating activity through websites and other forms of communication. The environments of these areas is critical to their present and future prosperity. Pedestrian areas, including all footways should be significantly enhanced. Where opportunities exist, pavements should be widened. All these areas should have sufficient and accessible cycle parking.

These two photographs demonstrate how a simple change can significantly lift an area. In this case, Front Street Acomb, poorly designed seating next to a rubbish bin (top) has been replaced in 2014 by the new default seating located away from the bin (bottom)

Inner ring road

In fact, this comprises distinct sections of road, Gillygate is both part of the inner ring road and a secondary shopping street. What they all have in common is their location adjacent the city walls. Guardrail assessment should be carried out on all stretches and railing should be removed where safe to do so to improve pedestrian experiences. A particularly important area is Skeldergate Bridge to Tower Street where guard-railing has been described as extensive[1] . In other locations there are limited crossing points for pedestrians and side road junction splays are very wide. Lord Mayor's Walk is one particular area that could benefit from a reduction of junction splays (to reduce crossing time for pedestrians) and the addition of new crossings[2]. Improvement to the inner ring road should, when resources permit, reflect the key findings and recommendations in the City of York Access a& Mobility Audit

1 City of York Access & Mobility Audit

2 The City of York Access & Mobility Audit contains an excellent street by street assessment of the inner ring road

The recently (2013) re-designed crossing at the junction of Paragon Street and Fawset Street demonstrating significant improvement in cycle and pedestrian experience on the inner ring road.

Wider city zones: locations

Conservation areas; lanes and alleys with historic surfacing; residential streets

General principles

Often overlooked, back lanes and alleyways, especially outside the historic core make a significant contribution to local distinctiveness and character. Maintenance budgets have generally precluded like-for-like reinstatement and original materials are often difficult to source. However, it is essential that where practical, these local materials should be conserved and surfaces carefully reinstated following any streetworks. In particular, new working practices for refuse collection in areas like Southbank should be developed to avoid heavy vehicle access to back lanes.

The majority of lanes and alleyways in the historic centre are also medieval or earlier in origin. Some have been surfaced well as part of the footstreets but others, especially those in private ownership have not been regularly maintained. The city council could lead on taking a partnership approach to long term maintenance of these important features.

The city and its outlying villages contains a number of designated conservation areas, some of which benefit from detailed conservation area appraisals. Any proposed street works within these areas should always reference these documents and advice should always be sought from the council's conservation specialists.

The majority of priority C streets will be residential streets, subject in the main to periodic repair, resurfacing and replacement of street furniture. In all cases the general qualitative guidance contained in this manual should guide all this work.

Private access lane to the River Ouse, off Lendal, publicly visible, adding richness to the character of York. The historic cobbles are however, poorly maintained and at risk . The clutter, sometimes including waste bins is a detractor.

Street light from the 1950s with an attractive traditional swan neck fitting on Finsbury Avenue, off Bishopthorpe Road.

Heslington conservation area with grass verges, narrow pavements and parking outside shops. Note the concrete street light column

Specifics.

Conservation areas (excluding the historic core)

Historic features, fixtures, fittings and natural stone surfaces should, wherever possible be conserved and enhanced and only removed or replaced on safety grounds where they represent a hazard to pedestrians. In these cases a like for like replacement may be appropriate. The council is in the process of bringing forward a programme of conservation area appraisals and where they exist, detailed assessments of character will be included and should be taken into account[1]

Lanes and alleyways

Reinstatement and repair work in lanes and alleys that retain historic surfaces such as stable paviours, natural stone setts and cobbles should ensure that historic material is carefully taken up, appropriately stored and relaid in position. Stable paviours are particularly vulnerable as they are a processed product. Great care needs to be exercised in lifting and storing these paviours during streetworks.

Grass verges

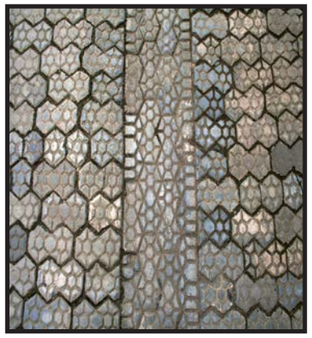
Grass verges should be protected. They are a significant contribution to the character of York's residential streets and the city's green infrastructure. Opportunities to extend tree planting on them should be taken. Great care should be exercised during reinstatement following streetworks and car overrun and parking should be controlled through the use of timber bollards.

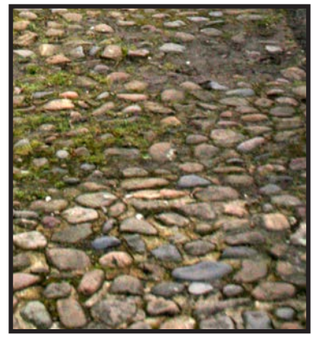
De-cluttering

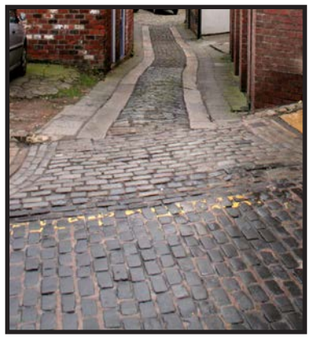
The successful de-clutter campaign in the city centre should be rolled out to all wider city locations.

Lighting

Historic columns should be retained wherever practical and possible and replacement columns should be human in scale except on major traffic routes. Columns should be no taller than historic columns. As and when resources permit, existing sodium luminaires should be retrofitted with LED units.







Top left: stable paviours in Southbank. Top right: cobbles on Hope Street. Middle left: traditional granite setts on Fossgate. Middle right: traditional human scale street light columns on Penyghent Avenue. Bottom left: timber bollards protecting grass verges on Gale Lane.

1 There are ten adopted conservation area appraisals including the historic core: Towthorpe; Strensall village; Race Course and Terry's; Strensall Railway buildings; Heslington; Fulford village; Fulford Road; Castle Piccadilly. Others are planned for 2014 - 2015.

Part Five: Processes & Next Steps

Process

In order to deliver the step change to York's streets and spaces that are outlined in this document, three things need to happen:

- The council's City Design Group must continue to be supported and all design decisions and maintenance plans should be assessed and approved by the group.

- It would also be greatly beneficial for the council to set up and support a York Design Panel to have an external oversight of design as recommended by the National Planning Policy Framework.

- The design and maintenance of public spaces must be linked into the management of their uses. This is particularly important when it comes to access & mobility issues and the setting and ambience of historic buildings, fixtures, fittings and the historic environment generally.

- It is also essential that the city council continues to have access to appropriate specialist advice and guidance as part of the design group, the development management process and policy development.

The decision making process is detailed in the flow diagram on the following page.

Membership of the City Design Group

It recommended that the council's internal Design Group membership should include the following specialisms:

- Conservation architect
- City centre management
- Highway maintenance
- Public transport policy
- Accessibility
- Highway design
- Highway policy
- Events and marketing
- Urban design
- Landscape design
- Access and mobility specialist

Key documents

The following documents are essential reading for any proposed highway maintenance or design work and should be read in conjunction with appropriate regulatory frameworks. References to these documents appear within this streets and spaces strategy and guidance where appropriate.

General

This way to better streets: 10 case studies on improving street design: CABE, 2007

Manual for Streets 1 Department for Transport, 2007

Manual for Streets 2 Chartered Institution of Highways & Transportation, 2010

Accessibility

Inclusive Mobility Department for Transport, 2002

York City Centre Access & Mobility Audit Draft Centre for Accessible Environments, 2012

Conservation and design

Streets for All: A guide to the management of London's streets English Heritage 2004

Streets for All: Yorkshire and the Humber English Heritage, 2005

This way to better streets: 10 case studies on improving street design: CABE, 2007

Standards & Principles for Designing Cycling Infrastructure: City of York Council, 2011

Signs and clutter

Reducing Sign Clutter Dept. for Transport Traffic Advisory Leaflet 01/13, 2013

Surfacing

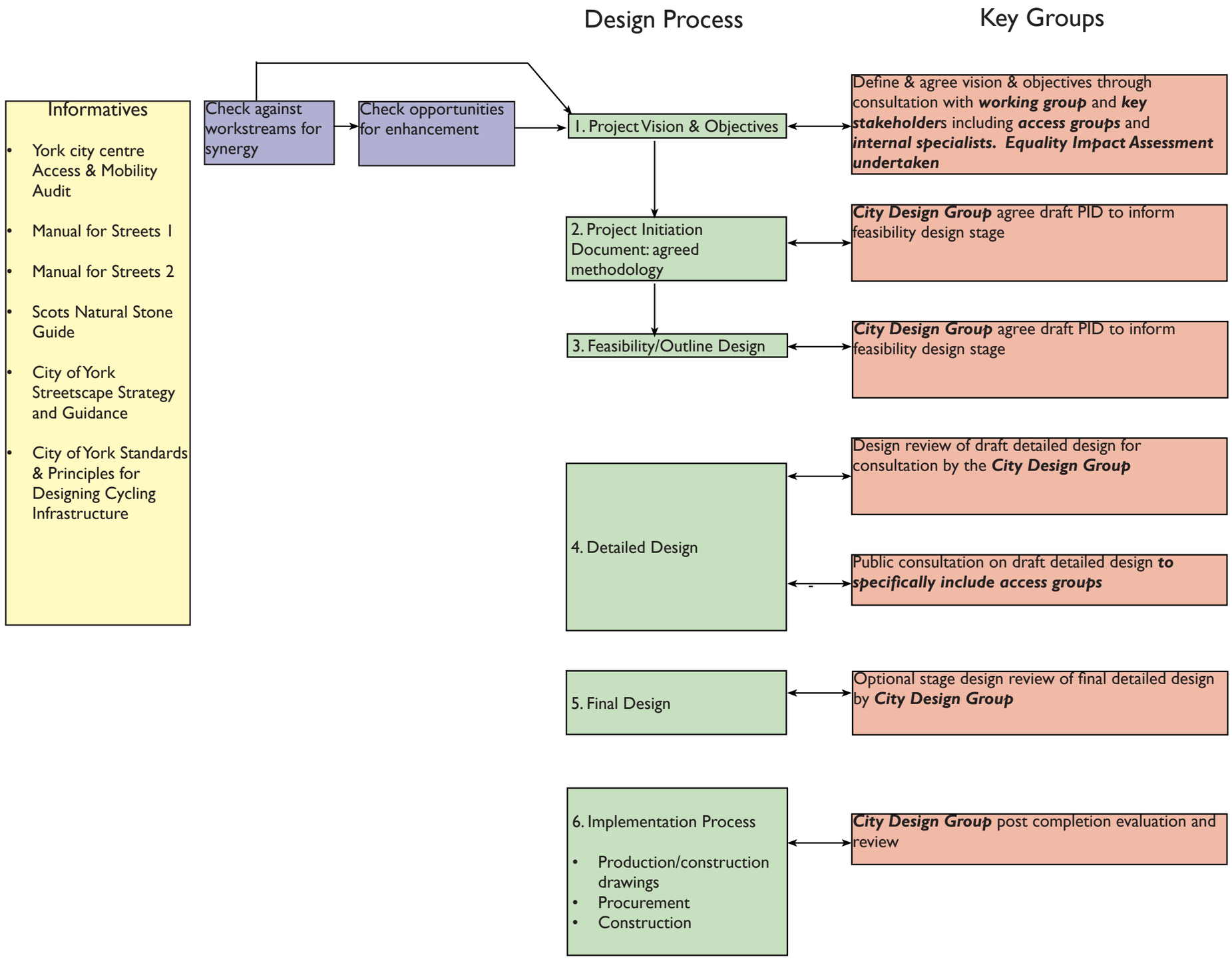
Scots Natural Stone Surfacing - Good Practice Guide Society of Chief Officers for Transportation in Scotland, 2000

The Suffolk Materials Manual, Design guidelines for the choice of surface materials: Suffolk County Council, 2007

Process diagram

This diagram explains the process of developing a highway improvement project in consultation with key groups including the City Design Group. A highway improvement project includes the annual maintenance programme and annual cycle of statutory utility companies annual repair and renewal programmes.

Maintenance and renewal schemes will have a shorter more simplified version without public consultation but the process should remain the same.



Next steps 2014 -2015

- Update existing specifications for laying natural stone and pre-cast materials for streets and spaces in accordance with the guidance in this document.
- Review existing guidelines and memoranda of agreements for utility companies and refresh in accordance with the guidance in this document.
- Develop short medium and long term action plans and detailed pallet of materials for each priority location that will deliver a step change in enhancing York's streets and spaces in accordance with the principles and guidance in this document.
- Adopt a clear policy and process for managing public streets and spaces in accordance with the principles and guidance in this document.
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- Carry out a review of policy on the licensing and control of amplified street performers
- Consider a ban on 'A' boards in the city centre.
- Consider bringing forward a ban on all 'for sale' and to 'let signs' in conservation areas.
- Carry out a review of all Traffic Regulation Orders to identify out-of-date or unnecessary traffic signs and continue with de-cluttering the city.
- Roll out an audit of street clutter to include priority locations A, B & C.
- Continue to roll out a programme of seat replacement for unsatisfactory seating and install new seats in locations identified in this guidance in Priority A locations
- Carry out an audit of existing seating in priority locations B & C and replace and renew in accordance with the audit findings and the City of York Access & Mobility Audit.

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Creating an Inclusive Built Environment, Preferred Options Accessibility Supplementary Planning Document: Worcester City Council, 2011

Community Infrastructure Levy, an overview: Communities & Local Government, 2011

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