

# Pedestrianisation of Lichfield City Centre

Cabinet Member for Visitor Economy, Ecology and Climate Change

Date: 10<sup>th</sup> September 2024  
Agenda item: Pedestrianisation of Lichfield City Centre  
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Key decision? YES  
Local ward members Stowe Ward



Lichfield  
District Council

## Cabinet Report

### 1. Executive Summary

- 1.1 An 18-month trial pedestrianisation scheme in Lichfield City Centre began in March 2023, running through to September 2024, as part of an Experimental Traffic Regulation Order (ETRO). The pedestrianisation of the City was a key ambition of the Lichfield City Centre Masterplan, with the aim of making the City even more vibrant, welcoming and attractive to visitors and shoppers.
- 1.2 This report provides an update on the impact the ETRO has had to date and proposes that a permanent Traffic Regulation Order (TRO) is approved. This report also seeks approval for the supply and installation of a Rising Bollard System within Lichfield City Centre to effectively implement the TRO, The report also provides an update on discussions with stakeholders concerning the potential to realign the Bore Street / The Friary junction.

### 2. Recommendations

- 2.1 To approve that the current ETRO in Lichfield City becomes a permanent Traffic Regulation Order (TRO).
- 2.2 To delegate the approval of a contract for the supply and installation of a Rising Bollard System within Lichfield City Centre to support the implementation and management of the TRO to the Cabinet Member for Visitor Economy, Ecology and Climate Change and Chief Operating Officer, subject to costs being within approved budgets.
- 2.3 To note the progress on and provide feedback on the feasibility of the Bore Street realignment
- 2.4 To task the Cabinet Member for Visitor Economy, Economy and Climate Change and Chief Operating Officer to continue to progress discussions with Staffordshire County Council on Bore Street realignment, and report back to Cabinet.

### 3. Background

- 3.1 The Lichfield City Centre Masterplan was published in March 2020 and provides the strategic backdrop for pedestrianisation of Lichfield City Centre. The masterplan document was produced by a team of town planning and urban design specialists, led by David Lock Associates (DLA). The masterplan identified that there is an opportunity to review the existing pedestrianised areas within the city centre to provide greater clarity on pedestrianised areas; and that the removal of vehicles would be beneficial to the vibrancy and feel of the city's core.

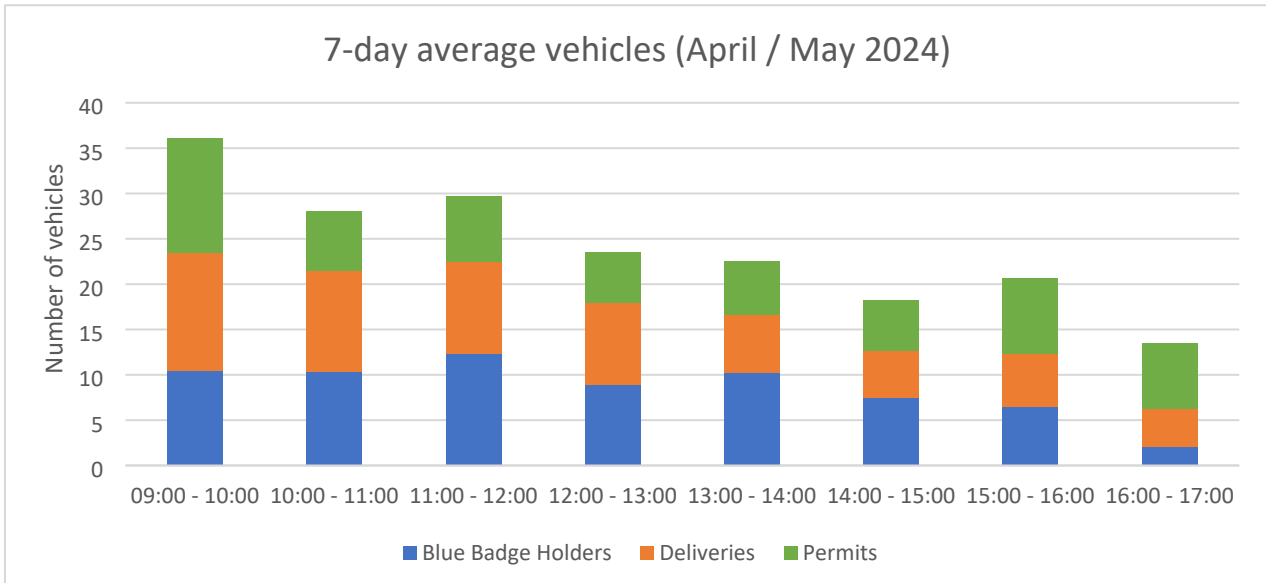
- 3.2 An Experimental Traffic Regulation Order (ETRO) was launched in March 2023 along with a formal consultation process, an ETRO runs for a maximum length of 18 months, expiring September 2024.
- 3.3 As part of the trial, vehicle movement is restricted within the pedestrianised zone at all times, which includes Market Street, Tamworth Street (beyond the signs), Conduit Street, Breadmarket Street, Bore Street, Dam Street, Sandford Street (beyond the signs) and Bird Street (beyond the signs).
- 3.4 A Traffic Regulation Order (TRO) is a legal order, which allows the Local Highway Authority (LHA) to regulate the speed, movement, and parking of vehicles. The act governing Traffic Orders is the Road Traffic Regulation Act 1984, and this is enforceable by law. In Staffordshire, moving Traffic Orders are enforced by the police and on-street parking restrictions are enforced by Staffordshire County Council (SCC).
- 3.5 An ETRO is very similar to a TRO except that the order is not permanent. Instead, an ETRO can only be in place for a maximum of 18 months. ETROs are often used by local highway authorities (in this case Staffordshire County Council) to assess the effects of new arrangements, before potentially making them permanent.

## 4. ETRO – Engagement and Impact

- 4.1 The 18-month Lichfield City Centre ETRO was launched in March 2023 through to September 2024. Throughout the trial period, several adjustments have been made following extensive community feedback. From March 2024, the scheme has been simplified for easier understanding and enforcement:
- Blue badge holders can drive through the pedestrianised zone to access parking in signed bays on Bore Street (only) at any time. No stopping or parking in any other area of the pedestrianised zone for blue badge holders.
  - Valid permit holders can drive through the pedestrianised zone at any time.
  - Deliveries can be made within the pedestrianised zone at any time.
- 4.2 Since November 2023, to aid the implementation of the ETRO, security guards have been in place at Tamworth Street and Bird Street to control user access from 9am – 5pm every day. Enforcement of on-street parking restrictions has also been in operation by Staffordshire County Council.
- 4.3 Since January 2023, various engagement activities have been undertaken to involve visitors, residents, and businesses in the pedestrianisation scheme. These activities included social media campaigns on Facebook, Twitter, and LinkedIn; press releases; posters; distribution of e-bulletins to residents and businesses; workshop events; engagement with the Chamber of Commerce, and direct engagement with businesses to answer any queries or address any concerns.
- 4.4 Two key public engagement workshops were held in Darwin Hall in April 2023 and July 2023, where people were asked to share their ideas at how the ETRO could be altered, amended or improved. Key elements of feedback that were provided and adopted are:
- Retention of disabled parking spaces on Bore Street.
  - Removal of, or reduced, restrictions on blue badge holders, for example to allow disabled people and wheelchair users to park in the city centre at all times or during certain days/times.
  - Introduce a barrier/tag system to allow permitted vehicles access to the city centre in a controlled manner.
  - The need for improved communication and clearer signage.
  - Suggestions to gather statistics and undertake research of the impact of the trial.

A further public workshop was held at the Guildhall in November 2023 with limited further feedback.

- 4.5 Two business workshops were held in June 2023 and July 2023, to understand the impact of the trial on city centre businesses and to listen to feedback and suggestions. The key feedback from these sessions included:
- Restrictions on delivery times were impacting on business logistics and deliveries; and it is not always possible for city centre businesses to control or enforce delivery timings.
  - Removal of, or reduced, restrictions on deliveries, permit holders and blue badge holders, for example to allow these vehicles at all times or during certain days/times.
  - Suggestions for improved enforcement to prevent speeding, unauthorised vehicles accessing the city centre, and vehicles driving the wrong way.
- 4.6 Lichfield District Council launched an online feedback survey in July 2023 with over 3,000 responses which showed:
- 39% love the scheme.
  - 21% like the scheme but want to see refinements (such as removal of or reduced restrictions on deliveries, blue badge holders and permit holders; improved enforcement; increased blue badge parking)
  - 15% dislike it.
  - 8% don't mind.
  - 7% other.
  - Over 50% of respondents said that it is easier to walk around in the city centre and 39% said it felt safer. 29% said the city feels more vibrant and welcoming.
- 4.7 Formal consultation via Staffordshire County Council started from March 2023 so that feedback and objections from all users/stakeholders can be recorded and formally considered. As of mid-August 2024, 619 responses received with 154 responses supporting the scheme. Only 4 responses have been received since the final changes were made to the ETRO in March 2024.
- 4.8 Various surveys have been undertaken in recent years to understand vehicle flows through the city centre; providing a useful evidence base to analyse vehicle flows in the city centre before and during the pedestrianisation trial. Vehicle flow data was collected to compare two scenarios:
- Pre-trial vehicle flows in May 2021, collated as part of the '*Lichfield City Centre Pedestrianisation Feasibility Report D4281K/001 Rev 1*' produced by Amey and SCC
  - Current pedestrianisation trial vehicle flows in Summer 2024.
- 4.9 To compare current vehicle flows with the May 2021 flows, we have been collating data on vehicles entering the pedestrianised zone via the security guards monitoring the barriers at Tamworth Street and Bird Street. Data was collected over a four-week period between Monday 29th April 2024 and Sunday 26th May 2024; and also over a three-week period between Monday 8<sup>th</sup> July 2024 and Sunday 28<sup>th</sup> July 2024. Data was collected between 9am and 5pm.
- 4.10 The graph below illustrates the 7-day average number of vehicles per hour from the April/May 2024 data, as well as providing a breakdown of the journey purpose. The April/May 2024 and July 2024 data provide very similar trends, therefore, only one graph has been included for the purposes of keeping the report concise.



4.11 In April/May 2024, the average number of vehicles per day was 192, of which 35% were blue badge holders, 34% deliveries and 31% permit holders. In July 2024, the average number of vehicles per day was 202, of which 39% were blue badge holders, 33% were deliveries and 28% were permit holders. Pre-ETRO data (May 2021) highlights that there were on average 507 vehicles (on non-market days) and 441 vehicles (on market days) accessing the zone, suggesting that **as a minimum, the ETRO has helped reduce vehicle traffic by over 50%.**

4.12 Footfall within Lichfield City Centre is measured on a monthly basis, using footfall counts positioned around the City. There will be a number of factors that will impact of footfall figures, as such it isn't possible to conclude a direct correlation between increased footfall and pedestrianisation, however it is useful to review footfall over the ETRO period (highlighted in green).

Month	2024	2023	2022	2021	2020	2019
January	636,466	583,673	576,315	260,937	588,705	612,253
February	694,015	666,741	597,218	357,042	595,871	707,752
March	873,443	775,977	807,467	492,755	498,686	849,707
April	674,526	670,605	665,961	487,711	191,717	705,966
May	767,951	770,195	710,161	485,718	279,895	772,121
June	926,684	910,003	955,200	773,048	479,302	907,556
July	760,780	691,542	730,310	642,958	571,848	746,325
August	N/A	771,880	855,627	757,389	618,905	829,051
September	N/A	877,985	913,475	848,732	719,066	873,138
October	N/A	671,674	693,506	627,737	517,515	658,758
November	N/A	691,334	648,447	643,961	344,426	641,960
December	N/A	967,410	881,343	818,824	546,741	937,728
January to July	5,333,865	5,068,736	5,042,632	3,500,169	3,206,024	5,301,680
Yearly Total	N/A	9,049,019	9,035,030	7,196,812	5,952,677	9,242,315

## 5. Implementing a Permanent TRO

5.1 The ETRO comes to an end in September 2024, as such a decision is required as to whether the ETRO is made permanent or removed. As illustrated in section 4 of this report, the current ETRO has helped to more than halve vehicle flows in the city centre. **It is recommended that the current ETRO (March 2024 to September 2024) restrictions are made permanent via a TRO.**

- 5.2 During the ETRO period compliance with the restrictions significantly improved through the installation of temporary barriers and the use of appropriate enforcement. Research into other parts of the country that have implemented similar schemes has highlighted that most have installed some form of physical barrier as part of moving to a permanent scheme, including Wolverhampton, Kirkcaldy, York and Watford.
- 5.3 The proposal is to install three hydraulic bollard stations in the pedestrianised zone (Tamworth Street, Bird Street and Sandford Street). An intercom access control system will be positioned on one side of the bollard station which will allow and regulate user traffic access from one direction via the three methods outlined in paragraph 5.5. The bollards will be 30 mph crash rated and PAS 68 & IWA 141 compliant. PAS 68 & IWA 141 are standards relating to vehicle security bollards, focusing on their ability to withstand impact from vehicles. FAQs on the implementation of the TRO are attached at Appendix A.
- 5.4 Permitted users will be able to gain access to the pedestrianised zone via one of the three following options:
- Close Proximity Fob System: Permitted users would offer their supplied fob to the system reader to lower the bollard for access. It is proposed that this method is used predominately by permit holders.
  - Entering an Access Code on the Keypad: Permitted users would enter an access code to lower the bollard for access. It is proposed that this method is used predominately for deliveries – e.g. businesses in the pedestrianised zone will be issued with an access code that is changed regularly.
  - Intercom System: Intercoms will enable permitted users to approach the installation and then press the intercom button to speak to an operator to lower the bollard if authorised. It is proposed that this method is used predominately for blue badge holders requiring access to the Bore Street disable bays, and ad-hoc deliveries.
- 5.5 Work is underway with Operational Services to explore and agree how the intercoms will be manned and monitored, and to put in the place the procedures for issuing fobs to permit holders. There will be revenue costs associated with this, it is proposed that a budget of £50K per year is initially allocated, this is included in the financial implications section.
- 5.6 As Highway Authority, Staffordshire County Council (SCC) will be responsible for the civil engineering works for the installation of the automatic bollard system. Alternative options are limited due to the requirement of Section 50 (Installation of private apparatus) and Section 171 (Permission to dig) licences being required which pertain to permissions relating to on-street works, with this process taking up to six-months for private developers.
- 5.7 The council commenced an open tender procurement exercise on Thursday 15th August 2024 with suppliers invited to submit their bids for the supply and installation of a Rising Bollard System. A moderation exercise will take place following return of tenders on 5th September 2024 with the scoring weighted 60% / 40% in favour of quality.
- 5.8 Following approval to award the contract, we would work with SCC to ensure the installation works are either completed prior to the lead-up to the Christmas period, or are delayed until January, to ensure there are no negative impacts on Christmas trade in the City Centre. Indicative information from suppliers suggests that there is an eight-week lead in time from contract award for equipment, and installation would take three weeks, including civil engineering works.
- 5.9 Until the bollards are installed, security guards will continue to man temporary barriers in the pedestrianised zone. Costs for this, dependent on the timescales for installation are outlined in the financial implications section.
- 5.10 Enforcement and communications will also be critical to support the implementation of the TRO. Following approval to implement the TRO, significant communications will be undertaken with

partners, business and residents with the aim of improving awareness and knowledge. On-street parking enforcement is the responsibility of Staffordshire County Council, as such we will continue to work with them to monitor enforcement action and resources in the pedestrianised zone.

- 5.11 A particular issue that was raised during the ETRO was access to the blue badge parking bays on Bore Street. Bore Street is currently only one-way, as such blue badge holders have to drive through the pedestrianised zone to access them. As highlighted by the vehicle flow data, there are on average between 70 to 80 blue badge holders coming through the pedestrianised zone each day to access these bays. As such, we are exploring the feasibility and cost of making Bore Street two-way. This paper provides an update on the work to-date and key considerations.
- 5.12 We have worked with ITP, a transport planning specialist, to produce a concept design, albeit with various constraints:
- Junction realignment would result in the need to relocate traffic signals and a CCTV camera, as well as realign the existing controlled pedestrian crossing of The Friary. Whilst the traffic signals and CCTV cameras could be slightly shifted, the junction is constrained in terms of land availability which limits the scope of junction entry point width increase to approximately 0.5 metres.
  - The increase of approximately only 0.5 metres would mean that the junction would not be able to accommodate larger delivery vehicles exiting at the same time as cars entering.
  - As such, servicing and deliveries for premises along Bore Street (as well as Tamworth Street, Conduit Street, Market Street and Breadmarket Street if using the one-way system to exit Bore Street) would need to take place out of hours to enable disabled vehicle parking throughout the day. It is important to note that the required delivery restrictions (taking place out of hours) would not be in line with the current ETRO and recommended TRO restrictions, which enable deliveries at all times.
  - The blue badge parking bays would be converted to parallel parking bays, to facilitate increased road width along Bore Street (5.6 metres) for two-way movements. This parallel parking arrangement would lead to the number of disabled parking bays reducing from 18 to 13, based on a 6-metre length per bay.
- 5.13 Whilst the concept junction design can facilitate two-way movements for cars, the increase in width at the junction entry point is limited to an increase of 0.5 metres due to the existing controlled pedestrian crossing, which means this width would not be sufficient to accommodate larger delivery vehicles exiting at the same time as cars entering.
- 5.14 A high-level cost estimate has been produced based on the works above, with the works estimated at £151K. The costing accounts for preliminaries; site clearance; earthworks; road pavements; kerbs, footways, and paved areas; traffic signs and road markings; and road lighting columns and brackets, CCTV masts and cantilever masts. The cost estimate does not take into consideration installing an automatic bollard at the junction with the Friary.
- 5.15 Should delivery vehicles be required to access Bore Street throughout the day, the junction would require further, more costly amendments, whereby the access point would require significant widening which would eliminate the controlled pedestrian crossing point completely. The controlled pedestrian crossing would have to be entirely relocated elsewhere along The Friary or St John Street; which would create additional transport issues as the current location is an established key pedestrian gateway and desire line into the city centre; and would also contradict the purpose of the city centre pedestrianisation. It is highly likely that SCC would oppose any junction realignment scheme at the Bore Street / The Friary junction.

Alternative options	<ol style="list-style-type: none"> <li>1. Removal of current ETRO restrictions and reverting back to the previous TRO which was in place prior to the ETRO pedestrianisation trial.</li> <li>2. Introduce a new TRO with additional/amended restrictions compared to the current ETRO restrictions. Potential examples of restrictions include deliveries outside of peak hours; removal of blue badge parking from Bore Street; and a review of permit holders. Additional restrictions would conflict with constraints, including the potential impact on city centre businesses requiring deliveries. There would also be a requirement for a further consultation period.</li> <li>3. Alternative methods to using bollards as enforcement include: <ul style="list-style-type: none"> <li>- Automatic Number Plate Recognition (ANPR), however this would still rely on driver compliance as no physical barrier to prohibit access and also costs are significantly higher than automated bollards.</li> <li>- No physical barriers which would significantly hinder enforcement.</li> </ul> </li> </ol>
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Consultation	<ol style="list-style-type: none"> <li>1. Significant consultation undertaken with businesses, residents and blue badge holders as detailed in section 4.</li> <li>2. Engagement with Stowe Ward Councillors throughout ETRO, including sharing draft Cabinet Paper for comments.</li> <li>3. Engagement with the Shadow Cabinet Member, draft Cabinet Paper shared for comments</li> <li>4. Engagement with the O&amp;S Pedestrianisation Task Group during the ETRO</li> <li>5. Draft Cabinet Paper to be shared with the Pedestrianisation Task Group</li> <li>6. Further Pedestrianisation Task Group scheduled for 4 September</li> </ol>
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Financial implications	<p><b>Capital Costs</b></p> <ul style="list-style-type: none"> <li>• The Approved Capital Programme does not include a budget for any capital investment to implement a permanent Traffic Regulatory Order (TRO).</li> <li>• To implement hydraulic bollard stations at entrance points to Lichfield City Centre has been estimated to cost <b>£225,000</b> with revenue implications likely to be funded from existing budgets.</li> <li>• The financial Procedure Rules allow budget virement within the approved Capital Programme: <ul style="list-style-type: none"> <li>○ virement does not create additional overall budget liability. Any virement that would result in a change of policy, or new policy, or that would result in an increased ongoing commitment for the Council will require the approval of the Council.</li> <li>○ a proposed virement in excess of £75,000 must be the subject of a joint report by the Chief Finance Officer and the proposing member of the Leadership Team or included in a scheduled Money Matters or MTFS Report to the Cabinet.</li> </ul> </li> <li>• Therefore, for expediency, budget virement from projects that do not result in a change to policy have been prioritised with the focus being projects in the same geographical location and strategic priority.</li> <li>• The projects identified for budget virement are shown in the table below:</li> </ul> <table border="1" data-bbox="513 2033 1385 2145"> <thead> <tr> <th></th> <th>£</th> </tr> </thead> <tbody> <tr> <td>Coach Parking</td> <td>£100,000</td> </tr> <tr> <td>Pay on Exit at Lombard Street Car Park</td> <td>£125,000</td> </tr> </tbody> </table>		£	Coach Parking	£100,000	Pay on Exit at Lombard Street Car Park	£125,000
	£						
Coach Parking	£100,000						
Pay on Exit at Lombard Street Car Park	£125,000						

	<ul style="list-style-type: none"> <li>• Cabinet on the 5 March 2024 approved that the capital receipt generated through the sale of 29 to 33 Levetts Field in Lichfield be set aside for strategic priorities within the District.</li> <li>• The aim will be to reinstate these projects from this funding given the sale is expected to generate a capital receipt of up to <b>£250,000</b>.</li> </ul> <p><b>Revenue Costs</b></p> <p>During the remainder of 2024/25, the implementation of a permanent TRO and hydraulic bollards will generate the following one-off revenue costs:</p> <ul style="list-style-type: none"> <li>• Extending security guard provision until bollards are implemented. Estimated minimum cost of £28,224.</li> <li>• Issuing fobs to existing permit holders. Estimated at £4,000.</li> </ul> <p>Following the implementation of the bollards there will ongoing revenue costs to monitor the bollard intercoms. Cost per month estimated between £1,200 to £3,200, dependent on demand.</p> <p>An annual revenue budget of £51,730 has been assigned from existing budgets (funded by additional car parking income from the recent pricing changes) to fund associated revenue costs.</p>
Approved by Section 151 Officer	Yes
Legal implications	Traffic Regulation Orders (TROs) are used by councils to regulate traffic in their areas, under powers in parts I, II and IV of the Road Traffic Regulation Act 1984, as amended. These powers sit with the local highway authority.
Approved by Monitoring Officer	Yes
Contribution to Lichfield District 2050	<ol style="list-style-type: none"> <li>1. Restricting vehicle access in the city centre supports the priority of shaping place and developing prosperity.</li> <li>2. Enabling people to live healthy and active lives by allowing more pedestrianisation space within the city centre.</li> <li>3. Develop prosperity to encourage economic growth by supporting businesses with their requests for pavement licenses for outdoor space.</li> </ol>
Data assessment	Please see section 4 of the report
Equality, diversity and human rights implications	<ol style="list-style-type: none"> <li>1. Lichfield District Council engaged with an advisory body, AccessAble to determine the impact on blue badge holders of the proposal. The Council duly made provision for alternative parking provision which could help meet the needs of blue badge holders, these being facilities within Bird Street Car Park and Lombard Street Car Park both located in close proximity to shops, cafes and other facilities. Blue Badge parking has also been reinstated on Bore Street within the pedestrian zone.</li> </ol>



	2. Pedestrianisation Equalities Impact Assessment (EIA) has been in place and reviewed and actioned as appropriate throughout the ETRO to reflect feedback from engagement activities.
EIA logged by Equalities Officer	Yes

Crime & safety Issues	Reducing the number of vehicles coming through the City is likely to improve feelings of safety Installation of automatic bollards in the pedestrianised zone will enhance the physical security features in the City
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Environmental impact (including climate change and biodiversity)	Reducing the number of vehicles coming through the City is likely to have a positive impact on air pollution.
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GDPR / privacy impact assessment	None.
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	Risk description & risk owner	Original score (RYG)	How we manage it	New score (RYG)
A	<b>Approvals</b> - Delays / issues in obtaining necessary approvals	Risk: Yellow Likelihood: 2 Impact: 4	Early engagement with Highway authority	Risk: Green Likelihood: 1 Impact: 4
B	<b>Opposition from stakeholders</b> - Opposition from local businesses / residents / blue badge holders	Risk: Red Likelihood: 3 Impact: 4	Stakeholder engagement and consultation completed throughout ETRO to address concerns and incorporate feedback	Risk: Yellow Likelihood: 2 Impact: 3
C	<b>Design Flaws</b> - Design flaws in equipment / installation	Risk: Yellow Likelihood: 2 Impact: 5	Experienced suppliers engaged through open tender exercise	Risk: Green Likelihood: 1 Impact: 5
D	<b>Existing Infrastructure</b> - Incompatibility with existing infrastructure	Risk: Yellow Likelihood: 2 Impact: 5	Integrate proposal with existing infrastructure and future plans to ensure compatibility	Risk: Green Likelihood: 1 Impact: 5
E	Car Park Income does not achieve the budget leading to a budget pressure	Risk: Yellow Likelihood: Yellow Impact: Red	Car parking income is monitored monthly and at 3, 6, 8 and 12 month intervals in the Money Matters Reports in the high risk income streams section. Any adverse trends can be identified and options to address the shortfall can be assessed and implemented	Risk: Yellow Likelihood: Yellow Impact: Yellow

Background documents	<a href="#">The Implementation of an Experimental Traffic Regulation Order for the Pedestrianisation of Lichfield City Centre</a>  <a href="#">The Amendment of an Experimental Traffic Regulation Order for the Pedestrianisation of Lichfield City Centre - Oct 2023</a>  <a href="#">The Amendment of an Experimental Traffic Regulation Order (ETRO) for the Pedestrianisation of Lichfield City Centre - Feb 2024</a>
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	<a href="#">Overview &amp; Scrutiny</a>
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Relevant web links	<a href="https://www.lichfielddc.gov.uk/city-centre-regeneration/city-centre-pedestrianisation-proposals">https://www.lichfielddc.gov.uk/city-centre-regeneration/city-centre-pedestrianisation-proposals</a>
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