CITY OF YORK COUNCIL

March 2018

YORK CASTLE GATEWAY

Masterplan Options

Stage 2 Report

BDP.


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MY
CASTLE
GATEWAY


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mace


Witteveen
Bos


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CONTENTS

1.0 INTRODUCTION

1.1 THE PURPOSE OF THE STAGE 2 REPORT

1.1.1 The Castle Gateway Masterplan is being prepared for the City of York Council (CYC) by BDP, assisted by Witteveen + Bos, WSP and Mace.

1.1.2 This Stage 2 masterplan options report builds upon the detailed baseline analysis contained in the Stage 1 report, by putting forward masterplan options that explore the potential for the comprehensive enhancement of the Castle Gateway area, including varying degrees of new building intervention.

1.1.2 The objective of the options process is to test alternative development proposals that meet the agreed vision for the area and, through stakeholder consultation, to generate feedback that can then be used to refine the proposals, leading to a preferred masterplan. This report sets out the masterplan options in the form of an overall masterplan framework, an underpinning transport and movement framework, intervention plans (options), and an initial assessment of deliverability.

1.2 THE STRUCTURE OF THE STAGE 2 REPORT

1.2.1 The Stage 2 report is structured as follows:

- Section 2: Masterplan Options Context
- Section 3: Castle Gateway Character Areas
- Section 4: Movement and Public Realm Proposals
- Section 5: Intervention Proposals

1.2.2 In addition, the appendices contain the following supporting information:

- Appendix I: Technical review of transport proposals
- Appendix II: Approach to Floor Resilience and Technical Review of River Foss Bridge Options
- Appendix III: Stakeholder Consultation and Summary of Feedback

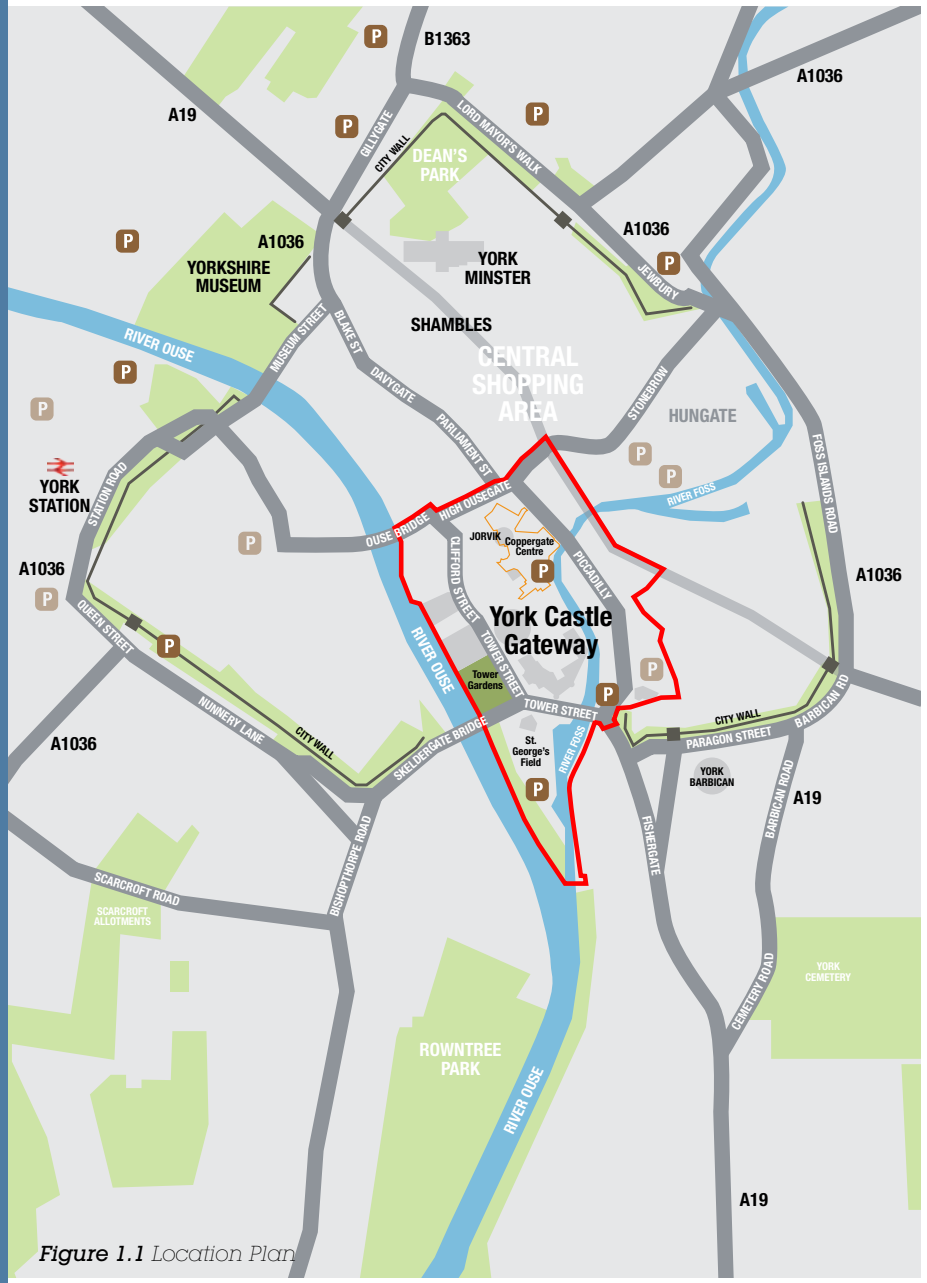


Figure 1.1 Location Plan


Clifford's Tower


Castlegate and Fairfax House


River Foss


Piccadilly


Foss Basin


Crown Court


Coppergate Centre

2.0 MASTERPLAN OPTIONS CONTEXT

2.1 INTRODUCTION

2.1.1 The Stage 1 Baseline Report provides a comprehensive assessment of the baseline conditions for the development of the masterplan options.

2.1.2 In this section of the Stage 2 report we develop the context for the masterplan options by reiterating the need for, and purpose of, the Castle Gateway masterplan, highlighting the key community and city council aspirations. We then draw out the key principles that shape the masterplan options.

2.2 THE NEED FOR THE CASTLE GATEWAY MASTERPLAN

2.2.1 The Castle Gateway area is currently underutilised and does not fulfil its potential. The area is currently failing, held back by:

- A generally poor setting for what are considered to be world class heritage asset, attracting thousands of visitors each year and a fundamental part of English history;
- A poor overall first impression for visitors to the area and the wider city of York;
- Increasing pressure for development in and around the area;
- A need for ancillary and complementary uses that support new and existing employment as well as increasing vitality throughout the day and into the night;
- A series of underused streets, interconnecting public spaces and river side environments;
- Negative impacts associated with the prominence of vehicular traffic; and
- Constraints associated with the 'heavy' infrastructure required to defend the area against flood risk.

2.1.4 Whilst the above list is far from exhaustive there is clearly a demonstrable need for intervention across the Castle Gateway area, and a comprehensive approach to development.

2.3 THE PURPOSE OF THE CASTLE GATEWAY MASTERPLAN

2.3.1 The Castle Gateway offers many enviable qualities that will contribute to the creation of great places to enjoy as a resident or visitor, and opportunities to invest in business and development: the waterside setting, the many unique and interesting buildings, close proximity to the city centre, York Central and York Station, are all assets that will contribute to a successful place.

2.3.2 Equally however, the Castle Gateway is an area that comes with real challenges and constraints: adapting to flood risk, working to improve the setting of world class heritage and archaeological assets, managing private land owner expectations of value and scope for development, the need to deliver (and fund) improved infrastructure which supports efficient use of the area, utilising streets and spaces better, and the need to try and reconcile and balance the many diverse views of what should or should not happen.

2.3.3 The purpose of the masterplan is to set a framework for development that ensures the Castle Gateway area can play a bigger role in the ongoing success of the city whilst recognising the very real constraints on investment and development in this part of the city centre.

This masterplan is a planning and urban design framework that will set a spatial vision for what the Castle Gateway area can aspire to be in the future, guiding development and investment in city infrastructure and improved public realm over a 10-20 year period.

2.3.5 This masterplan is not a blueprint for development, rather it is a set of planning and development principles that allow for flexibility in interpretation, providing that certain guidelines are followed and desired outcomes are achieved. Such principles will include:

- the mix of land uses considered appropriate in the area;
- design constraints (such as heights and massing), and;
- the requirement to deliver an enhanced public realm and better connections to the rest of the city, particularly for pedestrians.

2.3.6 Masterplan outcomes could include economic and environmental benefits, the delivery (and funding) of infrastructure improvements, dealing with matters such as congestion and increased flood resilience - but also, and critically, simply increasing the sense of the Castle Gateway as a valuable and well-used part of the City of York, on the part of residents, visitors and businesses.

2.4 COMMUNITY ASPIRATIONS

2.4.1 A long-term public engagement strategy is being conducted under the auspices of 'My Castle Gateway', a project embracing participatory approaches to local planning and place-making. The project has engaged people in shaping the future of the Castle Gateway area through a number of community-led public events, on-site

My Castle Gateway Twitter Page and Website

and on-line, exploring what matters to people in the area and what they would like to see and be able to do there. Work to date has led to the formulation of an 'open draft', drawing on the My Castle Gateway events, interviews and online archive of public contributions. The following presents a summary of the main aspirations identified through this process:

- To meet at a new public space for events, protests and commemorations
- To understand and explore the layered histories of the area
- To enjoy the Rivers and be able to walk and cycle along their banks into the city whilst appreciating wildlife
- To move easily and safely around the area on foot and on bike, with wider connections into other city routes
- To see independent businesses and community arts thrive
- To see vehicular traffic and parking dealt with in ways that do not conflict with other uses
- To get involved in facilitating change and in managing the area in the long-term
- the above ambitions form part of a working document that will evolve as consultation through the My Castle Gateway vehicle continues.

2.4.2 Consideration of the masterplan options will consider the following themes, drawn from the My Castle Gateway engagement; 'Living Well with Water', 'Movement', 'Ownership and Values' and 'Public Space'.

2.5 CITY OF YORK COUNCIL ASPIRATIONS

2.5.1 In January 2017, following discussions between officers and land owners across the area, a report presenting a vision and draft policies for Castle Gateway was taken to the CYC's Local Plan Working Group and Executive Committee. The report set out the purpose for the regeneration of the Castle Gateway, and established a series of key policies for the regeneration of the area summarised as follows:

- Relocate surface car parking away from Clifford's Tower, replacing provision either underground or at an alternative site;
- Create high quality mixed use commercial development along both banks of the River Foss;
- Provide active river frontages with improved public access linking to the city and wider pedestrian and cycle networks;
- Encompass proposed flood improvement works with new development and an enhanced environmental setting for the area;
- Maximise development potential of the Foss Basin and St. George's Field as a key economic, social and cultural asset for the city;
- Create a new pedestrian and cycle bridge across the Foss linking Piccadilly to the Castle area;
- Enhance existing areas of public realm and improve connections between St. George's Field, the Foss Basin and the wider Castle Gateway area;
- Improve the physical fabric, permeability and appearance of the Coppergate Centre, optimising the retail and cultural offer of the area; and
- Reduce vehicle dominance and create pedestrian friendly environments.

2.5.2 These ambitions form the basis for the statutory allocation of the Castle Gateway within the emerging City of York Local Plan, and as such are a key consideration in establishing the context for this masterplan.

2.6 KEY PRINCIPLES OF THE MASTERPLAN

2.6.1 The following provides a summary of the key transport and movement principles for the masterplan:

REF	MODE	CONTEXT	MASTERPLAN APPROACH
1.	**Walking**	Navigating the Castle Gateway on foot is perhaps the best way to experience all that the area has to offer. However in many places there is a need to improve connectivity, enhance public realm, and to provide new routes that address barriers to movement and to maximise the potential of new development.	The masterplan should seek to improve connections across the Castle Gateway area and better integrate with the adjoining areas including the city centre. Public realm solutions should respond to the historic significance of the area and encourage use of the river corridors
2.	**Cycling**	The Castle Gateway offers great potential for cycling, linking up with dedicated routes connecting York with surrounding suburban areas via a network of quiet greenways.	The masterplan should encourage the integration of sustainable cycle infrastructure across the Castle Gateway, connecting with wider routes throughout the city whilst championing safer environments.
3.	**Public Transport**	Public transport infrastructure, including buses, is a hot topic for debate across the city. Whilst the impact of buses on city centre streets can sometimes be negative, the mobility and sustainability benefits they bring cannot be questioned.	The masterplan should seek to enhance current levels of public transport on offer across the Castle Gateway, whilst addressing any future requirement emerging from development proposals.
4.	**Driving/ Road network**	The Castle Gateway is dominated by vehicular movement along the Inner Ring Road with additional movements along Clifford Street, Tower Street and Piccadilly causing severance between different parts of the area.	The masterplan should assess the impact of vehicular movement across the Castle Gateway and propose measures such as junction remodelling and changing the use and character of key streets and spaces, to reduce adverse impacts arising from vehicular traffic.
5.	**Car and coach parking network**	Parking across the Castle Gateway provides facilities for residents, visitors and businesses.	The masterplan approach is an important tool in encouraging and securing indigenous and inward investment to the city, by setting out a clear and comprehensive vision and ambition for the future of the Castle Gateway area that is complementary to the citywide vision.

2.6.2 The following provides a summary of the key development principles for the masterplan:

REF	MODE	CONTEXT	MASTERPLAN APPROACH
1.	**Four distinct localities**	Four distinct localities Emerging from the historic, environmental, community and townscape analysis conducted to date, the Castle Gateway area can be divided into four distinct 'Character Areas'.	The masterplan should promote clear strategies for each of the four Character Areas, interlinked by a public realm and movement framework that reduces barriers and enhances permeability and wider connectivity.
2.	**Respecting heritage significance**	The York city heritage represented by the Castle Gateway is internationally, nationally, regionally and locally significant.	TThe masterplan should use a shared understanding of heritage significance as part of the narrative and justification for interventions in the Castle Gateway.
3.	**Protecting and enhancing the city's assets**	The Castle Gateway contains a number of significant assets, from the historic, such as Clifford's Tower, to the environmental, like the River Foss, and the practical, such as the car parks.	The masterplan should seek to make better use of underutilised assets whilst ensuring that the city's infrastructure continues to meet the city's needs on a day to day basis. The form and function of any development proposals and supporting infrastructure should also serve to protect and enhance rather than detract from the city's assets.
4.	**Sustaining Economic Success**	Continued economic success is critical for those who live and work within the city and indeed across the region.	The masterplan should deliver measurable economic benefits, responding to a themes within the City's economic strategy including enterprise, business growth, attracting and retaining talent and growing the visitor economy.
5.	**A masterplan for everybody**	Strong growth in domestic and international tourism has led to criticism from residents that parts of the city have become dominated by visitors, almost to the exclusion of residents.	The masterplan should strive to create shared places, where residents, visitors and businesses can successfully co-exist, albeit some spaces may be dominated by specific users at certain times.
6.	**Enhancing connectivity whilst reducing traffic**	The baseline analysis established a clear dominance of vehicular traffic across the Castle Gateway, with associated negative impacts of pollution and severance of pedestrian and cycling routes.	The masterplan should promote people-centred places, where traffic and movement networks service rather than dominate, setting a clear objective for urban and public realm design and the primacy of foot-based movement.
7.	**Valuing open space**	York is densely developed and opportunities for the city to 'breathe' and for residents and visitors to enjoy open space and outdoor activities are limited.	The masterplan should make a positive contribution to the capacity of open space and public realm to support recreational and leisure activity within the city.
8.	**Flexibility in implementation**	The masterplan is a framework for development, not a blueprint	The masterplan should therefore allow for flexibility in implementation, whether this be a variance in the types of uses proposed or through the phasing of delivery.
9.	**Flood resilience as a design feature**	The flood risk should be embraced in a positive way.	The masterplan should showcase innovative and best practice approaches to design across areas of the Castle Gateway that are liable to flooding.
10.	**Adapting to climate change**	In line with the Climate Change Action Plan for York, there is a need for York to tackle climate change in a sustainable way, whether it be through measurable actions such as the reduction of CO2 or the sharing of knowledge in educating the next generation.	The masterplan should incorporate sustainable approaches to development, assisting the Council's ambition to reduce carbon emissions by 40% before 2020 whilst providing for a lasting legacy of education and environmental protection.

3.0 CASTLE GATEWAY CHARACTER AREAS

3.1 INTRODUCTION

3.1.1 The baseline analysis conducted under Stage 1 included a heritage review, planning assessment, transport, movement and townscape appraisals; all of which informing a better understanding of the unique features that make up the Castle Gateway. From this analysis, supported by discussions with key stakeholders and users of the area, a series of character areas have been defined. These are:

- The Eye of York;
- St. George's Field;
- Piccadilly; and
- Coppergate / King's Staith

3.1.2 These character areas form key building blocks for the masterplan. The particular characteristics of each character area inform the appropriate masterplan solutions in terms of building and townscape form, as well as land use and activity. By adhering to the character area approach, we can develop masterplan options that respond to the various stakeholder aspirations and key principles for the masterplan presented in Section 2 of this report, in a way which enhances the unique qualities and distinctiveness of each part of the Castle Gateway area.

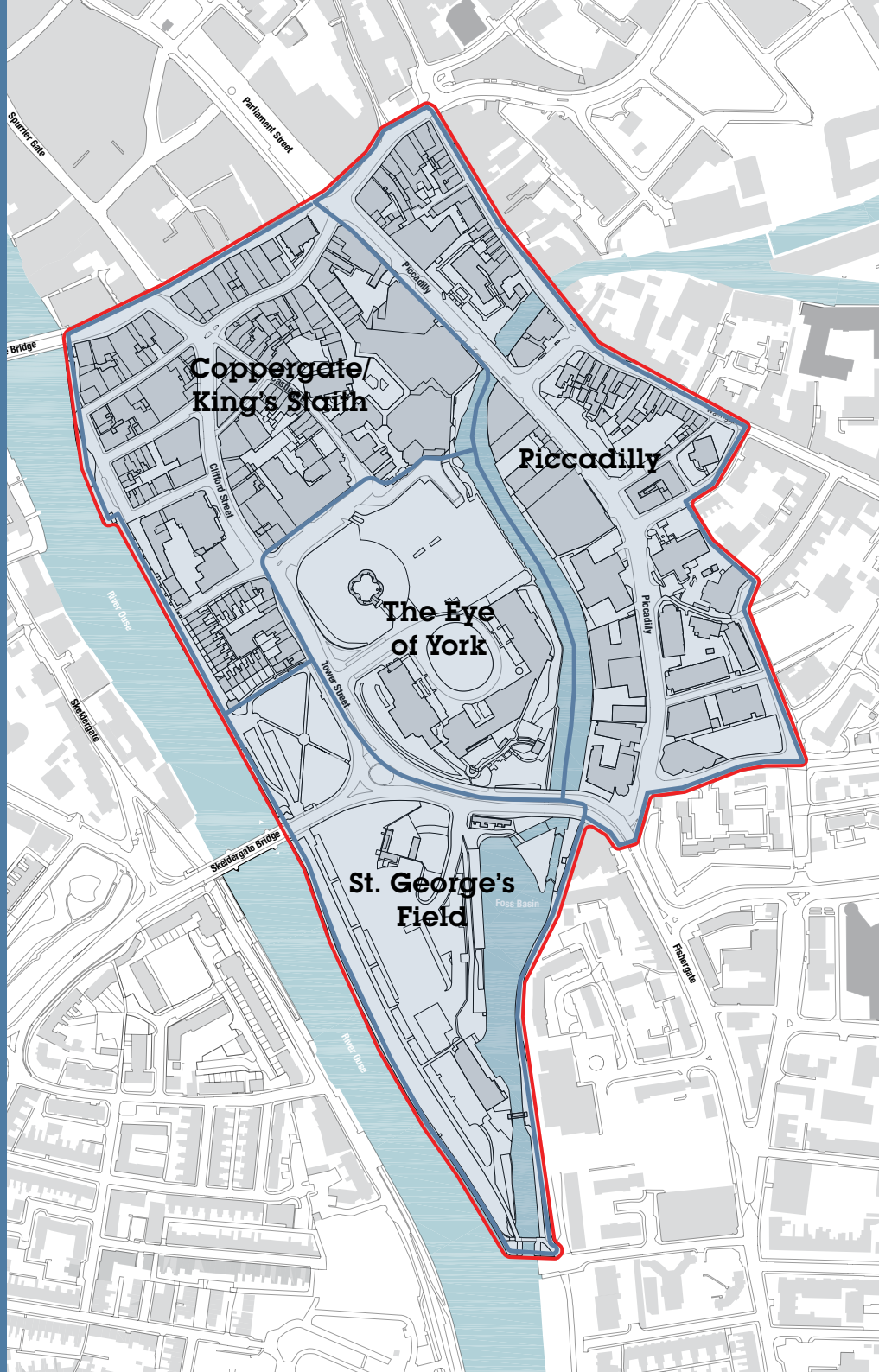


Figure 3.1 - Character Areas

3.2 CHARACTER AREAS

1. The Eye of York

3.2.1 The Eye of York is the historic core of the Castle Gateway and the site of a particular concentration of heritage assets, derived from the long term role of the Castle as a focus for defence, power, the judiciary and civic rule. Unsurprisingly therefore the Castle has also been the site of many important events through York's history.

3.2.2 The Eye of York area is bounded by the River Ouse to the west and the River Foss to the east. To the south, the area is bounded by the heavily trafficked Inner Ring Road (Tower Street), historically the site of a moat and other defences, and later the line of the road into the city and the first bridges across the Foss and the Ouse. The northern part of the area is the interface between the Castle and the densely developed commercial and retail core of the city.

3.2.3 Spatially, The Eye of York character area comprises the following main elements:

- The setting and physical structures of Grade I and II listed buildings (including Clifford's Tower, the historic curtain wall of the castle and Skeldergate Bridge) and the Scheduled Ancient Monument of the Castle Precinct;
- The castle car park and areas of public realm around the base of Clifford's Tower and fronting the Crown Court and museum;
- The Georgian-era set piece of the Castle Museum (formerly the Women's and Debtors prisons) and Crown Court;
- Tower Gardens; and
- The banks of the Ouse and Foss running longitudinally to the east and west of the area.

2. St. George's Field

3.2.4 The St. George's Field character area comprises a peninsula of land bounded by the River Ouse and River Foss, and the Inner Ring Road (Tower Street) to the north. St. George's Field is in many ways the most utilitarian part of the Castle Gateway, providing the necessary infrastructure that enables the day to day functioning of the city centre, including car and coach parking, a sewage treatment plant, the Foss Barrier pumping station and not least, by acting as functional flood plain. St. George's Field continues to accommodate various city events, including the annual York fair and provides recreational resources including riverside walks (including New Walk).

3.2.5 Spatially, the St. George's Field character area comprises the following main elements:

- St. George's Field, including the 150 space car park and 27 space coach park;
- New Walk and the east bank of the River Ouse stretching from Skeldergate Bridge in the north to Blue Bridge at the tip of the promontory;
- The historic site of the Knights Templar's Chapel, a Scheduled Ancient Monument;
- The Foss Barrier including pumping station, flood wall and associated Environment Agency access routes; and
- Foss Basin, Castle Mills lock and weir; and Castle Mills bridge.

3. Piccadilly

3.2.5 Piccadilly is the most 'modern' part of the Castle Gateway, being largely developed in late-Victorian and Edwardian times as a means of enhancing vehicular access into the city, on a formerly marshy area of land linked to the Foss flood plain. The Piccadilly character area is bounded to the west by the River Foss and to the east by George Street and Fossgate. It extends south to the Inner Ring Road (Tower Street), and north to connect with Coppergate and the city centre.

For most of its length, and in contrast to the medieval city core, Piccadilly is fronted with relatively wide and large plots, originally developed mainly as manufacturing and warehouse space and subsequently partially redeveloped, to meet twentieth century demands for garages, offices and latterly, hotels.

The northernmost part of Piccadilly has an awkward relationship with the older buildings of York, including the Red Lion Inn and the Merchant's Hall, which sit at a lower level.

3.2.6 Spatially, the Piccadilly character area comprises the following main elements:

- Fishergate Tower and the Castle Walls Scheduled Ancient Monument;
- The broad sweep of Piccadilly itself, which extends from Tower Street to Parliament Street;
- The large plots on the west side of the street which back onto the Foss. These generally hold the building line at the back of pavement (Ryedale house being the notable exception);
- The generally more modern buildings in large plots on the eastern side of the street, which tend not to respect the building line;
- The interface with the older parts of the city centre around Merchantgate and the slight narrowing of the street northwards to the junction with Coppergate; and
- The crossing of the River Foss.

4. Coppergate / King's Staith

3.2.7 The Coppergate/King's Staith character area is more homogeneous and permeable than elsewhere across the Castle Gateway, characterised by narrower historic streets that connect directly with the city's retail core. The character area is bounded by High Ousegate to the north, Piccadilly to the east, Clifford's Tower and the Castle car park to the south, and the River Ouse to the west.

3.2.8 Spatially, the Coppergate/King's Staith character area comprises the following main elements:

- The Magistrates' Court;
- Former fire station;
- Coppergate shopping centre and square;
- Castlegate;
- St. Mary's Church;
- Properties along King's Staith, King Street, Cumberland Street and Lower Friargate; and
- The Coppergate Shopping Centre.

3.3 APPROPRIATE USES AND ACTIVITIES

3.3.1 The heritage view and stakeholder discussions conducted to date have given a strong insight into appropriate future uses and activities for each character area. These are set out, together with some specific proposals, by character area in the following tables.

3.3.2 In Figure 3.2 we have set out the assessment of appropriate future uses in each of the character areas, based on an understanding of their historic function, the character of the building forms and public realm and in the context of the city and stakeholder aspirations for the Castle Gateway. These are summarised in Table 3.1 opposite. This is not intended to be a complete or exclusive list, but a guide to the types of use and activity that have precedent and are felt to be a good fit with the area.

3.3.3 Within each area there are specific issues and opportunities highlighted through the baseline analysis and stakeholder consultations that also form prompts for the Castle Gateway masterplan. These are listed for each character area in turn in Tables 3.2 to 3.5 opposite and overleaf.

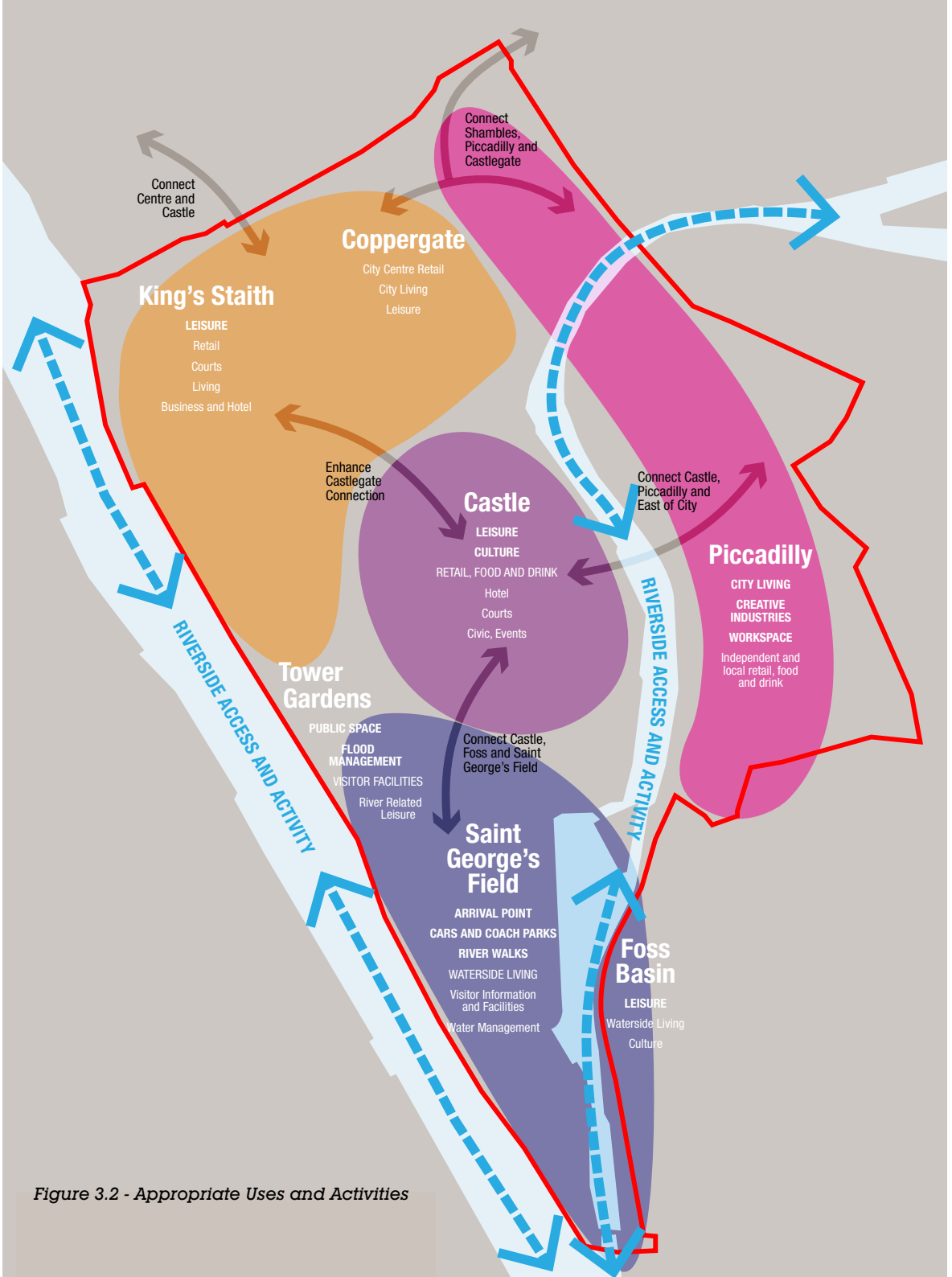


Figure 3.2 - Appropriate Uses and Activities

Table 3.1: Character area appropriate uses and activites

Character Areas	Appropriate uses and activites
The Eye of York	• Civic uses and events • Cultural activities • Legal and judiciary • Visitor and tourism • Food and beverage • Hotel / Conferencing • Ancillary retail, markets
St. George's Field	• Car and coach parking • Outdoor leisure and recreation • River walks and city fairs • Visitor orientation and reception services • Utilities and flood management
Piccadilly	• City living • Workspace (small business and office) • Creative industries • Independent retail, food and beverage • Markets
King's Staith / Coppergate	• Legal and judiciary • Business • City centre retail and leisure • City living • Hotel

Table 3.2: The Eye of York - Masterplan Issues

Specific issues and masterplan response	
The entrance to the Castle Museum comprises a low rise, poor quality building that lacks visibility and does not complement the high architectural quality and historic significance of its surroundings. Moreover the current entrance building does not facilitate visitor orientation and circulation between the main collections, contained in the former womens' and debtors' prison buildings. The museum is also largely invisible to visitors approaching via the Foss or from St. George's Field.	The masterplan should explore ways in which investment in the remodelling of access to the Castle Museum could act as a catalyst for change, creating a stronger visitor experience and revealing heritage significance the area.
The Eye of York public realm, including areas around the base of Clifford's Tower, the Castle car park, and the space fronting the Castle Museum and Crown Court is of poor quality and is underutilised.	The masterplan should provide for the enhancement of public realm across the Castle character area, considering the varying needs of users and the heritage significance of the Eye of York.
Whilst the Castle area is well used by visitors, residents and business during the day, the area has limited function during the evening and into the night.	In order to support the Council's ambition to improve the city's 24/7 economy and to facilitate a range of attractive evening uses, the masterplan should consider ways to improve functionality of the area during all times of the day.
The Eye of York has long been the venue of public events, trials, governance, military garrison and imprisonment amongst other uses.	The masterplan should explore ways in which to celebrate the area's layered histories, whilst acknowledging current day ambitions to use the space for events, protests and commemoration.
Whilst the eastern boundary of the Eye of York character area abuts the River Foss, access to this natural resource is relatively restricted where physical barriers exist (e.g. car parking and private grounds of the Castle Museum).	The masterplan should explore opportunities to open up access to the River Foss, facilitating walks along the banks of the river and connections across the river into the city and neighbouring areas.
Current servicing and public convenience arrangements to the south of the Coppergate shopping centre present an unattractive façade to the Eye of York.	The masterplan should seek to resolve the negative impacts associated with the current servicing arrangement of the Coppergate centre.
There is a wider desire to be able to move across Tower Street between Tower Gardens and the Eye of York more easily than at present.	The masterplan should explore ways to improve the general quality of the environment at Tower Street facilitating improved connections between Tower Gardens and the Castle area.
Tower Gardens, situated in Flood Zone 3b is at high risk of flooding which can leave the area inaccessible for weeks at a time. The gardens do not exploit the river frontage and many trees are overgrown.	The masterplan should explore solutions to improve the functionality of Tower Gardens whilst addressing flood risk, including Environment Agency flood alleviation proposals.

Table 3.3: St. George's Field / Foss Basin

Specific issues and masterplan response	
The St. George's Field character area is dominated by a surface level car and coach park that serves the city centre. The sewage pumping station, public toilets and Foss Barrier further add to the utilitarian nature of the place whilst presenting constraints to future development.	The masterplan should explore creative solutions to address hard engineering and infrastructure in place across the St. George's Field character area, reconnecting the space with the River Ouse, Foss Basin and the castle, whilst encouraging active uses throughout the year.
Situated at the confluence of the River Ouse and River Foss, St. George's Field and the Foss Basin are located entirely within Flood Zone 3b, a functional part of the flood defences in place across the Castle Gateway.	The masterplan should not be limited by the constraints of flood risk, but instead consider adaptive responses to the delivery of suitable, resilient and sustainable development, usable all year round whilst reflecting local and national policy guidance.
The site of the Knights' Templar chapel (St. George's chapel), a Scheduled Ancient Monument, lies to the north of the St. George's Field character area, adjacent to the access route into the area from Tower Street.	The masterplan should reveal the historic significance of the St. George's Field area, including enhancing the setting of the Scheduled Ancient Monument.
Whilst the Foss Basin is used for the mooring and maintenance of boats, active uses across the area are limited, with the navigable route along the River Foss infrequently used.	The masterplan should seek to encourage active uses within the Foss Basin, re-connecting residents and visitors with the river whilst ensuring continued functionality of the basin during flood events.

Table 3.4: Piccadilly - Masterplan issues

Specific issues and masterplan response	
Whilst the eastern side of the Piccadilly character area is permeable, with connections through to Fossgate and Walmgate, the continuous frontage to the west side of Piccadilly prevents access to the River Foss and obstructs potential views across to the Eye of York.	The masterplan should explore approaches to development that promote better access and engagement with the River Foss, whilst considering the heritage significance of the surrounding area and aspirations of stakeholders and individual site owners.
The recent success of Spark:York has seen active uses brought back to a previously derelict part of Piccadilly, however other vacant/disused sites still exist, and active uses that promote new innovative businesses and public use should be encouraged.	The masterplan should address inactive frontages across the area, whilst encouraging more attractive environments and development that attracts public and business interest.
The Piccadilly character area has developed relatively recently when compared to other areas across the Castle Gateway. Uses have predominantly been industrial/work related, with businesses playing a supporting role for the city centre (e.g. workshops, warehousing, servicing).	The masterplan should encourage uses along Piccadilly that complement the city centre, with potential for small business and city living. Dual aspect building forms linking Piccadilly to the river and creating views through to the Eye of York should be encouraged.
Whilst an attractive city centre retail destination, the Coppergate shopping centre does not generate much activity on Piccadilly.	The masterplan should seek to enhance the viability of the Coppergate centre through the introduction of more active frontages and new uses including city living along Piccadilly.

Table 3.5: Coppergate / King's Staith - Masterplan issues

Specific issues and masterplan response	
The Coppergate/King's Staith character area reflects the tight urban grain of the medieval city centre and contains a number of listed buildings and landmark features including the Magistrates' Court and Saint Mary's Church.	The masterplan should seek to retain and complement the townscape and architectural value of all historic assets, whilst exploring viable uses for buildings that bring an architectural value and positive impact to the area.
Properties to the west of the Coppergate/King's Staith Character Area range in use from residential to office and leisure, with future proposals for cafés, restaurants and city living.	The masterplan should encourage a diversity of uses across the Coppergate/ King's Staith character area, with active uses at ground floor levels and strong interaction/connections with the River Ouse.
Areas of the Coppergate/ King's Staith character area lie within Flood Zone 3b, at greatest risk of flooding from the River Ouse	The masterplan should consider the potential impact of flood risk across the Coppergate/King's Staith character area, including proposals for flood alleviation proposed by the Environment Agency.

3.4 PUBLIC REALM

3.4.1 In addition to the consideration of appropriate uses, specific issues and requirements; the masterplan options should also respond to the specific public realm issues and opportunities listed in table 3.6.

3.5 CONCLUSION

3.5.1 The Castle Gateway has been apportioned into four unique character areas, each with their own defining response attributes. These character areas form the basis of the masterplan response to the various stakeholder aspirations and key principles for development of the Castle Gateway by defining the land uses considered appropriate for future development proposals.

Table 3.6: Public Realm Issues

Castle	
Tower Gardens provide the Castle Gateway with a valuable area of green space and are a significant ecological asset. The gardens are however relatively isolated from surrounding areas, cut off by Tower Street which acts as a physical barrier to movement and legibility.	The masterplan should consider future users of Tower Gardens and ways in which to enhance use of the area at all times of the year, as well as its accessibility, especially through treatment of Tower Street and associated crossing points.
East to west connectivity between the Castle and Piccadilly character areas is limited, with direct routes available only via Castle Mills Bridge and north along Piccadilly.	The masterplan should seek to improve connections across the Castle character area especially to Piccadilly over the River Foss. Opportunities for a new bridge crossing should be explored in the context of stakeholder ambitions.
Saint George's Field / Foss Basin	
The Inner Ring Road is a major piece of infrastructure that divides what was historically an integrated Castle.	The masterplan should seek to find a solution that better restores the historic relationship of St. George's Field with the Castle character area, considering interventions that improve legibility and allow for better crossings.
The Saint George's Field character area provides the Castle Gateway with a range of accessible ecological assets including the River Foss, River Ouse, Foss Basin and wider connections to open spaces via New Walk.	The masterplan should explore opportunities for development that better engages with ecological assets across the Castle Gateway, in particular promoting leisure and recreational development that encourages use for all residents, and visitors to the area.
The southern boundary of the Saint George's Field character area has historically functioned as part of the New Walk promenade, providing a southern gateway route over the River Foss at Blue Bridge at the confluence of the two rivers.	The masterplan should explore opportunities to celebrate the southern entrance of the Castle Gateway, attracting visitors southwards from the city centre whilst continuing to facilitate movement along the banks of the River Ouse.
Piccadilly	
York's historic street environments are of extremely high quality, however the more modern Piccadilly character area suffers from a number of derelict sites, inactive ground floor frontages and poor-quality built environment with limited sense of place.	The Masterplan should seek to re-address the balance of vehicular and pedestrian space, enhancing the quality of Piccadilly's streetscape through the remodelling of the public realm, improved active ground floor uses and connections with the River Foss. Derelict sites and poor buildings should be seen as opportunities to create a new city centre neighbourhood.
Piccadilly provides for strong connectivity with public transport, with a number of bus stops and cycle parking located opposite the Coppergate centre.	The masterplan should explore opportunities for enhanced public transport connectivity at Piccadilly, alongside improvements to the street scene and reduced private vehicular traffic.
Coppergate / King's Staith	
The Coppergate/King's Staith Character Area is more homogenous and permeable than other areas across the Castle Gateway, generally characterised by narrower historic streets and small scale development, however busy junctions at the intersection of Clifford Street, Coppergate, King Street and Castlegate, as well as the northern end of Piccadilly present hazardous environments for pedestrians and cyclists.	The masterplan should seek to address the quality of the public realm at 'gateway' locations to the character area, promoting pedestrian friendly environments as 'islands' that connect the city's retail core with the Castle Gateway whilst allowing for the unique access requirements of businesses and visitors of all abilities.

4.0 MOVEMENT AND PUBLIC REALM PROPOSALS

4.1 INTRODUCTION

4.1.1 The baseline analysis conducted under Stage 1 considered existing transport and movement arrangements across the Castle Gateway area, including pedestrian, cycle and private/public modes of transport (e.g. cars, buses and coaches). From this analysis, a series of key transport and movement principles were established for the masterplan.

4.1.2 In this section of the Stage 2 report we develop the key principles identified at Stage 1 into a framework for development across the Castle Gateway, reinforcing connections across the area whist improving links to the wider city.

4.2 PUBLIC REALM AND CONNECTIVITY

4.2.1 The masterplan recognises that it is essential to the relationship between the City Centre, the Castle Gateway and other adjacent areas that there are improvements to areas of public realm and connections. Figure 4.1 identifies the key connectivity objectives for the Castle Gateway, and begins to form an overarching strategy for implementation of public realm improvement addressed within the masterplan options.

The public realm and connectivity objectives proposed within this section seek to ensure the best user experience is achieved across all elements of the Castle Gateway proposals, whilst recognising stakeholder ambitions for development.

4.2.2 Table 4.1 (opposite) provides a summary of the key connections and linkages illustrated in Figure 4.1.

Figure 4.1 - Public Realm and Connectivity

Table 4.1: Key Public Realm Interventions

Hard Landscaping	
Piccadilly	Residential accommodation, workspace, transport connections and local retail provision result in 24/7 uses, and the opportunity exists to enhance public realm at Piccadilly, improving legibility of the route as an extension of the city centre whilst creating a destination in its own right. Connections north and south towards Parliament Street and the City Walls should be encouraged, whilst physical connections east and west across the River Foss would benefit from better public realm.
Coppergate	Existing areas of public realm within the Coppergate Shopping Centre attract pedestrians whilst encouraging movement north and south across the Castle Gateway. Seasonal events held within St. Mary's Square ensure public use of the space throughout the year, supporting the Jorvik Centre and other retail related use. Enhancing areas of landscaping within the Coppergate Centre would encourage movement through St Mary's Square south into the Castle Car Park. 'Back of house' servicing areas and the alley way at Castle Walk could be significantly improved.
Castlegate	Castlegate facilitates direct connections between the areas north of the Castle Gateway (e.g. Coppergate, Spurrier Gate and High Ousegate) and the Castle area. The opportunity exists to reinforce these connections through pedestrianisation.
Castle Car Park, Museum and Crown Court	The Castle area does not currently form a single, legible piece of public realm, and is blighted by the poorly maintained surface car park which is disconnected from the River Foss and spaces fronting the Castle Museum and Crown Court. As options are developed into a preferred masterplan, the relationship between the Castle Car Park, Museum, Crown Court and Clifford's Tower should be enhanced, respecting the heritage significance of the Eye of York.

Soft Landscaping	
Castle Wall	The Castle Walls are a landmark feature within the Castle Gateway. Options for the masterplan should consider how this asset is used as an orientation point signifying the entrance to the Castle area, especially when approached from the south via St. George's Field, the Foss Basin or the ring road.
Clifford's Tower	Clifford's Tower lies at the heart of the Castle Gateway, and is perhaps the most prominent historical asset within the area, attracting a large number of visitors each year. Options for the masterplan should seek to enhance the setting of the Tower whilst reinforcing its prominence as an asset within the setting of the wider Castle and Eye of York area.
Tower Gardens, New Walk and the Confluence	Tower Gardens and the New Walk environment along the eastern bank of the River Ouse comprise the largest area of soft landscaping within the Castle Gateway area. Options for the masterplan should seek to enhance these areas and the connections they enable with existing and potential development. The historic significance of the confluence of the Rivers Foss and Ouse should be further enhanced through landscaping. All proposals should consider flood risk.

River Environs	
River Ouse	The riverside walk along the Ouse provides a direct route through the Castle Gateway. The opportunity exists to enhance links with the wider river network and development opportunity sites within the Castle Gateway associated with the River Ouse, including New Walk, Tower Gardens, St. George's Field, the Castle area and Piccadilly. Masterplan options will need to respond directly to the risk of flooding in these locations whilst allowing for public use throughout the year.
Foss Basin	The Foss Basin is an underutilised asset within the Castle Gateway. It has the potential to become the focus for water-based recreation and leisure activities that utilise the riverside environment and improve connections adjacent to the River Foss, north towards the Castle.
River Foss	Building on potential connections facilitated within the Foss Basin, there is an opportunity to improve access to, and routes along the River Foss corridor throughout the Castle Gateway. Masterplan options will explore the potential for improved connectivity with the river environment and opportunities to create new public realm fronting the river, especially on sites east of the river along Piccadilly, and west of the river at the Castle Car Park and Castle Museum. Whilst the ownership of sites will determine the extent to which riverside walkways can be provided, bridge structures across the Foss in various locations will help to achieve these ambitions. The Environment Agency has raised concerns regarding the placement and design of bridge structures and potential impacts these may have on the capacity and flow of the rivers (e.g. a walkway under Castle Mills bridge would reduce the flow of water, as structures attached to the side of the bridge could trap debris).

4.3 BUS AND VEHICLE MOVEMENT

4.3.1 To facilitate the public realm and connectivity improvements identified above, the following section considers the potential for improvements to the transport network across the Castle Gateway, including bus and vehicle movement. This is a progressive strategy which also compliments pedestrian connectivity and public realm improvements identified previously in this Section of the report.

4.3.2 As shown in Figure 4.2, Option 1 presents what should be considered as a 'minimum' level of intervention to the transport network, required to ensure the success of the Castle Gateway project.

4.3.3 The key proposals are as follows:

- **New 'all movement' junction at Piccadilly** – Reconfiguring the existing junction arrangement at the southern end of Piccadilly would enable traffic to turn right onto the ring road. A signalised all movement junction in this location would also reduce traffic using the Fishergate Gyratory, and allow for improved crossing of Tower Street/Piccadilly where the facility is incorporated for pedestrians.
- **Reduction of traffic through Piccadilly** – This could be facilitated through a one way bus circuit around Piccadilly, Merchantgate, Walmgate and St Denys Road which would result in the reduction of vehicular movements along the central portion of Piccadilly at the site of Banana Warehouse, SPARK:York and the NCP Car Park. As a result of this intervention, additional space could be provided for pedestrians through the widening of pavements and reduction of road width down to a single carriageway.
- **New crossing over the River Foss** – A new pedestrian and cycle crossing could be introduced over the River Foss, enhancing the relationship between Piccadilly and the river environment whilst providing for a direct connection to the Castle area.
- **Castlegate as a new footstreet** – Pedestrianisation of Castlegate would dramatically improve connectivity by foot between the Castle Gateway and the city centre, likely increasing footfall to the Castle area. Restricted access would be maintained for deliveries and emergency vehicles.

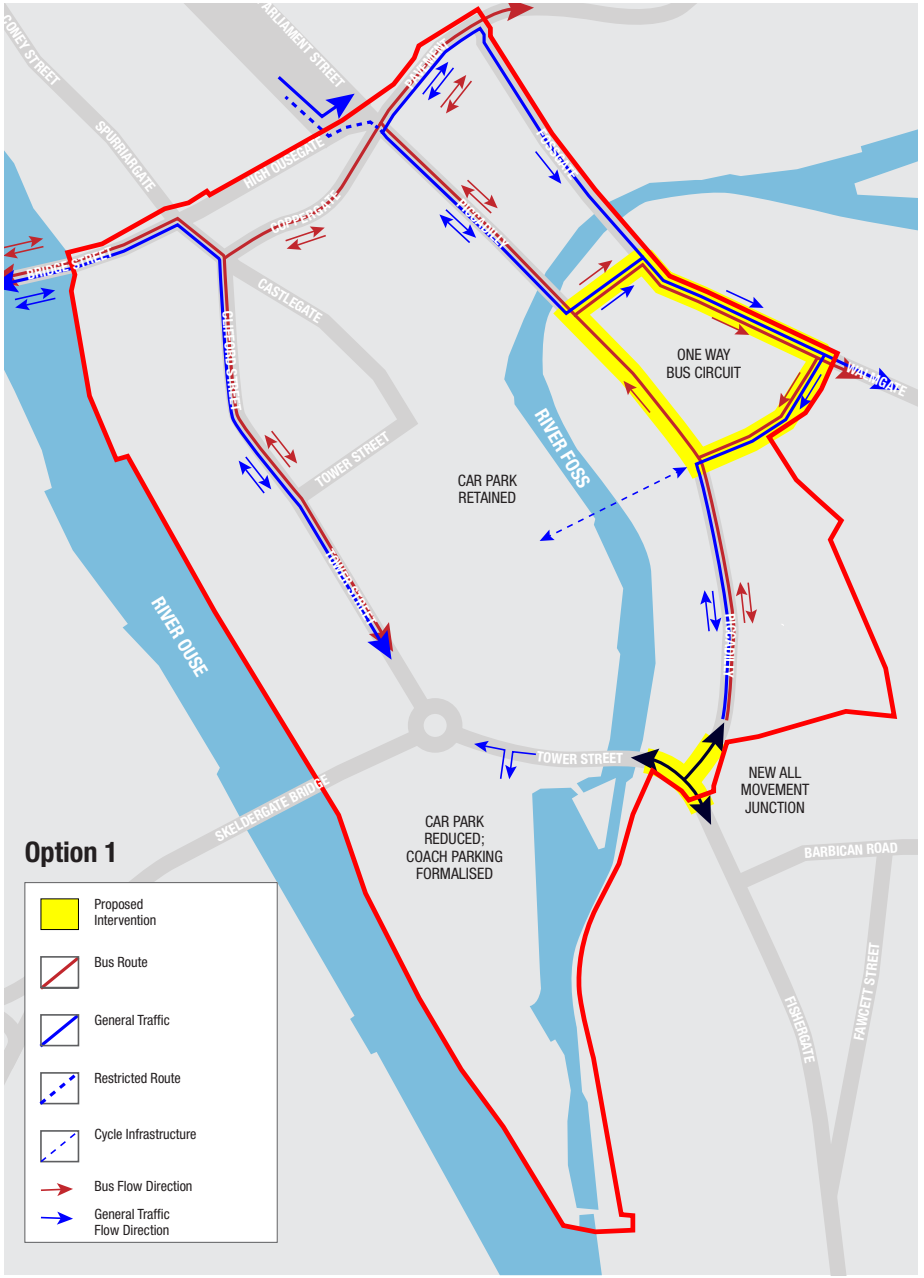


Figure 4.2 - Transport and Movement Framework Option 1

4.3.4 Option 2 (Figure 4.3), presents a 'medium' level of intervention to the transport network. The plan shows options for development that would be delivered in addition to the key proposals presented in Option 1, further enhancing pedestrian connectivity and the public realm.

4.3.5 The key proposals in addition to those shown in Option 1 are as follows:

- **Tower Street 'Supercrossing'** – A new arrangement could be introduced to allow for all vehicular movements except for a right turn out of St. George's Car Park. Signalising this arrangement could control the flow of traffic enough to provide for a pedestrian crossing over the ring road opposite the southern gateway to the Castle.
- **Reduction of buses and general traffic through Piccadilly and Coppergate** – Maintaining the one way bus circuit around Piccadilly, Merchantgate, Walmgate and St Denys Road would allow for vehicular movements along Piccadilly to be further restricted, providing for 'access only' to the north of Piccadilly and access to the Coppergate MSCP from the south.

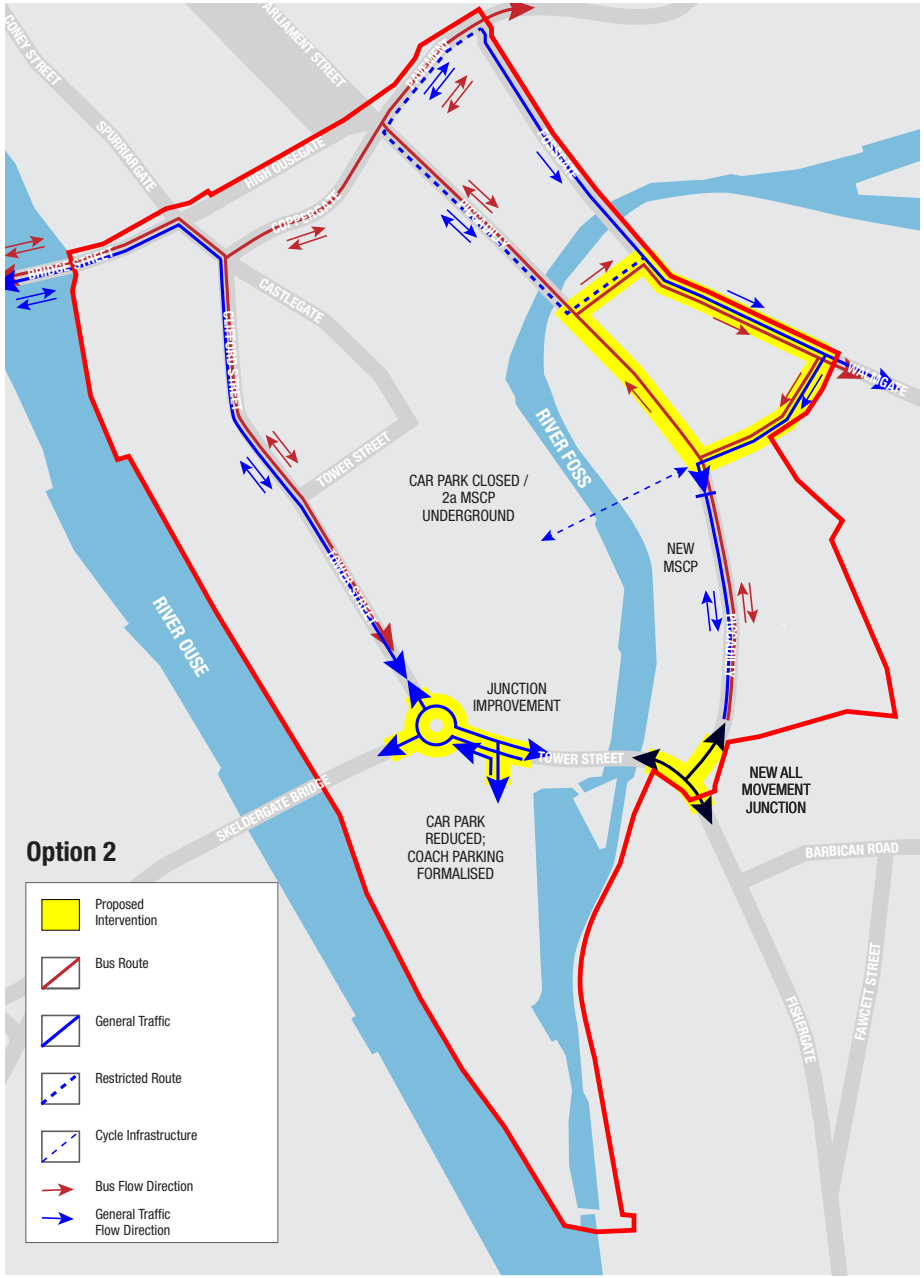


Figure 4.3 - Transport and Movement Framework Option 2

4.3.6 Option 3 (Figure 4.4), presents a 'maximum' level of intervention to the transport network. The plan shows options for development that would be delivered in addition to, or as alternatives to the key proposals presented in Option 2, further improving pedestrian connectivity and enhancing the public realm.

4.3.7 The key proposals in addition to those shown under Option 2 are:

- **Coppergate One-Way Bus route** – easterly bus movements would be limited to routes south along Tower Street, greatly reducing the frequency of buses passing through the city centre.
- **Limited access to the northern section of Piccadilly** – Restricting general traffic across the northern portion of Piccadilly would further limit the frequency of vehicles in the area, changing the feel to that of a more pedestrian friendly zone. These changes could be further enhanced by public realm and landscaping interventions.
- **Restricted access to Clifford Street** – by restricting the movement of general traffic north along Tower Street, the presence of vehicles in the Castle Gateway area would be further reduced.

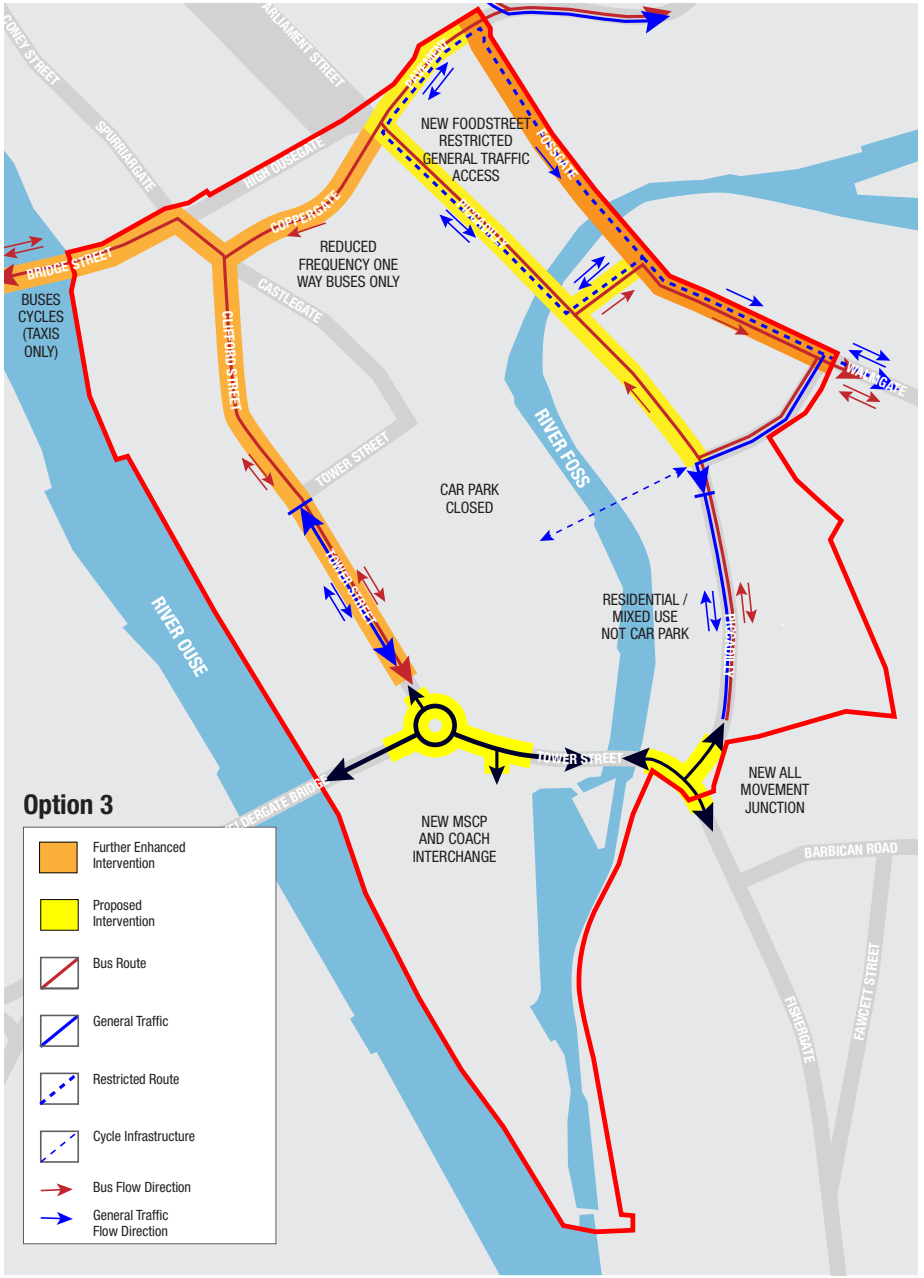


Figure 4.4 - Transport and Movement Framework Option 3

4.4 TECHNICAL FEASIBILITY

4.4.1 In order to demonstrate the technical feasibility of a number of the proposed interventions to the highway network, a more detailed study was carried out into the following four areas:

- The relocation of the parking at the Castle Car Park to two nearby sites; Castle Mills and St. George's Field or to an alternative location;
- A review of access and signage to the car parks across the study area;
- Modelling of the key junction improvements suggested as part of the masterplan; and
- Assessment of the impact of restricting traffic on certain streets in the Castle Gateway area on the surrounding road network.

4.4.2 Whilst the full report is included at Appendix I the key conclusions are as follows:

Table 4.2: Highway Alteration Feasibility

Relocation of car parking away from the Castle Car Park	Because of the very low usage of the Castle car park during the critical peak hours, it was concluded that: • Very few commuters use the car parks in the study area; • The car parks are generally used by shoppers and tourists; • Drivers usually know the car park they are traveling to; and • Drivers are generally not aware of other car parks in the area the relocation of car parking spaces from Castle Car Park (e.g. to St. George's Field or the Castle Mills site) would not have a detrimental effect on the operation of the wider road network
Car Parking Signage	A study of car park signage was undertaken for the inner ring road and on the A19 from the A64. It was found that car park signage across the Castle Gateway would benefit from rationalisation and a strategy to guide drivers into specific car parks in certain areas of the city. Such a scheme would also benefit from real time message signs that indicate if spaces are available in the car parks signed.
Piccadilly / Tower Street Junction	Modelling shows the signal layout will operate satisfactory, though pedestrian crossing facilities would need to be co-ordinated with junctions to the west and south. Northbound movement in the AM peak is very sensitive i.e. would be close to capacity, though removing right turning traffic from Piccadilly (which is minimal) would eliminate this risk.
Tower Street / Skeldergate Bridge Junction and entrance to St. George's Field Car Park	Modelling including both the Tower Street / Skeldergate Bridge junction and the access to St. George's Field car park showed that the junction did not work within capacity if a right turn was provided from Tower Street (north) to Skeldergate Bridge. However, with the removal of this movement the junction would work comfortably within required limits. Works would require the removal of the existing island feature, including the relocation of a war memorial into Tower Gardens.
Coppergate to become one way in a westbound direction	Making Coppergate one-way for West bound buses is feasible, allowing footpaths to be widened. Buses traveling northbound from Piccadilly would still be able to use this route. Eastbound vehicles would have to reroute via Tower Street.
One Way Section on Piccadilly	The provision of a one way section on Piccadilly between Merchantgate and St Denys Road would allow a gyratory to be formed. The one way would operate northbound to complement the one way systems in place on the roads in the vicinity of Piccadilly, but may result in more traffic on Walmgate. An alternative approach could instead be to control traffic on Piccadilly through a priority arrangement that reduces the width of the road to a single lane of traffic whilst maintaining traffic movement in both directions.

5.0 INTERVENTION PROPOSALS

5.1 INTRODUCTION

5.1.1 The Castle Gateway masterplan options have been developed as a means of exploring ideas for change and understanding the benefits and impacts that arise. The masterplan options have therefore been framed to explore differing levels of intervention, from minimum to maximum. It is not intended that these options should be viewed as mutually exclusive and comprehensive approaches to the planning and development of the area; rather it is expected that the preferred masterplan that emerges will be a combination of the development presented in these options, with higher levels of intervention in some areas and lower levels in others.

5.1.2 These options should be viewed in parallel with the previous section of the report which outlined the approach to the transport, movement and public realm and which was similarly structured according to differing levels of intervention.

Figure 5.1 - Maximum Intervention Proposals

5.2 MAXIMUM LEVEL OF INTERVENTION

5.2.1 Under the maximum intervention option the Castle Gateway is developed as a series of four distinct destinations:

Piccadilly – A creative city neighbourhood

5.2.2 City living and small, independent businesses underpin the new city neighbourhood of Piccadilly. Building on the success of the renaissance of Walmgate as a place of independent shops, bars and restaurants, new developments and building conversions along Piccadilly will deliver a mixture of apartments, workspace and ground floor activity including small businesses, creative industries and independent retailers. The Spark:York project will serve to prove the potential of Piccadilly as a new destination in the city for people attracted to live, work and enjoy leisure time in this creative environment. In time Spark:York may outlive the temporary container accommodation and evolve into a permanent development of shops, cafes and small businesses.

5.2.3 A comprehensive approach to the development sites on the west side of Piccadilly in particular, will extend active frontages perpendicular to the street to create views and links to the River Foss and new bridge links across to the Castle area. Further south, new apartments on the Castle Mills Car Park site would reinforce the city living offer which, combined with the remodelling of the street to promote outdoor activity, would help to deliver the critical mass of an attractive city centre neighbourhood.

St. George's Field / Foss Basin

5.2.4 Under the maximum intervention option St. George's Field is reinforced as a key point of arrival and orientation in the city for local and international visitors. A new multi-storey car park, designed to work with flood management strategies, will allow the closure of the Castle car park and provide a better point of arrival for visitors. Visitor services and facilities will be integrated into the structure and views across to the Castle walls will orientate visitors to the city. The visitor facilities will also serve those arriving to the enhanced coach park.

5.2.5 The underutilised Foss Basin becomes the focus for waterside and waterborne leisure and cultural activity under the maximum intervention approach. A land-based hub building will support the water-based activities and facilities and the new bridges over the lock and weir will bring more footfall to the basin. An apartment development, engineered to accommodate flood prevention walls and access to the pumping station, will mirror developments to the east of the basin and will serve to increase activity and natural surveillance of the area. These apartments will benefit from waterside and city views.

The Eye of York

5.2.6 The Eye of York will be reinforced as a key cultural and visitor destination and major civic place in the city. Under the maximum intervention option a new building(s) would be introduced within the Eye of York in the area currently occupied by the castle car park and formerly by the prison governor's house and prison buildings. The purpose of any new buildings would be to reinforce the role of the Castle area in interpreting and presenting the history of York, in strengthening the cultural and visitor offer and in facilitating the flexible use of the public realm for events and activities. Careful thought will therefore need to be given to the location and form of any new structures, and to the uses and activities that will be contained therein.

5.2.7 Underpinning the proposals for the Castle will be a public realm masterplan that responds to the context of the Eye of York – in other words that brings a coherent approach to the public realm of the Castle area as a whole – and that facilitates better movement through the Castle Gateway and supports a wide variety of civic and popular activity.

King's Staith / Coppergate

5.2.8 The King's Staith and Coppergate area is the southern extent of the commercial core of the medieval city centre. Under the maximum intervention option this role is reinforced through developments at the Magistrates' Court and Coppergate centre sites. The underutilised court buildings on King's Staith are redeveloped for residential use, extending the redevelopment already underway on the adjacent fire station site. If in the future the main listed court building was not required as a result of reprovision elsewhere or changes in court practices, then conversion to accommodate restaurant or café-bar uses would allow the historic building to be used and seen to best advantage.

5.2.9 Elsewhere the Coppergate Centre would be extended to the south, to provide a more attractive and animated backdrop to Clifford's Tower, providing extended retail accommodation and views over the Castle whilst disguising the retained and necessary service access. The extension of the Coppergate centre would also enhance legibility, helping to lead people into the city centre from the Castle area.

Public Realm and Movement

5.2.10 The description of the key interventions above is premised on a series of infrastructure and public realm investments, described in the previous section of the report (Section 4 Movement and public realm). These infrastructure investments include remodelling of the inner ring road to enable the relocation of car parking away from the Castle car park and to create stronger pedestrian and cycling routes from the south of the Castle Gateway area in particular. These include new routes long the Foss corridor.

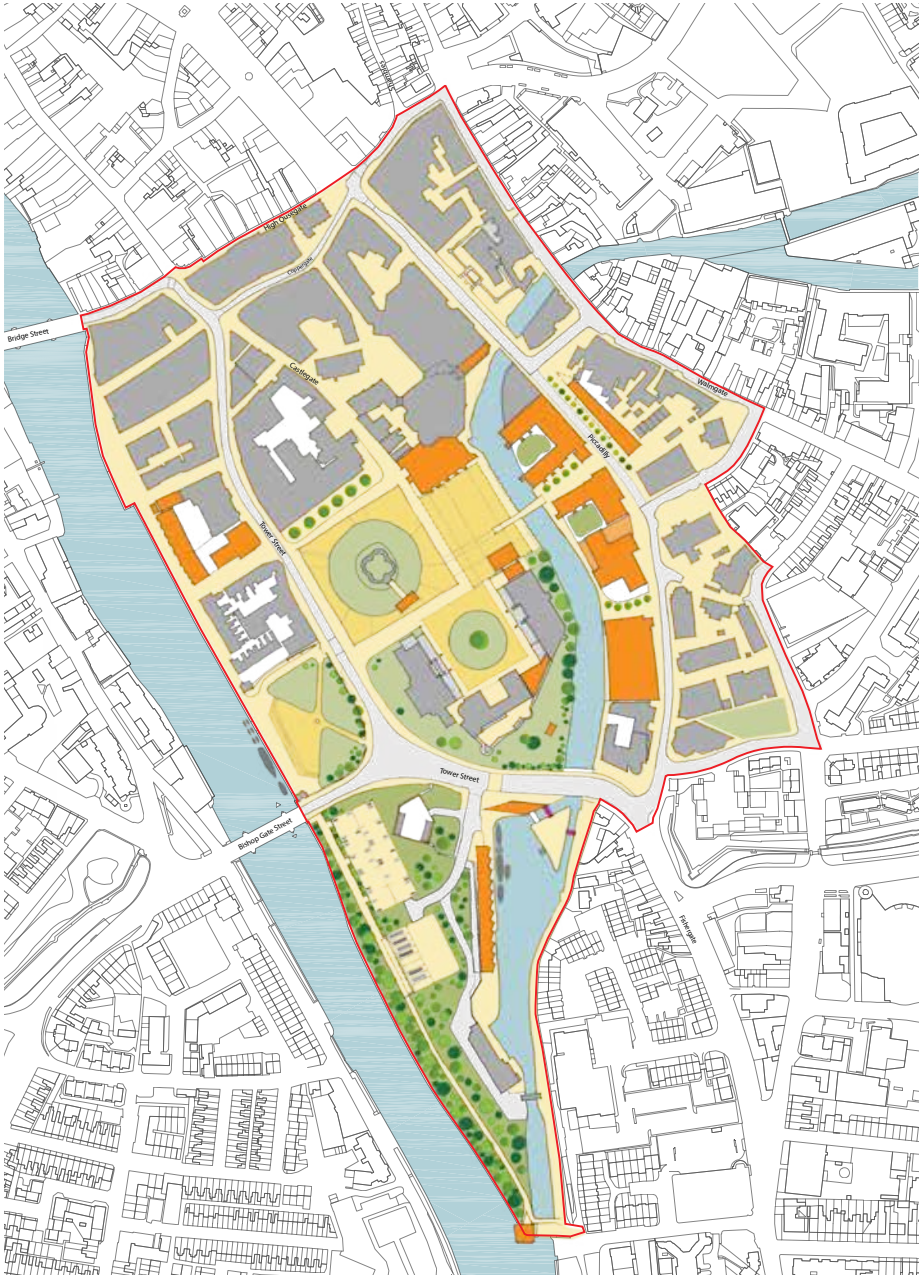


Figure 5.2 - Medium Intervention Proposals

5.3 MEDIUM LEVEL OF INTERVENTION

5.3.1 Stepping down from the maximum level of intervention, a medium intervention approach to development across the Castle Gateway could consider the following:

Piccadilly

5.3.2 Development of the Castle Mills Car Park could comprise a residential development with ground floor business units. Alternatively the site could be used for the development of a multi storey car park, to replace car parking lost at the Castle.

5.3.3 Elsewhere, the Spark:York site could be developed for live/work community use with flexible startup/retail/office space at ground floor level and residential apartments above. Northminster and Banana Warehouse sites could be developed as residential blocks to further establish a residential neighbourhood at Piccadilly, with public realm fronting the River Foss and active ground floor uses.

St. George's Field / Foss Basin

5.3.4 The parkland setting and function of St. George's Field as an arrival point could be improved through improvements to the public realm and better treatment to the coach and car park. If parking provision at the Castle Car Park were to be accommodated within a multi storey car park at Castle Mills, the area of hardstanding required for car parking at St. George's Field could be reduced, further improving the parkland setting and interface with the river.

5.3.5 Under a medium scenario the Foss Basin would still be a focus for waterside and waterborne leisure and cultural activity, with a land-based hub building to support the water-based activities. Simple bridge structures over the lock and weir would connect routes into town along the river bank whilst residential development, engineered to accommodate flood prevention measures and access to the Foss Barrier pumping station, would mirror developments to the east of the basin.

The Eye of York

5.3.6 The Eye of York would again be reinforced as key cultural and visitor destination and major civic place in the city. Under the medium intervention option the Eye of York could be dramatically enhanced through the implementation of a comprehensive area of public realm, incorporating a plaza that could be utilised throughout the year for events, meetings and other civic functions. Such a space could improve access to the River Foss, and have links to Piccadilly over a new bridge structure. A modest extension to the north end of the museum complex and provide new access and supporting retail / cafe facilities fronting the open space.

King's Staith / Coppergate

5.3.7 The underutilised buildings to the rear of the courts fronting the Ouse could be redeveloped for residential use, extending the redevelopment already underway on the adjacent fire station site.

5.3.8 Elsewhere the Coppergate Centre could be extended as per the maximum option to provide a more attractive and animated backdrop to Clifford's Tower with extended retail accommodation and views over the Castle. The existing service areas would be retained and disguised.

Public Realm and Movement

5.3.9 The key public realm and movement proposals are set out in Section 4 of this report.

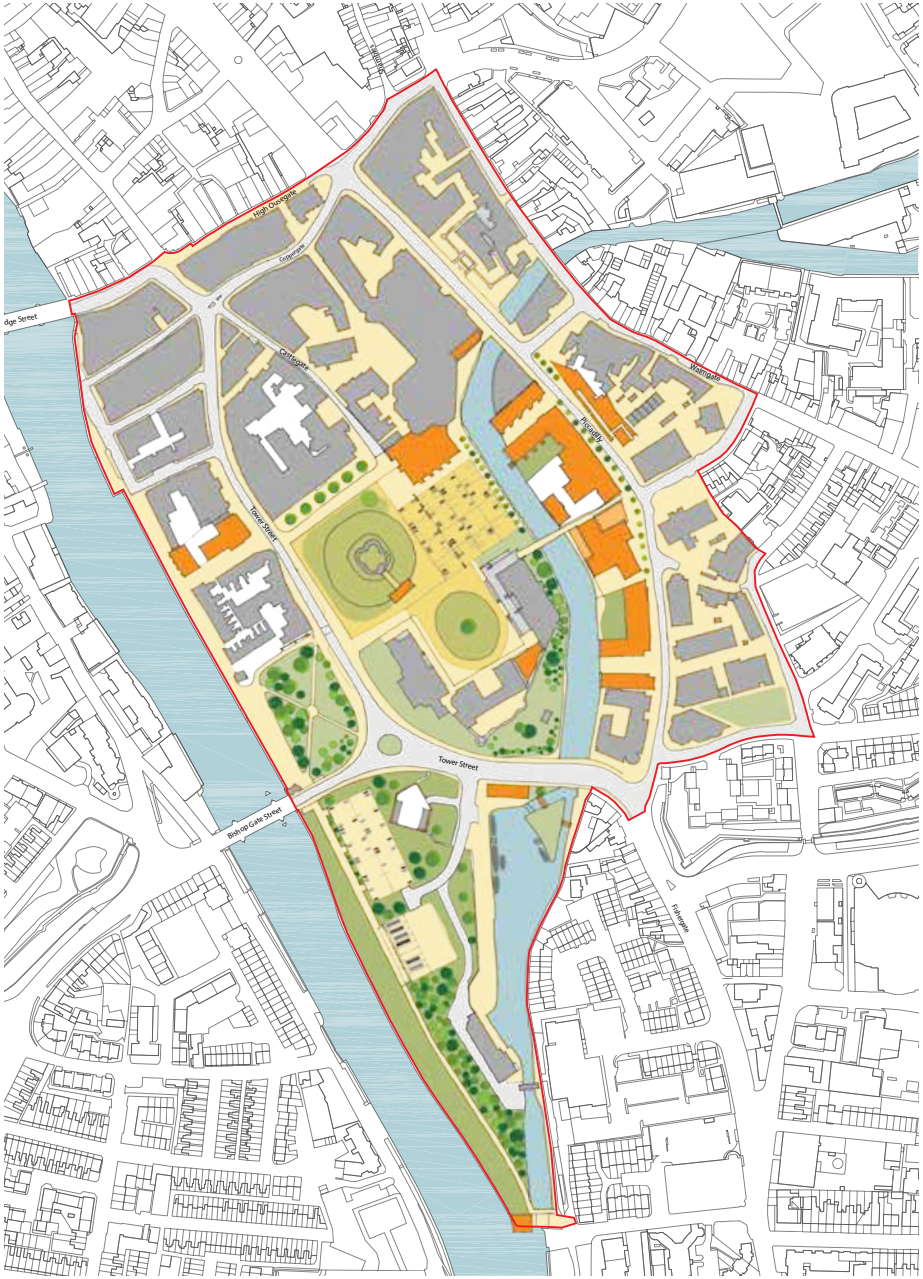


Figure 5.3 - Minimum Intervention Proposals

5.4 MINIMUM LEVEL OF INTERVENTION

Piccadilly

5.4.1 As a minimum option, the Castle Mills Car Park could be developed for predominantly residential use with ground floor business uses since the requirement for car parking requirements across the Castle Gateway would be met by continued temporary use of the Castle Car Park and at St. George's Field. The Spark:York site would remain in its current function, perhaps as a more permanent feature.

5.4.2 It is likely that the Northminster and Banana Warehouse sites would be developed as proposed by their private owners, however should the Council intervene options for residential development could facilitate more active ground floor residential uses and routes along the eastern bank of the River Foss.

St. George's Field / Foss Basin

5.4.3 Under a minimum approach, St. George's Field would continue its current function as a car and coach park, only with an improved setting and treatment to the public realm. As a minimum, enhancements would include the screening of the sewage pumping station, with the potential for a small retail kiosk or cafe to the south of the Castle Gateway.

5.4.4 As a minimum, the Foss Basin would be used for recreation and water-based leisure, supported by a simple building that serves the functions proposed. The temporary mooring of boats and other floating structures would be encouraged within the basin to provide for a more animated space and functionality throughout the year.

The Eye of York

5.4.5 The Eye of York would, at minimum, benefit from enhancements to the public realm and surface car parking, designed to create a holistic approach to the area whilst respecting the significance of the heritage assets. Historic England's proposal for a new visitor centre would be realised, and the Council could implement an annual calendar of events such as the temporary Shakespeare Globe Theatre. These could be held across all or some of the car park, maintaining revenue from use of the site as a car park when practical.

King's Staith / Coppergate

5.4.6 The service yard to the rear of the Coppergate Centre should be screened with a modest extension to improve the setting of Clifford's Tower. This could be achieved by demolishing the existing toilet blocks and extending the Shopping Centres retail/ leisure provision. Active frontages would be maintained at ground floor level, along with access to the service yard.

Public Realm and Movement

5.4.7 The key public ream and movement proposals under a minimum level of intervention are set out in Section 4 of this report.

5.5 REVIEWING THE MASTERPLAN IDEAS

5.5.1 Whilst Figures 5.1, 5.2 and 5.3 display the intervention options as entire masterplans, it should be noted that these are illustrative plans only, and do not represent exclusive approaches that can only be realised comprehensively or not at all for the entire Castle Gateway. The preferred development of the Castle Gateway will be a mix of the options presented at Stage 2.

5.5.2 At Stage 3, the ideas presented within this report are refined into a preferred masterplan, informed by the outcomes of the consultation conducted by CYC and My Castle Gateway, as well as stakeholder discussions and recommendations from officers.

5.5.3 Consultation on the masterplan ideas comprised ongoing community engagement through the My Castle Gateway initiative and through CYC organised exhibitions. The consultation boards used are reproduced at Appendix III.

5.5.4 The effectiveness of the preferred masterplan, in meeting the stated aspirations and policy objectives, needs to be monitored by the Council. A Sustainability Appraisal (SA) and Environmental Assessment would need to be undertaken should the document be adopted as a formal Development Plan Document (a mandatory requirement under the Planning and Compulsory Purchase Act 2004). For the purposes of this study we have assessed the options to ensure proposals for redevelopment across the Castle Gateway have regard to the aspirations of the Council and the wealth of community consultation that has been undertaken to date.

5.5.5 The following matrices provide an initial assessment of the masterplan options when considered against the various ambitions and policy requirements of the community, CYC and National Planning Policy Framework.

5.5.6 It should be noted that this assessment is a high level review, and does not constitute a formal Sustainability Appraisal process nor environmental assessment as required by SEA Directive (European Directive 2001/42/EC).

Contribution to ambition	
++	Significant Positive
+	Positive
0	No Impact / Neutral
-	Negative
--	Significant Negative

Table 5.1: Evaluation against My Castle Gateway Brief Objectives

Ref.	Ambition	Intervention MIN	MED	MAX
	My Castle Gateway Brief			
1	To meet at a new public space for events, protests and commemorations			
2	To understand and explore the layered histories of the area			
3	To enjoy the Rivers and be able to walk and cycle along their banks into the city whilst appreciating wildlife			
4	To move easily and safely around the area on foot and on bike, with wider connections into other city routes			
5	To see independent businesses and community arts thrive			
6	To see vehicular traffic and parking dealt with in ways that do not conflict with other uses			
7	To get involved in facilitating change and in managing the area in the long-term			
8	To walk or cycle into town and beyond via the Foss Basin, with continuous, safe, and preferably traffic-free routes			
9	To be able to cross more easily from Walmgate into the study area			
10	To safely cycle along the Tower Street dual-carriage gyratory, and easily use it for connections into town and onto Skeldergate Bridge			
11	To see and access the River Foss from Piccadilly, preferably via routes allowing circulation			
12	To see and access the River Foss from the Castle area, and to feel closer to the water			
13	For development between Piccadilly and the Foss to face onto the Castle area and make the most of the views and connections			
14	To celebrate and share the industrial history of the River Foss and River Ouse			
15	To see barges and boats along the River Foss			
16	To be able to move between the Castle area and Tower Gardens more easily and to feel greater connection between them			
17	To be able to enjoy Tower Gardens with less background traffic noise			
18	To be sure blue badge holders can park across the area			
19	To be able to use Park and Ride services in the evening to get into town, reducing the need to drive in and park			
20	To be able to breathe freely, with less air pollution			
21	To be able to navigate the area intuitively, reducing need for signposting			
22	To know that parking is dealt with, but in ways that do not conflict with other aspects of the brief			
23	To be able to park bikes at secure locations and easily walk-on from there			
24	To be able to come together in the area			
	My Castle Gateway Brief			
25	To be able to attend large scale events in the area (e.g. music, theatre, fairs)			
26	To use the Eye of York as a place for political protest			
27	To use the area as a space for commemoration and rememberance (e.g. the 1190 massacre of York's Jewish Community)			
28	To be able to sit down and enjoy views in lots of different places across the area (e.g. River Ouse and River Foss)			
29	To use the area as a space for reflection and thought			
30	To be able to see interesting things (e.g. art, fountains, wildlife and trees)			
31	To eat and drink, whether sitting on the ground with a picnic or at cafes/restaurants.			
32	To linger with no pressure to buy anything			
33	To be able to visit the area at night, as well as during the day			
34	To be able to visit the area all year round			
35	To shop at independent shops or visit independent cafes or restaurants			
36	To develop small and independent businesses			
37	To not have to spend money – a place to hang out for free			
38	To develop DIY, small-scale community enterprise and community arts			
39	To be sure that different ways of being in the space will be enabled and encouraged			
40	To be able to enjoy being in spaces alongside tourists and for both residents and tourists to happily co-exist			
41	To be able to live affordably in the city in low cost social housing			
42	To be able to enjoy views of both rivers			
43	To be able to appreciate wildlife around the rivers			
44	To use boats, barges and canoes on the River Foss			
45	To be able to walk and cycle along the banks of both rivers into town			
46	To recognise that York will flood, and work creatively with that reality			
47	To be able to access the River Foss and recognise the value that water has in an urban setting.			
48	To ensure ongoing engagement across the area during the masterplanning process and beyond			
49	To be able to get involved in the long-term community involvement and management of the area.			

Table 5.2: Evaluation against CYC Castle Gateway Vision Objectives

Ref.	Ambition	Intervention MIN	MED	MAX
	City of York Council Vision			
50	To relocate the existing surface level Castle Car Park away from Clifford's Tower			
51	Replace the lost car parking capacity through alternative options such as underground car parking on the same site or a purpose built multi-storey car park in an alternative location			
52	Create a high quality mixed use commercial development on the banks of the Foss on the site of the Castle Car Park, respecting a build line that follows the historic line of Castlegate			
53	Create a new public space on the Castle Car Park to link with the area in front of the Castle Museum and the Crown Court to create a re-imagined Eye of York area that would articulate the varied historical narratives of this important area of the city			
54	The redevelopment of the Castle Museum and Clifford's Tower as the anchor cultural attractions for the Castle Gateway area			
55	Create a new pedestrian cycle bridge across the Foss which will connect the area to Piccadilly and on to Walmgate and Fossgate creating new lateral routes across the city centre			
56	Create new riverside walkways along one or both banks of the Foss to improve access to St George's Field/Foss Basin and into the city			
57	Enable the revitalisation of the Coppergate Centre's retail and residential offer by extending the leasehold term			
58	Redevelop the low quality sites on Piccadilly (including Ryedale House, Banana Warehouse, NCP car park, Castle Mills Car Park and 17-21 Piccadilly)			
59	Explore long term options to realise the potential of St George's Field and the Foss Basin			

Table 5.3: Evaluation against NPPF Objectives

Ref.	Ambition	Intervention MIN	MED	MAX
	National Planning Policy Framework Guidance			
60	Building a strong, competitive economy			
61	Ensuring the vatiality of town centres			
62	Supporting a prosperous rural economy			
63	Promoting sustainable transport			
64	Supporting high quality comminications infrastructure			
65	Delivering a wide choice of high quality homes			
66	Requiring good design			
67	Promoting healy communities			
68	Protecting green belt land			
69	Meeting the challenge of climate change, flooding and coastal change			
70	Conserving and enhancing the natural environment			
71	Conserving and enhancing the historic environment			
72	Facilitating the sustainable use of minerals			

APPENDICES

APPENDIX I: TECHNICAL REVIEW OF TRANSPORT PROPOSALS

1. INTRODUCTION

1.1. WSP has been commissioned by York City Council in association with BDP to prepare a Technical Note as part of the master planning exercise for the Castle Gateway study. This Technical Note assesses the highway schemes suggested within the Stage 2 Report and covers four key areas which are;

- The relocation of the parking in Castle Car Park to two nearby car parks; Piccadilly Car Park and St. George's Field Car Park or to an alternative car park;
- Review of access and signage to the car parks in the study area;
- Modelling of the key schemes and junction improvements suggested as part of the master plan; and
- Review of public realm works and the effect this could have on the surrounding road network.

1.2. The work undertaken for each of the above key areas are split into the subsequent 4 sections with a summary section at the end of the report.

2. RELOCATION OF CAR PARK SPACES

2.1. To assist the assessment of the relocation of car parking spaces information on the current car parks in the City was obtained from the Council. From the 9th November to the 14th December 2010 a series of Car Park Surveys were carried out at 11 car parks across York City Centre. The surveyed car parks include the three identified car parks; Castle Car Park, Piccadilly Car Park and St. George's Street Car Park in the study area.

2.2. All surveys were carried out from 07:00 to 12:00 (noon) and asked a range of questions including; the origin of the trip, the purpose in travelling to York, how they paid for the ticket, the duration of stay, how many people were in the vehicle and why they chose that specific car park.

2.3. Travelling to the identified car parks is of particular interest to this Technical Note, which will assist when establishing the number of vehicles that arrive during the network AM and PM peaks. As identified in Table 1 the majority of vehicles that park in the three car parks do so for the purpose of shopping. It is also key to note that the car parks have a low percentage of commuter traffic and so arrivals in the weekday AM peak hour are expected to be low.

Table 1: Car Park Survey Response

	Castle Car Park	Piccadilly Car Park	St. George's Field Car Park
Place of Work	13%	2%	11%
Employers Business	8%	5%	4%
Education	2%	1%	1%
Shopping	50%	75%	58%
Personal Business	19%	11%	11%
Visiting Friends	1%	1%	0%
Recreation	6%	2%	14%
To meet someone	1%	2%	2%

2.4. It has also been calculated that 27% of vehicles that use the Castle Car Park are York Minster Permit Holders, of which two vehicles (3%) arrive during the AM peak. At the Piccadilly Car Park 34% of vehicles are permit holders, of which two vehicles (3%) arrive during the AM peak and 13% of surveyed vehicles at St. George's Field Car Park are permit holders, of which none arrive in the AM peak.

2.5. Additional car parking data was provided by City of York Council providing the payment details for both cash and card payments for the three main car parks in the study area, the data provided was far the duration of a whole year; 1st April 2016 to 31st March 2017.

2.6. The date provided the time at which payment was made and so this provides and accurate time of arrival of all vehicles in the car park, the data also shows the amount paid which gives a likely indication of the duration of stay. However, upon review of this data it has been concluded that departure times, and therefore duration of parking times, cannot be used as reliable data in this

Technical Note. For example, the car parking data identifies that any vehicle that arrives after 18:00 can pay a fee of £2.00 and will be entitled to stay for a duration of 14 hours until 08:00 the following morning. Although this may not be the actual situation, as vehicles can leave at any point before this, the machine will record them as leaving at 08:00. This also applies to parking throughout the day.

Table 2: Average AM Peak Arrivals

	Weekday	Saturday	Sunday
Castle Car Park	20	35	10
Piccadilly Car Park	8	20	2
St. George's Field Car Park	3	9	2

2.7. This Technical Note therefore assesses the number of vehicles that arrive at the car parks in the week day AM and PM road network peaks. These periods have been used as this is the most sensitive time for the local road network. In addition the same time periods have been compared for the weekend arrival patterns.

2.8. To fully assess the relocation of car parking spaces from Castle Car Park to the Piccadilly Car Park and St. George's Street Car Park, a more detailed assessment has been undertaken. The figures detailed in Table 2 (above) and Table 3 (overleaf) set out the number of vehicles that arrive at the three car parks during the AM and PM network peak, respectively.

2.9. This information has been based upon five randomly selected, neutral, weeks across the course of a year to calculate an average arrival rate for the weekday and weekend. The figures set out below are a combined total of both the card and cash payments.

2.10. Table 2 demonstrates that the relocation of spaces from Castle Car Park will redirect 20 vehicles during the weekday AM peak to the two identified car parks, this equates to one vehicle every three minutes. It should also be noted that these vehicles will already be on the local highway network and therefore this reallocation of traffic would not have a detrimental impact on the road network.

2.11. As identified above the closure of Castle Car Park will relocate 35 vehicles on a Saturday during the same morning period as that in the week, this equates to approximately one vehicle every two minutes. The redistribution of vehicles onto the surrounding highway network will not have a material impact

Table 3: Average PM Peak Arrivals

	Weekday	Saturday	Sunday
Castle Car Park	**40**	**64**	**30**
Piccadilly Car Park	**6**	**9**	**3**
St. George's Field Car Park	**4**	**8**	**3**

2.12. Table 3 demonstrates that the relocation of spaces from Castle Car Park will relocate 40 vehicles during the weekday PM peak to the two identified car parks, this equates approximately to one vehicle every 90 seconds.

2.13. When comparing Table 2 and Table 3 the number of vehicles that arrive at Castle Car Park increases by 20 in the PM peak, this is considered to have a negligible impact on the highway network. It should also be noted that these vehicles will already be on the local highway network and therefore will not have a detrimental effect on the highway capacity.

2.14. On a Saturday during the same morning period as that in the week it is calculated that on average 64 vehicles will arrive at the Castle Car Park, this equates to approximately one vehicle every minute. The proposed relocation of spaces from the car park will not have a material impact on the local highway network.

2.15. A review of the vehicles arriving across a weekday identifies that the inter peak hour for the three car parks is 10:00 to 11:00. The average weekday arrivals for the combined car parks is 146 vehicles, of which 75 arrive at Castle Car Park, 45 arrive at Piccadilly Car Park and 26 arrive at St. George's Field Car Park.

2.16. From the data provided it was established that most days the car parking capacity in the study area was sufficient to cater for demand and so the relocation of spaces from Castle Car Park was not considered an issue. However, at busier periods of the year the car parking capacity was required and so should parking space numbers be lost in this area overall car parking in the city would need to be considered.

2.17. In summary, the relocation of car parking spaces from Castle Car Park would not have a detrimental effect on the operation of the road network. However, should all the parking spaces not be re-allocated in other locations further study work would be required on car parking capacity in this area of the city.

3. CAR PARKING SIGNAGE

3.1. A study of car park signage between the A64 and the study area and around the inner ring road was undertaken to understand the how traffic would arrive at the study area car parks if they were not familiar to the area. The first assessment was from the A64, from which all drivers are signed to the park and ride sites at Grimston Bar, Askam Bar and the Retail Outlet. The council's philosophy is to capture parking at the edges of the city to reduce car trips into the city centre.

3.2. If drivers do continue to the city centre to park then they usually know the car park they are aiming to park at. However, should they need to park in an alternative car park the car parking signs located on York's Inner Ring Road display limited information and are sparsley located on some secions, offering limited help to drivers, particularly for visitors who don't know the car park locations.

3.3. Observations of the current signage infrastructure include; signs are not always located in appropriate positions for oncoming vehicles to see, signs are too small, signs do not follow on from previous directions, signs do not direct you to the closest car park and signs do not provide enough warning time to perform a safe manoeuvre. Information signs showing either car parking space numbers or indicating that spaces are available in specific car parks were provided on site but the information section was not operational. A plan showing the car park signage is provided as Figure 1 opposite.

3.4. Access to car parks such as St. George's Fields and Piccadilly is restricted due to the road layout and the lack of signing makes them difficult to find. The provision of better access and better signage would improve usage of these car parks.

3.5. In summary, the car park signage once accessing the inner ring road would benefit from rationalisation and a strategy to guide drivers into specific car parks in certain areas of the city. The scheme would also benefit from real time message signs that indicate if spaces are available in the car parks signed.

4. SATURN MODELLING OF THE KEY SCHEMES

4.1. As part of the initial master planning process a number of highways schemes have been identified as being potential improvements to the study area. To enable a high level assessment to take place to understand if the schemes are viable the schemes have been modelled using SATURN to identify any affect the proposed schemes will have on the highway network. The base SATURN models have been obtained from the City of York Councils where the models have been updated and validated in recent years.

4.2. These schemes that have been modelled are the Piccadilly/Tower Street junction, Skeldergate bridge/Tower Street junction, Fishergate gyratory and Bridge Street bus gate. Details of the model outputs are set out below.

4.3. The base model provided was assessed to understand the level of delay on the current highway network in the vicinity of the study area. This level of delay was used as a base to measure all proposed schemes against. The delays in the vicinity of the study area are shown in Figures 2 and 3 (previous page overleaf).

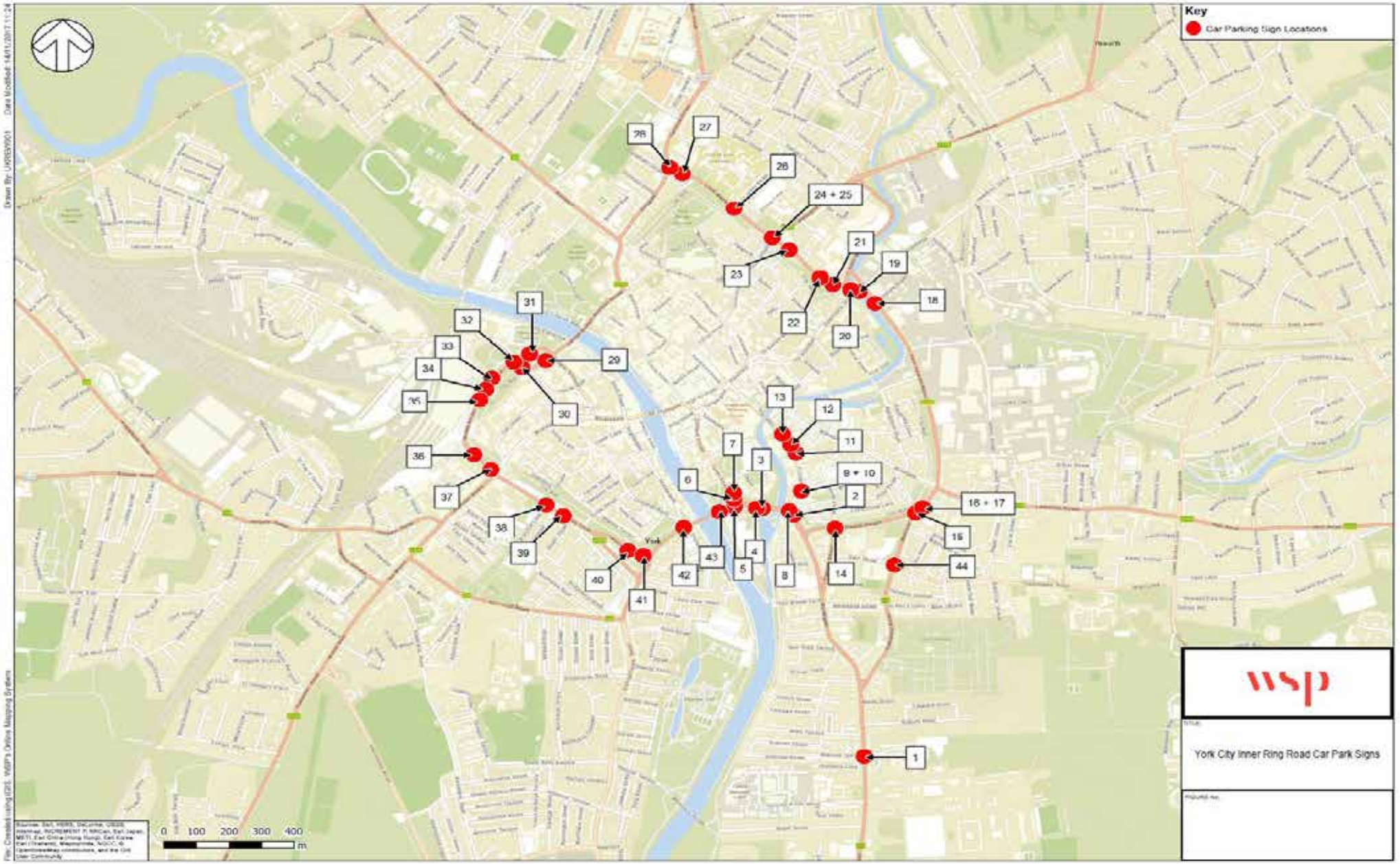


Figure 1 - Inner Ring Road Car Parking Sign Locations

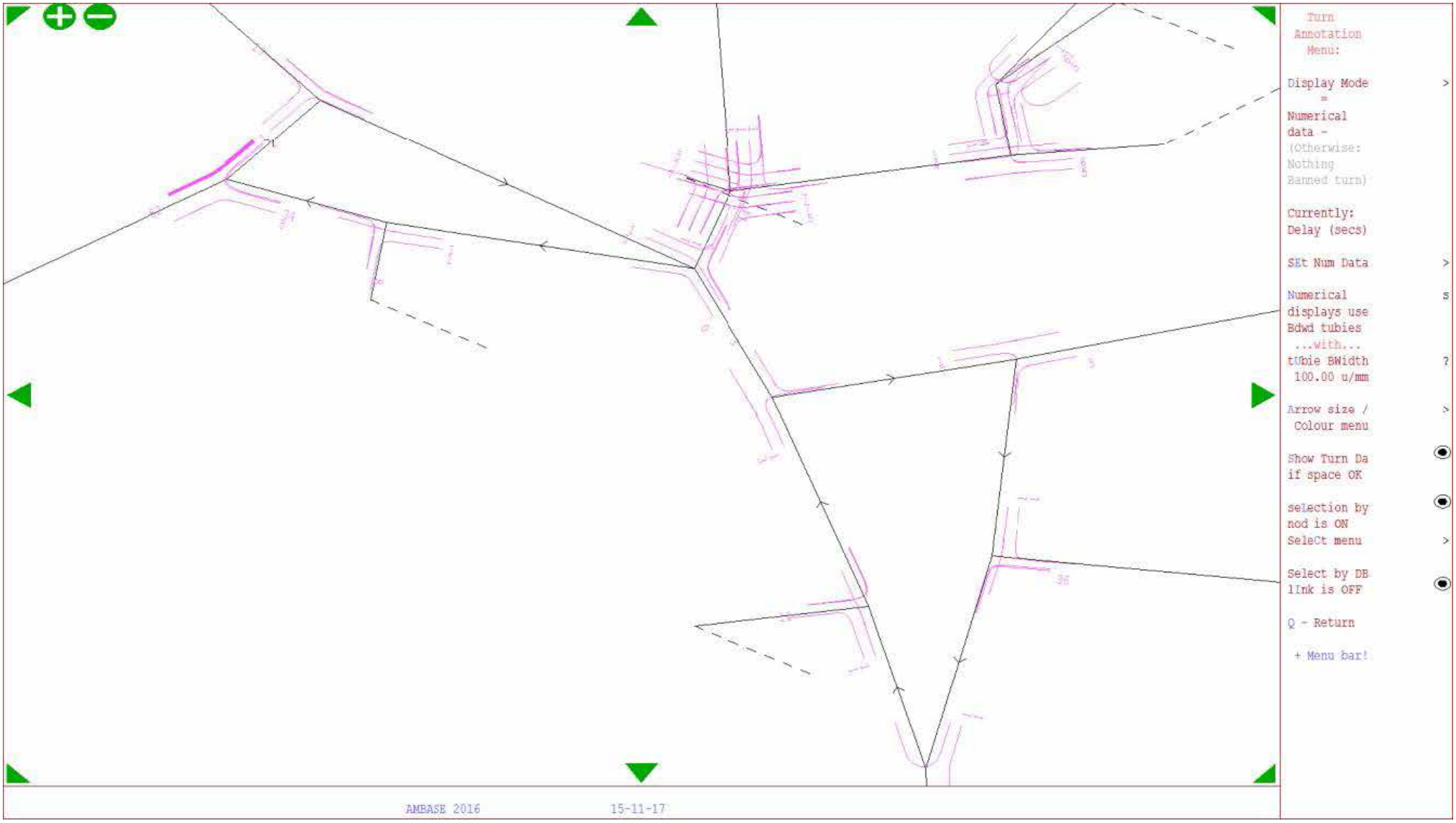


Figure 2 - AM Peak Base Model Highway Network Delays (Seconds)

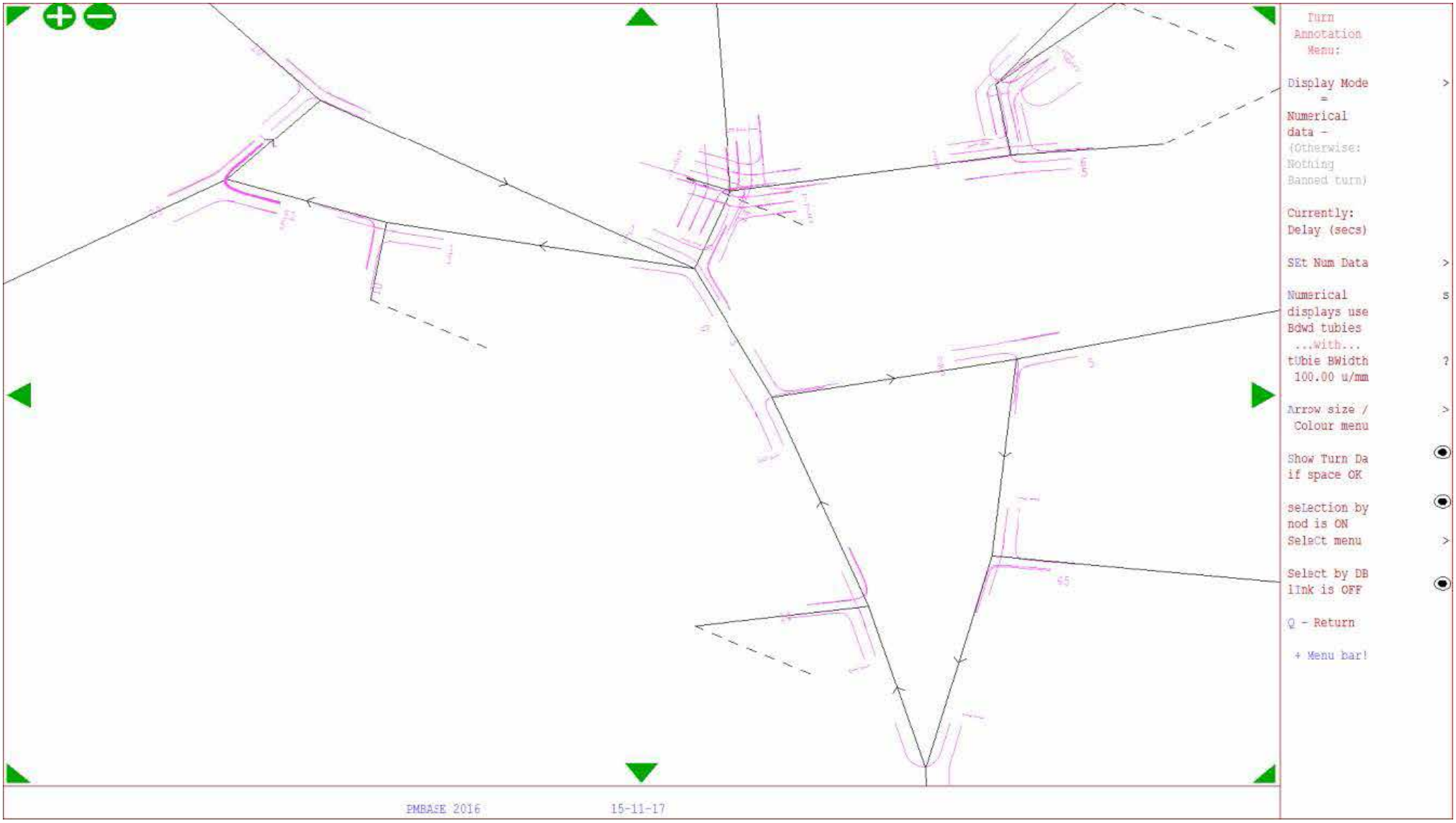


Figure 3 - PM Peak Base Model Highway Network Delays (Seconds)

PICCADILLY/TOWER STREET JUNCTION

4.4. Details of the proposed junction improvements to the Piccadilly / Tower Street junction are shown in Figure 4 and aim to change the priority T-junction left in-left out dual carriageway to a signalised all movement junction.

4.5. A review of the SATURN model outputs demonstrate that the proposed signal layout will operate satisfactory. The modelled scheme does not include pedestrian crossing facilities and so these will need to be co-ordinated with the proposed facilities to the west and the existing crossing facilities to the south to ensure that the Piccadilly junction and the Tower Street corridor operates efficiently. The model also identifies that the Tower Street northbound movement in the AM peak is very sensitive with respect to delays.

4.6. Figures 5 and 6 (overleaf), show the delays at the Junction as a result of the proposed signal layout. The results show that the AM and PM peaks will cause some slight delays to traffic on Tower Street northbound arm, although this is to be expected as there are no signals on this movement at present. It should also be noted that the improvements to the Piccadilly Junction will help to free up capacity at the Skeldergate Bridge / Tower Street roundabout resulting in a reduction of traffic delays.

4.7. Due to the sensitive nature of the northbound approach to the signals on Tower Street a variation of the scheme was considered. It is observed that the right turn movement from the Piccadilly arm is minimal. A possible amendment to the Piccadilly junction would be the removal of the right turn movement from the junction, which would help to reduce delays, as northbound traffic on Tower Street would not be required to stop at the signal junction.

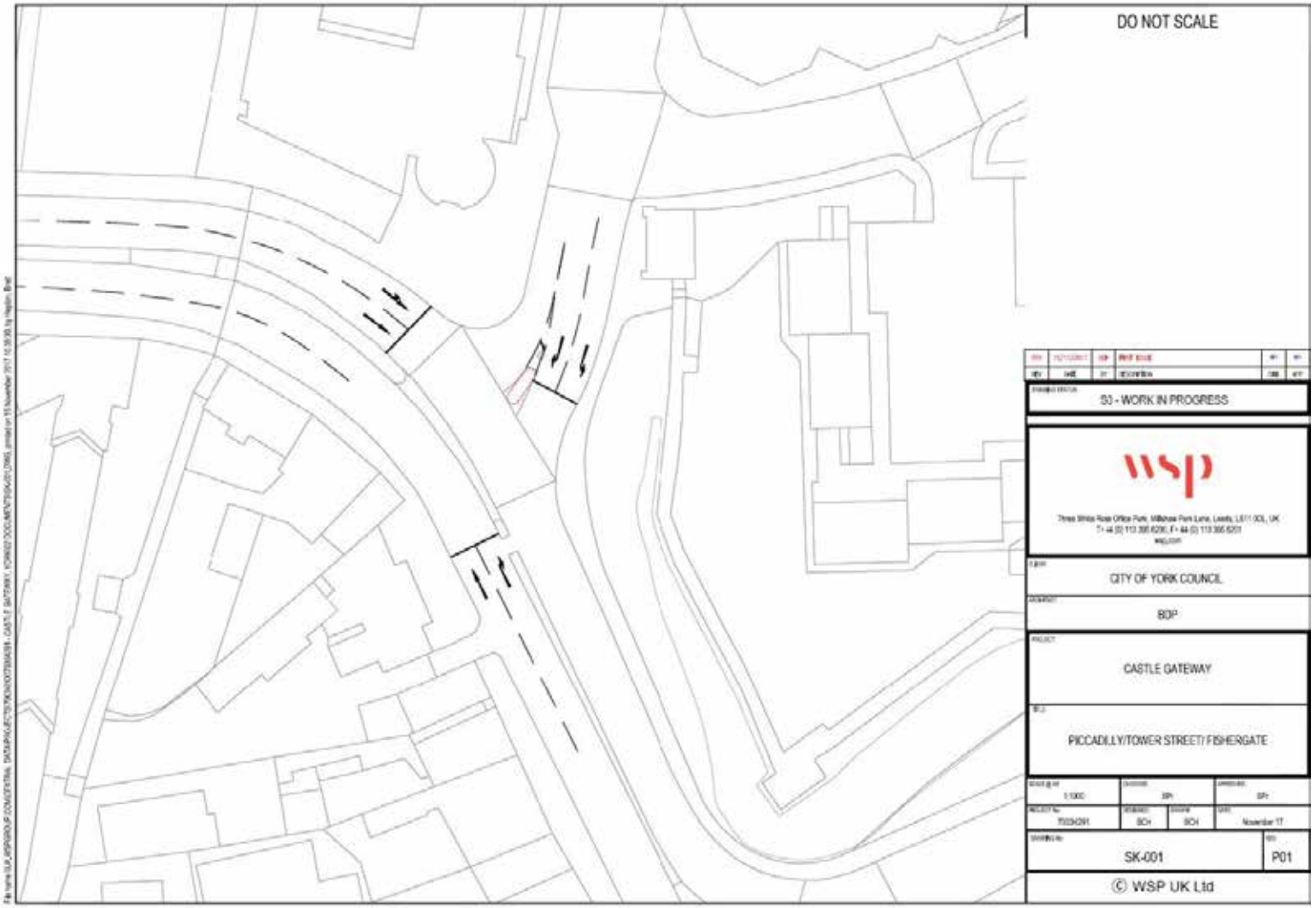


Figure 4 - Piccadilly / Tower Street Junction Layout

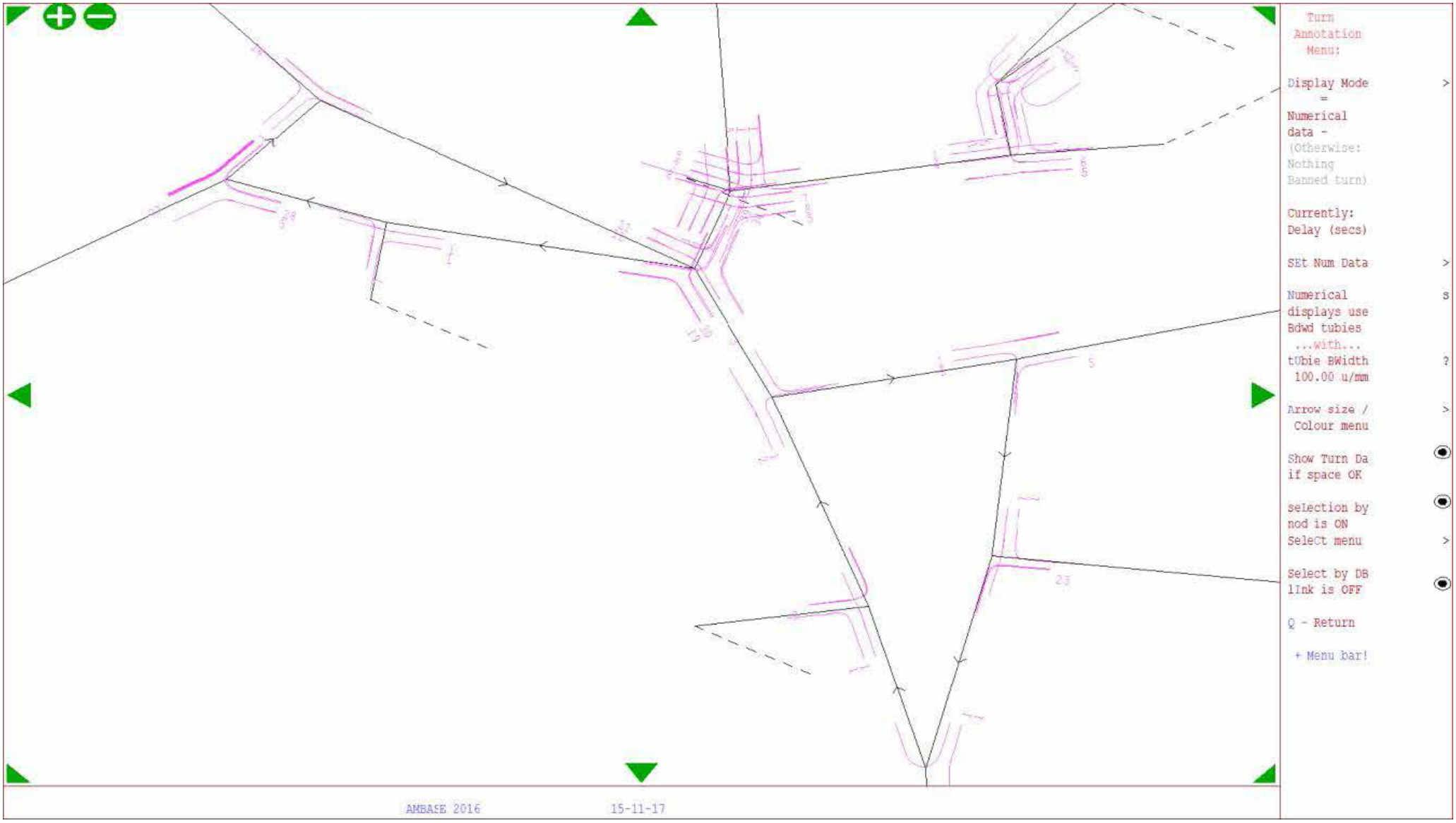


Figure 5 - Piccadilly Junction Improvements AM Peak Delays (Seconds)

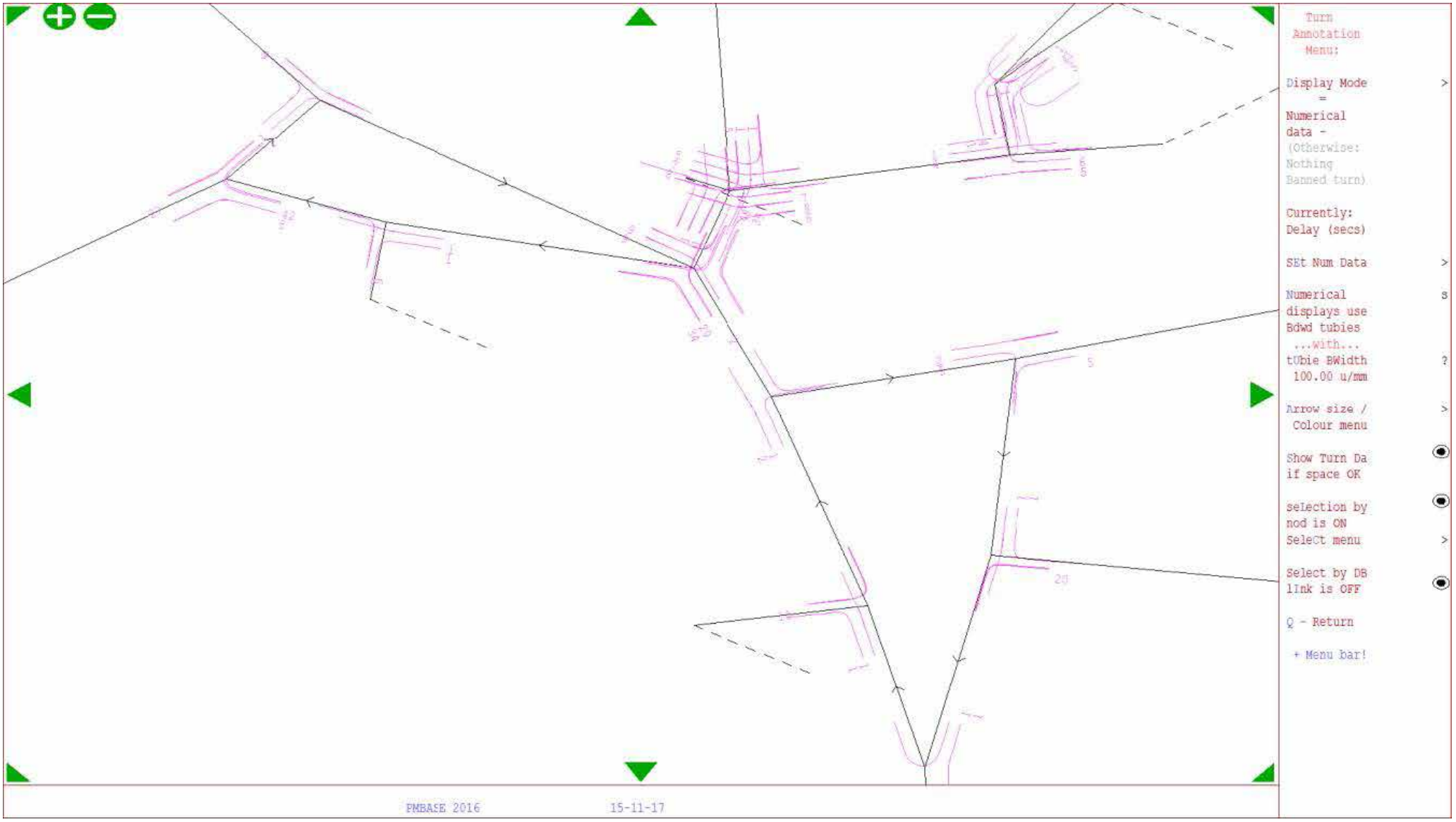


Figure 6 - Piccadilly Junction Improvements PM Peak Delays (Seconds)

SKELDERGATE BRIDGE/TOWER STREET JUNCTION

4.8. It is proposed that the Skeldergate Bridge/Tower Street Junction including the access to St. George's Field Car Park be improved to allow all movements into and out of St. George's Field Car Park. The proposed improvements include the signalisation of the St. George's Field Car Park junction, a signalised pedestrian crossing to the east of the car park access, the removal of the existing island and the continued signalisation of the Skeldergate Bridge Junction. Due to the proximity of the two junctions the SATURN model includes both proposals in the same model to ensure they interact satisfactorily.

4.9. The possibility of a right turn movement, from Tower Street (north), was modelled at the Skeldergate Bridge Junction in the initial models, however, the model outputs demonstrate that the junction would result in excessive delays to traffic. Additionally the right turn movement was minimal and so the right turn facility would provide very little benefit to the junction.

4.10. The current roundabout type island has also been removed as part of the scheme, as the provision of a right turn into Piccadilly and a right turn out of St. George's Fields Car Park would mean the U-turn movements at this junction would not be required. This would enable the road space to be reduced and the monument to be relocated to somewhere more accessible. The Scheme layout is shown in Figure 7 overleaf.

4.11. Figures 8 and 9 overleaf, shows the Skeldergate Bridge Junction AM and PM peak delays respectively. The results identify that the signalisation of the St. George's Field Car Park junction will generate a small delay in traffic due to vehicles giving way to opposing arms. However the outputs also identify that the junction improvements will help to reduce delays on both Skeldergate Bridge and Tower Street (S) arms.

4.12. The models included a 2 lane approach to the signals when travelling southbound on Tower Street. As the new layout will result in traffic using the nearside lane to continue around the inner ring road and traffic in the offside lane continuing to St. George's Field Car Park. The level of traffic from this arm is approximately 400 in both peak periods and as such an option may be to reduce the lanes on this approach.

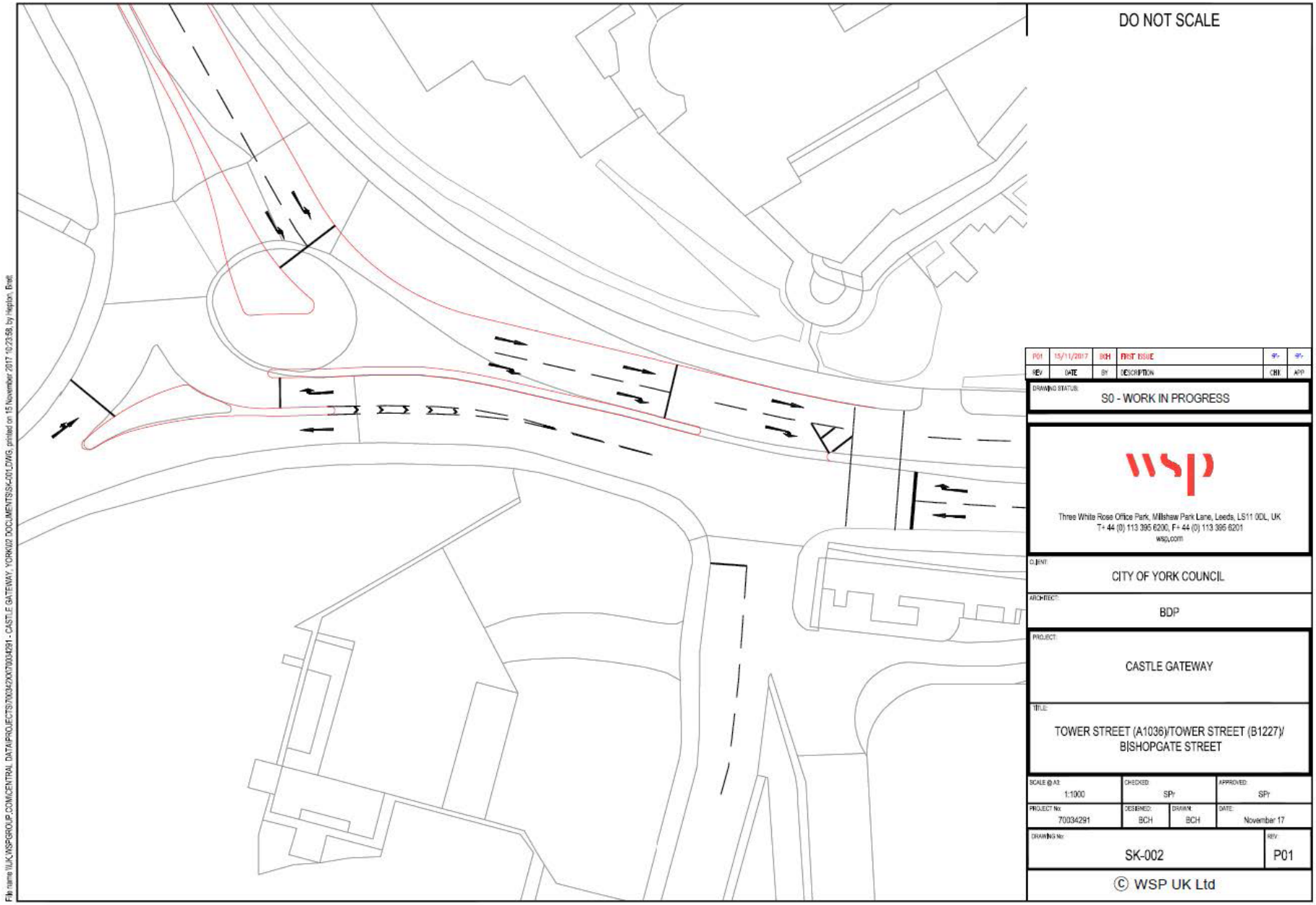


Figure 7 - Skeldergate Bridge / Tower Street Junction Layout

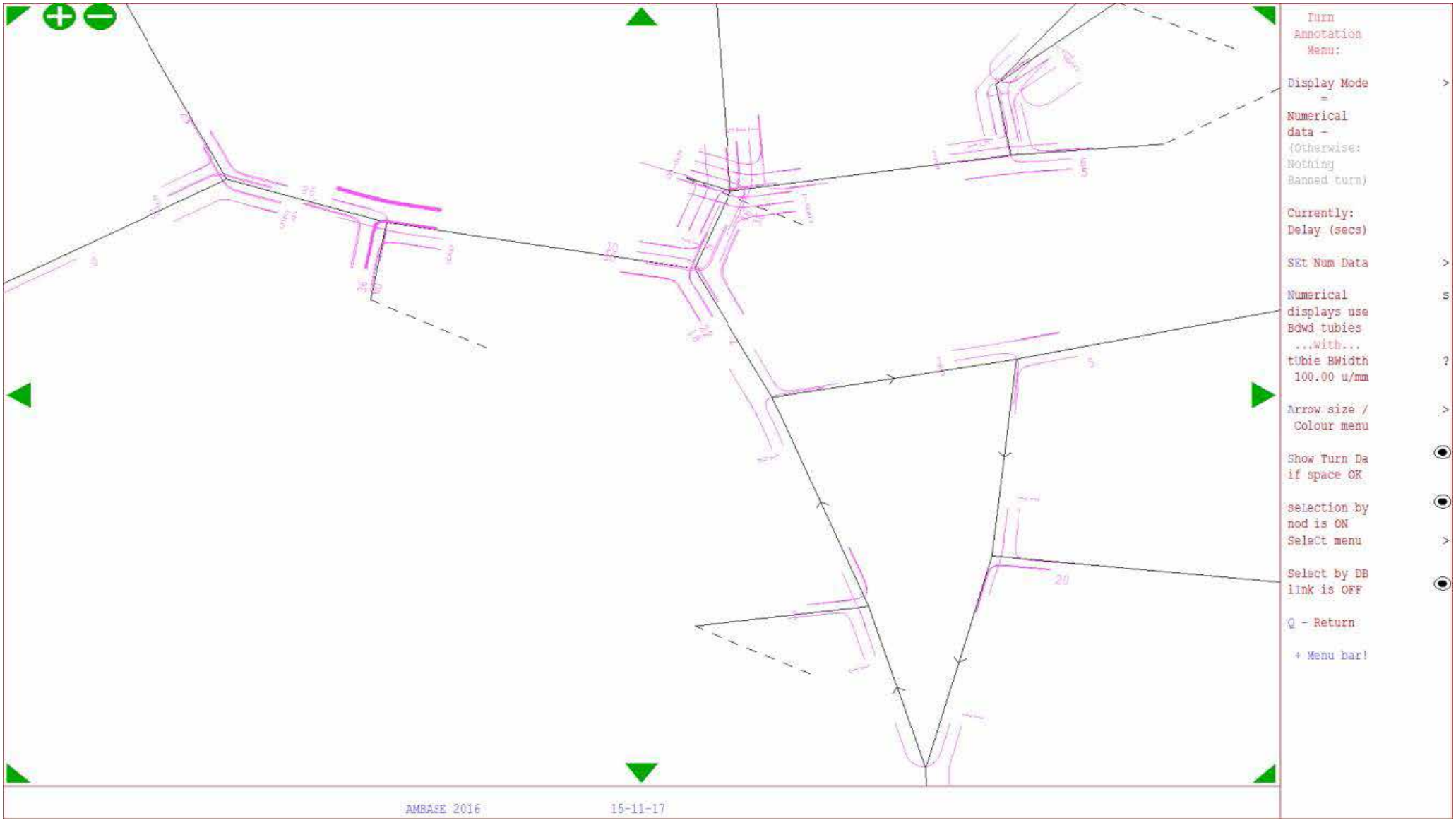


Figure 8 - Skeldergate Junction Improvements AM Peak Delays (Seconds)

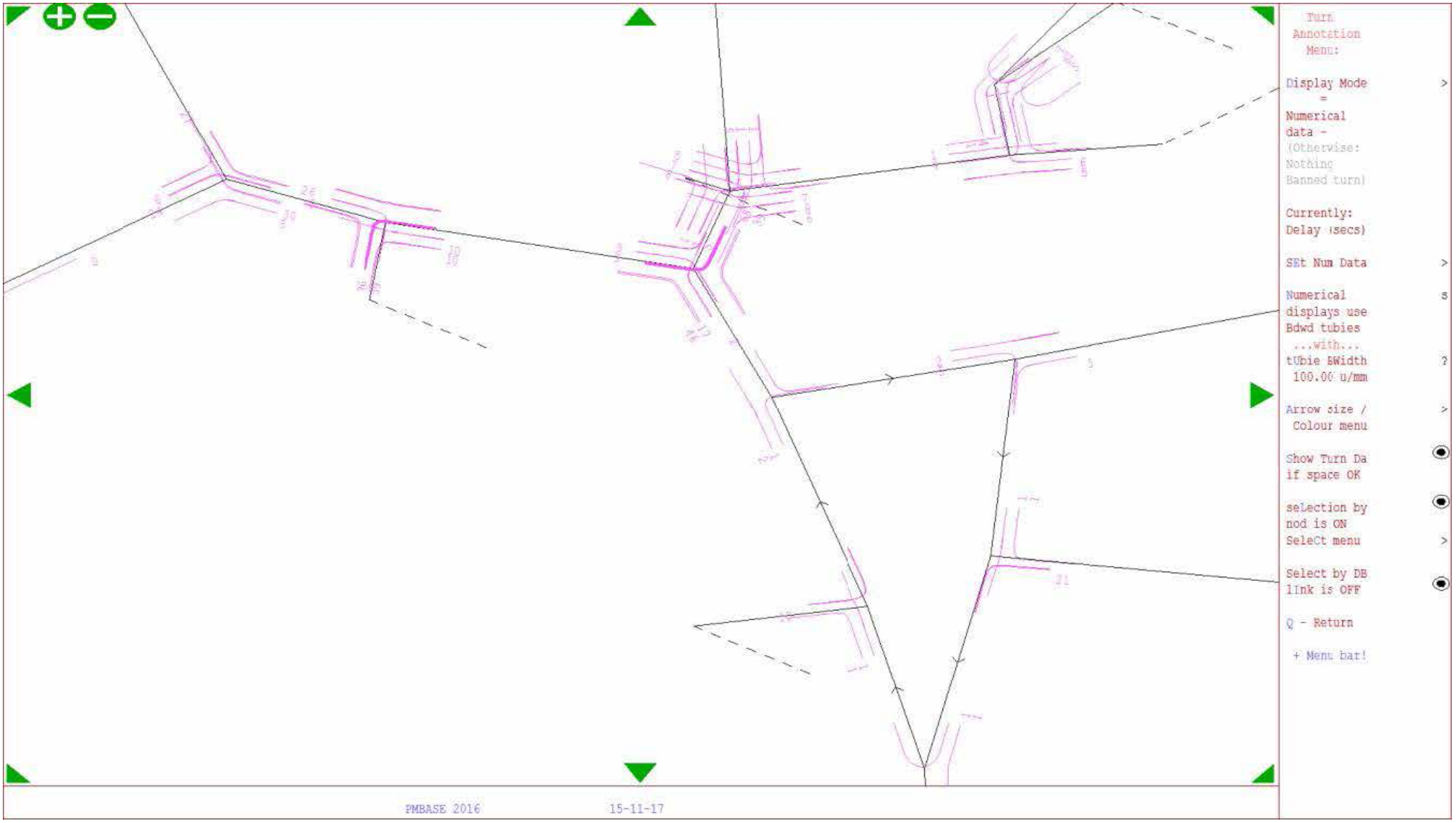


Figure 9 - Skeldergate Junction Improvements PM Peak Delay (Seconds)

FISHERGATE GYRATORY

4.13. Images provided by the Civic Trust were used to base the alternative Fishergate Gyratory layout upon, the proposed improvements were then input into SATURN. The layout is shown in Figure 10 overleaf and shows that two way traffic movement is suggested around the majority of the gyratory.

4.14. The results as shown in Figures 11 and 12 overleaf demonstrate that the proposed layout would experience significant capacity issues which would not benefit the local area. It can also be concluded that the improvements to the pedestrian and cycle facilities would be limited and would not be better than those already in place.

4.15. It is therefore suggested that further work should be undertaken at this junction to determine the need for the road space provided in certain areas of the gyratory and to improve the environment/ movement for pedestrians and cyclists.

BRIDGE STREET BUS GATE

4.16. The Bridge Street bus gate proposal will restrict access across the bridge to busses, cycles and taxis which will result in the diversion of all other vehicles. This scheme would remove a lot of through traffic from the city centre and would allow better public realm to be provided for pedestrians and cyclists.

4.17. Outputs from the SATURN model identify that proposed scheme will cause significant delays on the inner ring road at several junctions. The most affected junctions include;

- Station Road/Station Avenue gyratory
- Blossom Street/Nunnery Lane Junction
- Skeldergate Bridge/Tower Street Junction

4.18. Whilst the scheme would be beneficial for the city centre streets, further consideration should be given as to how to reduce traffic through the above junctions to enable the proposed bus gate improvements and associated benefits to York City Centre to be acceptable with respect to delays on the inner ring road.

4.19. In summary, it can be seen that the proposed signalised junctions on Tower Street would operate satisfactorily, however, the proposed layout for Fishergate gyratory and the Bus Gate on Bridge Street would result in significant delays on the road network. It should be noted that the modelling has been undertaken at a high level and the ability to accurately model pedestrian and cycle facilities is limited. Once preferred schemes have been developed, individual junction modelling should be undertaken to assess the junctions further.

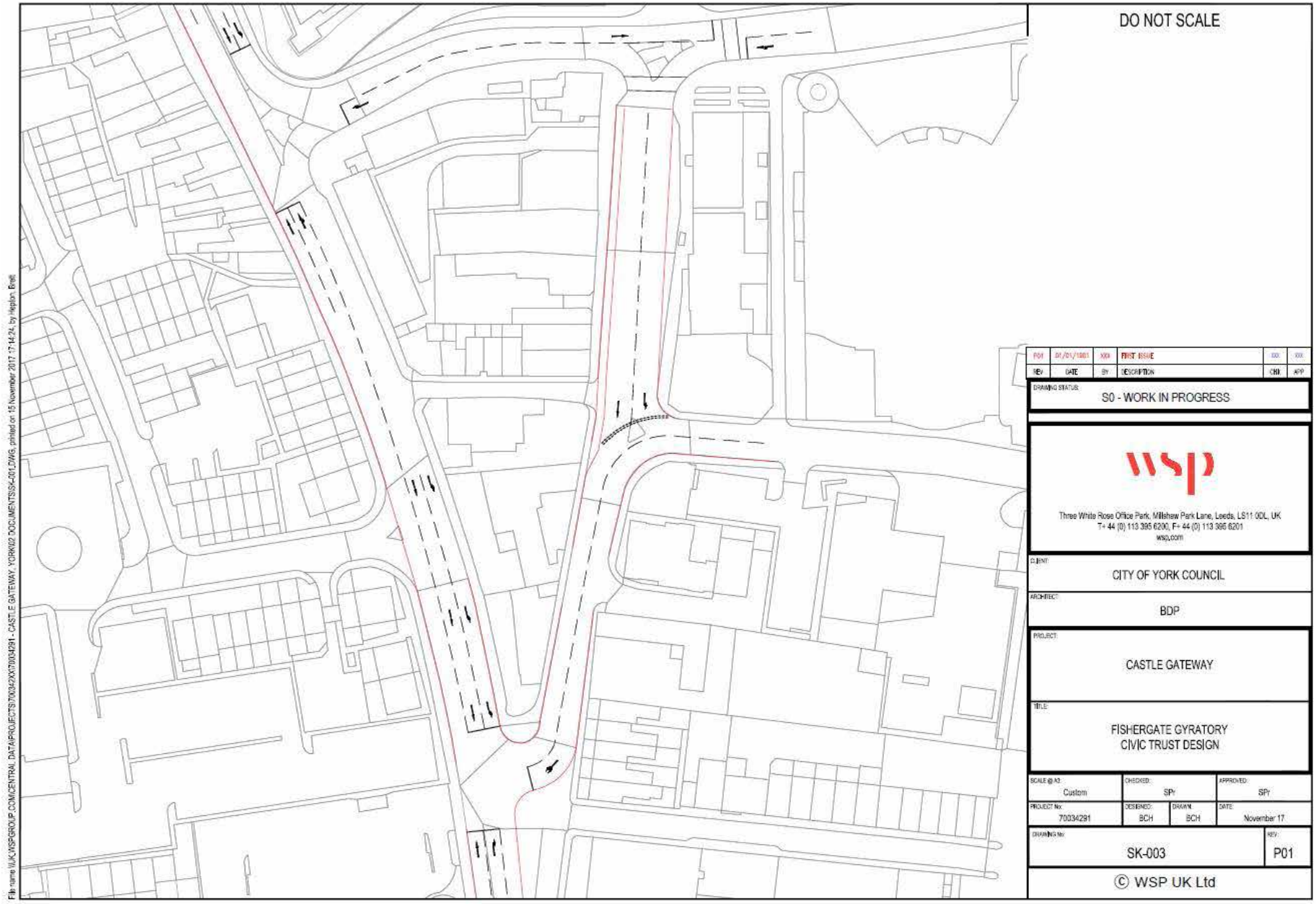


Figure 10 - Skeldergate Bridge / Tower Street Junction Layout

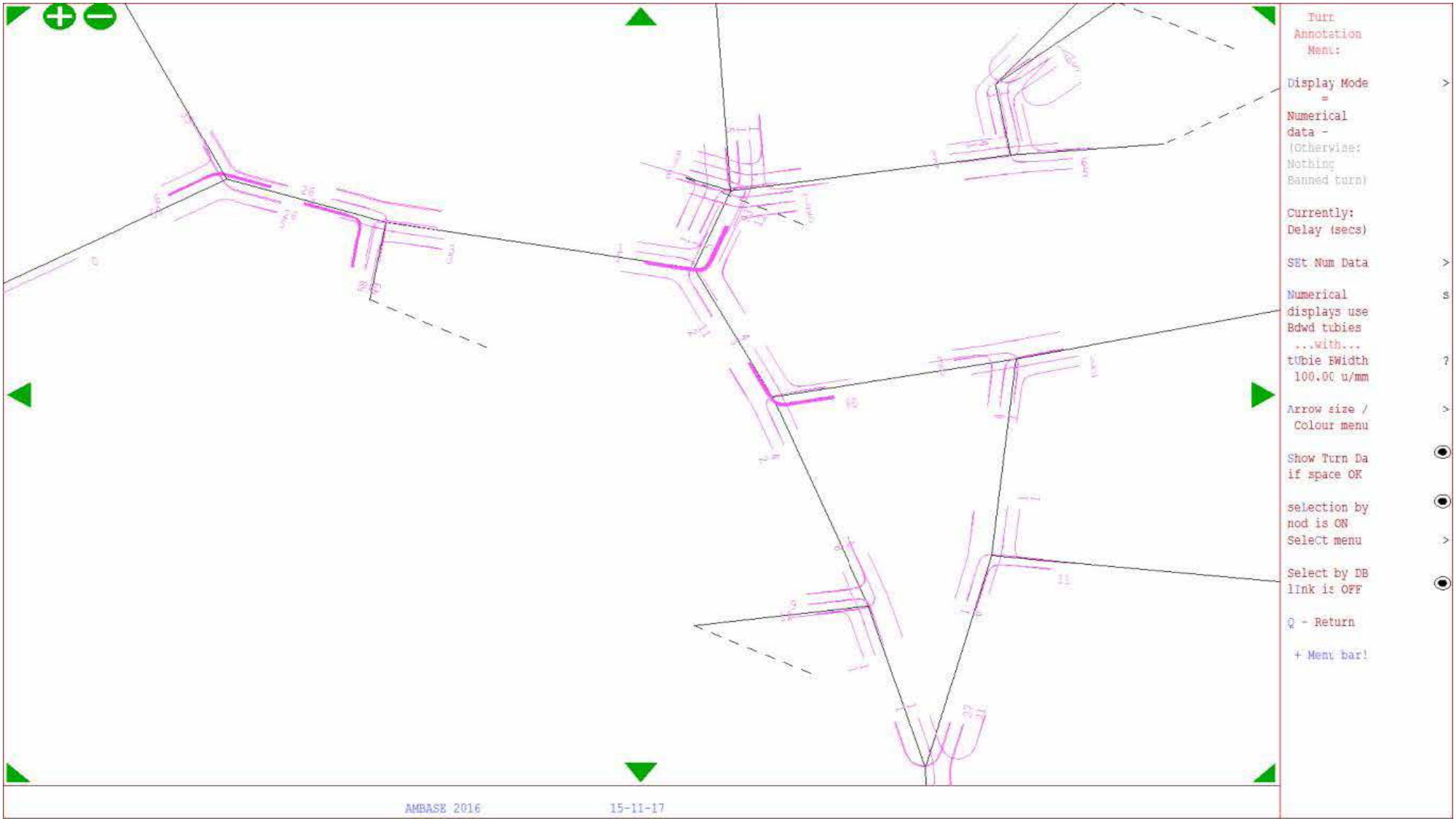


Figure 11 - AM Peak Fishgergate Gyratory Model Highway Network Delays (Seconds)

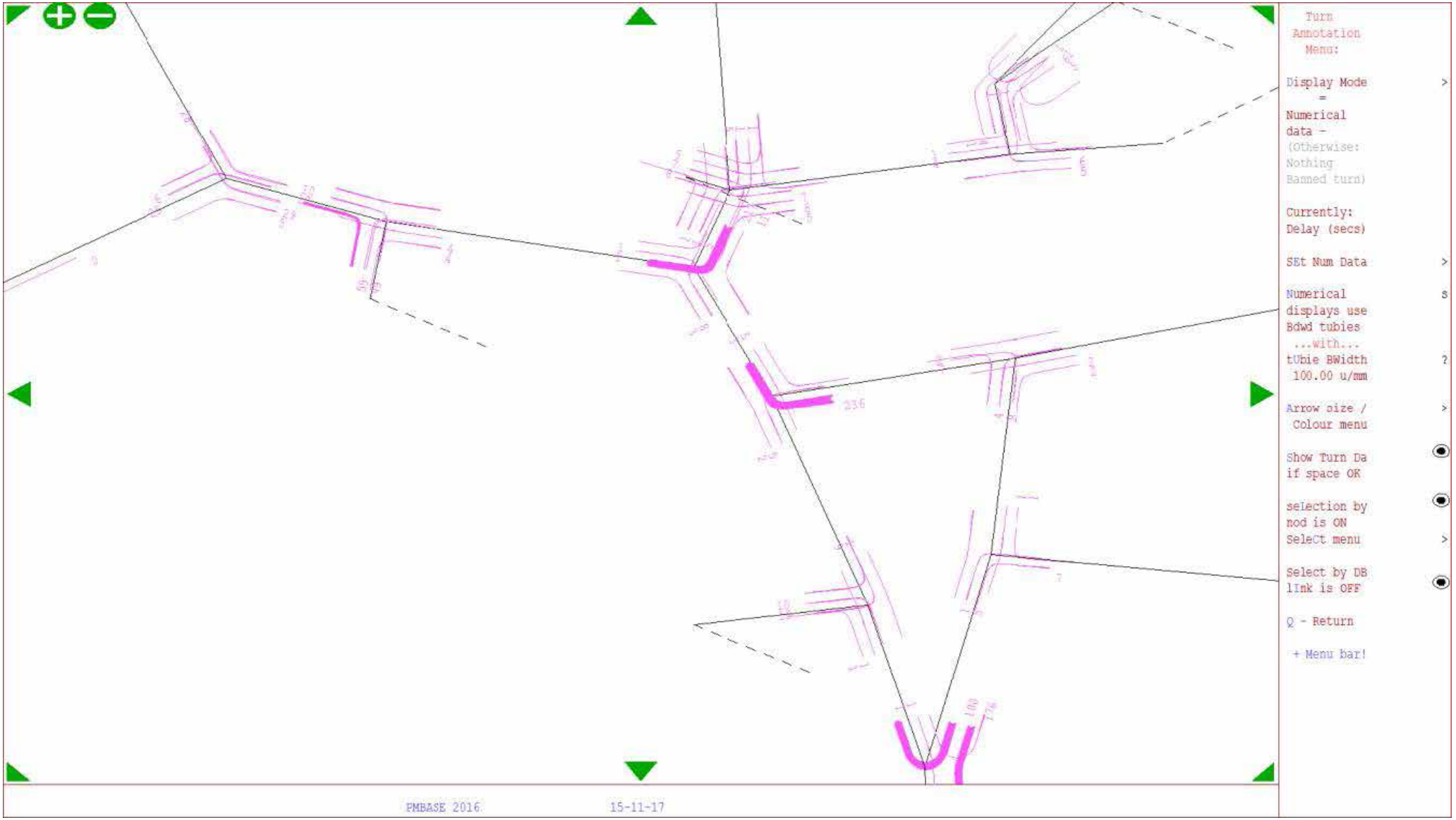


Figure 12 - PM Peak Fishergate Gyratory Base Model Highway Network Delays (Seconds)

5. PUBLIC REALM SCHEMES

5.1. As part of the masterplan study other public realm works have been identified that may affect the highway capacity. These schemes are identified below and have been assessed individually based on traffic flow data from the SATURN model provided by the Council.

COPPERGATE

5.2. It is proposed that Coppergate is made one way in a westbound direction so that more footway space can be provided and to ensure the road provides less of a severance in the city centre. SATURN base flows identify that the number of buses which travel along Coppergate equate to 66 eastbound movements and 102 westbound movements in the AM peak and 66 eastbound and 103 westbound movements in the PM peak. The removal of the eastbound movement means that 66 buses will now be diverted southbound on Tower Street, this equates to approximately one vehicle every minute which will have a negligible impact on the existing highway network.

5.3. To cater for the diversion of eastbound buses onto Clifford Street and Tower Street it is proposed that current bus stop provision is reviewed to ensure the buses will continue to run efficiently. The possible reduction in road space on Tower Street, discussed below, would allow the provision of additional stops if necessary.

TOWER STREET AND PICCADILLY

5.4. The masterplan identifies schemes to reduce road space on both roads, the space gained would be available for pedestrians and cyclist and would allow other functions to be provided on the available space.

5.5. The Base 2016 scenario of the SATURN model identifies that on Tower Street 815 two-way movements and 860 two-way movements are performed in the AM and PM peak respectively. These two-way flows are below the recommended capacity levels, provided in the Design Manual for Roads and Bridges (DMRB) TA 79/99, for the UAP3 road type of 900 one-way hourly flows. This demonstrates that there is spare capacity on the highway to cater for the proposed narrowing of the existing Tower Street carriageway. The proposed works will not have a detrimental impact on the highway network.

5.6. Similarly to Tower Street, the Base 2016 scenario identifies that the two-way movements on Piccadilly are below the recommended DMBR guidelines, as detailed in TA 79/99, for a road type of UAP3. The SATURN model outputs demonstrate that 351 two-way movements and 405 two-way movements, in the AM and PM peak respectively, travel along Piccadilly. This demonstrates that there is spare capacity on the highway to cater for the proposed narrowing of the existing Piccadilly carriageway. The proposed works will not have a detrimental impact on the highway network.

ONE WAY SECTION ON PICCADILLY

5.7. The provision of a one way section on Piccadilly between Merchantgate and St Denys Road would allow a gyratory to be formed. The one way would operate northbound to compliment the one way systems in place on the roads in the vicinity of Piccadilly. The additional space gained would allow the provision of public open spaces and the possibility of schemes such as pop up cafés etc.

5.8. From the SATURN models the level of traffic travelling south on Piccadilly is less than 300 vehicles in any one hour which could be accommodated on Merchangate, Walmgate and St Denys Road. This scheme will benefitted further by the recent reversal of the one way system on Fossgate which would take traffic away from this area rather than towards it.

5.9. It is acknowledged that Piccadilly is used for diverted busses to travel southbound and to avoid Walmgate and Walmgate Bar. Any scheme would take this into consideration.

6. CONCLUSION

6.1. The relocation of car parking spaces from Castle Car Park would not have a detrimental effect on the operation of the road network.

6.2. The car park signage would benefit from rationalisation and a strategy to guide drivers into specific car parks in certain areas of the city. The scheme would also benefit from real time message signs that indicate if spaces are available.

6.3. It has been established that the proposed signalised junctions on Tower Street at Piccadilly and St. George's Field / Tower Street (north) would operate satisfactorily. However, the proposed layout for Fishergate gyratory and the Bus Gate on Bridge Street would result in significant delays on the road network. It should be noted that the modelling has been undertaken at a high level and the ability to accurately model pedestrian and cycle facilities is limited. Once preferred schemes have been developed, individual junction modelling should be undertaken to assess the junctions further.

6.4. The public realm improvements could go ahead without having a detrimental impact on the operation or the adjacent highway network.

Appendix II: Approach to Flood Resilience and Technical review of River Foss Bridge Options

APPROACH TO FLOOD RESILIENCE

The Castle Gateway masterplan provides an opportunity for a new chapter in the relationship between York and its two rivers the Ouse and the Foss. The site sits at the confluence of these two rivers which has historic significance for the city but also represents a historic and on-going flood challenge.

As set out within Section 6 of the Stage 1 report, large parts of the Castle Gateway lie within areas at high risk of flooding. The preferred masterplan will therefore need to consider flood risk from a new perspective. Flood resilience can be achieved through the design of buildings, roads and public realm which are adapted to the dynamics of river systems.

Elements of flood resilience can be revealed and exposed to raise awareness of the issue whilst celebrating river environments as a city resource, both for people and nature.

The Environment Agency is currently undertaking an updated assessment of flood risk across the Castle Gateway area. This presents the opportunity to combine the intentions of the masterplan with upgrading flood resilience and flood defences.

The newly improved Foss Barrier and pumping station at St. Georges Field comprise the first technical element of flood resilience upgrading across the area, but the wider York Castle Gateway area itself however presents further potential to become a flood resilience asset to the city in itself.

The following provides a summary of the key flood resilience considerations to be considered in the production of a preferred masterplan for the Castle Gateway:

- No development should take place within the area needed for flood conveyance;
- The flood storage capacity should not decrease, and schemes should preferably increase flood storage capacity;
- Any decrease in flood storage capacity as a result of a proposal should be compensated elsewhere;
- Any development within an area of flood risk should provide routes for evacuation during times of peak flow;
- Any development proposal should ensure maintained access to the Foss Barrier and pumping station;
- Any development proposal should consider the storage of vulnerable equipment and service networks above flood level.

Key potential flood resilience interventions may include the following:

- Small scale interventions in public realm to reduce flood risk, for example raising the street level of Tower Street during reconstruction.
- Integrate planned flood protection measures of the Environment Agency (e.g. 0.8 m high wall and flood gates along edge of Tower Gardens; demountable walls along King's Staithes and Skeldergate.)
- Minimise impact of potential

new developments within Tower Gardens as this is located in flood zone 3b and designated as green space.
- Ensure there is no loss of flood conveyance and storage capacity in St George's Field due to the proposed multi-storey car park as this lies in the flood risk zone 3b.
- Use floodproof materials below 1:100 years climate change design levels to reduce the impact of flood damage.

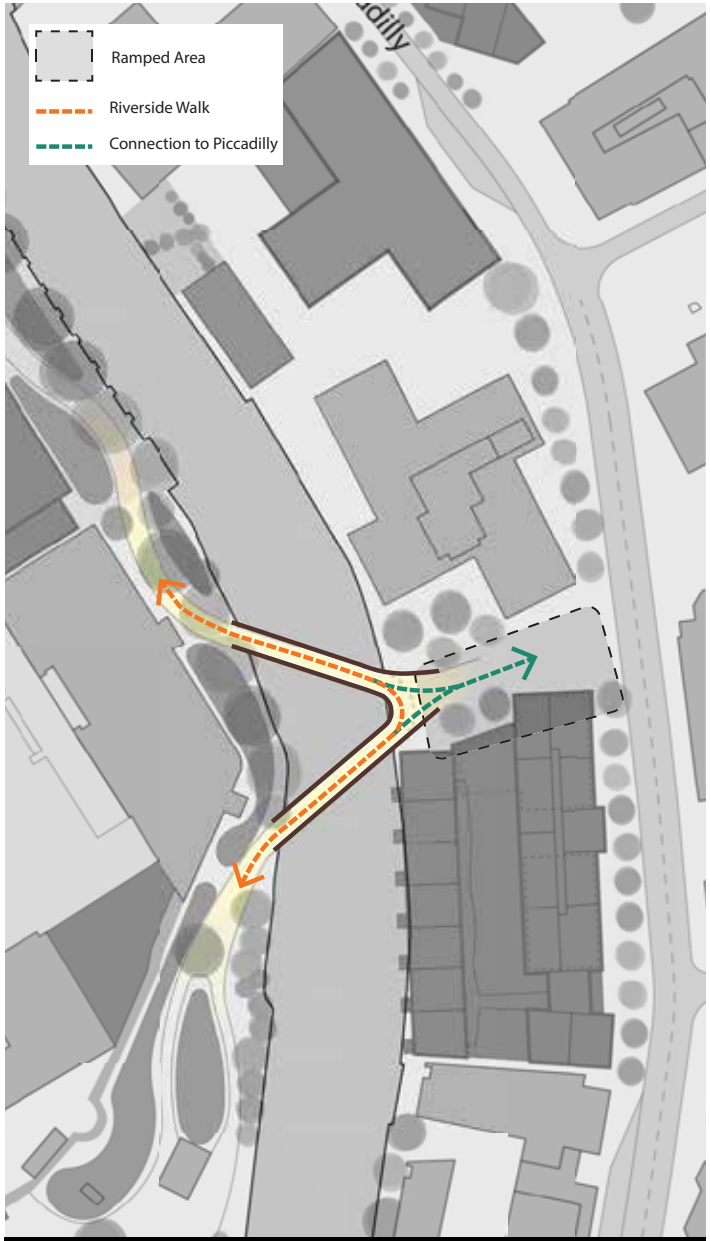
TECHINCAL REVIEW OF RIVER FOSS BRIDGE OPTIONS

The following presents diagrammatic plans of the three broad options considered for the configuration of a bridge across the River Foss, providing a pedestrian and cycle connection between Castle Mills and a riverside walk on the west bank of the River Foss.

Option 1: Proposes a 'V-shaped' bridge, connecting the riverside walk on the west bank of the River Foss to a ramped area, linking through to Piccadilly north of the Castle Mills Car Park site. Landing the bridge on the Piccadilly side of the River Ouse, this proposal overcomes the issue of limited space around the Castle wall whilst ensuring the continuation of a north south connection along the river corridor.

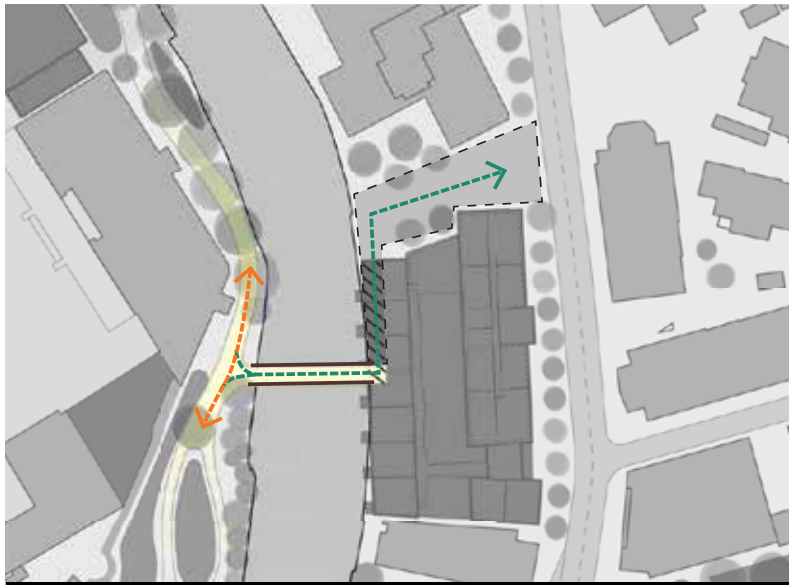
Option 2: Proposes a '3 legged' structure with a raised central platform that serves to maintain a riverside walk along the western bank of the River Foss around the Castle wall.

Option 3: Proposes an alternative short, straight bridge across the River Foss. Whilst this provides a simple solution for the bridge itself, it result in the sterilisation of some of the Castle Mills development site, and does not address the narrow bank between the Castle wall and the River Foss.



OPTION 1


OPTION 2


OPTION 3

BRIDGE ASSUMPTIONS

It is envisaged that a bridge across the River Foss would be 4 metres wide to allow for comfortable movement for both pedestrians and cyclists. This would span a length of approximately 48 metres from side to side.

It is considered that the bridge would provide for pedestrian and cycle access at a 'human-scale' appropriate to the city-centre location including existing and proposed development densities.

Following consultation with the Environment Agency it is assumed that the bridge soffit needs to achieve both navigational requirements for the River Foss as well as new flood design levels. In order to achieve this two types of bridge have been considered:

- An arching bridge - may have the undesirable effect of blocking views to both the River Foss and the Castle area, but has potential for a more compact layout.
- A cable stayed bridge - offers a more aesthetic view to the river, but the length of the crossing will make the siting of the pylons and cables challenging, with four pylons anticipated to be required and aedequate spacing for cable ties placing constraints on the layout of any future development of the Castle Mills site on Piccadilly.

Several constraints require more detailed investigation, including detailed level information on both banks of the River Foss.

Compliance with disabled access requirements and the height of the bridge required to satisfy rising flood levels may result in significant ramping on both sides of the bridge span. In particular, a significant level change between Piccadilly (+9.00) and the top of any bridge deck span (approximately +11.67) will need to be considered. It is antipated that a top deck level of approximately +10.50 could be achieved should flood level requirements be reduced.

BRIDGE FEASIBILITY ASSESSMENT

The following preliminary feasibility assessment highlights some of the technical challenges and constraints anticipated, as well as a number of potential design implications for a span across the River Foss between Ryedale House and Castle Mills.

Three sources of information have been used to inform this assessment:

1. The river Foss scoping report by ARUP d.d. 17 february 2017.
2. Flood risk assessment Ryedale House York by BWB d.d. 07/06/2017.
3. Information from Environment Agency about flood and bridge levels.

The ARUP report (ref. 1) is a study for a footbridge which is located 50-100 metres upstream of the proposed location shown in Options 1, 2 and 3. This documents provides information regarding landing levels and ground conditions in the local, and gives suggestions for bridge types with perpendicular river crossing.

The Ryedale House report (ref. 2) has been used to obtain information regarding street and landing levels on the Piccadilly side of the River Foss.

Additional information has been obtained through discussion with the Environment Agency (EA) (ref. 3) to provide guidance on flood levels in relation to the minimum height requirement of a bridge, based on the most recent modelling conducted by the EA presented in the Stage 1 report. Further informal information has also been provided by the EA in January 2018 in regards to the necessary design levels for the bridge soffit. It should be noted that bridge levels are lower than the levels mentioned in the ARUP report, which cite flood modelling conducted in 2013.

Given the uncertainty around the minimum bridge level to be used, two options have been assessed:

Higher Landing Level

The ARUP report states:

"For the purposes of this scoping study, the new footbridge soffit is proposed to be 11.27m AOD. This level gives a freeboard of 300mm above the extreme flood level and over 1.3m above the current 1:100 year flood level. The EA usually stipulate a minimum freeboard of 600mm above flood levels, but in this case where there is a low bridge immediately upstream of the site a reduced value should be acceptable to them and the bridge deck itself designed to withstand impact from floating debris.

In order to minimise landing levels a 400mm structural allowance (including finishes) is proposed based on a footway width of 4m and a transverse span to depth ratio of 10:1. Therefore the proposed finished landing levels on the east and the west banks is provisionally proposed as 11.67m AOD."

Lower Landing Level

Lower landing levels would have a great impact on the inclination of the access ramps and therefore also on the design of the bridge and the access ramps.

Information provided informally by the EA in January 2018 about flood levels confirmed that for a new bridge across the River Foss the bridge soffit needs to be 600mm above whichever is greater of the defended or undefended 1:100 level. In addition, considerations need to made so that the River Foss can remain navigable under normal conditions.

A lower landing level assumes:

- A 1/100 year exceedance of +10.07m AOD (undefended greatest);
- A freeboard level of 0.6 meters; and
- A minimum soffit level of +10.67 m AOD (only required at mid-span)

It is unknown whether the above freeboard specification would be required along the whole span of the bridge, or at mid span only. The Hungate bridge located upstream, has a mid-point soffit of +10.70 m sloping to landing levels at the quayside of +10.15 m and +10.00 m AOD. These heights are consistant with the assumptions made above, however the design study reviewed was prepared in 2008 indicating the bridge was designed prior to more recent flood modelling carried out after December 2015.

It is unknown whether the Hungate bridge is designed at a minimum soffit level of +10.70 m AOD (at mid-span) or at a minimum level of +10.00 m AOD at the landings. Nevertheless, mid-point soffit and landing levels from the Hungate bridge are taken as a reference point for the 'lower landing level' options.

Ground Conditions and Foundation Requirements

In the ARUP report it is stated that:

"ARUP previously carried out a desk based study for a previously proposed development of the Castle car park site which included an assessment of ground conditions in the Castle area. The following approximate ground sequence was identified in the Castle Piccadilly area:

- Made ground to approx. +6m AOD
- Soft silt/clay (sand and gravel neat the base) 6m thick to approx 0 AOD
- Firm to stiff gravelly clay 3m thick to approx -3m AOD
- Sand over weathered sandstone below approx -3m AOD
- Water at around 3m depth, say approx. +5m AOD.

It is mentioned that piles approximately need a length of 15 meters to toe into the sandstone. This is a logical conclusion according to the soil conditions. The length of the piles is used to estimate the distance needed between retaining walls and the toe of the new piles.

Layout A

OPTION 1A- ARCHED BRIDGE

Bridge Type - As described in the ARUP report, a shallow arch bridge is proposed. This type of bridge results in a slender deck which is preferable to reduce the inclination of the access ramps. The arch however needs a height of approximately 5 meters in total. It is possible to reduce this height but the consequences are:

- More construction material is needed which would increase the price.
- Risk of human induced vibrations. In order to reduce these vibrations possibly mass needs to be added (concrete deck) or Tuned Mass Dampers need to be installed. This set of measures also increases the price.

Span of the Bridge - To reduce the costs of the bridge, it is divided into two separate spans of approximately 46-48 meters. For the same reason, the spans are designed straight in plan, not curved. Especially in this case where construction height needs to be limited and the spans are challenging a curved bridge would be excessively more expensive and feasibility can be questioned.

Access Ramps - Given the top level of the deck +11.67 m AOD the slope of the access ramp on the east bank would be approximately 10 %. This will be too steep for disabled people to access the bridge without additional provisions such as landings. Therefore an access ramp would need to be provided. The length of the access ramp is approximately 3 times 23 meters. This results in a slope of 4 %. Consequences are that the access ramp needs to be 9-12 meters wide in total (depending on the minimum width of the ramps). This has implications for the design of the new building located south of the ramp, and may prove challenging to integrate into the urban environment.

If the lower landing levels are acceptable, as drawn in bridge option 2, then an inclination of 3.5 % is possible in combination with a shorter ramp of 2 times 23 meters. The width, however, of the access ramp is in this case the same as for the higher landing levels. The 'third' path, which is flat, is the access from the street towards the bridge where the 2 times 23 meter slope starts.

Viewing Platform - A viewpoint in between the two bridges on the east side of the river bank is suggested as an option, and would support the experience of the two bridges as one continuous bridge which snakes across the river. However, in the case of an arch bridge the views up and down the river will be mainly blocked by the superstructure, and the view towards the castle may appear 'caged'. The design implications of this need to be explored in detail, but suggest initially that an arch bridge may not be most appropriate given the span, width and doubled nature of this bridge.

OPTION 2A - CABLE STAYED BRIDGE

Bridge Type - A cable stayed bridge can reach the same deck slenderness as an arch bridge, as shown in appendix option A-2. The main dimensions are roughly determined from literature study and comparison to the Hungate bridge. Given the span of 46 meters, pylons would be needed on both sides of the river bank. The height of the pylons will be some 15 meters above ground level. The concept of single pylons on one side was rejected based on the historical nature of the site, and anticipated sensitivity towards and overly high structures.

The foundation of the bridge will be more expensive and will also need more space. This will impact the surrounding buildings, and exact location and feasibility would need to be studied in more detail.

Span of the Bridge - The advantage of a cable stayed bridge in relation to the arched bridge is that a slightly curved deck in plan is possible.

Access Ramps - The slenderness of the deck is roughly the same as for the arch bridge. Again, with the lower levels only 2 ramps at 3.5 % would be needed.

Viewing Platform - A viewpoint in between the two bridges on the east side of the river bank is suggested as an option. In comparison to an arch bridge design, the view from a cable stayed bridge would not be blocked. However, as shown in the sketch in the appendix, cables from both spans would land right in the middle of the platform partly blocking the view.

OPTION 3A - UHSC Bridge

Bridge Type - If an arch or cable stayed bridge is not desirable because of the construction height, it is possible to design a flat bridge. The total height of the construction is then less than 3 meters but the thickness of the deck is higher. The consequence of a thicker deck is that the top level of the deck is raised which results in higher inclination of the access ramps.

In Eindhoven in the Netherlands a UHSC bridge is built with a span of L = 21.4 m and a thickness of h = 0.4 meters. A rough estimation would give a construction height of h = 1.25 - 1.5 m for a span of L = 46 m. The concept of building this slender with UHSC is new so there is a risk of feasibility for making the deck this slender.

Access Ramps - Since the construction height of the deck is bigger, this design looks only feasible if lower landing levels are acceptable. Taking the Hungate bridge as starting point for the minimum deck level, the landing level will be approximately +11.5 AOD which is almost the same as the higher landing levels in case of bridge options 1 or 2. An access ramp as shown in the appendix in option 1 would be an option in this case.

Viewpoint Platform - Option 3 is considered best to create a clear viewing platform.

Layout B

Instead of making two long bridges it might be possible to create a path along the west bank in combination with a single crossing. This crossing could be as proposed in Layout A, but could also be perpendicular which would reduce the length of the span.

This option has a lot of uncertainties but is worth mentioning. The existing levels and feasibility of a path founded on piles (so that it is above the flood level) along the west bank would need to be investigated. Furthermore, information about the available space, the foundation of the building and quay wall is needed. Also the width of the path needs to be determined to study the feasibility of this concept. With the current available information it is unknown if piles will stand in the river, which is not acceptable.

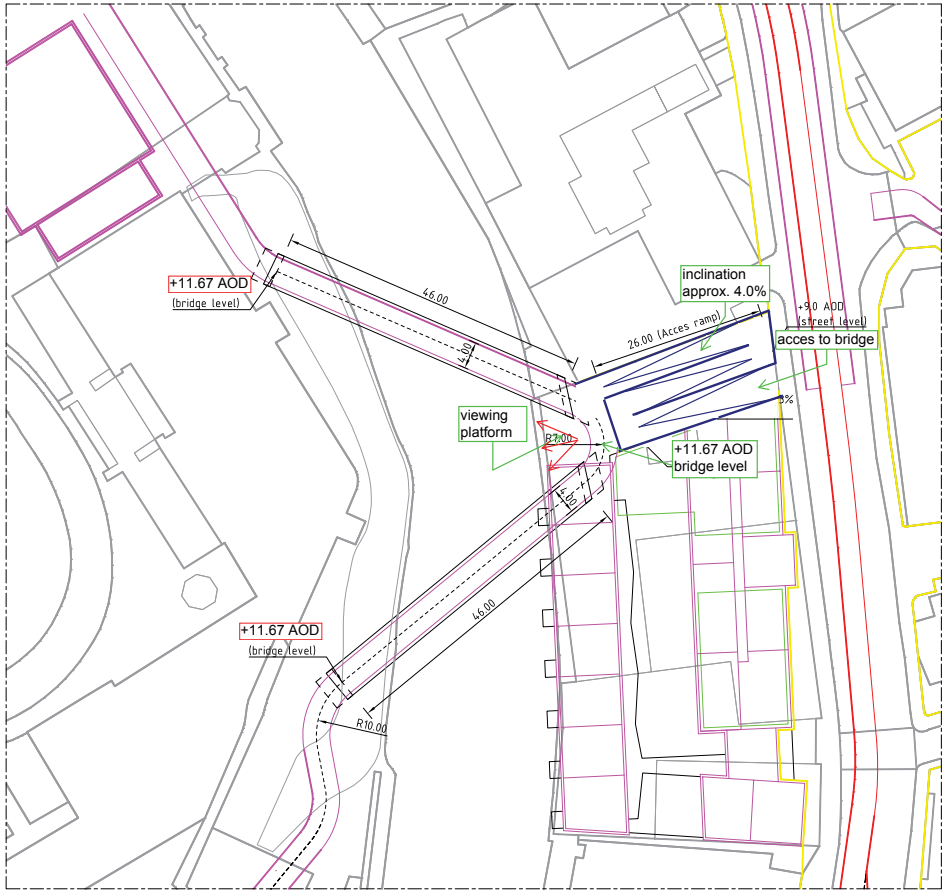
The Foss crossing can be designed as a perpendicular crossing, reducing the span to approximately 35 meters. By designing a ramp along the river bank, an acceptable inclination can be achieved. This ramp will be in front of the new building and therefore needs to be reduced in width. This means that also the abutment of the bridge needs to placed as close as possible to the river bank. Further study on an abutment that is close to / or combined with the existing quay wall is needed.

OPTION 1B - ARCHED BRIDGE

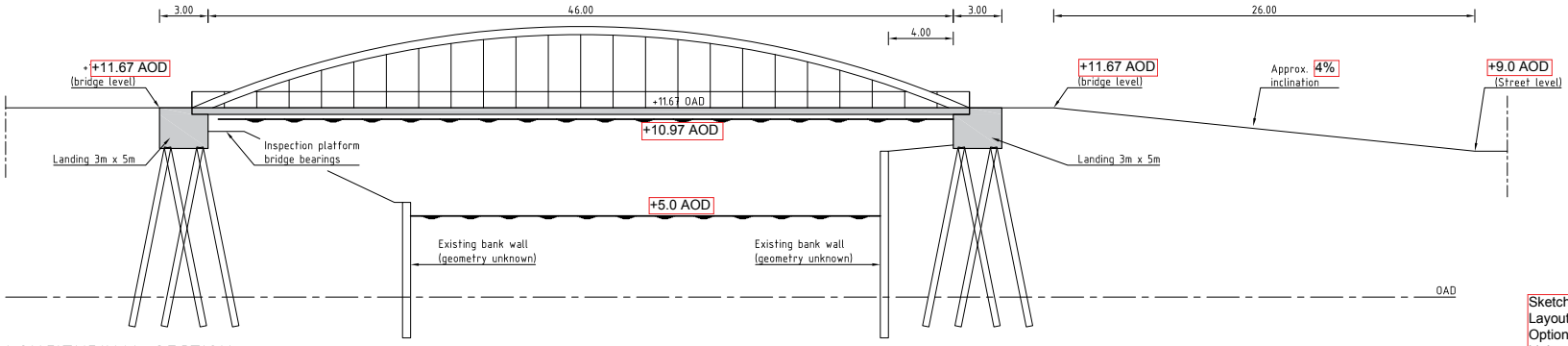
By reducing the span to 35 meters. The total height of the construction can be reduced to approximately 3,5 meters, giving the bridge a more slender look. The thickness of the deck would be similar to layout A.

OPTION 2B - UHSC Bridge

In Eindhoven in the Netherlands a UHSC bridge is built with a span of L = 21.4 m and a thickness of h = 0.4 meters. A rough estimation would give a construction height of h = 0.8 - 0.9 m for a span of L = 35 m. The concept of building this slender with UHSC is new so there is a risk of feasibility for making the deck this slender. Since the deck is thicker than 0.4 meters, this means that the inclination of the ramps will increase. Depending on the landing levels additional accommodations are needed.



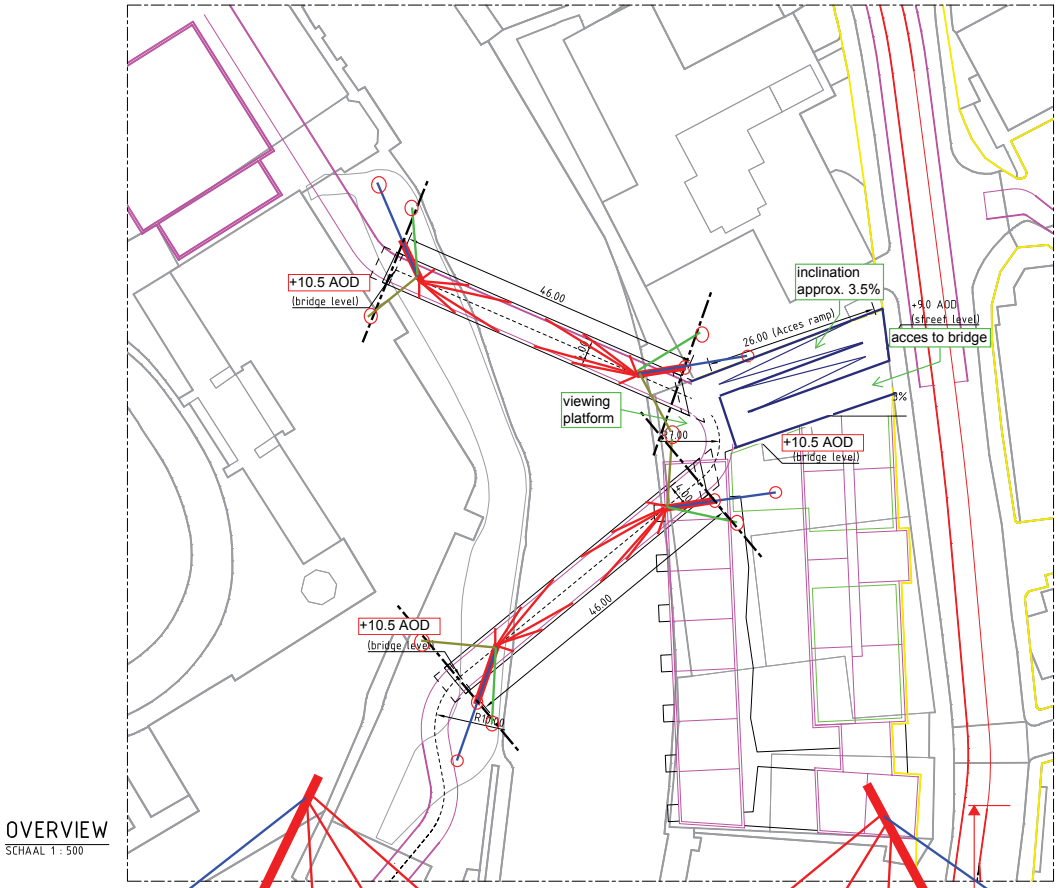
OVERVIEW
SCHAAL 1 : 500



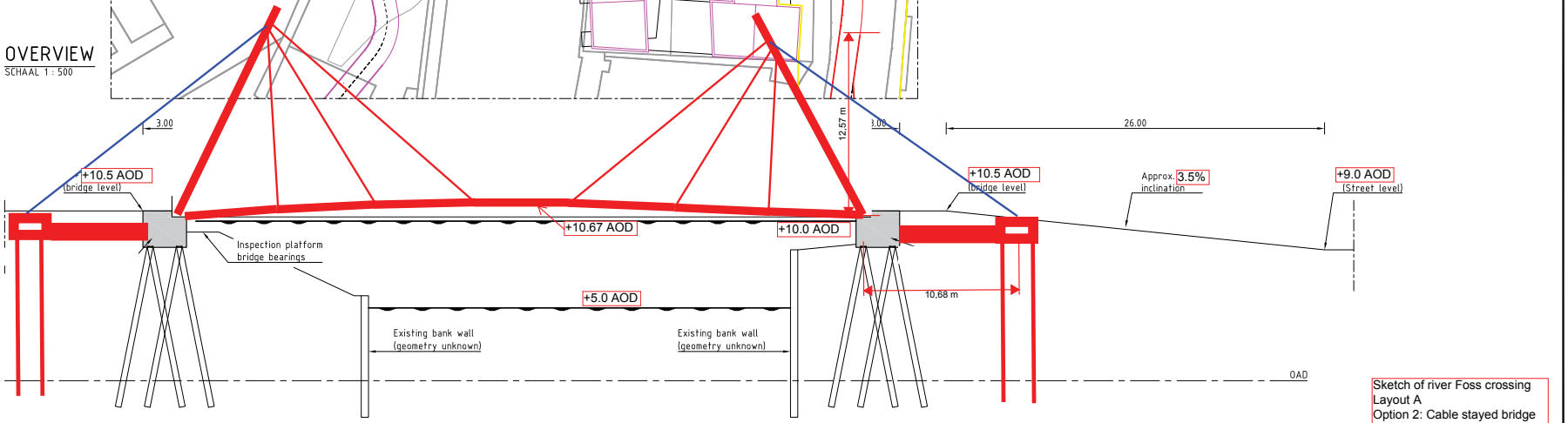
LONGITUDINAL SECTION
SCHAAL 1 : 200

Sketch of river Foss crossing
Layout A
Option 1: Arched bridge with
higher landing levels

0 5 10 15 20m



OVERVIEW
SCHAAL 1 : 500



LONGITUDINAL SECTION
SCHAAL 1 : 200

Sketch of river Foss crossing
Layout A
Option 2: Cable stayed bridge
with lower landing levels

0 5 10 15 20m

Appendix III: Stakeholder Consultation and Summary of Feedback

CONSULTATION FEEDBACK

Introduction

The My Castle Gateway conversation started in June 2017. In the first step of the process - through a series of different type of events and online conversations – 'My Castle Gateway' asked two fundamental questions about the Castle Gateway area: "what is important to you about this area?" and "what would you like to be able to do here?".

In the spirit of "every Post-It counts" the team gathered every Post-It, along with social media posts, questionnaire responses and snapshots of other comments and responses in a Flickr database which acted as an open, publicly-accessible and searchable resource.

In August, the team used the comments collected on the Flickr database, to underpin an 'Open Brief' to show the links through from the My Castle Gateway brief to the Masterplan ideas and feedback.

Masterplan Ideas: My Castle Gateway Step 3

The 'My Castle Gateway' Open Brief formed a basis – alongside other financial, policy and technical considerations – for the work conducted by BDP.

In responding to this brief, BDP considered:

- Major sites within the area;
- Other interventions in support of wishes stated in the brief, or where other changes created opportunities;
- Transport and movement issues; and
- Financial modeling to investigate costs and benefits.

The masterplan ideas were then presented in a way which broadly grouped as follows:

- King's Staith
- Piccadilly
- Castle and the Eye of York
- St. George's Field
- The River Corridors

The masterplan ideas were made public in November 2017, and a formal consultation period for feedback, lead by CYC, ran until 22nd December 2017. During this time there were various ways for people to view the masterplan ideas and to respond to them. One of the features of the My Castle Gateway process was the use of different 'platforms' to provide a variety of ways in which people could engage with the consultation. All were successful in attracting various types of responses.

The 'Masterplan Ideas Launch Event' conducted on 25th/26th November 2017 suffered from a short lead-in time and a bitterly cold weekend, but nevertheless attracted an attendance of around 80 people. In partnership with 'Coaching York', who ran 'Imagination Walks' to explore the different Masterplan Ideas, the team were able to elicit rich and thoughtful responses and videos from individuals and groups with a particular interest in the area.

A number of groups made formal comments; all of these had been involved at earlier stages of the process and had contributed to discussions, in some cases organising events. These included York Civic Trust, The River Foss Society, York Cycling Campaign, and York Blind & Partially Sighted Society. The team also received specific alternative visions for aspects of the masterplan from retired planner David Barratt and York Tomorrow.

An online survey was provided through the council's 'York Castle Gateway Masterplan Ideas' website for every masterplan idea illustrated on the consultation boards. The surveys were designed both to gather responses and to encourage rich and reflective engagement. 251 surveys were completed in total. In general people who contributed via the surveys were keen to be constructive and specific. The vast majority of those that used the surveys to respond were interested in taking the opportunity to offer detailed and imaginative feedback.

The team have used social media throughout the consultation process (Twitter and Facebook) including "Twitter Hours" to encourage discussion around the "Challenges" events. This has been useful to gain publicity for the events, and also for casual input (all of which has been incorporated into the Flickr database). During the masterplan consultation period greater activity was stirred, particularly on the general Council Facebook group. The responses here were very mixed; there was a considerable amount of positive (if sometimes sceptical) contribution, but also a lot of very wide-ranging and negative posts on anything from potholes in Huntington to the proliferation of student accommodation. There was clear evidence among many of a mistrust of both the process of engagement with the public, and with the competence of the Council as a whole.

The council ran three drop-in events at No. 29 Castlegate in late November and early December 2017. Approximately 110 people attended (a total of 14 hours consultation), with around half of those attending already familiar with the project. There was a significant number of local residents who came either to express issues they experience in the Castle Gateway area and ensure any ideas addressed these, or those who simply came to find out more. People passing by were encouraged to come in, resulting in introducing several young people (under 25) and visitors to York to the project, again capturing their comments. All age ranges contributed to the consultation, including those with young families. Some wanted to feedback online, but on the day feedback generated 90 Post-it comments and 8 Questionnaires providing 169 separate comments (all added to the Flickr database).

CASTLE GATEWAY

1. THE CASTLE GATEWAY MASTERPLAN

The City of York Council is currently preparing a plan to guide development in the Castle Gateway area of York.

This is the area that includes the Castle, St. George's Field, Piccadilly and Coppergate. The Ouse and Foss rivers and the ring road pass through the area, which is a key gateway to the south of the city centre and an arrival point for many visitors.

Whilst parts of the area such as Clifford's Tower are instantly recognisable and well known to residents and visitors alike, other areas such as St. George's Field and New Walk tend to be better known by residents, whilst the Foss Basin and Piccadilly are visited and used by relatively few people. The lack of access to the banks of the River Foss and the way that the ring road (Tower Street) acts as a barrier to walking and cycling in and out of the city may have contributed to the lack of activity in some of these areas.

The City of York Council believes that much more could be done to bring new activity to this part of the city, to contribute to a successful city centre that meets the needs of residents, businesses and visitors alike. The purpose of this project is to explore ideas that help realise the potential of the Castle Gateway – potential that could include access to the rivers and better green spaces, more homes, new business and employment opportunities for smaller, growing creative and independent businesses, interpretation of the heritage, a better arrival experience for local and international visitors, and a place that's easier to move around with better managed traffic.

My Castle Gateway has been working to get the views of York residents and other interested people and these are shaping the proposals for the area. Now we want your views on the initial ideas. Read on…

THE VISION

The City Council's vision for the Castle Gateway hopes to:

Create a better setting for York Castle;

Drive economic regeneration;

Transform the public realm;

Provide a better arrival for visitors to York.

THE CHALLENGES

This vision raises the following challenges:

- Relocate car parking and bring new activity to the Castle area?
- How do we give a better setting to Clifford's Tower?
- The River Foss as a route into the city?
- Relocate new offices, businesses and housing?
- How can we help the Coppergate Centre thrive?
- Can we improve the visitor experience?
- Reduce the impact of traffic and ring road?
- What do we want use the public realm for?
- How do we fund the work and benefit from development?

MY CASTLE GATEWAY

A successful masterplan for the Castle Gateway will be informed by the views of many stakeholders – residents, businesses, visitors and others.

To build people's views into the plan the City Council is working in partnership with My Future York to gather views through digital media, talks and walks through the area.

This will continue to be the main way of commenting on and shaping the proposals.

THE MASTERPLANNING TEAM

Masterplanners and landscape architects BDP were appointed to assist the city council and commenced work in June 2017. They are assisted by Witteveen + Bos, a Dutch engineering company with particular experience of managing flood risk and designing pedestrian and cycle networks, locally based transport and civil engineers WSP and cost consultants Mace.

The BDP team is working closely with the City of York Council, My Future York and the Castle Gateway Advisory Group which includes Historic England, English Heritage, York Museum's Trust, York Civic Trust, York Conservation Trust, Make It York, York Business Improvement District, York Archaeological Trust and the Environment Agency.

WHY WE WANT YOUR VIEWS NOW

Through My Castle Gateway the masterplanning team has already gathered a huge amount of information regarding people's views and ideas and these are reflected in the proposals. The purpose of this consultation is to broaden the discussion further and to get feedback on the ideas, so that we can refine the proposals and produce a preferred masterplan for the Castle Gateway early in the New Year.

WHAT DO YOU THINK?
Use the feedback forms, online or at exhibition venues to let us know what you think of these ideas. Or alternatively, what would you propose instead.

IF YOU WOULD LIKE TO BE INVOLVED IN THE CASTLE GATEWAY CONSULTATION, PLEASE RESPOND VIA THE FOLLOWING:
www.york.gov.uk/castlegatewayideas

CASTLE GATEWAY

2. WHAT'S IMPORTANT ABOUT THE AREA?

MY CASTLE GATEWAY

MY CASTLE GATEWAY

Through My Castle Gateway we asked people what mattered to them and what they'd like to be able to do in Castle Gateway in the future.

What did people want to be able to do?

Many people wanted to be able to understand more easily the 2000 years of York's history represented in the area. Many wanted to build on the area's history of public access and public events to make new public spaces that can be used in playful, commemorative or political ways. A strong theme was to claim the area for community arts and for creative and independent businesses.

People wanted to move easily on foot or bike and use the routes offered by the rivers for new connections and crossings.

'York is not just a historic city and it is not just a museum. We need to create a feeling of hope, of York regenerating and evolving, of things getting better.' *(from an Opening Up Castle Gateway walk, July 2017)*

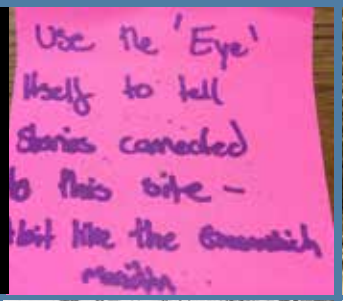
My Castle Gateway project in action

We have worked in creative ways with local people. We have collectively explored the conflicts involved, and we have enabled informed debate. We believe that a thriving Castle Gateway area will be achieved by putting the creativity and imagination of its users at its heart.

How York became York:

The city began in the land between the confluence of the River Foss and River Ouse.

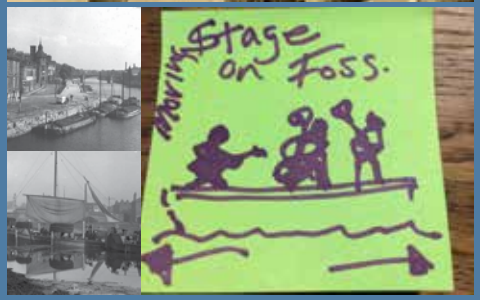
People said they want to be able to come to Castle Gateway to understand 2000 years of York's history.



Rivers as routes:

Historically connecting York and the world.

People said they want to use the routes created by the River Foss and River Ouse for lingering, walking, cycling, canoeing and fishing.



Repression, political protest and public rights of way:

A court, a symbolic site for protest, a place of high prison walls and of tearing them down.

People said that they saw York as a place for coming together – for rallies, commemorations, celebrations and events.

My Castle Gateway Project in Action...

WHAT DO YOU THINK?
Use the feedback forms, online or at exhibition venues to let us know what you think of these ideas. Or alternatively, what would you propose instead.

IF YOU WOULD LIKE TO BE INVOLVED IN THE CASTLE GATEWAY CONSULTATION, PLEASE RESPOND VIA THE FOLLOWING:
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CASTLE GATEWAY

3. HOW SHOULD THE HISTORY OF THE CASTLE GATEWAY INFORM THE FUTURE?

The masterplan for the Castle Gateway should recognise the history, significance and character of the area. In this board we have identified some of the heritage influences for the future masterplan.

Foss Basin

Foss Basin (circa 1910)

Boats waiting to use the Castle Mills Lock.

How can we increase use of the Foss Basin and create better connections for pedestrians and cyclists into the city centre?

Ouse and Foss

Confluence of the Rivers Ouse and Foss (late 19th Century)

The rivers have been used as routes and for their resources.

How can we enable activity on, and next to the Ouse and Foss and encourage their use as routes into the city?

Clifford's Tower / Eye of York

The Prison Wall in the process of being demolished (1935). The Castle and prison were both surrounded by walls, later torn down,allowing the area to be opened to the public.

What activities should we encourage in this area today, to reflect the history of the Eye of York?

Tower Gardens

Tower Gardens during the time of the Prison Wall (circa 1892)

A beautiful place for a picnic!

How can we encourage more activities in Tower Gardens and create stronger connections with the Ouse and to Clifford's Tower and the Eye of York?

King's Staith

King's Staith (circa 1900)

Once busy with barges and boats.

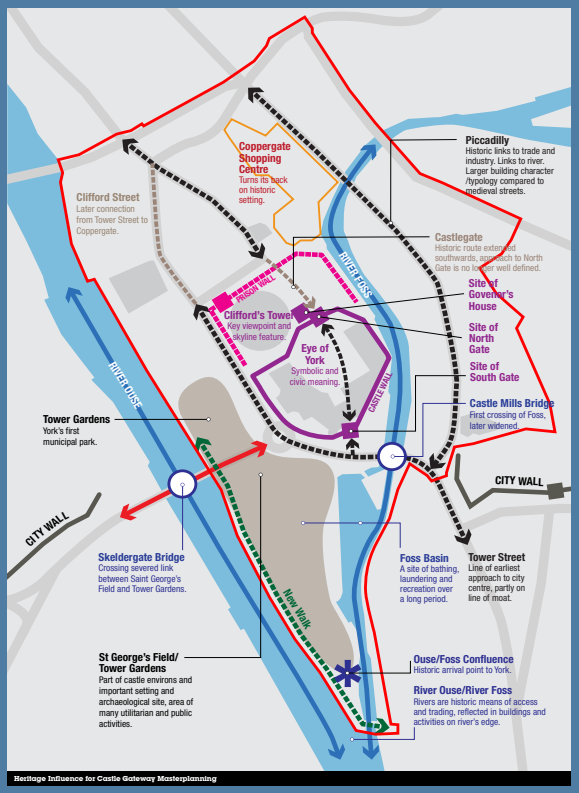
How can we make the most of King's Staith today?

St. George's Field

St. George's Field (early 20th century)

The rivers were once the arrival point to York.

How can we allow for flooding of St. George's Field and yet also use the area to welcome visitors?



Heritage Influence for Castle Gateway Masterplanning

Connections

The New Walk (circa 1750)

The Georgian era New Walk opened up a new public promenade alongside the River Ouse.

Are there other new routes and connections that we need to provide through the Castle Gateway area?

Coppergate

Excavation of the Coppergate Centre (circa 1980) Image courtesy of YAT.

This is the view from Clifford's Tower.

How can we improve the way the Coppegate Centre looks from the Eye of York and at the same time help it to thrive?

Piccadilly

Merchant Adventurer's Hall (circa 1920)

Piccadilly has a history of trade, workshops and mills.

Can Piccadilly today be a great place for local businesses and creative start ups to thrive?

WHAT DO YOU THINK?
Use the feedback forms, online or at exhibition venues to let us know what you think of these ideas. Or alternatively, what would you propose instead.

IF YOU WOULD LIKE TO BE INVOLVED IN THE CASTLE GATEWAY CONSULTATION, PLEASE RESPOND VIA THE FOLLOWING:
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CASTLE GATEWAY

EXPLORING IDEAS

4. PICCADILLY

ABOUT THE AREA

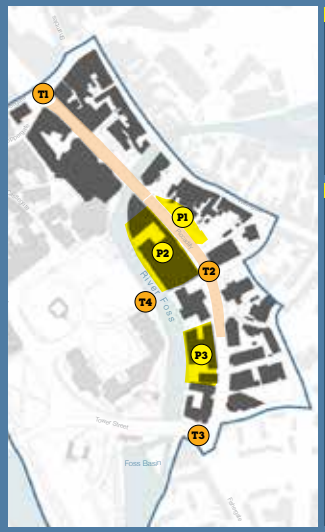
Piccadilly is a 19th/20th century street, built to improve access to the city centre. Previously flood plain, the area was reclaimed for use as an area of industry and warehousing. These uses have declined and there is pressure for redevelopment.

Under the My Castle Gateway process we asked people what mattered to them about the area through a series of walks, talks and online discussions:

WHAT MATTERS HERE?
- A working place with workshops, warehouses and mills;
- Potential for independent and creative businesses;
- Character buildings e.g. Merchant Adventurers Hall, the Red Lion, and the Banana Warehouse facade;
- New, innovative development, e.g. Spark:York.

WHAT DO PEOPLE WANT TO DO?
- Support local businesses and creative start-ups;
- Value heritage, add new buildings and more activities;
- Access the River Foss from Piccadilly and cross easily to the Eye of York; and
- Enjoy a more attractive environment and new buildings.

WHAT ARE THE CHALLENGES?
- Much of the land and buildings are in private ownership;
- Flood risk affecting the southern half of Piccadilly;
- Transport constraints, e.g. vehicular and pedestrian access.



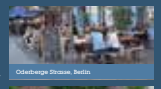
TRANSPORT AND PUBLIC REALM IDEAS

T1: One way bus circuit and 'access only' for general traffic to Coppergate.

T2: Improved public realm with larger pavements and public square around SPARK:YORK reinforced crossing points and on-street parking with bus stops and landscaping.

T3: New all movements junction at southern end of Piccadilly.

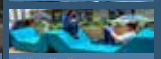
T4: New pedestrian and cycle bridge between Piccadilly and the Castle area.


Odenberge Strasse, Berlin


Zeist, The Netherlands


Boldock Town Centre


Jamold Bridge, Norfolk


Franklets' in Wien, Vienna

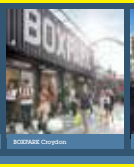
WHAT DO YOU THINK OF THESE IDEAS?

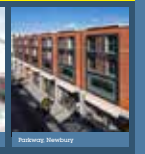
P1 SPARK:YORK SITE (17-21 PICCADILLY)

P1a: Spark:York' is a unique venue, offering flexible space to local businesses and the community. Temporary planning permission expires in 2020, but could be extended.

P1b: Alternatively, a more permanent solution for future use of the site could be a live/work development, where small workshop spaces are integrated with living accommodation. Further options could be with independent retail and cafes.

WHAT DO YOU THINK OF THESE IDEAS?

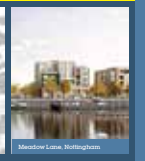

BOXPARK Croydon


Parkway, Newbury

P2 NORTHMINSTER AND BANANA WAREHOUSE (36-50 PICCADILLY)

P2a: Currently under private ownership, the City of York Council hope to influence the proposed uses and secure a new river crossing over the Foss. Recent planning enquiries have focused on hotel accommodation, which is a use permitted in the city centre.

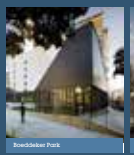
P2b: If the Council were able to influence development across one or both of these sites, the scale, form and use of buildings could be changed to encourage better connections with the River Foss and more attractive, usable public space along Piccadilly. For example, residential development could be provided with riverside gardens, active ground floor uses and open public space linking Piccadilly with the River and the Castle area.


Meadow Lane, Nottingham

P2c: A comprehensive approach to the development of both sites would increase development value and provide the opportunity to re-orientate buildings, opening up views to the Castle area and creating better connections with the River Foss.

Located close to the city centre the site could be used to introduce a new residential neighbourhood, with small shops, offices and cafes to animate and spill out onto the street.

WHAT DO YOU THINK OF THESE IDEAS?

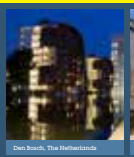

Boeddeker Park

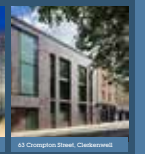

St Andrew's Park, Uxbridge

P3 CASTLE MILLS CAR PARK

In Council ownership, this site is to be cleared, as a result of unsafe buildings. Following demolition, future uses for the site could include:

P3a: A 5-6 storey residential building with active ground floor uses including retail/leisure or parking, enhancing the existing neighbourhood at Piccadilly Plaza and the proposed conversion of Rydale House from office to residential use. The building should utilise its riverside setting and provide direct access to the River Foss environment. Flood risk, and the design of the site would need to be appropriately considered in order to ensure the safety of residents and to maximise views of the Castle area.

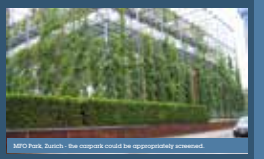

Den Bosch, The Netherlands


63 Crompton Street, Clerkenwell

P3b: Alternatively, the site could be used to provide for a multistorey car park, which would be required to maintain the Council's parking revenue if the Castle Car Park closed and St. Georges Field remained unchanged.

The Castle Car Park currently provides for 318 spaces (including 31 disabled bays), which would need to be provided for elsewhere if the Castle Car Park closed.

WHAT DO YOU THINK OF THESE IDEAS?


MFO Park, Zurich - the carpark could be appropriately screened.

WHAT DO YOU THINK?
Use the feedback forms, online or at exhibition venues to let us know what you think of these ideas. Or alternatively, what would you propose instead.

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www.york.gov.uk/castlegatewayideas

CASTLE GATEWAY

EXPLORING IDEAS

5. THE CASTLE AND EYE OF YORK

ABOUT THE AREA

The Eye of York, comprising the medieval castle and prison site, is the symbolic epicentre of York and Yorkshire. The site has a history of administration of power and legal authority that continues to the present day.

The surviving buildings – Clifford's Tower, the Crown Court and the museum (formerly the Women's and Debtor's Prisons) – and the spaces between, give the castle area a distinct and different character compared to the rest of the city. The many important events in the history of the city enacted in and around the castle, underpin the huge social and communal value of the site, which at various times has been a place of power, repression, protest and celebration.

WHAT MATTERS HERE?
- 2,000 years of history, the origins of York and Yorkshire;
- Power and repression giving way to social justice and the recovery of the space for public use;
- The 'set piece' of the surviving castle and prison buildings and the spaces between;
- The relationship with the Foss and Ouse rivers.

WHAT DO PEOPLE WANT TO DO?
- Understand the history of the castle;
- Come together for cultural events, commemorations and protests, at all times of year and in all weathers;
- Enjoy the River Foss – to sit, walk along the river and to see river activity;
- Move easily between the Eye of York, Tower Gardens and St. George's Field.

WHAT ARE THE CHALLENGES?
- Removing the car parking;
- Designing public space and buildings to support events and everyday socialising, all year round;
- Managing traffic on Tower Street to make is easier to walk between the Eye of York, Tower Gardens and St. George's Field.

C1 THE CASTLE CAR PARK

The Castle Car Park detracts from the setting and historic significance of the castle, and prevents people from moving through and enjoying the space. The site has not always been open space. In the past it has been the site of prison buildings and the prison Governor's House.

C1A: The car park could be remodelled to allow for events and public use, and car parking the rest of the time. The temporary 'pop up' Shakespeare theatre that will occupy the car park site in June 2018 is an example of this approach.

C1B: Turn the car park in to new public realm and event space that could host events throughout the year.

Watford Parade

C1C: Formerly the site of the Governor's House, the site has not always been open space. One proposal is to reintroduce a building, restoring the Eye of York, Clifford's Tower and the museum/court buildings. This could include uses that help to bring activity to the space, such as restaurants, conferences or exhibitions, with apartments or hotel rooms above. This building could also act as an extension to the museum.

C1D: An underground car park in this location would allow car parking with either C1B or C1C to be built above. This option would be dependent on the high cost of providing an underground car park being affordable.

Van Gogh Museum, Amsterdam

WHAT DO YOU THINK OF THESE IDEAS?

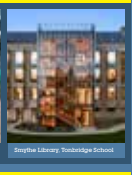
C2 THE CASTLE MUSEUM

The York Museum's Trust is exploring ideas to improve the visitor experience and facilities at the Castle Museum. Heritage Lottery Funding will be key.

C2A: A new eye-catching entrance building that attracts people to the museum and also facilitates circulation between the museum buildings at upper levels.

C2B: Alternatively a new entrance could be created to the north of the Women's Prison building, facing Clifford's Tower. Circulation at upper levels of this new entrance would have great views of Clifford's Tower and the Eye of York.

Oldham Town Hall



Smythe Library, Tonbridge School

WHAT DO YOU THINK OF THESE IDEAS?

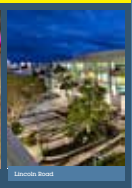
C3 COPPERGATE SHOPPING CENTRE

The current appearance of the Coppergate Centre spoils the views of the castle area. The route between the castle and Coppergate is far from clear, with service yards and toilet blocks obscuring the way.

C3A: A modest extension to the Coppergate Centre could provide a better backdrop to the Castle whilst improving the shopping centre.

New retail or café uses at ground floor would face the Castle, animate the public realm and screen the existing service yard. A new entrance to the Coppergate Centre would clearly mark the route towards the city centre. At upper levels, extended retail units would have views out to the Eye of York. New residential apartments could be an alternative.

Liverpool One



Lincoln Road

WHAT DO YOU THINK OF THESE IDEAS?

TRANSPORT AND PUBLIC REALM IDEAS

A critical outcome of the proposals for the Castle area is to improve the ease of movement through and around the area. The ideas include:

T5: Celebrating the Eye of York with a public realm scheme that understands that the Eye of York is not a circular green in front of the museum, but the entire setting of the historic castle and prison;

T6: Changing the nature of Tower Street (including improvements to the ring road) to make it easier (and safer) to move between the Eye of York, Tower Garden's and St. George's Field;

T7: Facilitating enjoyment of the River Foss with new walkways and bridges;

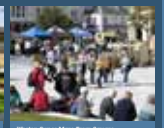
T8: Removing the disused Coppergate Centre service ramp;

T9: Working with artists to ensure the public realm conveys a better understanding of the history and value of the area;

T10: Using lighting in creative ways to allow for flexible and year-round use of the spaces.

WHAT DO YOU THINK OF THESE IDEAS?

Granary Square, King's Cross



Weston-Super-Mare Town Square

WHAT DO YOU THINK?
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CASTLE GATEWAY

EXPLORING IDEAS

6. THE RIVER CORRIDORS

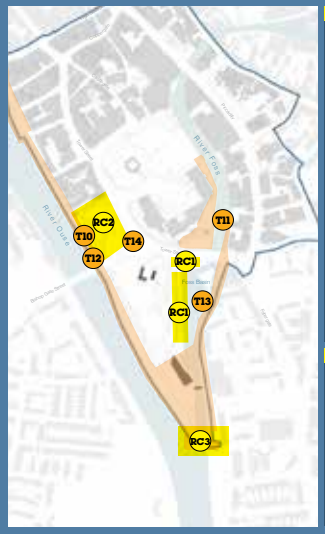
ABOUT THE AREA

The Ouse and the Foss shape the physical environment of the Castle Gateway area and the experience of the people who use and visit the area. But for the most part the river corridors are underutilised assets. Instead, the rivers should be an integral part of the attractions and a means of finding your way around the city. The Foss Basin, is largely forgotten, but has been the site of mills, laundry and bathing in the past. The modern pumping station is evidence of the continued importance of this site to the city.

WHAT MATTERS HERE?
- Connection and views to the Ouse and the Foss;
- The history of New Walk as an engineered route into the city centre;
- Tower Gardens – the only formal park in the area;
- Making more of the Foss Basin without losing its tranquility;
- Having quiet, peaceful areas for reflection;
- River activities and wildlife.

WHAT DO PEOPLE WANT TO DO?
- Enjoy Tower Gardens with less traffic noise and better management of flooding;
- Sit and enjoy river views, boats and wildlife;
- Follow the rivers into the city centre;
- See and take part in activities next to and on the rivers.

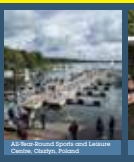
WHAT ARE THE CHALLENGES?
- Dealing with flood risk whilst allowing public access and use;
- Crossing the gyratory whilst following river corridors;
- Thinning out trees to improve views, particularly in Tower Gardens;
- Bridging the Foss in more places;
- Enjoying the rivers safely.



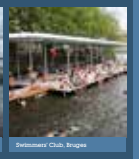
RC1 THE FOSS BASIN

The Foss Basin is hidden away and sees little activity, but the water could be the setting for urban living and new leisure opportunities.

RC1A: With a modest investment in public realm, some limited leisure or café development to provide year round activity, more water-based activity could be attracted to the basin. This may take the form of floating businesses such as artists and crafts people together with houseboats.



All Seas Round Sports and Leisure Centre, Gdańsk, Poland



Swimmers' Club, Bruges

RC1B: The Foss Basin is also a suitable setting for new apartments, built above the flood level. A residential community would bring more activity to the basin, contributing to the safety of visitors to the area. This development would be in addition to the increased water based uses described above.

WHAT DO YOU THINK OF THESE IDEAS?

Rockaway Boardwalk, Queens NYC

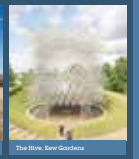
RC3 BLUE BRIDGE / CONFLUENCE OF THE RIVERS

The Castle Gateway should celebrate the River Ouse and Foss, and many people have commented that more needs to be done to enhance river environments across the Castle Gateway.

RC3A: The confluence of the Ouse and the Foss could be commemorated with a viewing platform, attracting people to the southern most point of the Castle Gateway.

WHAT DO YOU THINK OF THIS IDEA?

The Stilling Tower, Tbilisi



The Hive, Kew Gardens

TRANSPORT AND PUBLIC REALM IDEAS

The river corridors were historically key trading routes and are still navigable rivers today, though the emphasis may now be more on following river corridors by foot and on a bike than in a boat. Key public realm and movement ideas include:

T10: Relocating the river cruise pontoon and embarkation point to Tower gardens;

T11: Pedestrian bidges across the Foss.

T12: Enhanced and flood resilient landscaping for Tower Gardens, encouraging more social use.

T13: Bringing water based activity such as floating cafes, the arts barge and floating staging to the Foss Basin and the Ouse, opposite Tower Gardens

T14: Relocating the war memorial from the Tower Street roundabout to a site within Tower Gardens.

West End Ferry Terminal, Brisbane

La Lira, Girona (ECR Architects)

Jarnold Bridge, Norfolk

La Lira, Girona (ECR Architects)

WHAT DO YOU THINK OF THESE IDEAS?

A NEW WALKWAY ALONG THE RIVER FOSS

My Castle Gateway consultation showed us that the River Foss is one of the area's big opportunities to transform the way people arrive in and use the Castle Gateway.

A new walkway into the city along the riverside and through the Foss Basin could provide a pleasant, unbroken route into the city centre, and a place to relax and spend time. Ideas could include:

1. New pedestrian/cycle bridge across the lock and weir.
2. New pedestrian crossing over the gyratory.
3. New public access to the rear of the Castle Museum.
4. New pedestrian/cycle bridge across the Foss.

WHAT DO YOU THINK?
Use the feedback forms, online or at exhibition venues to let us know what you think of these ideas. Or alternatively, what would you propose instead.

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CASTLE GATEWAY

EXPLORING IDEAS

7. St. GEORGE'S FIELD AND TOWER GARDENS

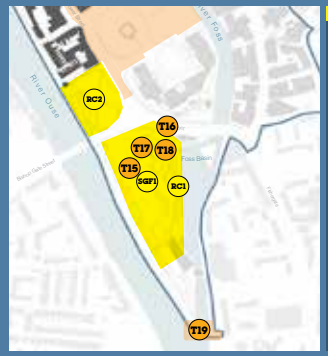
ABOUT THE AREA

St. George's Field is known by residents as a valuable waterside greenspace and route into the city but by visitors, more as an unattractive car and coach park on the wrong side of the ring road. Though constrained by flood protection needs, there is potential to make much more of this site.

WHAT MATTERS HERE?
- This is a place of arrival and first impressions, historically and in the present day;
- This is the best place to view and understand the southern gateway to the city and the castle;
- People have memories of fairs and of enjoying the water (though swimming would be dangerous today);
- St. George's Field is part of the 'active floodplain' – this means the place is allowed to flood in order to prevent flooding of the city centre.

WHAT TO PEOPLE WANT TO DO?
- Walk and cycle easily between St. George's Field and the castle and on to the city centre;
- Create a better 'welcome' for visitors to the city;
- Make the most of views of the castle walls and Clifford's Tower;
- Deal with flooding in ways which do not prevent other uses.

WHAT ARE THE CHALLENGES?
- Not increasing flood risk; and
- Managing traffic on the ring road (Tower Street).



PUBLIC REALM AND MOVEMENT FRAMEWORK

St. George's Field is both an arrival point for visitors and a key route into the city centre for pedestrians and cyclists coming from the south. Ideas to enhance the experience of pedestrians and cyclists include:

T15: Integrating car and coach parking into a parkland setting;

T16: Providing better crossings of the ring road (Tower Street);

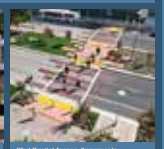
T17: Screening of existing sewage pumping station and any new car park structure with green 'living' walls; and

T18: Commemorating the site of the Knights Templar chapel with a public realm feature.

T19: Providing a viewing platform at the confluence of the Rivers Ouse and Foss, and also within any new car park, giving views of the Southern Gateway.

WHAT DO YOU THINK OF THESE IDEAS?


Pedestrian Footbridge, Stratford Upon Avon

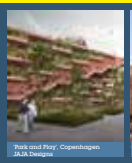

West Capitol Avenue, Sacramento

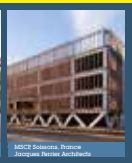
SGF1 ST GEORGE'S FIELD CAR AND COACH PARK

Although prone to flooding, the area provides much needed coach and car parking facilities. Other sites would have to be found for these uses if they are not maintained here.

Ideas range from relocating the car and coach parks to consolidating parking for the Castle Gateway area onto this site, providing a better experience for residents and visitors.

SGF1A: Leave the car and coach parking as they are, with improved public realm and landscaping. Enhancements to the public realm may include screening of the sewage station.


'Park and Play', Copenhagen JAJA Designs


MSCB Soissons, France Jacques Ferrier Architects

SGF1B: Create a new decked or multi storey car park (that could be demountable and removed in the future), visitor coach park and arrival point, with visitor services, refreshments and a viewing platform integrated into the car park structure.

The ground floor would be allowed to flood with all vehicular and pedestrian access and facilities at a level above the maximum flood level.


Bus Station, Aarau, Switzerland

WHAT DO YOU THINK OF THESE IDEAS?

RC1 THE FOSS BASIN

The Foss Basin is hidden away and sees little activity, but the water could be the setting for urban living and new leisure opportunities.

RC1A: With a modest investment in public realm, some limited leisure or café development to provide year round activity, more water-based activity could be attracted to the basin. This may take the form of floating businesses such as artists and crafts people together with houseboats.

RC1B: The Foss Basin is also a suitable setting for new apartments, built above the flood level. A residential community would bring more activity to the basin, contributing to the safety of visitors to the area. This development would be in addition to the increased water based uses described above.


Brooke Peninsula, Lowestoft

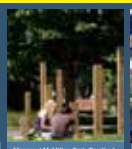
WHAT DO YOU THINK OF THESE IDEAS?

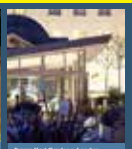
RC2 TOWER GARDENS

Many people have commented that the Tower Gardens could be better used. Here are some ideas.

RC2A: A fresh approach to the landscaping would open up views to the river and create more places for people to meet, to have a picnic or to site and enjoy the views.

RC2B: The facilities could be further enhanced with a new pavilion, providing refreshments and staging for events, as well as facilities for river cruise passengers. The design would keep the pavilion above flood levels.


Margaret McMillan Park, Deptford


Brown Hart Gardens, London

WHAT DO YOU THINK OF THESE IDEAS?

CASTLE GATEWAY

FEEDBACK

We want to hear your views now that you have seen these ideas for the Castle Gateway area - its history, the challenges and the things that matter most to people who use the area. This will help us to shape the preferred masterplan.

HOW TO RESPOND

Use the feedback forms, online or at exhibition venues, to let us know what you think about these areas.

Or alternatively, what you would propose instead.

KEY CASTLE GATEWAY IDEAS TO CONSIDER

While there are lots of exciting ideas to consider, these four ideas are key to regenerating the area, creating new, high quality public spaces and making improvements to the transport network:

1. New uses for Castle Car Park,
2. Locations for alternative car parking at either St. George's Field or Castle Mills,
3. A new riverside walk along the River Foss,
4. A new building on the rear of the Coppergate Shopping Centre.

JOIN THE DEBATE

You can follow the My Castle Gateway project for updates, debates, and information on upcoming events on our social media accounts:

Twitter: twitter.com/MyCastlGateway

Facebook: facebook.com/mycastlegateway

Instagram: instagram.com/mycastlegateway

Flickr: Flickr

Events: mycastlegateway.org/events

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Summary of Feedback

The summary, draws on the structure of the My Castle Gateway Open Brief and the Castle Gateway Challenge themes. Under each of these themes we make reference to specific sites and ideas (using the same reference codes as the masterplan display boards).

Public Spaces

In terms of Public Space, through the Step 1 Open Brief process people said they wanted to be able to:

- Come together
- Attend large scale events (music, theatre, fairs)
- Use the Eye of York as a place of political protest
- Commemorate and remember, especially the 1190 massacre of York's Jewish Community
- Sit down and enjoy the views in lots of different places in the area, including views of the Ouse and the Foss
- Have spaces where it is possible to reflect, think and remember
- To see interesting things: art, fountains, wildlife, trees
- To eat and drink, whether sitting on the ground with a picnic or at cafes/ restaurants.
- To linger with no pressure to buy anything
- Be there at night as well as during the day
- Be there all year round

The masterplan proposals included a number of ideas which responded to the wish for a new public space for a variety of uses, for increased richness of uses of existing public spaces and for the use of street space to create public place rather than simply allow traffic movement.

Perhaps the most important of the Key Ideas was the proposal for new uses for Castle Car Park (Site C1) which received a large volume of comments and responses. The majority of these supported the closure of the car park and creation of new parking elsewhere, although there were a minority of responses in favour of retaining and improving parking there, or generally stating that city centre parking was important. There were more "keep it" comments on social media than via other routes.

The majority of responses in favour of public space suggested a place where people could spend time. Some people imagined a place where music or theatre events took place. Others simply a 'space to relax'. Or a place which provided orientation, child-focused activities, or respite from shopping. There was a number of comments which called for the proposed Clifford's Tower Visitor Centre to be re-sited somewhere else as part a new public space.

There was a common request at the Open Brief stage for a place not taken over by commerce, although responses to the masterplan leaned more in favour of cafes and restaurants. For some there was a sense that cafes/restaurants should be permanent and housed within new and existing buildings, for others they imagined food and drink as 'street food' from temporary kiosks. There was some support for increased green space (perhaps expanding the green around Clifford's Tower) but also suggestions of other ways that green landscape could be introduced into harder landscaping.

Many responses suggested that the re-purposing of the car park area should be part of an overall landscape scheme for the Eye of York area (T5) which involved artists (T9). That said, there was a feeling that the artistic interventions were an idea that was both 'fantastic and dangerous', that commissions should be part of the 'overall design', and that briefing should be done with care and in ways when ensure it 'reflects York'. Imaginative (but not intrusive) use of lighting was also welcomed (T10).

There were many responses to the suggestion of a new building at the rear of the Coppergate Centre, fronting on to the Castle and Eye of York area (Site C3). The most frequent comments were that this should better link the shopping centre with the proposed new public space, that it should provide toilets, and should be carefully designed to improve the aspect and to maintain views. Removal of the redundant Coppergate service ramp (T8) was mentioned and supported in a small number of responses.

There was support for the possibility of the Castle Museum extending and creating a new entrance and better links with outdoor space (Site C2), though there were concerns with a new extension at the end of the Female Prison.

Across Tower Street in Tower Gardens (Site RC2), there was much discussion around the suggestion of a new building (RC2B). There was overwhelming support for the Arts Barge project (T13) and strongly felt concern for any development or changes that did not accommodate the Arts Barge. The most common response was to say no to the Pavilion (RC2B) as there was a perception that it may disrupt the Art Barge plans. Yet there were other objections, such as any structure would include blocking views to the Ouse. There was a minority interest in the benefits a building could bring, although maybe located in a different part of Tower Gardens, potentially providing a platform area from the bridge to allow use in times of flood.

There was positive interest in landscaping (also T12), this included dealing with flood resilience (possibly with paving), a big vote in favour of more seating and some interest in using trees to create a peaceful Tower Gardens (although throughout the entire My Castle Gateway process there have been conflicting views on trees in Tower Gardens and elsewhere). There were some responses in favour of encouraging new activities but also others who wanted it to remain simply a quiet space.

On St. George's Field, there was a limited but positive response in terms of screening the existing sewage pumping station (T17) and commemorating the site of the Knights Templar chapel (T18). While many were in favour of a multi-storey on St George's Field (see below), there was a small minority who were concerned for the future of the fair or interested in it being a green, open space, issues were also expressed through a film made in the first phase of My Castle Gateway.

To the other side of the Castle and Eye of York across The Foss, there was support for making the northern end of Piccadilly (P1 and T2) into a pedestrian space, rather than its current perception as an overly-wide and unattractive street. Links across The Foss are discussed overleaf.

Movement

Through the Step 1 Open Brief process people said they wanted to be able to:

- Walk or cycle up from the Foss Basin into town and beyond, with continuous, safe, and (preferably) traffic-free routes
- Cross more easily from Walmgate into the Castle area
- Cycle safely on the Tower Street dual-carriage Gyratory and to easily use it to connect into town and onto Skeldergate Bridge
- See and access the Foss from Piccadilly, preferably via routes which allow circulation
- See and access the Foss from the Castle area and to feel closer to the water
- For development between Piccadilly and the Foss to face onto the Castle area and make the most of the views and connections
- Celebrate and share the industrial history of the Foss and Ouse and to see barges and boats on the Foss
- Move between the Castle area and Tower Gardens more easily and to feel greater connection between them.
- Be able to enjoy Tower Gardens with less background traffic noise
- Be sure blue badge holders can park
- Use Park and Ride in the evening to get into town and reduce the need to drive in and to park
- Breathe freely, less air pollution
- Find their way intuitively in order to reduce need for signposting
- Know parking is dealt with, but in ways which don't conflict with other aspects of the brief
- Park their bikes securely and then walk easily on from there.

The masterplan included a number of ideas relating to either the creation of new routes or making changes to existing road infrastructure, together with proposals for relocation of parking spaces from Castle car park to other possible locations.

The creation of a new foot/cycle route (T11 and T13) from Blue Bridge to the proposed new public space in the Castle / Eye of York running behind the Castle Museum alongside the Foss generated a large volume of responses and was almost universally well-received. There was support for (T16) a safe crossing over the gyratory, and enthusiasm for the new riverside route. A widely noted issue related to providing good reasons to spend time while maintaining a through route. Another – one where there are significantly different views – related to how to providing conflict-free use of the Foss Walk by both pedestrians and cyclists (where we had specific input by York Blind & Partially-Sighted Society and York Cycling Campaign and other local cycling campaigners) with 'shared space' being strongly argued against by York Blind & Partially-Sighted Society. Other considerations included flooding, lighting and how to ensure the path is not a lonely space at night.

There was general support for the proposed new bridge across the River Foss (linking the Castle / Eye of York and Piccadilly – T4) and again there were issues of design mentioned – a number of responses suggested the bridge should be wide enough to be a destination in itself (much like the Millennium Bridge). As noted above there were a number of responses suggesting encouraging pedestrian / cycle use of Piccadilly (T2) and references were made to the connection between these two ideas and the Foss walk. There were also negative opinions via social media questioning the value of the bridge and questioning what it was supposed to be linking.

Regarding changes to existing roads, there were some responses to suggested changes to the Tower Street Gyratory, which were mainly in favour of redesigning the existing junctions (T3) to provide better / safer movement (although there were others who found the proposals confusing). Linked to this, traffic reduction (to bus-only or beyond) on Tower Street / Clifford Street (T6) and complete pedestrianisation of Castlegate was supported by a number of people, particularly in respect of better connecting Tower Gardens with the Castle / Eye of York. The issue of parking for people with limited mobility (blue badge holders or not) was mentioned by a number of respondents although no particular solution emerged as a consensus. There were conflicting responses in respect of amending traffic and bus movements on and around Piccadilly (T1).

The masterplan ideas suggested two possible locations for a new multi-storey car park to replace the Castle car park spaces if this were put to other permanent use. There were a number of responses which were against the removal of the current car park, but these were outnumbered by responses supporting other uses on the site. The replacement with an underground car park on the same site was mentioned by a few respondents but there was acknowledgement by others of problems of cost and flooding. The Coppergate Centre multi-storey carpark was also mentioned but only by a few respondents (for example the Civic Trust criticising its location).

Of the responses addressing the two suggested alternative locations, St. George's Field (Site SGF1) was greatly preferred over Castle Mills (Site P3). Reasons varied, from feelings that St. George's Field was further out from sensitive historic sites and hence had less impact, to the fact that traffic access to Piccadilly was seen as more problematic (as Castle Mills is inside the inner ring road, whereas St. George's Field is outside it). However there were various additional points made in respect of broader thinking – a number of responses pointed to the use of shuttle vehicles to "shorten" the distance from the relocated car park to the city centre, and some voiced ambivalence over the need for the substantial investment in city centre parking when the council was encouraging the use of Park & Ride.

Living Well With Water

Through the My Castle Gateway Step 1 Open Brief process people said they wanted to be able to:

- Enjoy the views of both rivers
- Appreciate the wildlife of the rivers
- Use boats – barges and canoes – on the Foss
- Walk and cycle both rivers into town
- Recognise that York will flood, and work creatively with that reality
- See the Foss.
- Reverse the current situation where the town turns its back on the Foss, and recognise the value that water has in an urban setting.
- Support for the proposed new Foss River walk has been noted above (in "Movement").

In terms of The Foss Basin site (RC1) there was a general interest in some residential accommodation (RC1B) and new activity with contributions (e.g. River Foss Society) noting this might address anti-social behaviour. There were some contributions which were supportive of apartments (RC1B) but many said that they would support apartments only if they were affordable. There was support for house boats and for a place for visiting boats.

In terms of new activities swimming and other water-based activities (mentioned in idea T13) were welcomed. Wildlife was noted a consideration in any new development.

Some people welcome ideas for new cafes and bars, others very strongly wanted the area to be left alone and for it to remain quiet, reflective space.

In terms of the Blue Bridge/Confluence of the Rivers site (RC3)/(T19) a proposal for public art and/or a viewing platform was suggested. This was not an issue which provoked many comments (27 received in total). A majority of respondents were not in favour of this idea, partly as it is an area already well used by anglers. Of these people, there was an interest in more seating. A minority were interested in this idea, and that it was full accessible to wheelchair users was flagged.

One proposal (T10) was to Relocate the river cruise pontoon and embarkation point to Tower gardens. Very few people responded to this but those that did were against it in Tower Gardens (and the responses to the building in Tower Gardens should be read as a wider concern with activities that might affect the Arts Barge), with one suggestion, from York Civic Trust, that this could work in King's Staith. Proposal T14 was the Relocating the war memorial from the Tower Street roundabout to a site within Tower Gardens. In general the responses were in favour of moving the war memorial, in large part because it was believed to increase access. There was one contribution against from York Civic Trust who thought it would 'reduce its impact'.

Ownership and Values

Through the Step 1 Opening Briefing process, people said they wanted to be able to:

- Shop at independent shops or visit independent cafes or restaurants
- Develop small and independent businesses
- Not have to spend money – a place to hang out for free
- Develop DIY, small-scale community enterprise and community arts
- Be sure that different ways of being in the space will be enabled and encouraged
- Enjoy being in spaces alongside tourists and for both groups to happily co-exist
- Live affordably in their city in low cost social housing

There were a significant number of comments emphasising that the area should be for 'locals'. This was especially articulated in terms of Piccadilly in terms of small businesses (more on this below) but came up regularly in answer to many other Masterplan Ideas too. Tensions articled throughout the My Castle Gateway process between the tourists and locals and between the city which is for tourists and the suburbs which 'are in decline' came up regularly in response to the masterplan ideas. This was also articulated in terms of tensions between student accommodation versus affordable housing for local people (both on Piccadilly, the Castle Mills site and in general). We need 'more student accommodation', 'more coffee shops please' or 'more hotels and restaurants obvs' acted as sarcastic comments which tended to attract 'likes' on the council's Facebook group.

Piccadilly as a place for local and small business

There was almost universal support for creating the conditions for small business on Piccadilly. Under this banner there was a lot of very positive support for Spark (Site P1), with very imaginative ideas of what it might mean to visit the area in the future. Others were very supportive of the spirit and ethos of Spark but saw a more permanent set of buildings being necessary. There was a lot of support for creative, artistic business, street food and cafes while others called for greengrocers and more everyday shops rather than only, what they regarded, as 'hipster' businesses.

There was a significant minority who were against Spark for aesthetic reasons, this was much more prevalent on the council's Facebook page than via any of our other modes of feedback.

The Role of City of York Council

In the Masterplan Ideas Northminster and Banana Warehouse sites (36 to 50 Piccadilly) (Site P2) we ask people about the role they thought the City of York Council should play in relation to developers. While there were a few in support of simply encouraging developers, and some keen on influencing developers, the majority were in favour of the Council taking a more proactive role and acting as a partner in development. Two strongly-worded contributions emphasised the council needed to be much more proactive that it is currently and another mention possible use of Compulsory Purchase Orders on Piccadilly.

Paying for the Castle Gateway Ideas

In terms of paying for the regeneration of the area, there were perhaps two main trends. Some acted to make compromises through volunteering certain sites for more commercial development as trade offs (Castle Mills Car Park – Site P3). Another significant strand that arose via Facebook was scepticism about the costs of delivering the project, and suggestions that the money would be better spent on other things such as potholes, public toilets and social care. This is an area that needs further public exploration.

Next Steps

The next phase of My Castle Gateway will actively seek to keep open the dialogue between Castle Gateway project and this knowledge, creativity and energy.

There were persistent comments on the council's Facebook page - linked to posts on Castle Gateway – which reflected a lack of faith in the council and in the possibility of a positive future for York more generally. It would be easy, perhaps, to dismiss these comments but they reveal their lack of confidence they will be heard and that they can – in partnership with the council and other local people – make a difference to places they live, work and care about.

The next phase of the My Castle Gateway project will seek to actively work via the council's general Facebook group to engage the conversation in different ways. The team was aware this was an issue going into this phase and there were some excellent examples of positive Facebook interaction from council officers and between people as part of the Masterplan Ideas.

It was clear from the Step 1 discussions and captured in the Open Brief that people want to be able to:

- Ensure ongoing engagement in the area during the masterplanning process and beyond
- Get involved long term in the area and to make positive changes.

In going forwards, BDP will be work with the Council and the feedback received to date, narrowing down the choices presented in the masterplan ideas to one preferred masterplan. It is anticipated that this will be taken to the Council's Executive Committee in April 2018. If adopted, it will form the basis for more formal planning proposals for the area and physical changes which will take a number of years to implement.

My Castle Gateway will continue into Stage 4 of their engagement process, exploring the following three strands of work:

1. Public Debate: The Castle Gateway Challenges Continue
2. Short-term action, Long term influence
3. Fostering a positive democratic culture in York

BDP.