

Annex 2 – Bootham Park Site Development Plan Consultation Report

1. Consultation Objectives

The consultation on the Bootham Park Site Development Plan (BDSP) ran for a 4 week period from 17th September to 14th October 2019.

The objectives of the engagement were:

- to publicise the [Bootham Park Site Development Plan](#)
- to seek the views of local CYC residents and businesses in the area on the development ideas proposed in the BPSDP
- to understand people's priorities for what they wanted to see on the site
- to understand what level of commercial development people would find acceptable in order to see their priorities delivered

2. Executive Summary

- The autumn 2019 engagement on the BPH Site Development Plan reached 1323 people and achieved 1657 items of feedback.
- All aspects of the plan attracted at least 70% approval.
- People's highest priorities for development on the site are:
 - Maintaining and ensuring access to public green spaces
 - Providing Key worker accommodation
 - Preserving listed buildings
 - Creating better cycling and pedestrian links
- Above all people want to see real community benefit for the people of York and the mental health heritage of the site respected
- The main concerns are traffic congestion, air quality and suitable design of new buildings

3. Approach

The approach was designed to facilitate access to and feedback on the BPSDP material through multiple channels:

3.1 *Publicity*

The consultation was advertised by a 3,236 leaflet drop to all properties in the area immediately adjoining the Site. It was media-released ahead of the launch and in the final week. Social-media boosting was used during the campaign to promote interest ahead of drop-in events. Community stakeholder groups were emailed the consultation details and invited to respond.

3.2 *Web presence*

The BPSDP consultation material was hosted on the CYC website with an accompanying 15 question on-line survey.

3.3 *Exhibitions*

The BPDSP material was on display in the foyer of West Offices and in the York Hospital waiting area during the consultation period. People were asked to comment by adding post-it notes to the display boards and/or by completing online the survey or picking up a hard copy.

3.4 *Drop-Ins*

Five staff-facilitated drop-in sessions were held; in the hospital foyer, at York Explore and at the Citadel. These covered weekday times between 9am and 7pm and a Saturday afternoon. People were asked to comment by adding post-it notes to the display boards and/or by completing the online survey or picking up a hard copy survey. Leaflets and surveys were also available at York Explore for the final weekend of the consultation.

3.5 *Other conversations*

During the consultation period more than 100 leaflets were handed out and more than 50 people were engaged in conversation on the foot/cycleway routes through Bootham Park Hospital to encourage people to complete the online survey and promote the drop-ins.

3.6 *Social Media*

Alongside the social media boosting adverts highlighting the consultation on Facebook we curated a number of conversation threads, responding to people's questions and comments and directing them to the website material.

4 Information Materials

4.1 An A5 colour leaflet was produced to highlight the BPSDP consultation and distributed to all neighbouring properties and via the Guildhall and Clifton Ward Committee networks.

4.2 A structured online survey was designed to establish the level of satisfaction with the proposals, understand people's priorities for development and seek people's ideas on how the proposals could be improved.

4.3 A set of 8 A0 display boards covering the main features of the BPSDPs were used at the drop-in events and left on display throughout the consultation period at the two exhibition venues.

5 Costs

The total cost of the consultation (excluding staff time) was £1,590.

Item	Cost £
Leaflets (printing)	210
Leaflets (distribution)	390
Display Boards	600
Room Hire	300
Social media boosting	90
Total cost	1,590

6 Response

- 6.1 *Website* -There were 916 unique page views of the consultation material on the website with an average time spent of 4 minutes demonstrating that people were taking time to look at the information.
- 6.2 *Surveys* – 129 surveys were completed with a third of these being in hard copy. The 15 survey questions included 7 structured questions and 8 free text questions. Not every respondent answered every question. The number of responses by question is set out in the table below.

Question No	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	Total
Number responding	110	113	112	83	89	95	68	60	65	52	50	90	62	86	86	1221
Structured	X	X	X			X						X		X	X	692
Free text				X	X		X	X	X	X	X		X			529

The survey data was captured and analysed in Excel. In addition, page images of the free text responses were captured and tagged by theme and posted on the My Future York Flickr account.

6.3 *Drop-ins*

The drop-in sessions were well attended by a total number of 105 people. The majority of people wanted to spend a long time (average stay 20 minutes) discussing the plans and their questions or views. The drop-ins and exhibitions generated 263 comments recorded on post-it notes that were then photographed and the images were tagged by them and posted on the My Future York Flickr account.

Attendance by event was:

Venue	Date	Number
Hospital launch	17.9.19	25
Explore	17.9.19	23
Citadel 1	21.9.19	18

Citadel 2	25.9.19	21
Citadel 3	1.10.19	18
Total		105

6.4 *Social and other media*

A total of 159 comments were made on public on-line platforms. These include comments on articles in the York Press, York Mix, York Past & Present and those on Facebook, images of which have been tagged by theme on the My Future York Flickr account.

6.5 *Other written submissions* – there were 14 written submissions in total; 11 from individuals and 3 from local organisations: York Older People’s Assembly (YOPA), the York Civic Trust and English Heritage. The individual submissions were reviewed and comments added to the log of free text comments.

6.6 In total there were 1657 items of feedback (including responses to the individual survey questions) and 1323 people were engaged by the consultation.

Items of feedback	Number
Post-its	263
Social and other media	159
Individual submissions	11
Organisation submissions	3
Survey structured questions	692
Survey open questions	529
Total	1657

People engaged	Number
Website visits	916
Drop-ins	105
Social & other media	159
Surveys	129
Submissions	14
Total	1323

7 Who responded

We are able to provide a profile only of those people who responded to the survey and completed the monitoring questions.

An analysis of postcodes shows that the majority of respondents were from the streets immediately adjoining the Site who were leafleted about the consultation.

Characteristic	% of those responding
Residents	100
Businesses	0
White British	100
Male	44
Female	56
People with a disability	10
Aged 16-24	5
Aged 25-39	15
Aged 40-55	28
Aged 56-59	11
Aged 60-64	15
Aged 65+	26

8 Analysis of responses

There are two different approaches to the analysis of responses reflecting the different nature of the feedback:

- a statistical analysis is presented of the structured survey questions
- and a qualitative narrative account is presented of the open survey questions, the post-it comments, the individual submissions and the online feedback and conversations

9 Statistical analysis of structured survey questions

9.1 The question which received most support was Question 13 'Do you agree that the cycle and pedestrian routes are an important addition?' Of those expressing an opinion:

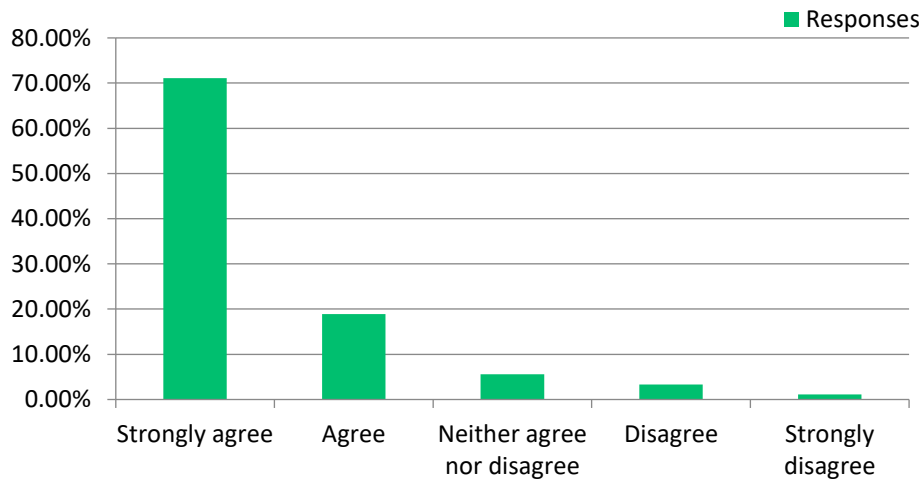
- 95% agree or strongly agree
- 5% disagree or strongly disagree

9.2 The answers were broken down as shown in the table below:

Answer Choices	Responses	
Strongly agree	71.11%	64
Agree	18.89%	17
Neither agree nor disagree	5.56%	5
Disagree	3.33%	3
Strongly disagree	1.11%	1
	Answered	90
	Skipped	38

9.3 The distribution of responses is illustrated by the bar chart below:

Do you agree that the cycle and pedestrian routes are an important addition?



10 The responses to Question 2 ‘To what extent do you agree that the proposed development is appropriate and sensitive to the site’s heritage and current uses?’ attracted the next highest level of support. Of those expressing an opinion:

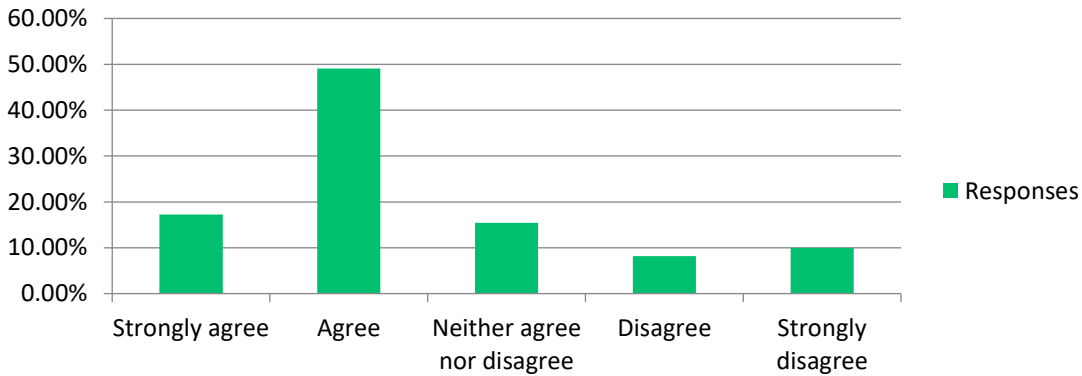
- 78% agree or strongly agree
- 22% disagree or strongly disagree

10.2 The answers were broken down as shown in the table below:

Answer Choices	Responses	
Strongly agree	17.27%	19
Agree	49.09%	54
Neither agree nor disagree	15.45%	17
Disagree	8.18%	9
Strongly disagree	10.00%	11
	Answered	110
	Skipped	18

10.3 The distribution of responses is illustrated by the bar chart below:

To what extent do you agree that the proposed development is appropriate and sensitive to the site’s heritage and current uses?



11 Responses to Question 3 also demonstrated a high level of support for the development proposals’ ability to deliver clear benefits to York. In answer to ‘To what extent do you agree that the benefits to York are clear?’ Of those expressing an opinion:

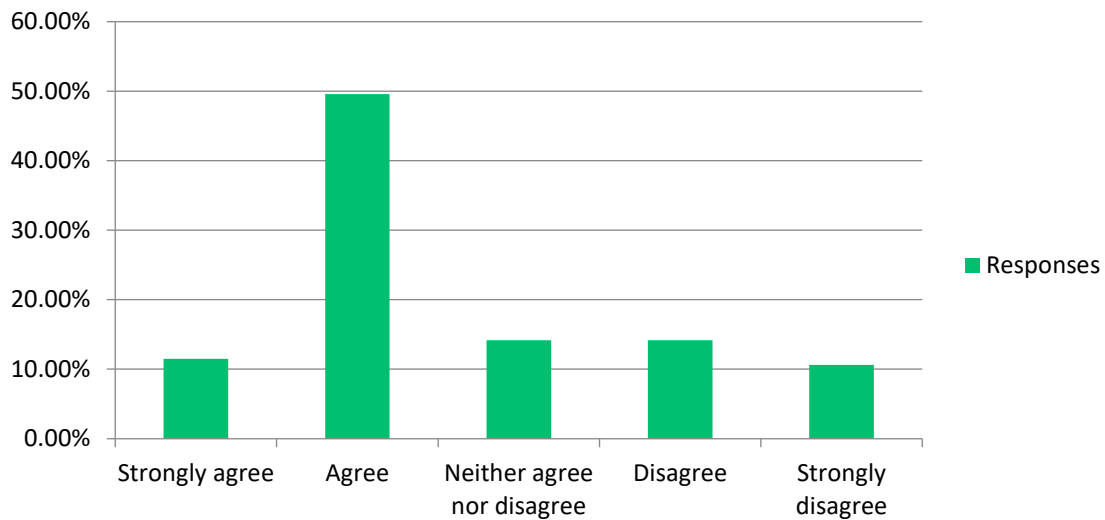
- 71% agree or strongly agree
- 29% disagree or strongly disagree

12 The answers were broken down as shown in the table below:

Answer Choices	Responses	
Strongly agree	11.50%	13
Agree	49.56%	56
Neither agree nor disagree	14.16%	16
Disagree	14.16%	16
Strongly disagree	10.62%	12
	Answered	113
	Skipped	15

13 The distribution of responses is illustrated in the bar chart below:

To what extent do you agree that the benefits to York are clear?



14 Question 4 seeks to understand the extent of support for the level of development that is proposed in order to realise benefits for York. ‘To what extent do you agree that the level of development is acceptable if it realises those benefits?’ Of those expressing an opinion:

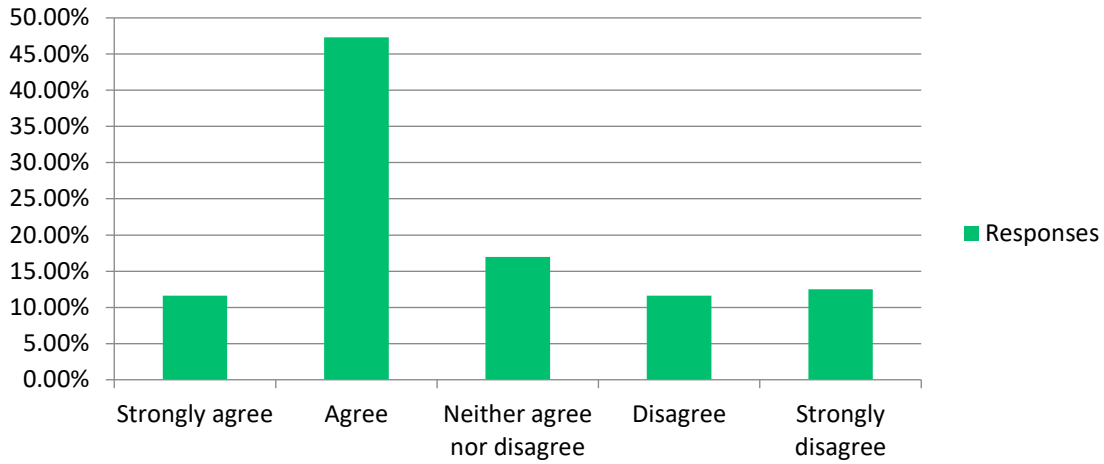
- 71% agree or strongly agree
- 29% disagree or strongly disagree

15 The breakdown of responses is shown in the table below:

Answer Choices	Responses	
Strongly agree	11.61%	13
Agree	47.32%	53
Neither agree nor disagree	16.96%	19
Disagree	11.61%	13
Strongly disagree	12.50%	14
	Answered	112
	Skipped	16

16 The distribution of responses is illustrated in the bar chart below:

To what extent do you agree that the level of development is acceptable if it realises those benefits?



17 The responses to Question 7 show a high level of support for the range of healthcare opportunities that is proposed. In response to ‘How much do you agree that the range of proposed healthcare opportunities is right for the site?’ Of those expressing an opinion:

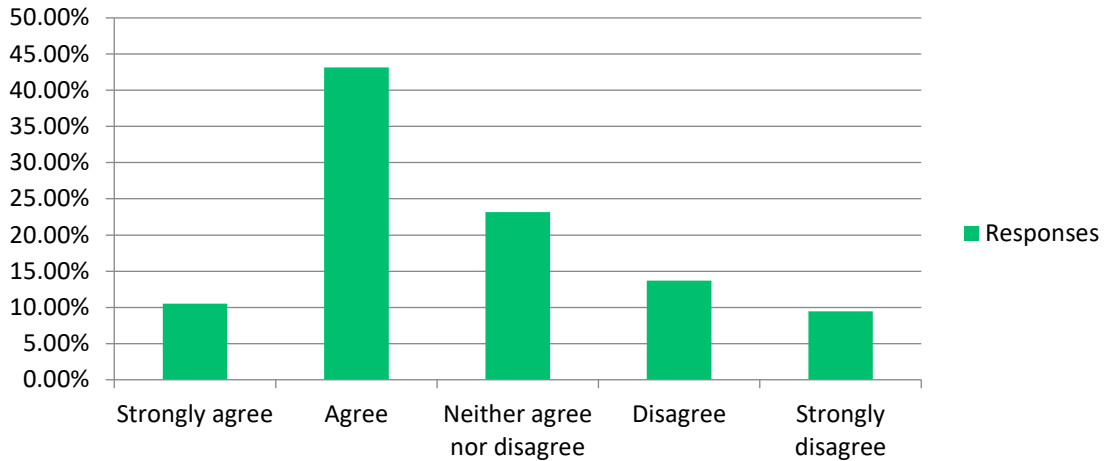
- 70% agree or strongly agree
- 30% disagree or strongly disagree

18 The table below shows how the responses are broken down:

Answer Choices	Responses	
Strongly agree	10.53%	10
Agree	43.16%	41
Neither agree nor disagree	23.16%	22
Disagree	13.68%	13
Strongly disagree	9.47%	9
	Answered	95
	Skipped	33

19 The bar chart below illustrates the distribution of responses:

How much do you agree that the range of proposed healthcare opportunities is right for this site?



20 Question 15 asks people to prioritise the type of development they would like to see on the site. The wording of the question is 'Please tell us how important each of these features of the site development plan are to you. Rank them in order from 1 to 12 where 1 is the highest priority and 12 is the lowest priority.' The list of features in the original order was:

Type of development/feature
Developments which can finance heritage preservation
Affordable housing
Family housing
Key worker accommodation
Housing for senior living
Care Home
Children's nursery
Improved transport links
Better foot / cycle lanes
Access to public spaces
Memorial gardens
Links to healthcare

Methodology

Each rank awarded was given a weighted score. For example for a rank of 1 a weighted score of 12 is used, for a rank of 2 a weighted score of 11 is used and so on until, for a rank of 12 a weighted score of 1 is used. When the weighted scores for each feature are averaged the highest weighted score indicates the highest in priority. In the table below the weighted average score is used to show the relative priority given to each type of development.

Type of development	Priority Order	Score
Access to public spaces	1st	8.2
Key worker accommodation	2nd	7.8
Developments which can finance heritage preservation	3rd	7.6
Better foot / cycle lanes	4th	7.4
Links to healthcare	5th	7.3
Affordable housing	6th	7.2
Housing for senior living	7th	6.9
Care home	8th	6.2
Improved transport links	9th	6.0
Family housing	10th	5.4
Children's nursery	11th	5.2
Memorial gardens	12th	4.9

- 21 Whilst this does show an overall order of priorities the closeness of the scores also indicates that there were quite mixed views. The top 4 priorities emerge as: Access to public spaces, Key worker accommodation, preservation of Grade 1 and Grade 2 listed buildings and better cycling and pedestrian links. Whilst the bottom 4 priorities are: Improved transport links, Family housing, Children's nursery and Memorial gardens.
- 22 The final structured question in the survey focuses on which of the development elements which could improve the commercial viability of any scheme would be least or most acceptable to people.
- 23 The wording of question 16 is 'The site development features several elements which could improve the viability of any scheme whilst still working for York. Please indicate how satisfied you would be with each of these proposals (1 being most satisfied and 6 being least satisfied)
- Multi-storey car park to allow better access through Union Terrace
 - Multi-storey car park to remove parking from listed buildings and serve new uses
 - Some homes – including family homes – at market value
 - Removal of unlisted and less significant additions to the former hospital building
 - Listed buildings used for commercial purposes to secure maintenance of heritage

- Partnerships to maintain the public open spaces

24 The same methodology is used to analyse the results as for Question 15 with a score of 1 for most acceptable being given a weighted score of 6 and so on. The table below shows the proposals in order of acceptability with the commercial use of listed buildings being most acceptable in order to ensure the preservation of heritage; and the proposal for a multi-storey car park in Union Terrace in order to improve access to the Site being least acceptable.

Proposal	Score
Commercial use of Listed buildings	4.4
Partnerships to maintain public open spaces	4.0
Removal of some unlisted parts of BPH	3.8
Some homes at market value	3.4
MSCP to avoid parking near G1 & G2 buildings	3.1
MSCP in Union Terrace	2.8

Qualitative commentary on other feedback

25 The other consultation feedback received from post-it comments, social and other media online comments, individual submissions and the answers to the open survey questions cannot be analysed statistically. Instead all comments received have been reviewed to identify the important themes that people wanted to raise, some in response to questions posed directly in the consultation material but also those arising from their own interests, concerns and priorities.

26 As highlighted earlier in the description of the consultation approach and method, free-form comments have been listed in Excel spreadsheets and also captured as images so that the views expressed can be accessed in their original format via Flickr. By adding thematic tags it is possible to search for groups of comments on the same theme. The Facebook comments are in [the Bootham Park Social Media Album](#) and the post-its and open survey questions are in [Bootham Park Engagement Album](#). Throughout the commentary that follows key themes are highlighted as hyperlinks which lead to a selection of comments on Flickr. To access Flickr you need to use a supported browser such as Chrome or Mozilla Firefox.

- 27 The main themes which shape the commentary are: heritage, mental health, healthcare, housing, open space, transport & access and community uses.
- 28 *Mental Health* - The importance of the history and future of mental health provision on the Site is evidenced by the volume of responses on this subject. 10% of all responses were related to [mental health](#) provision. From some there remains a strong feeling that the Site should be retained and refurbished as a mental health facility that is fit for purpose; others propose that it could be used as a community mental health outpatient hub (alongside new inpatient services at Haxby Road); others welcome the modern provision to be delivered at the [Foss Park Hospital](#) whilst some fear that the new services will not meet the need for such things as “place of safety” requirements, a mother and baby unit and services for young people. The common thread running through these views is a desire to respect the history of the Site in the way that it is used in future.
- 29 The use of the main building to provide [extra care](#) including [dementia](#) needs and the use of the grounds as a [publically accessible](#) space designed to promote mental health and [wellbeing](#) were recognised as ways of honouring and continuing the Site’s historic links.
- 30 *Heritage and Development* - Preservation of the historic buildings emerged from the survey and other feedback as one of the highest priorities for people. Some voices were in favour of this being achieved through public sector or third sector funding for uses such as a [community centre](#), [hospice](#) or [museum](#); others thought that appropriate commercially viable single use development of the hospital building as a luxury [hotel](#), leisure centre or Extra Care housing could ensure its preservation and the possibility of some continued public access to enjoy the building’s listed interior features. Other limited development of housing for [senior living](#), a [care home](#) or [keyworker](#) accommodation in the grounds was also seen as acceptable if it could create a viable scheme that would guarantee the preservation of the historic buildings.
- 31 [Open space](#) - The highest priority that people want to see delivered by any redevelopment of the Site is the preservation of, guaranteed [public access](#) to and [community uses](#) of the open spaces on the Site. There is a history of the space being used in this way and a strong sense of community entitlement that it should continue. The [green space](#) is valued for its [peace](#) and its role in improving air quality. People would like to see existing [trees](#) preserved and more planted; more natural planting to promote biodiversity; space dedicated to informal [play](#) and recreation; more seating; creation of

a [green gym](#) and nature trails to promote health and wellbeing. There are differing views about the provision of formal [sports](#) pitches with some voices strongly in favour and others concerned about the impact of [floodlights](#) and goalposts on the setting. Also the use for organised sport is seen as potentially excluding more informal uses.

32 [Community uses](#) and facilities – in the survey we asked for people’s ideas of possible community uses on the Site and what community facilities they would like to see. There was no shortage of ideas. Many were connected with promoting health and wellbeing in different ways. These were some of the most popular

- Community orchard and [garden](#).
- Reading [cafe](#) on the Rowntree park model.
- Community kitchen for healthy eating activities.
- Community meeting/[training](#) space (e.g. for social prescribing).
- Performance space to promote [arts and cultural](#) events.
- Use of main building for workshops/studios/[business units](#).
- Drinking water stations and public toilets.
- Changing room block for sports.

33 *Management models* – we were also interested in ideas about how the Site could be best managed to benefit the community and which local organisations might be interested. There was a view from some that only a private developer could take on the management of the site because the costs and risks were so high. Others put forward the idea of a Community Land Trust or the social enterprise/Community Interest Company model. Heritage funders and Sport England were also suggested as sources of finance and local charities like Edible York and St Nick’s were put forward as potentially interested organisations.

34 *Links to [healthcare](#)* – because of the historic use of the Site for mental health provision and the proximity of York District Hospital people were generally supportive of the ideas in the Development Plan that linked to the provision of healthcare and recognised the needs of healthcare staff. Affordable Key Worker accommodation near the hospital was seen as one of the top three priorities for the Site. Staff parking and a childcare [nursery](#) also received support. In terms of healthcare provision, [extra care](#), [stepdown](#) care and [dementia](#) beds were all seen as highly relevant to improve the provision in the community and reduce pressure on hospital beds. Other ideas were to expand the physiotherapy service on the Site and to retain the use of the chapel for psychological services.

- 35 [Access and Transport](#) – in the survey 95% of people supported the maintenance and improvement of access to, through and beyond the Site for [cyclists](#) and [pedestrians](#). People want to see better signage, improved lighting, more direct routes, secure bike parking and segregation from motor traffic. There was support for the access off Bootham to be used as an [emergency](#) vehicle route but to remain closed to other vehicles. The idea that a new access into the site could enable better [bus routes](#) and a service right onto the District Hospital site was also popular. There were calls for cars to be restricted on the new development or for it to be completely [car-free](#). The concern about cars leading to increased [congestion](#) and poorer [air quality](#) in the area was voiced frequently by local residents and connected to a widespread objection to the provision of more [parking](#) especially multi-storey car parking. But there were differing views on parking citing the need for parking for staff and visitors to the District Hospital and for residents and visitors to the city.
- 36 [Housing](#)– four types of housing were included in the survey question asking people to rank their priorities for what development is delivered on the Site. [Keyworker](#) accommodation ranked second, [affordable](#) housing ranked sixth, housing for [senior living](#) ranked seventh and family housing ranked tenth. In people’s comments there was a tension between a real recognition of housing need in the city especially for affordable housing and the understanding that this Site could not accommodate a lot of residential development. The concern was frequently expressed that any residential development could therefore be rather [exclusive](#) and price out local people, leading to demands that any developer should prevent selling for investment by excluding holiday lets/AirBnB use.