

MARCH 2018

# **YORK CASTLE GATEWAY**

**Masterplan Framework - PREFERRED OPTION**

**Stage 3 Report**

**BDP.**







# CONTENTS

1	<b>1.0 Introduction</b>
5	<b>2.0 The Vision for York Castle Gateway</b>
17	<b>3.0 York Castle Gateway Masterplan Strategy</b>
23	<b>4.0 The Masterplan Proposals</b>



# 1.0 INTRODUCTION

## 1.1 THE YORK CASTLE GATEWAY PROJECT

**1.1.1 York's Castle Gateway forms the southern approach to the historic city centre of York.** York Castle Gateway area is defined by the River Ouse to the west, Coppergate to the north, Fossgate/Walmgate to the east and extends south to the confluence of the Ouse and the Foss rivers.

**1.1.2** BDP was commissioned to prepare the Castle Gateway masterplan by City of York Council (CYC). BDP is assisted by Witteveen+Bos, WSP and Mace. BDP has worked closely with CYC, the Castle Gateway Advisory Group (CGAG) and other stakeholders. A parallel public engagement project ('My Castle Gateway') has ensured wider community involvement.

**1.1.3** This masterplan report builds on the Stage 1 baseline and Stage 2 masterplan options reports and presents the preferred masterplan for the Castle Gateway area.



Figure 1.1: Location Plan





## 1.2 THE NEED FOR THE CASTLE GATEWAY MASTERPLAN

**1.2.1** York Castle Gateway is a strategic priority for CYC as they and many stakeholders including local residents and visitors, consider that the area does not fulfil its potential. The area is currently being held back by:

- A generally poor setting for what are considered to be world class heritage assets, 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, poor interconnecting public spaces and poor 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.

**1.2.2** Whilst the above list is far from exhaustive there is clearly a demonstrable need for the vision and direction provided by the Castle Gateway Masterplan.

## 1.3 CITY OF YORK COUNCIL ASPIRATIONS

**1.3.1** In January 2017, following discussions between officers and land owners across the area, a report presenting a vision and draft policies for York 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 York 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 York 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.



*The Eye of York - Crown Court and Clifford's Tower*

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

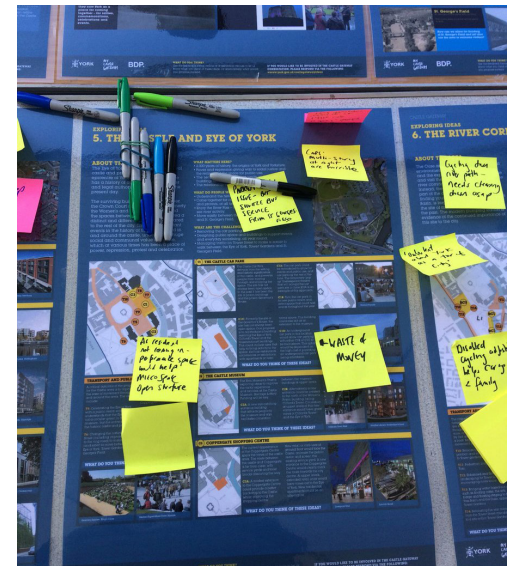


## 1.4 RESPONDING TO COMMUNITY ASPIRATIONS

**1.4.1** A long-term public engagement strategy is being conducted under the auspices of 'My Castle Gateway', an innovative public engagement initiative project embracing participatory approaches to local planning and place-making. The project complements the consultation undertaken by CYC under its statutory duties, and has engaged people in shaping the future of the Castle Gateway area through a number of community-led public events, on-site and on-line, exploring what matters to people in the area and what they would like to see and be able to do there.

**1.4.2** The My Castle Gateway initiative is an ongoing and open conversation that has performed the vital task of gathering and drawing out knowledge, thoughts and ideas of a huge number of people with views on and interests in the area. Feedback coalesced around several themes, including the ways in which people move or would like to move through the area, the activities that they would like to see encouraged, the function of public space, the role of the rivers and the ownerships and values recognised across the area. Along with other consultation carried out by CYC, the My Castle Gateway process has directly influenced the development of the January 2017 vision and the masterplan for the area.

**1.4.3** The preferred masterplan reflects the feedback from consultees on the earlier masterplan.







**1.4.3** The following presents a summary of the main aspirations identified through this process:

- To be able 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; and
- To get involved in facilitating change and in managing the area in the long-term.

**1.4.4** Consultation on the masterplan options presented in the Stage 2 report has shaped the preferred masterplan option. In summary the consultation was supportive of the proposed changes, including:

- Strong support for closure of the Castle car park and new use of the site, as part of an overall landscape scheme, with some cafés and restaurants;
- Support for well-designed buildings to screen the Coppergate centre;
- Support for a car park on St. George's Field;
- Strong support for new linkages from south to the Foss corridor, crossing of Tower Street and Foss bridges;
- Support for animation of Foss Basin with some caveats around affordability of any new apartments; and
- Strong support for creating conditions for local and independent business along Piccadilly.

**1.4.5** Similarly, where concerns have been expressed these have been reflected in the preferred masterplan, for example:

- Responding to concerns that new facilities in Tower Gardens could impact on the Arts Barge project;
- Feeling that CYC needed to be more proactive with regard to privately owned sites; and
- Feeling that there was not enough consideration of 'local' needs.

## 1.5 THE PURPOSE OF THE CASTLE GATEWAY MASTERPLAN

**1.5.1** 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.

**1.5.2** 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 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.

**1.5.3** Masterplan outcomes will 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 York Castle Gateway as a valuable and well-used part of the City of York, on the part of residents, visitors and businesses.

## 1.6 THE STAGE 3 REPORT

**1.6.1** The Stage 3 report presents the Preferred Masterplan for the Castle Gateway area. This is the culmination of a process of evidence gathering and option testing and has been informed by consultation and testing of deliverability.

**1.6.2** The report is structured as follows:

**Section 2:** The Vision for York Castle Gateway

**Section 3:** York Castle Gateway Masterplan Strategy

**Section 4:** The Masterplan Proposals





# 2.0 THE VISION FOR YORK CASTLE GATEWAY

## 2.1 INTRODUCTION

**2.1.1** The Castle Gateway area offers many enviable qualities that make this a great place to enjoy, as a resident or visitor. The waterside setting; the history of the city embedded in the ground; the buildings and the memories of all those visiting or using the area; the many unique and interesting buildings; and proximity to the city centre, York station and in the future York Central, are all strengths. Many of the same qualities make this a great place to invest in business and development.

**2.1.2** Equally York Castle Gateway is an area that comes with real challenges and constraints: flood risk; working with heritage and archaeology; private land owner expectations of value and scope for development; the need to deliver (and fund) better infrastructure to support the improved use of the area; and the need to try and reconcile and balance the many diverse views of what should or should not happen...

**2.1.3** There is a general consensus that the area is not fulfilling its potential and that with increasing pressures on the city, setting out the vision and aspirations for the area within a masterplan and planning framework is a strategic priority.

**2.1.4** The vision for the area set out in this section provides the context for the Castle Gateway masterplan, a planning and urban design framework that sets an aspiration for what the area could be in the future, and that guides the delivery of development and investment in city infrastructure and the public realm over a 10-20 year period towards the achievement of that vision.



Figure 2.1: Illustrative preferred masterplan



Figure 2.2: Artist's impression of York Castle Gateway



## 2.2 THE EYE OF YORK

### THE HISTORY OF THE CITY

**2.2.1** The Eye of York will be celebrated as the focus for understanding the history and development of the city of York, and as a locus for cultural, civic and other expressions of the city. This will be the primary space to visit to appreciate and celebrate the history and values of the city and its people and how it became a centre of local, regional, national and international importance. The development of the area as a castle and seat of governance as well as a place of justice, punishment, protest and commemoration is reflected in the built form whilst capturing the memories and association people have and is unique in York.

**2.2.2** The Eye of York will be a vital place, as important to residents as visitors, where activities continue to evolve within a strong built environment setting. Whilst respecting the distinctive form and relationship of buildings and space; the quality of the place will be enhanced through the relocation of car parking elsewhere, the reclamation of space for people-based activity, and development including the remodelling of the Coppergate Centre to deliver a more appropriate interface of castle and city.

**2.2.3** The history of the Castle and the Eye of York is the history of the city. The strong form of the space and the buildings and even the topography of the land is the product of the fundamental role of the area as a place of governance, judiciary and public protest over power and legal authority. This has given the area a distinctive character in the context of the medieval city core to the north, and modern developments to the south. Clifford's Tower, the set-piece of the Georgian development of the Crown Court and the Female and Debtors' prisons, and the site of the prison governor's house all form a central triumvirate of structures which encapsulate the core city functions of defence, governance and judiciary.

**2.3.4** The area as a whole, not some imagined point or singular physical space, is the Eye of York. Developing an approach to the public realm that makes this a coherent whole will be a key project in realising the potential of the area. This public realm will need to be robust and flexible enough to accommodate a multitude of city activities, from understanding the history of the city through to celebrations and commemorations, cultural events and ad hoc citizen led activities. This will be achieved by the removal of the car parking, which will be accommodated elsewhere. This will not only release public space for public use, but also means that better access to the River Foss can be provided and that the surrounding roads and access routes can be remodelled to increase the public domain and reduce road space.

**2.2.5** Some new development will be beneficial in framing and supporting the uses and activities to be accommodated within the Eye of York. Such developments could include the remodelling of the Coppergate Centre to provide a more appropriate interface with the castle and to create stronger connections north into the city centre. The Castle Museum will be further enhanced with new buildings that deliver better circulation and entrance facilities. Further developments could include new visitor and cultural spaces, recreating the symbolic relationship the former Governors House with Clifford's Tower, the Georgian Crown Court/Prison set-piece. The museum developments will be subject to securing funding, e.g. from the Heritage Lottery Fund (HLF).



Figure 2.3: The Eye of York



Figure 2.4: Artist's impression of The Eye of York



## 2.3 ST. GEORGE'S FIELD AND THE FOSS BASIN

### CELEBRATING YORK'S RIVERS AND CREATING A GATEWAY TO YORK

**2.3.1** The Ouse and Foss rivers together with St. George's Field, which stretches from the confluence of the rivers to York Castle, are historic and still important gateways to the city. For visitors approaching from the south of the city in particular, this area is the true gateway to York and a logical launchpad for visits to the city. St. George's Field and the Foss Basin will be reinforced as points of arrival in York, and a key site of orientation and connection into the city centre, whilst making the most of the recreational potential of attractive riverside setting which is in itself, the key to the location of York Castle. This will include rediscovering the Foss Basin as a setting for leisure and living. Flood management will continue to shape this part of the city and will be evident in the design of new buildings and the public realm, to be understood and interpreted by visitors.

**2.3.2** In earlier times the confluence of the Ouse and Foss rivers was the historic arrival point from the south and the rivers provided key routes into York and also supported trade, the evidence of which can still be seen in the buildings, structures and activities along the river's edge. The Foss is still a navigation, reflecting the former importance of this Ouse tributary to the development of the city. As the waterways have reduced in importance as means of access, superseded by road-based transport, so the legibility of the Foss in particular as a route through the city has been lost. Indeed the Victorian and 20th century development of Piccadilly turned its back on the Foss altogether. Following the decline in river traffic on the Foss, the Foss Basin has become a neglected and little visited part of the city centre. It is in many respects a hidden space, poorly connected to the surrounding areas.

**2.3.3** Despite this, important land-based connections into the city centre such as the New Walk, an 18th century planned landscape promenade, still follow the river banks and serve residents from the south of the city looking to make their way to the city centre on foot or by bike.

**2.3.4** St. George's Field, defined by the rivers and the Castle to the north, was historically used as common land and has long had a role providing a home for activities key to the successful functioning of the city (and before that the Castle), including laundry, public baths, hosting annual fairs and other public gatherings. More recently this role in accommodating services that support the city has evolved to include modern city infrastructure such as car and coach parks, the sewage pumping station and the Foss barrier.

**2.3.5** The future of St. George's Field and the Foss Basin will be an extension of the role as an arrival point and gateway to the city, making more of the waterside settings to encourage recreational use of the area and to create stronger pedestrian and cycle routes through the area. As a gateway to the city new visitor facilities, including a decked car park, orientation points and visitor services, will provide a greatly enhanced experience for visitors arriving and departing by car and coach, which will be required in the city for the foreseeable future. Enhanced public realm will provide respite from the city for residents as well as visitors, and will be flexible in use to accommodate fairs and other social gatherings.

**2.3.6** Pedestrian and cycle access to and from the city centre will be greatly improved through remodelling of the inner ring road, providing new and enhanced cycle connectivity and pedestrian and cycle 'super crossings' into the city centre. The possibility of approaching the city through the southern gateway of the castle and linking to Tower Gardens will also be explored.

**2.3.7** The Foss Basin will again become a focus for water-based activity, in the form of semi-permanent boats and pontoons that can accommodate a variety of uses from arts and cultural activities through to cafés and restaurants. New city living apartments will help animate the area and ensure there are people around at all times. New bridges and connections will open up stronger connections towards the city centre.

**2.3.8** Flood management will still be a core feature of the area, reflected in the engineering and design of the public realm as much as the new buildings.

**2.3.9** Tower Gardens, York's first municipal park and historically part of St. George's Field, will be the focus for improvements to increase usage and activity. The current form is not conducive to social activity and is seen more as part of a route to the city centre or Clifford's Tower. By introducing new surfaces and structures, managing the trees and opening up the waterside, Tower Gardens can reprise its role as a civic park.



**Figure 2.5: St. George's Field and the Foss Basin**



Figure 2.6: Artist's impression of the Foss Basin



## 2.4 PICCADILLY

### THE NEW CITY CENTRE NEIGHBOURHOOD

**2.4.1** Piccadilly will be the heart of a thriving city centre neighbourhood, with city centre living appealing to those attracted by proximity to the historic city centre and by the lively atmosphere generated by small and independent businesses including creative industries, workspace, cafés and bars clustered around the pedestrian friendly avenue of Piccadilly. The area will build upon the growing attractions and reputation of Fossgate and Walmgate, as a place to find interesting and independent shops, bars and restaurants which attract city residents and students as well as visitors looking for an alternative to national 'high street' brands and experiences.

**2.4.2** Once part of the marshy floodplain of the River Foss and forming part of the defences of York Castle, the development of Piccadilly was, in York terms, a relatively recent intervention. Focused on a new street designed to improve vehicular and service access into the city centre from the south (built in two stages, the first around 1840 based on widening a medieval lane and the second, north of the Foss bridge in 1911-12) Piccadilly originally attracted warehousing, industry and business services to the plots east and west of the new street, those to the west backing onto the Foss (although there is no evidence these plots were ever serviced from the Foss). These functions were relocated over time to larger and consolidated locations elsewhere, and in the 1970s/80s the area developed as a secondary office location and subsequently, with growing demand, redeveloped to provide hotel and residential apartment blocks (in part facilitated by relaxation of planning laws permitting office to residential conversions).

**2.4.3** Piccadilly will now be transformed from a forgotten, underused and largely unattractive service route, characterised recently at least by largely opportunistic and unrelated developments, into an attractive city avenue at the heart of a growing residential neighbourhood.

**2.4.4** As a city centre neighbourhood there will be predominantly non-residential uses at ground floor level, including small business units, and local retail, cafés and bars to service residents and visitors. The Spark:York project will show how the area can evolve to offer a unique experience in the city and how like-minded people and business can be attracted to this creative quarter.

**2.4.5** This will be a living and vibrant part of the city centre and having people around day and night will be part of the attraction and important to the creation of a safe and attractive place. The residential apartments will of course underpin this, but maintaining some vehicular traffic through Piccadilly will also help to activate the streets and buses, cars accessing the Coppergate Centre car park and other local service needs will provide this. Nevertheless, measures to discourage unnecessary traffic and a rebalancing of the public realm, to make pedestrian spaces and people-based activities the dominant characteristic of the street, will ensure that Piccadilly maintains a 'people first' feel. New links to and across the Foss will further stimulate activity whilst making convenient connections for those living in and visiting the area.



Figure 2.7: Piccadilly



Figure 2.8: Artist's impression of Piccadilly



## 2.5 THE RIVER CORRIDORS

### ROUTES THOUGH THE CITY

**2.5.1** The Ouse and the Foss define York Castle Gateway and have shaped the way York Castle Gateway has developed and the uses and activities past and present. The bank of the Ouse is already well used as a recreational and commuter route for cyclists and pedestrians and the proposed developments within St. George's Field and Tower Gardens will enhance the experience. The River Foss will be rediscovered as a route into the city centre, with development of the Foss Basin and the new super crossing on Tower Street bringing pedestrians and cyclists into the castle area. A new landscaped route and feature bridge will provide the missing connections between Tower Street, Piccadilly, the Eye of York and the Coppergate Centre. As well as providing greatly improved connections for pedestrians and cyclists, the new route and bridges will open up new views of the River Foss, York Castle and the historic skyline to the north.

**2.5.2** The river corridors are integral to the Castle, St. George's Field, Piccadilly and Coppergate / King's Staith character areas and York Castle Gateway as a whole. However the rivers also form primary connections through the Castle Gateway area and so merit specific comment.

**2.5.3** Historically the rivers were important to defence, trade and communications and indeed the waterways through York have been engineered to facilitate trade and navigation as well as in attempts to manage flooding. Whilst the value of the rivers is now seen more in terms of the setting of the city and in leisure terms, the engineering of the rivers to control flooding remains at the heart of the Castle Gateway area.

**2.5.4** The decline in the use of the rivers for trade and navigation has resulted in the River Foss in particular becoming something of a backwater, difficult to access and not used as a route into the city. The masterplan provides the opportunity to rediscover the rivers and specifically, to open up access to and routes along the Foss. The vision for the Foss is of a linear park, extending from the Foss Basin where new activities will be encouraged and enabled by development of apartment living, along the Foss between the castle and Piccadilly. The route will be marked by a new feature bridge that both enables the continuation of the riverside path past the castle walls and provides a new east-west crossing for pedestrians and cyclists.

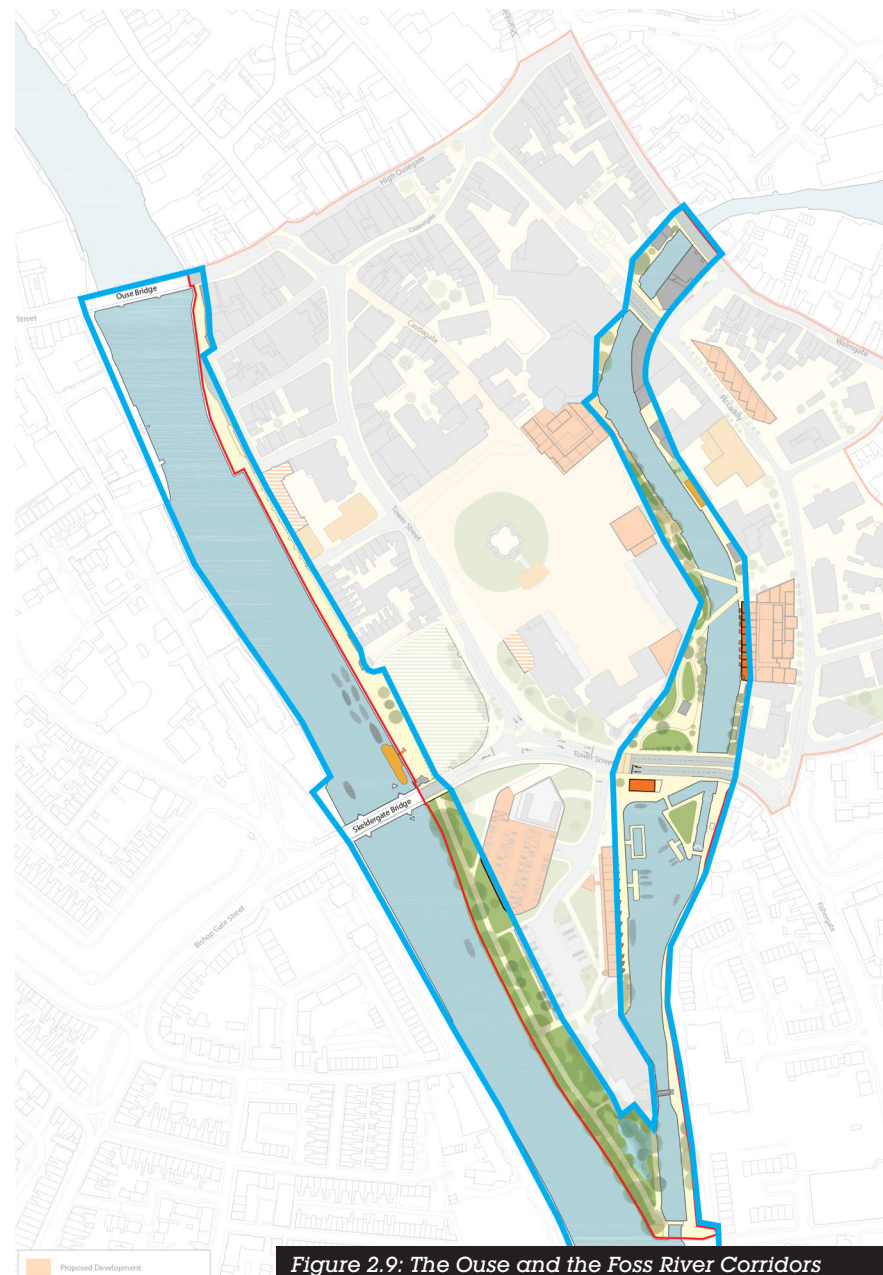


Figure 2.9: The Ouse and the Foss River Corridors



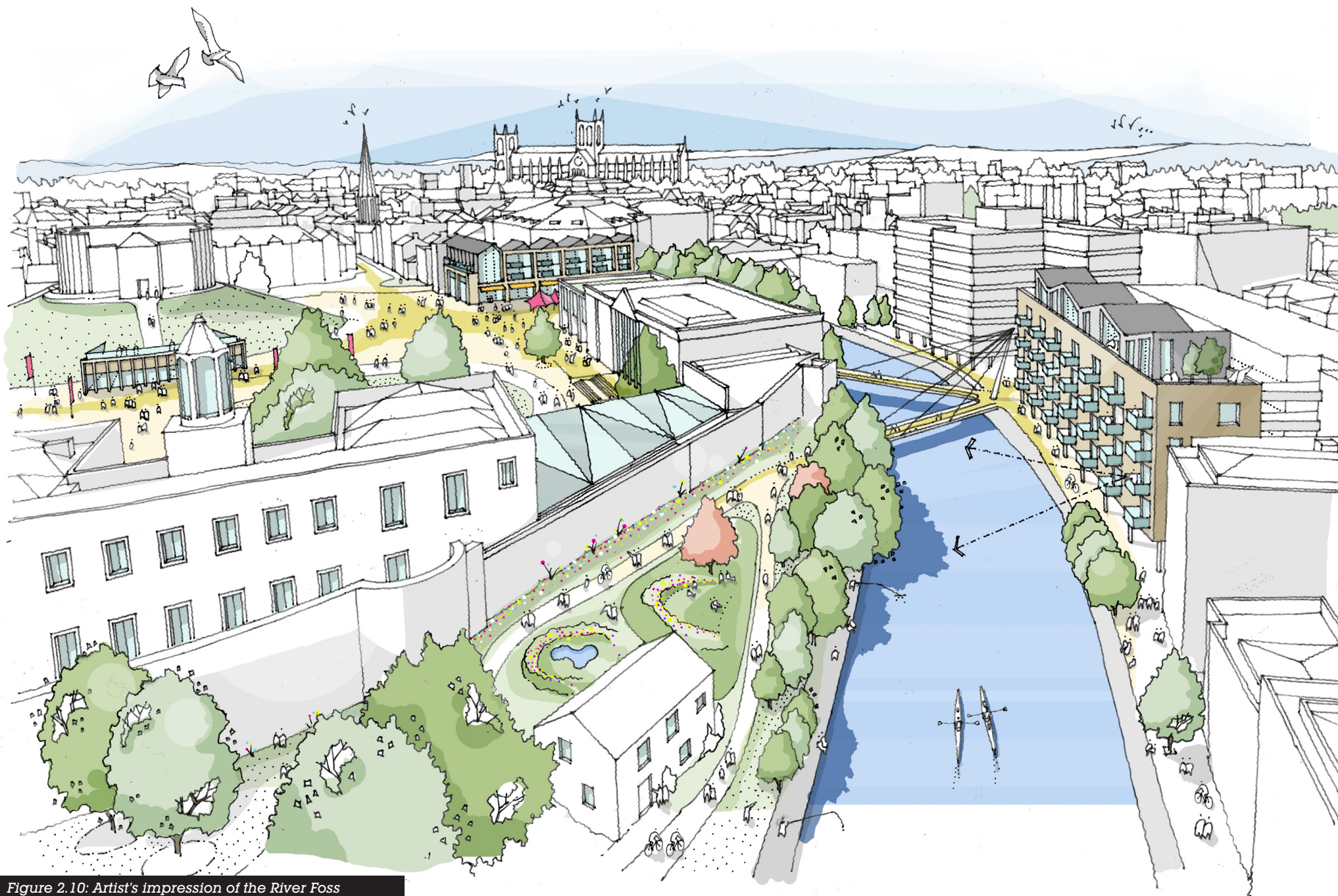


Figure 2.10: Artist's impression of the River Foss



## 2.6 COPPERGATE / KING'S STAITH

### A STRONGER LINK FROM THE CASTLE TO THE CITY CENTRE

**2.6.1** Coppergate is the part of the densely developed medieval city centre adjacent to the Castle. The scale, grain and street-based townscape is in direct contrast to the Castle to the south. The attractive bustling streets will be extended further through the Coppergate / King's Staith area, encouraged by relatively minor interventions in traffic circulation and public realm. Fewer bus movements through Coppergate will allow for a better pedestrian environment, encouraging more street-based activity and supporting the trade of the variety of commercial premises fronting the street. At either end of Coppergate the remodelled public realm allows people to move more easily between the Castle area and the city centre: Castlegate will be pedestrianised to enhance its status as a York 'footstreet'. As part of the city centre a multitude of commercial, cultural, civic and leisure uses will continue to be accommodated and the redevelopment or reuse of vacant sites and buildings will need to reflect this, with any city living restricted to upper floors.

**2.6.2** The Coppergate area is typical of the medieval city centre, with a tight grain of streets and buildings, of a human scale that encourages activity connecting the streets, spaces and buildings. Stronger connections that drive footfall through the area will help support commercial activity and animate the public realm, which will be dominated by pedestrians as extraneous traffic is displaced. There are relatively few opportunities for new development and so the focus will be on holistic management of the streets, shaping the use of the public realm and integrating this with facilitation and encouragement of suitable businesses and building uses.

**2.6.3** In due course part or all of the Magistrates' Court may become available for new uses. The listed court rooms will best be kept in some form of publically accessible use such as restaurant, bar or hotel function rooms. The buildings facing the Ouse could be redeveloped as riverside housing, extending this use along the riverfront, or as hotel accommodation. The Coppergate Centre is referred to in the vision for the Castle area above, as it is an important interface with the Castle area. Away from this frontage however, further remodelling of the centre to meet modern retail needs

and to improve the public realm and linkages to the castle would be beneficial.

**2.6.4** The majority of the interventions in the Coppergate area are likely to be in the public realm. Removing general traffic and managing bus movements will encourage more pedestrian and social activity, creating animated, bustling city streets that are equally attractive to residents and visitors.



Figure 2.11: Coppergate/King's Staith

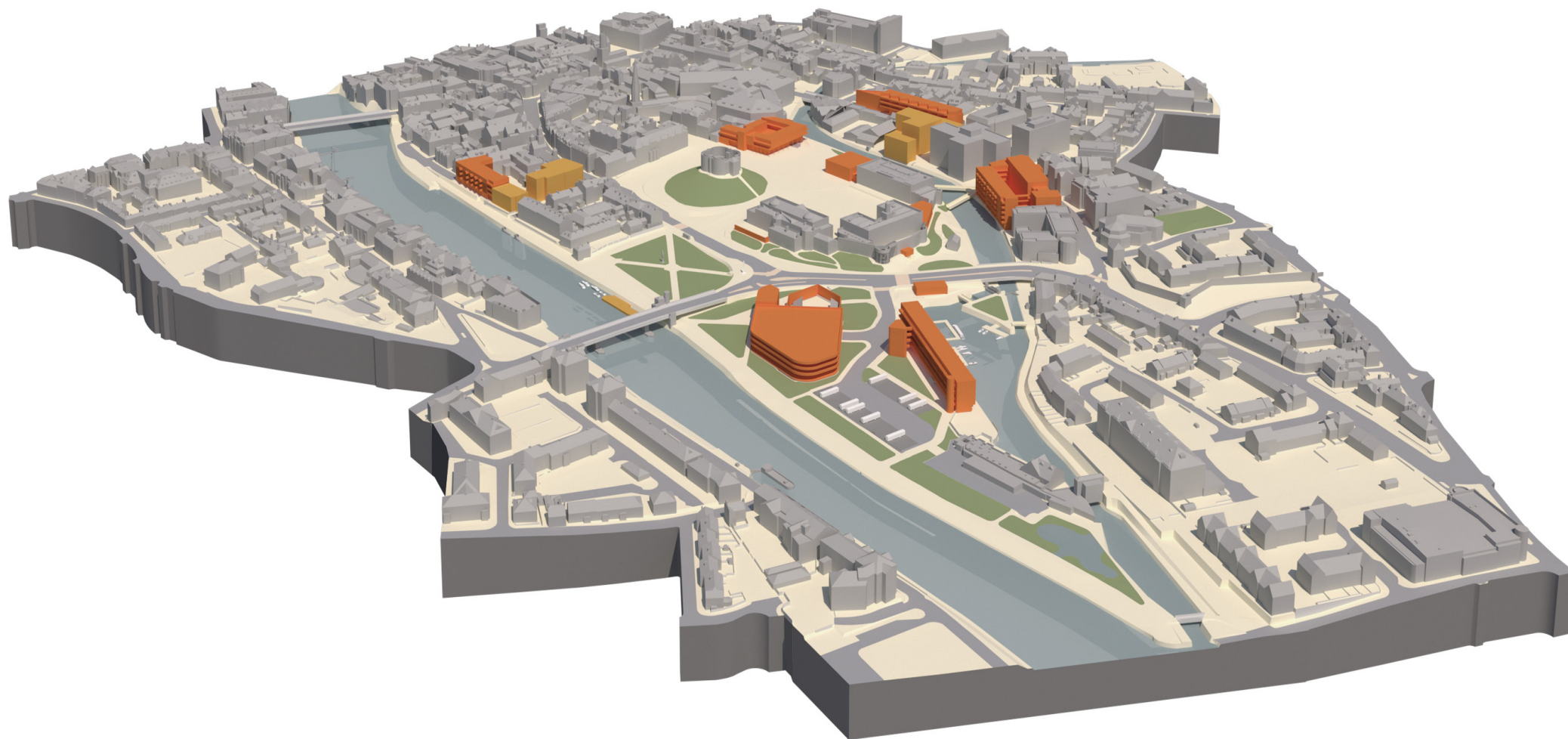


Figure 2.12: Illustrative 3D model of York Castle Gateway



# 3.0 YORK CASTLE GATEWAY MASTERPLAN STRATEGY

## 3.1 INTRODUCTION

**3.1.1** The vision for York Castle Gateway set out in the preceding section has widespread stakeholder support. It paints a picture of a vibrant and distinctive part of York, that will be attractive to residents, visitors and business and that will contribute strongly to the economy and to the life of the city, including its cultural well being.

**3.1.2** At the same time the vision includes several significant development proposals and other interventions in the public realm and infrastructure of the city centre. There needs to be a clear justification for these proposals and a clear understanding of the interdependence of the projects, to ensure support for the complete package, mitigate against 'cherry-picking' and ensure realisation of the vision.

**3.1.3** This section of the Preferred Masterplan report sets out the Castle Gateway strategy, which provides the context and rationale for the individual project proposals which are detailed in Section 4 of the report. This includes the approach to character areas, the public realm and movement framework and

the phasing of work, to ensure enabling developments and infrastructure are in place to create the conditions for following packages of work.

## 3.2 CHARACTER AREAS

**3.2.1** The Castle Gateway area is in fact a group of four distinct character areas; the Eye of York, St. George's Field, Coppergate / King's Staith, and Piccadilly. Each has a unique townscape and landscape, accommodates a different mix of activities and uses, and distinct – though interrelated – historical and cultural context. The four character areas are further complemented by river corridors of the River Ouse and the River Foss, which play an important role throughout York Castle Gateway.

**3.2.2** The vision for the Castle Gateway area articulated in Section 2 above, takes these character areas as key building blocks and proposes a distinct approach to each. The further development of proposals within each character area should therefore be set within the context both of the specific character of, and the particular ambitions for, each area. *Figure 3.1* identifies the four character areas.

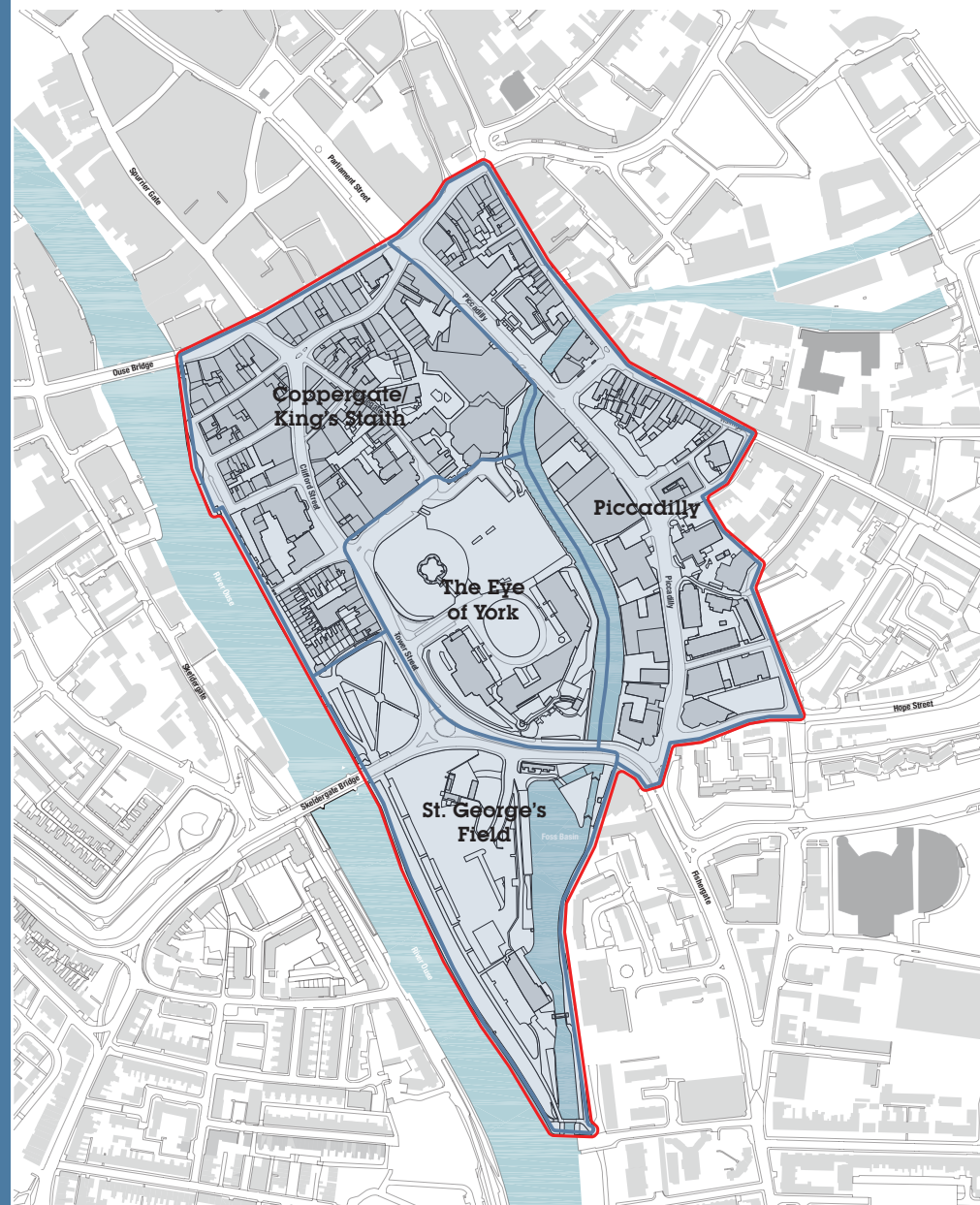


Figure 3.1: York Castle Gateway Character Areas



### 3.3 THE PUBLIC REALM AND MOVEMENT FRAMEWORK

**3.3.1** Connecting York Castle Gateway to the rest of the city and ensuring that people, in particular pedestrians and cyclists, are able to move through and enjoy the area, is a fundamental objective of the masterplan and a strongly articulated ambition of the majority of those engaged in imagining the future of the Castle Gateway. At the same time, to ensure the ongoing success of the wider city centre, accommodating necessary vehicular transport remains an important part of city centre management. The public realm and movement strategy for York Castle Gateway has therefore focused on better managing vehicular transport whilst significantly improving the experience of being a pedestrian or a cyclist.

**3.3.2** Successful public realm is a product of good urban design. The best city streets and squares are a combination of the built environment and the public realm, the uses and activities accommodated by both, and the colonisation and animation of the spaces by people, which ultimately gives the places their identity.

**3.3.3** This public realm and movement strategy is therefore manifested in the following key principles:

- Creating a comprehensive web of pedestrian and cycle routes that connect as seamlessly as possible to the surrounding city;
- Identifying and enhancing public spaces, both formal and informal, to

make them more attractive to users and conducive to positive social behaviour, and integrating these spaces into the wider pedestrian and cycling network, so that these are places to pass through as well as to go to;

- Giving greater clarity on the role of the different streets and squares, introducing new landscapes, building uses and activities as required;
- Reducing vehicular penetration of York Castle Gateway to levels consistent with access needs, whilst recognising that some traffic can contribute positively to animation of streets;
- Relocating car parking from the Castle car park to St. George's Field, south of the inner ring road;
- Changing the character of the inner ring road (Tower Street) by introducing signal controlled junctions and crossings to rebalance the needs of pedestrians, cyclists and motorists.
- Using temporary installations and events, led by artists, designers and community groups, to change perceptions e.g. 'Guerrilla' lighting events.

**3.3.4** Cycling is a popular and environmentally friendly way of moving around the city. The Castle Gateway masterplan is the starting point for improving facilities for cycling in this area, with measures including:

- New routes along the Foss;
- New bridges along the Foss;
- Supercrossing for Tower Street;
- Signalised junction replacing mini-roundabout on Tower Street;
- Signalised junction for Piccadilly.



*Guerrilla Lighting, Manchester*



*Elizabeth Street, Mayfair, London*



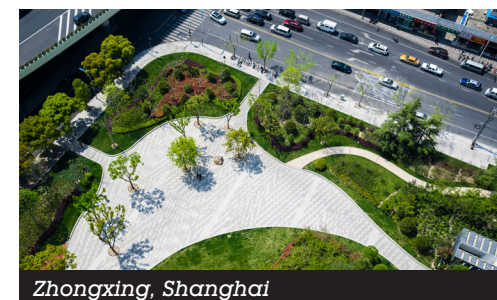
*The Parade, Watford*



*Ladywell Fields, Lewisham*



*Cathedral Gardens, Manchester*



*Zhongxing, Shanghai*



*Town Square, Weston-super-Mare*





Figure 3.2: Public realm and connectivity objectives for York Castle Gateway

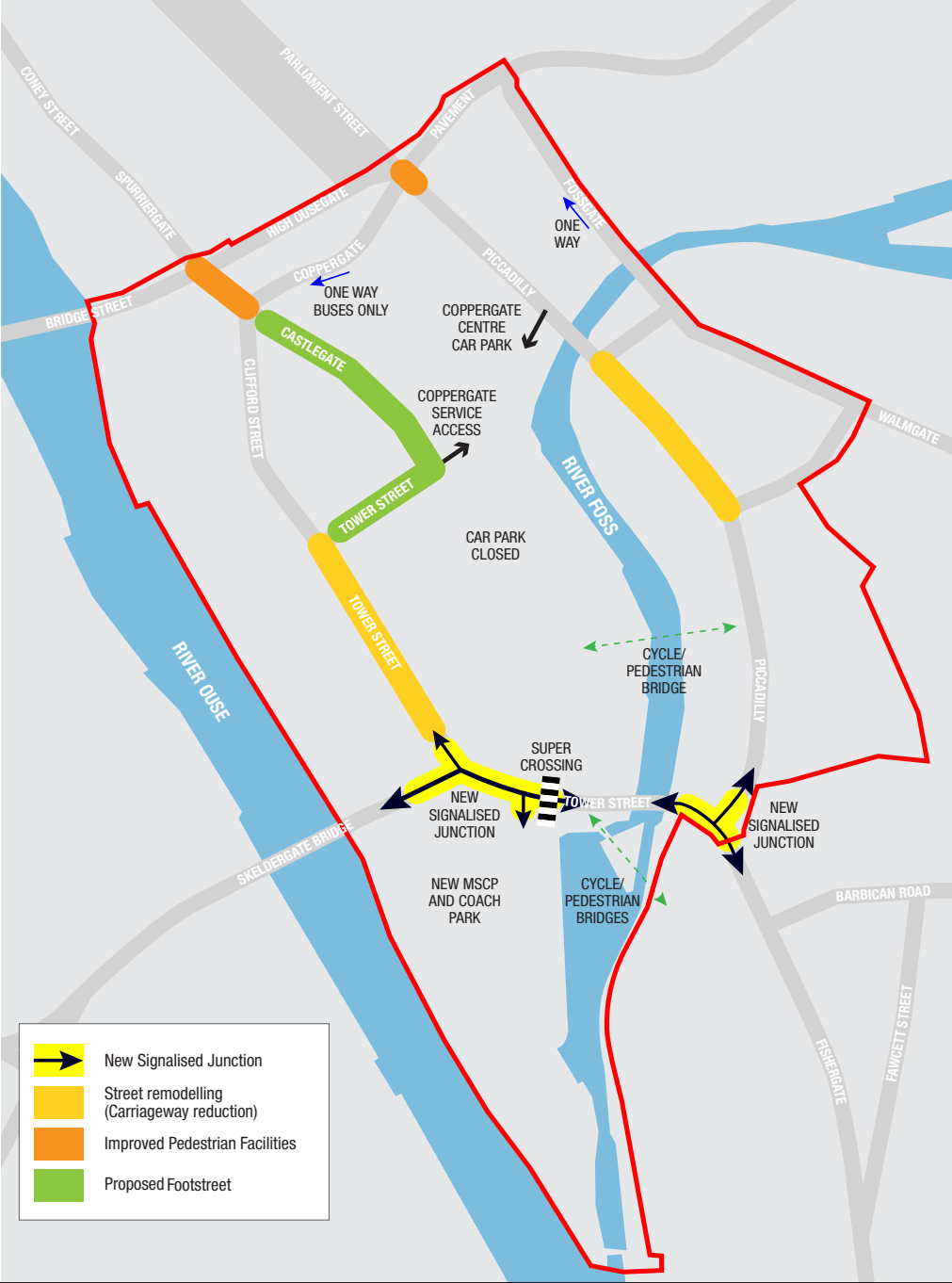


Figure 3.3: Transport and highways improvements for York Castle Gateway

**3.3.5** *Figure 3.2* illustrates the proposed public realm framework and *Figure 3.3* identifies the key highways interventions required to facilitate this and wider improvements to pedestrian and cycle movement. The individual interventions and projects are described in Section 4 of this report.

### 3.4 THE MASTERPLAN LOGIC – ENABLING WORKS AND DELIVERY PACKAGES

**3.4.1** The Castle Gateway masterplan has been developed as an integrated framework. Whilst the individual projects are developed in the context of the character area within which they are located, there is a strong interrelationship of projects in terms of delivering the overall vision and ambition for the Castle Gateway area. This is the basis of sound masterplanning but is also particularly important in the internationally important historic setting of York, where there must be a sound justification for interventions in the built environment.

*Table 3.1* summarises the logic of the key masterplan interventions.

**3.4.2** The delivery of the masterplan rests on the closure of Castle car park and the provision of an alternative multi-storey car park on St George's Field. This is the key enabling project that creates the conditions for the delivery of the masterplan and the realisation of the ambitions for York Castle Gateway. The remodelling of Tower Street is required to enable access to the new car park on St. George's Field and the development of the Castle Mills site, owned by CYC, is required to complete the funding of the enabling works package.

**3.4.3** Thereafter the delivery of the masterplan falls into three distinct work packages, listed with the enabling works package as shown in *Table 3.1*.

**3.4.4** Following completion of the enabling works the remaining work packages can be brought forward in any order, as conditions and priorities dictate. Every intervention has a purpose and taken together, they deliver the vision for York Castle Gateway. More details of all the projects are provided in Section 4 of this report.

PACKAGE 1
Enabling Works
<ul style="list-style-type: none"> <li>• St George's Field MSCP and coach park</li> <li>• Castle Mills apartments</li> <li>• Tower Street (ring road) junction remodelling</li> </ul>
PACKAGE 2
Eye of York / River Foss north
<ul style="list-style-type: none"> <li>• Eye of York public realm scheme</li> <li>• Coppergate Centre extension</li> <li>• Riverside walk north and new Foss bridge</li> <li>• Pedestrianisation of Castlegate</li> <li>• Mixed-use development of 17-21 Piccadilly</li> </ul>
PACKAGE 3
Foss Basin
<ul style="list-style-type: none"> <li>• Foss Basin apartments</li> <li>• Foss Basin leisure uses</li> <li>• Castle Mills lock bridges</li> <li>• Confluence public art</li> <li>• St George's Field public realm</li> </ul>
PACKAGE 4
Piccadilly / Tower Gardens
<ul style="list-style-type: none"> <li>• Piccadilly upgrade</li> <li>• Coppergate one way</li> <li>• Tower Gardens</li> <li>• Tower Street upgrades</li> </ul>
<i>Table 3.1: Delivery Packages for York Castle Gateway</i>



### PACKAGE 1 - Enabling Works

- St George's Field MSCP and coach park
- Castle Mills apartments
- Tower Street (ring road) junction remodelling

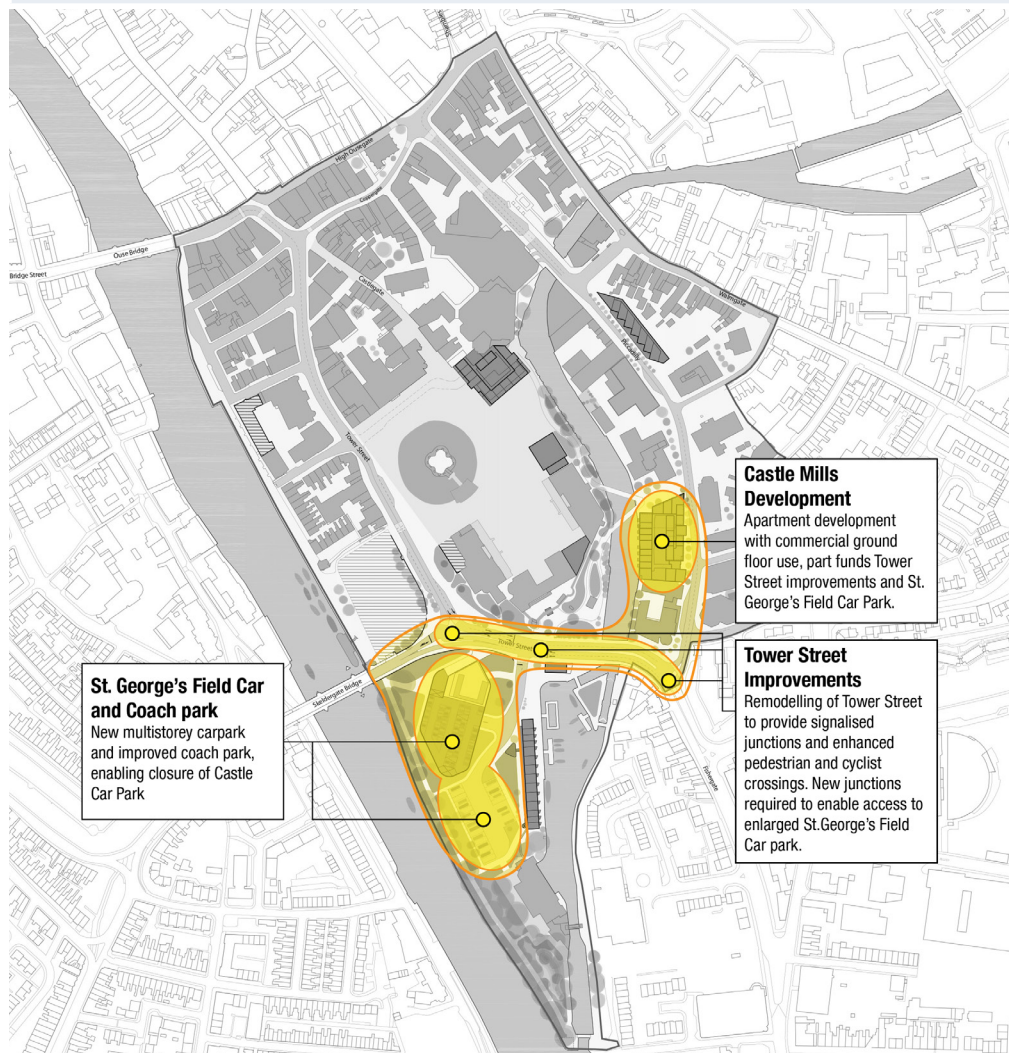


Figure 3.4: Delivery Package 1

### PACKAGE 2 - Eye of York / River Foss north

- Eye of York public realm scheme and Pedestrianisation of Castlegate
- Coppergate Centre extension
- Riverside walk north and new Foss bridge
- Mixed-use development of 17-21 Piccadilly
- New cultural facilities (subject to securing funding e.g. Heritage Lottery Fund)

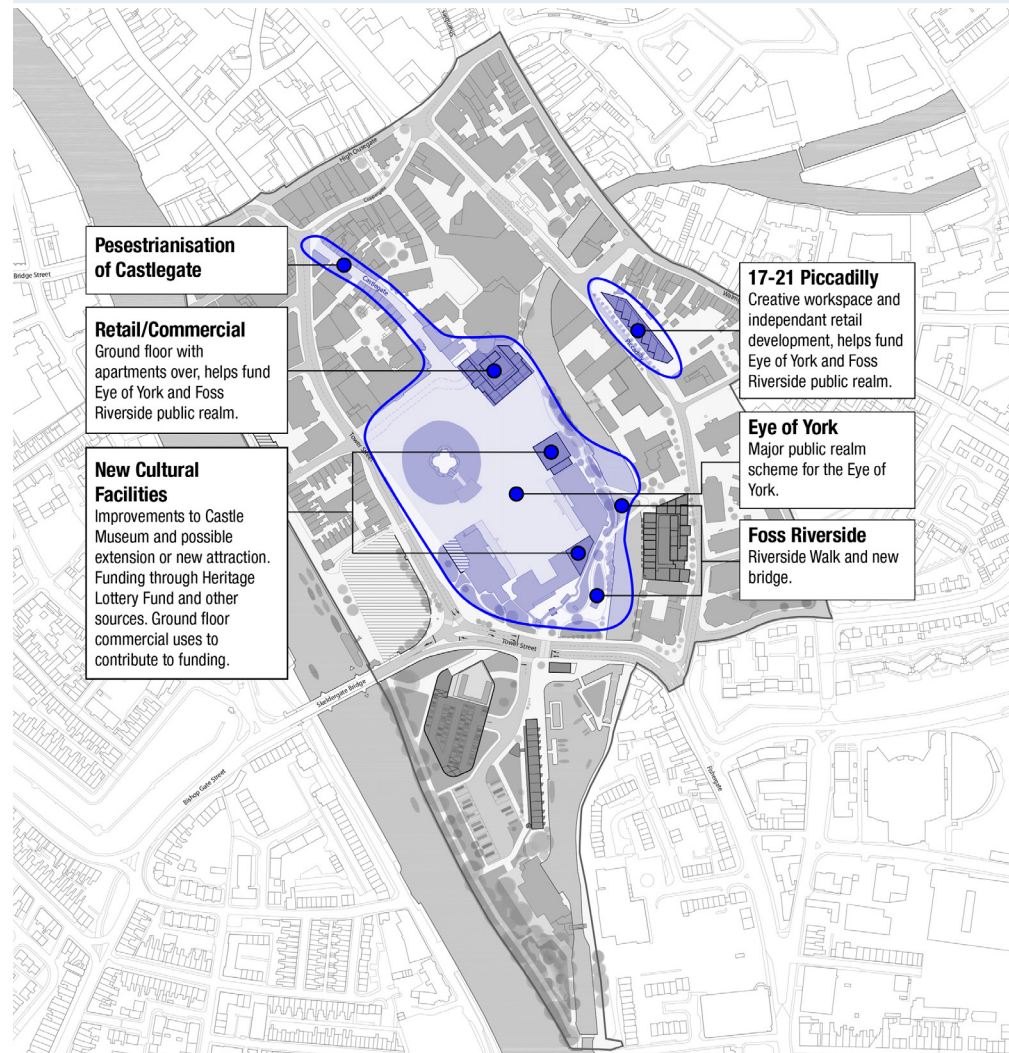


Figure 3.5: Delivery Package 2



**PACKAGE 3 - Foss Basin**

- Foss Basin apartments
- Foss Basin leisure uses
- Castle Mills lock bridges
- Confluence public art
- St George's Field public realm

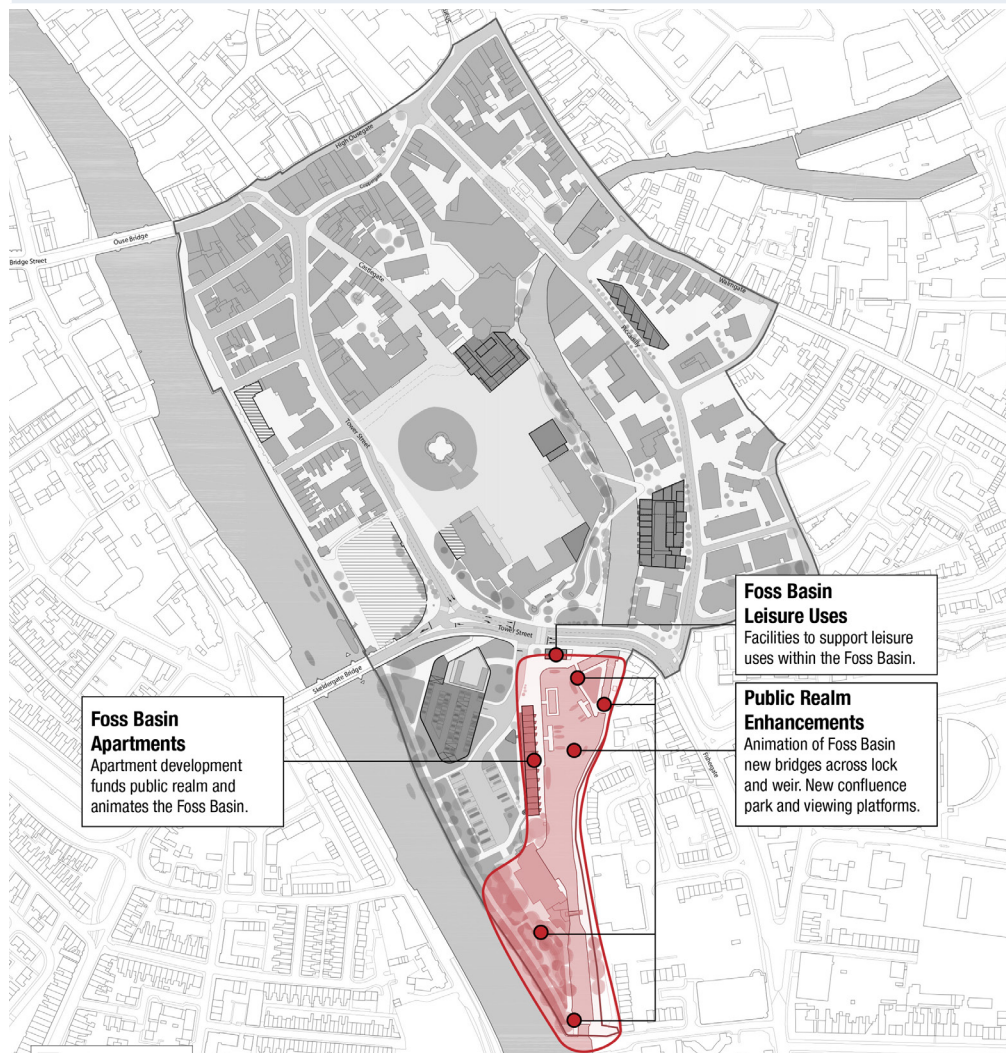


Figure 3.6: Delivery Package 3

**PACKAGE 4 - Piccadilly / Tower Gardens**

- Piccadilly upgrade
- Coppergate one way
- Tower Gardens public realm enhancement
- Tower Street upgrades

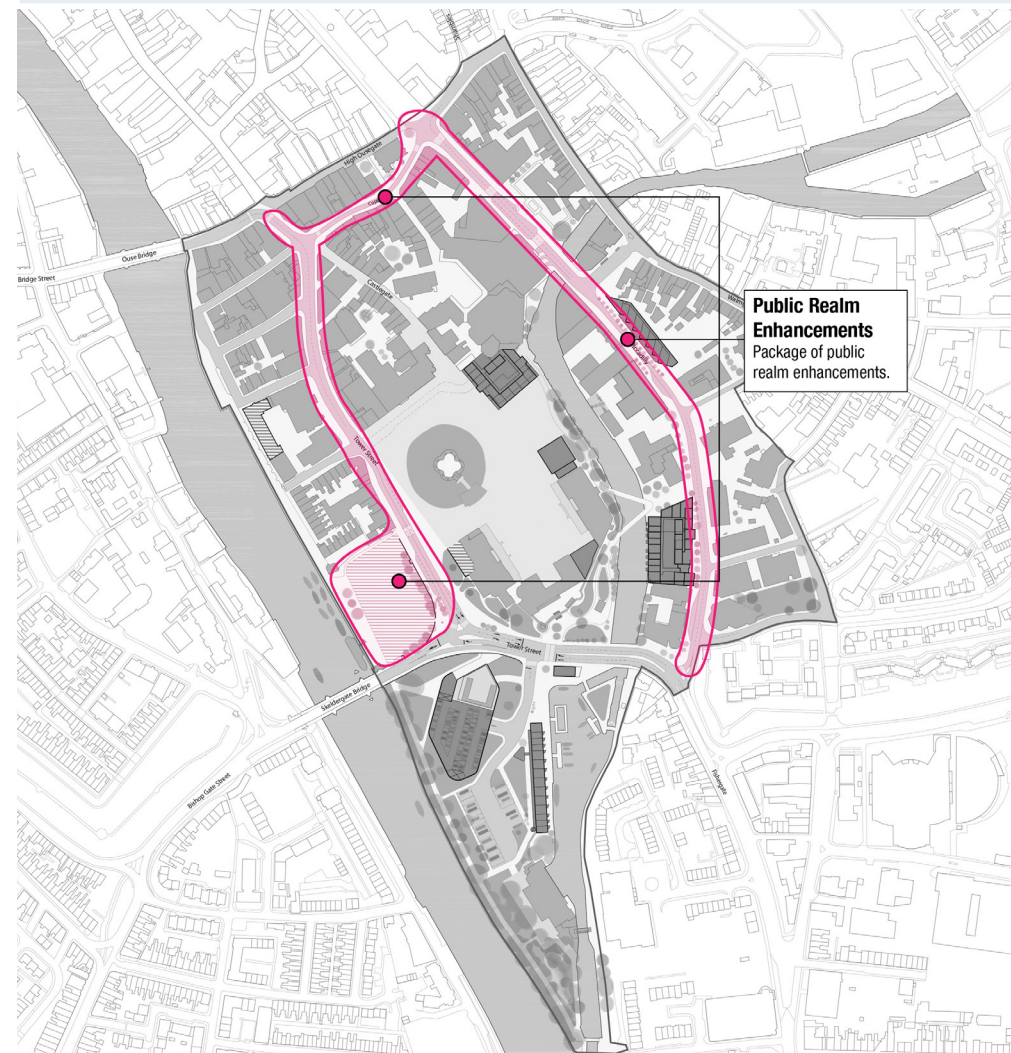


Figure 3.7: Delivery Package 4



## 4.0 THE MASTERPLAN PROPOSALS

## 4.1 INTRODUCTION

**4.1.1** The preferred masterplan comprises a series of discrete development, public realm and infrastructure projects. This section of the report provides more details of these proposals.



**Figure 4.1: Proposals for York Castle Gateway**

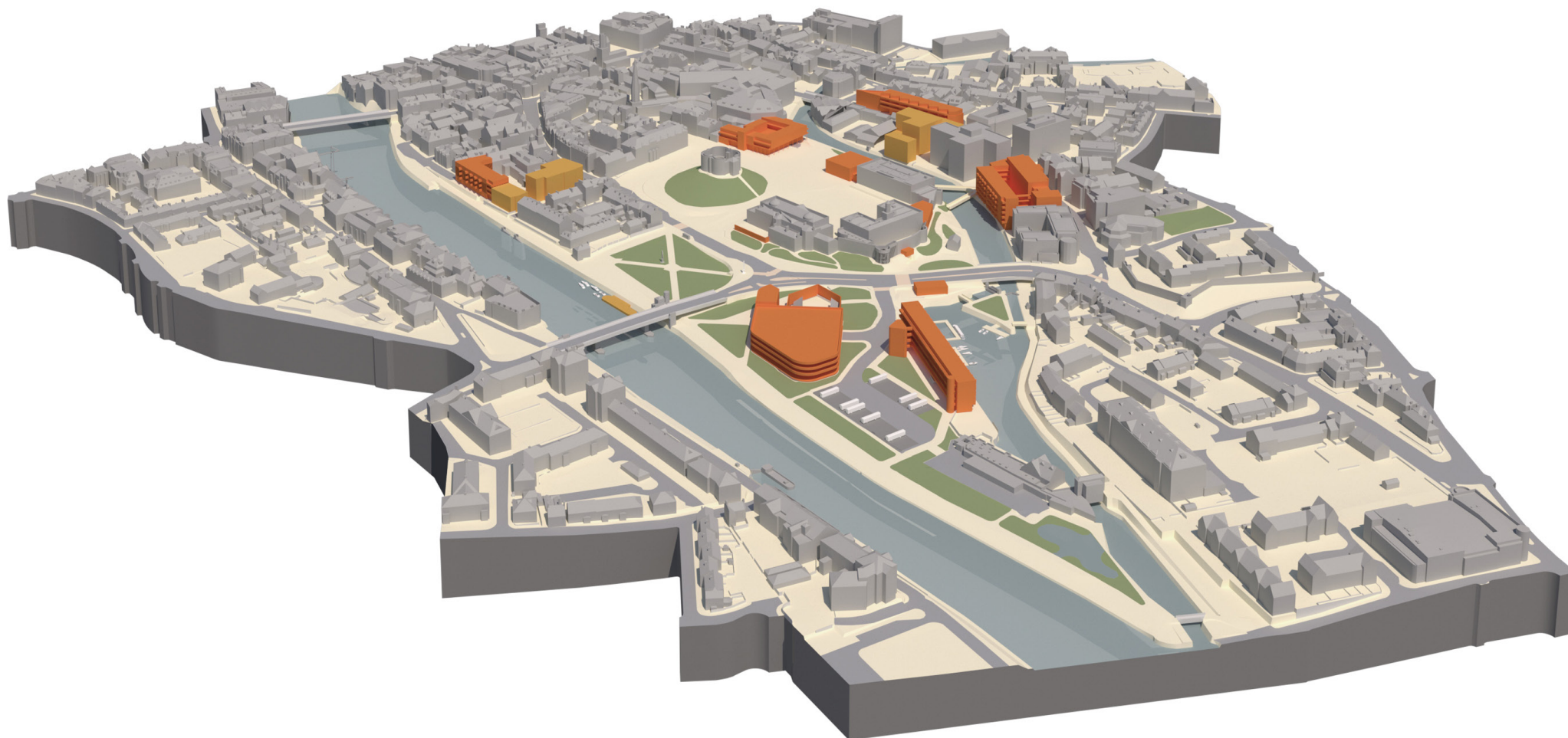


Figure 4.2: Illustrative 3D model of York Castle Gateway



4.2 EYE OF YORK



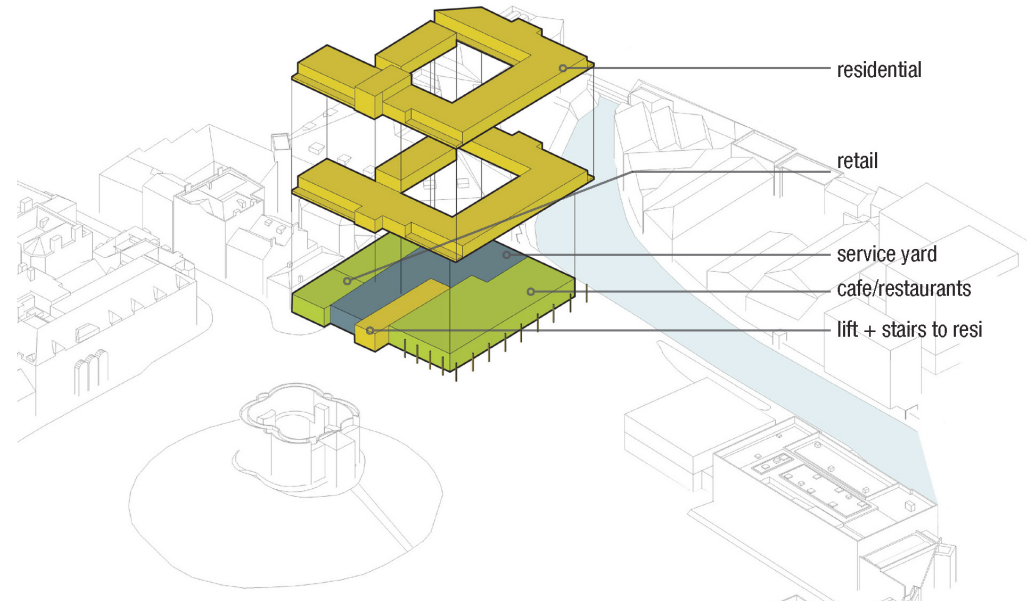
Figure 4.3: Proposals for the Eye of York

REF	PROJECT	DESCRIPTION	OUTPUTS
DEVELOPMENT PROPOSALS			
D1	New cultural building	<p>A new building within the Eye of York that acts as a cultural space or forum, accommodating cultural activities that appeal to visitors and to residents of the city.</p> <p>The building could function as an extension to the Castle Museum or as a standalone destination, such as a flexible conference and exhibition space.</p> <p>Café and restaurant functions at ground level would support the cultural uses above and help to animate the surrounding public realm.</p>	<ul style="list-style-type: none"><li>- Building design and quality to reflect the historic significance, context and characteristics of the Eye of York.</li><li>- Active frontage to animate the public realm (P1) and encourage the evening economy as well as supporting daytime use.</li><li>- The positioning of a new building within the Eye of York will be the subject of further work, taking into account the relationship of existing buildings, the siting of former buildings such as the Governor's House and views of the city centre and skyline.</li></ul>
D2	Castle Museum - new entrance	<p>A new entrance to the Castle Museum, replacing the existing inadequate facilities with a modern visitor reception and orientation experience. The new multi-level space will also enable improved circulation between the museum collections located in the former Female Prison and Assize Court buildings.</p>	<ul style="list-style-type: none"><li>- Multi-level entrance building with visitor reception and orientation and retailing and café space at ground floor, with circulation space above.</li><li>- Potential for link to the south side of the castle wall, giving access to the River Foss corridor and creating opening up the possibility for a southern entrance to the museum in the future.</li></ul>
D3	Crown Court custody dock	<p>A new custody dock to the western elevation of the Crown Court, facilitating better access and negating the requirement for custody vehicular movements within the Eye of York.</p>	<ul style="list-style-type: none"><li>- New custody vehicle access at basement level.</li><li>- Moderate screening treatment to maintain security.</li></ul>
D4	Coppergate Centre extension	<p>A new mixed use building, comprising apartments over ground floor retail and commercial units, extending the Coppergate Centre to the south, towards the site of the historic northern gateway to the castle. The new building will deliver a greatly improved setting for Clifford's Tower and the Eye of York, as well as providing a better entrance to the Coppergate Centre and animating the Eye of York public realm with ground floor retail and café uses.</p>	<ul style="list-style-type: none"><li>- Cafés, restaurants or shops at ground floor level.</li><li>- Residential accommodation across two upper floors.</li><li>- Removal of the disused service ramp.</li><li>- Coppergate Centre service yard retained.</li></ul>

REF	PROJECT	DESCRIPTION	OUTPUTS
<b>PUBLIC REALM PROPOSALS</b>			
<b>P1</b>	<b>The Eye of York</b>	<p>Comprehensive improvement of the public realm throughout the Castle area to create a flexible, multi-purpose civic space – the Eye of York.</p> <p>The design and surface treatment will unify the space, integrating formerly disparate elements including Clifford's Tower, Castle car park, River Foss and the area in front of the Castle Museum and Crown Court.</p> <p>The public realm design will be informed by and help tell the history of the Eye of York, and will accommodate a wide variety of activities and events year-round.</p>	<ul style="list-style-type: none"> <li>- Closure and relocation of the Castle car park.</li> <li>- Comprehensive public realm and landscape design, including integrated lighting and utilities to facilitate a range of activities and events, from performance to markets.</li> <li>- Focused management and programming of activities and events.</li> </ul>
<b>P2</b>	<b>Foss River Walk</b>	<p>A new pedestrian and cycle route adjacent to the River Foss around the eastern wall of the Castle, providing north-south connections from St. George's Field and the Foss Basin to the Eye of York and the city centre. A new feature bridge (T4) will provide an east-west connection across the River Foss opening up new views of the Foss and the city whilst plugging a gap in the wider pedestrian and cycle network.</p>	<ul style="list-style-type: none"> <li>- Flood resilient pedestrian and cycle path adjacent to the River Foss.</li> <li>- New and improved landscaping/planting.</li> <li>- Potential for stepped access down to river level.</li> <li>- Feature bridge accessible to pedestrians and cyclists.</li> </ul>

REF	PROJECT	DESCRIPTION	OUTPUTS
<b>INFRASTRUCTURE PROPOSALS</b>			
<b>T1</b>	<b>Tower Street (North) Improvements</b>	<p>Improvements to the northern end of Tower Street (the stretch between Tower Gardens and Clifford's Tower leading up to Clifford Street) to reduce the physical dominance of vehicular traffic, enhance the setting of the Castle area and improve pedestrian and cycle connections between Tower Gardens and the Eye of York.</p>	<ul style="list-style-type: none"> <li>- Two way traffic with bus routes retained.</li> <li>- Carriageway reduced to two lanes.</li> <li>- Pavements widened throughout.</li> <li>- Bus stop locations rationalised.</li> <li>- Upgraded pedestrian/cycle crossing between the Eye of York and Tower gardens.</li> </ul>
<b>T2</b>	<b>Tower Street (East) Improvements</b>	<p>Vehicular access to the existing Castle car park and Coppergate service area to be remodelled as a shared surface and integrated with the wider public realm treatment for the Eye of York.</p>	<ul style="list-style-type: none"> <li>- Circulation changed to restricted access (emergency, hotel valet, drop off, mobility impaired, and loading and only).</li> <li>- Upgraded footstreet character.</li> <li>- Mobility impaired parking bays rearranged to run parallel with highway.</li> <li>- Taxi rank relocated west of Clifford's Tower.</li> </ul>





Illustrative diagram of Coppergate extension



Chavasse Park, Liverpool One



Inverness College



Coevorden Haven, The Netherlands







4.3 ST. GEORGE'S FIELD / FOSS BASIN



Figure 4.4: Proposals for St. George's Field and the Foss Basin

REF	PROJECT	DESCRIPTION	OUTPUTS
DEVELOPMENT PROPOSALS			
D5	St. George's Field multi-storey car park and visitor arrival facility	<p>A new multi-storey car park and visitor orientation facility on the site of the existing St. George's Field surface car park to replace the Castle car park which will be closed. The new car park will include visitor facilities and services as well as a high level viewing platform or terrace, enabling visitors and residents to appreciate the Eye of York including the Castle, its relationship with the rivers and the city centre setting and skyline.</p> <p>The building is designed and engineered to be compatible with the periodic flooding of St. George's Field, including protected means of access during flood events by incorporating vehicular access via the first floor of the car park, above the level of the flood wall.</p> <p>The new car park structure could incorporate green or 'living' walls and other sustainable design features. The design would include the screening of the existing sewage pumping station.</p>	<ul style="list-style-type: none"> <li>- Circa. 400 space multi-storey car park.</li> <li>- Restaurant/café and viewing terrace at roof level.</li> <li>- Visitor services on lower levels (e.g. Tourist information / bike hire).</li> <li>- Vehicular parking only at ground floor level, within an open structure that allows for flooding and unimpeded waterflow.</li> <li>- Unattractive sewage pumping station screened.</li> </ul>
D6	Foss Basin Residential Building	A linear residential apartment block fronting the Foss Basin, sited adjacent to and extending above the existing flood protection wall.	<ul style="list-style-type: none"> <li>- Circa. 50 unit five storey residential apartment building</li> <li>- Structure of building leaves clear space at ground level, maintaining access to the Foss Barrier.</li> </ul>
D7	Foss Basin buildings for leistung uses	A retail / café unit, providing a land-based facility to serve proposed leisure and recreational activities within the Foss Basin (P6).	<ul style="list-style-type: none"> <li>- Single storey building with retail / leisure provision and facilities to support leisure uses (e.g. watersports/fishing).</li> </ul>

REF	PROJECT	DESCRIPTION	OUTPUTS
<b>PUBLIC REALM PROPOSALS</b>			
<b>P3</b>	<b>Tower Street 'Supercrossing'</b>	Major new pedestrian / cycle crossing integrated with the remodelled Tower Street (North) junction arrangement (T1) to provide for improved connectivity to and from the Eye of York across the inner ring road. The location of the supercrossing will be subject to more detailed design and testing.	<ul style="list-style-type: none"> <li>- Signalised pedestrian and cycle crossing.</li> <li>- Public realm improvements including increase of pavement width.</li> </ul>
<b>P4</b>	<b>Tower Gardens improvements</b>	<p>Opportunity to enhance Tower Gardens with improved hard and soft landscaping, with integrated lighting and utilities to permit occasional events and other activities.</p> <p>This reimagining of York's first municipal park will encourage visitors to stay for longer and provide residents with better and more flexible park.</p> <p>The landscape scheme will incorporate flood resilient design and be aligned with future Environment Agency proposals to mitigate flood risk. This could include terracing and level change.</p>	<p>Potential for:</p> <ul style="list-style-type: none"> <li>- Increased seating.</li> <li>- Improved flood resilience.</li> <li>- Terracing.</li> <li>- Additional retail / leisure provision.</li> <li>- Improved lighting scheme.</li> </ul>
<b>P5</b>	<b>Enhancements to the St. George's Field landscape</b>	Comprehensive public realm and landscaping improvement strategy across St. Georges Field, to encourage recreational uses, raise awareness of the rivers and the role of water in shaping the city of York, and enhancing pedestrian and cycle connectivity across the wider York Castle Gateway area.	<ul style="list-style-type: none"> <li>- Information points providing visitors with information on the historic, ecological and environmental importance of St. George's Field and the river corridors.</li> <li>- New pedestrian / cycle route across St. Georges Field from New Walk to the proposed Tower Street 'supercrossing' (P3).</li> </ul>
<b>P6</b>	<b>Foss Basin animation</b>	Public realm enhancements to support the introduction of leisure, cultural and recreational activities within the Foss Basin, including pontoons and moorings to facilitate water-borne activities.	<p>Potential for:</p> <ul style="list-style-type: none"> <li>- Additional moorings.</li> <li>- Kayaking.</li> <li>- Floating performance stage.</li> <li>- Floating cafés.</li> <li>- Viewing areas.</li> </ul>

REF	PROJECT	DESCRIPTION	OUTPUTS
<b>INFRASTRUCTURE PROPOSALS</b>			
<b>T3</b>	<b>Skeldergate Bridge/ Tower Street junction remodelling</b>	<p>Existing roundabout replaced with a signalised 'staggered crossroads', enabling much better and more convenient pedestrian connectivity north and south across the ring road. The new junction arrangement accommodates all vehicular turning movements, except for the right turn out of Clifford Street/Tower Street for which there is little demand.</p> <p>The detailed design of the junction will be integrated with the Environment Agency's proposals to mitigate flood risk in this location, which may include raising the road level to prevent floodwater from the Ouse spilling into the Foss Basin area. Final design to be subject to more detailed testing.</p>	<ul style="list-style-type: none"> <li>- Existing roundabout replaced with signalised junctions, incorporating new pedestrian crossings.</li> <li>- Vehicle carriageway widths reduced and public realm area and pavements widened.</li> <li>- Yorkshire Regiment Boer War Memorial re-sited from the inaccessible roundabout island to a widened footway south east of Tower Gardens.</li> </ul>
<b>T4</b>	<b>Coach Park and temporary events space</b>	Remodelled coach park with flexible, flood resilient surface treatment, suitable for temporary use as an events space.	<ul style="list-style-type: none"> <li>- Provision of 27 coach parking spaces in a reorganised and higher quality environment.</li> <li>- Retained operational and emergency access to Foss Barrier pumping station.</li> </ul>
<b>T5</b>	<b>Castle Mills Lock Footbridge</b>	New footbridge across Castle Mills lock and enhancements to existing bridge over the weir, providing a connection from the footpath on the east bank of the Foss Basin to the Tower Street 'supercrossing' (P3).	<ul style="list-style-type: none"> <li>- New 3m wide pedestrian footbridges.</li> </ul>

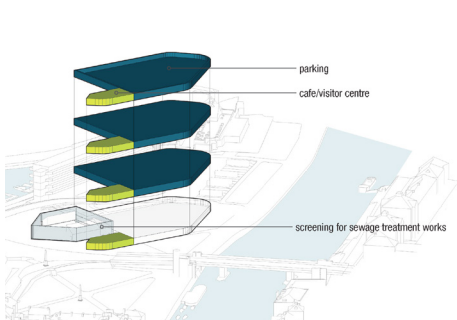




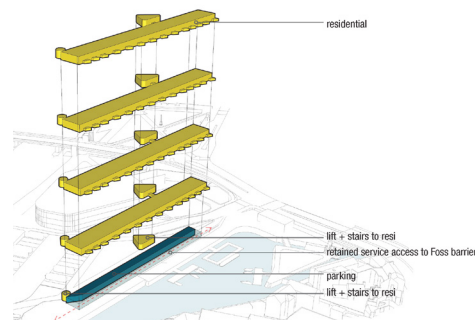
Landscaping proposals for St. George's Field



Witham Wharf, Lincoln



Illustrative diagram of St. George's Field multistorey car park



Illustrative diagram of the Foss Basin residential building



Westgate Centre, Oxford



Den Bosch, Paleiskwartier, The Netherlands





*BDP Studio, Manchester*



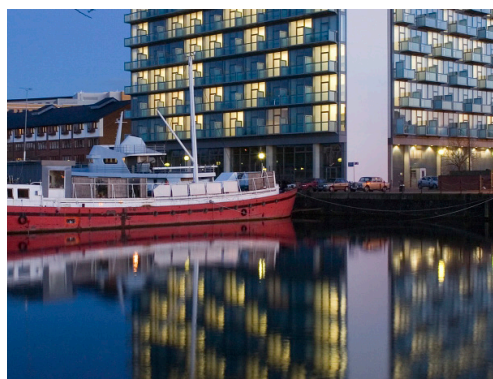
*Waitrose, Bracknell*



*New Covent Garden Car Park*



*Pepys Park Project, Lewisham*



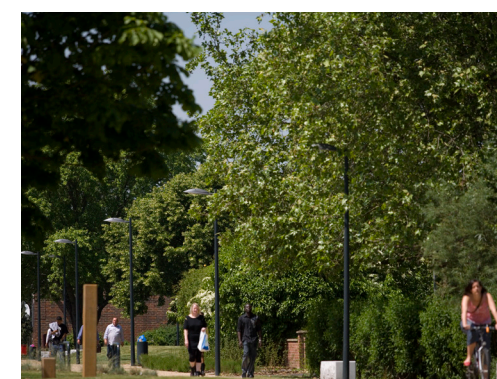
*Abito, Salford Quays*



*Tuibrug Joure, The Netherlands*



*Coevorden Haven, The Netherlands*



*Margaret Macmillan Park, Lewisham*



4.4 PICCADILLY

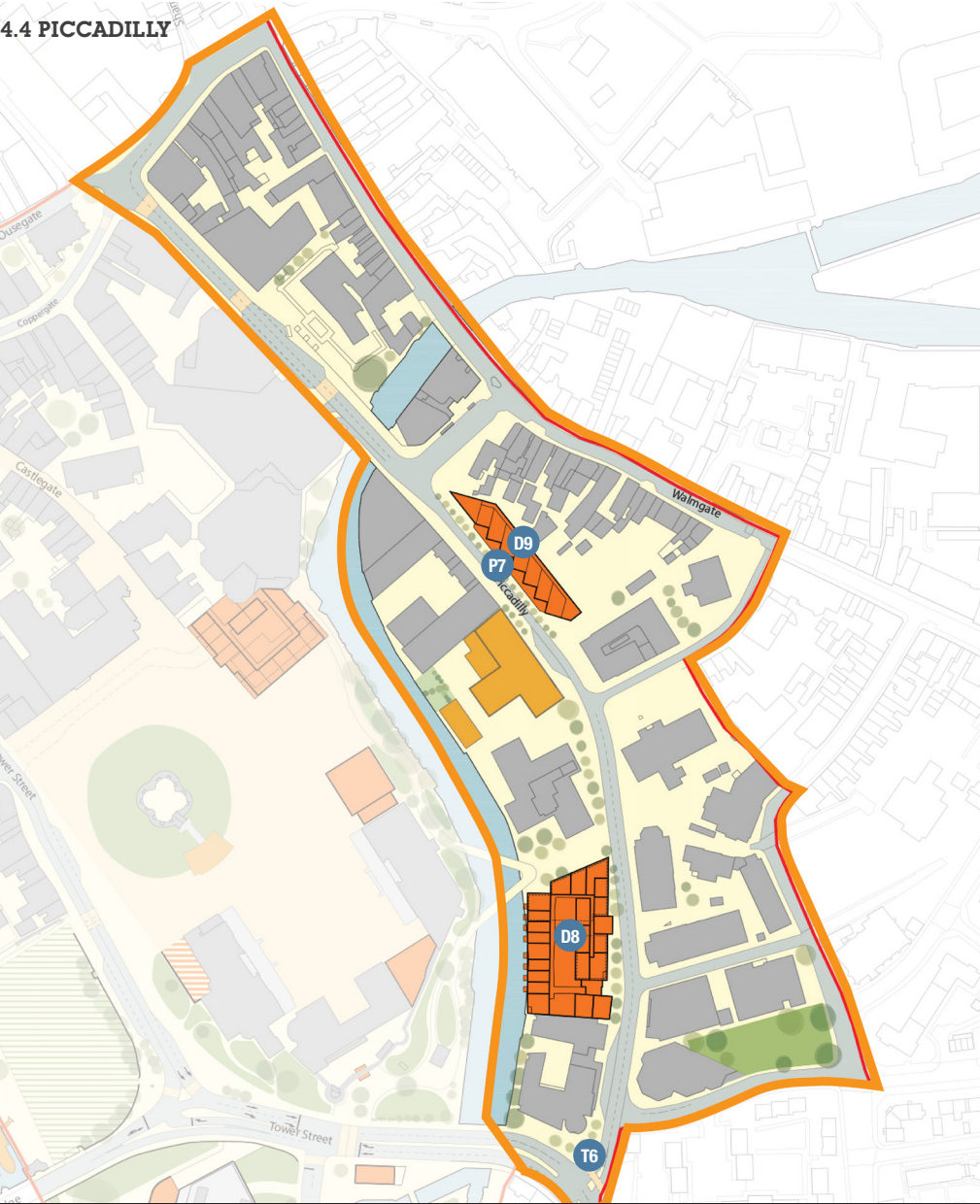
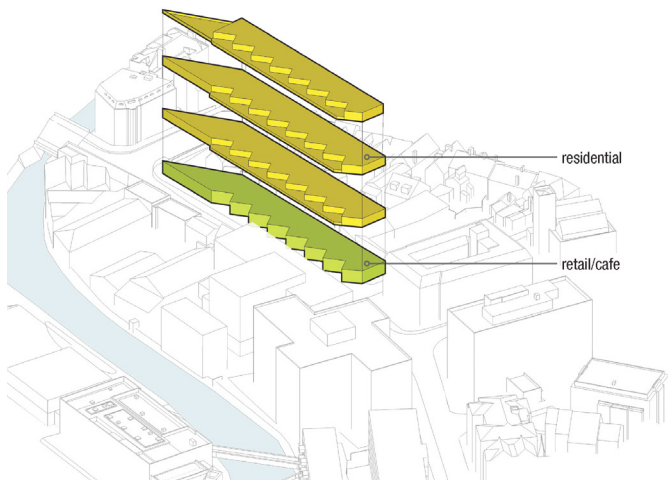


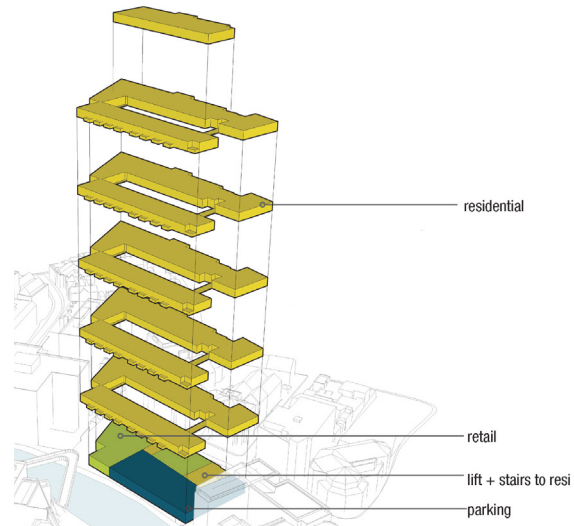
Figure 4.5: Proposals for Piccadilly

REF	PROJECT	DESCRIPTION	OUTPUTS
DEVELOPMENT PROPOSALS			
D8	Castle Mills Residential Development	Redevelopment of the Castle Mills car park to provide residential apartments, over car parking and commercial units with active frontage onto Piccadilly.	<ul style="list-style-type: none"><li>- The building design will allow for access to the new feature bridge across the Foss.</li></ul>
D9	Spark:York Redevelopment	The long term redevelopment of Spark:York, providing a permanent home for creative businesses with residential accommodation above. The project builds on the existing temporary development, which will act to prove the concept and generate interest in the area.	<ul style="list-style-type: none"><li>- Three storey building providing circa. 16 residential units and commercial space at ground floor level.</li></ul>
PUBLIC REALM PROPOSALS			
P7	Piccadilly streetscape remodelling	Improvements to the public realm will be made possible by the reduction in the road width and with the development of 17-21 Piccadilly (D10) will form the focus and hub of activity for the developing Piccadilly new city neighbourhood.	<ul style="list-style-type: none"><li>- Traffic control and priority measures to reduce carriageway width.</li><li>- Reclamation of public realm.</li><li>- Streetscape design to be linked to the Spark project and facilitate the extension of activity into the public realm, including evening and daytime uses.</li><li>- Introduction of tree planting.</li></ul>
INFRASTRUCTURE PROPOSALS			
T6	Piccadilly / Tower Street Junction re-modelling	<p>Junction at southern end of Piccadilly reconfigured and signalised to provide for vehicular turning movements in all directions (except right onto Tower Street from Piccadilly, for which there is little demand).</p> <p>Pedestrian crossings will provide for pedestrians following the city walls walk.</p> <p>Final design to be subject to more detailed testing.</p>	<ul style="list-style-type: none"><li>- Junction redesigned and.</li><li>- Pedestrian crossing added to allow pedestrians following the city walls walk to cross safely.</li></ul>





*Illustrative diagram of Spark:York redevelopment*



*Illustrative diagram of Castle Mills residential development*



*Newbury Town Centre*



*Bognor Regis High Street*



*Baldock Town Centre*



*Elizabeth Street, Mayfair and Belgravia*



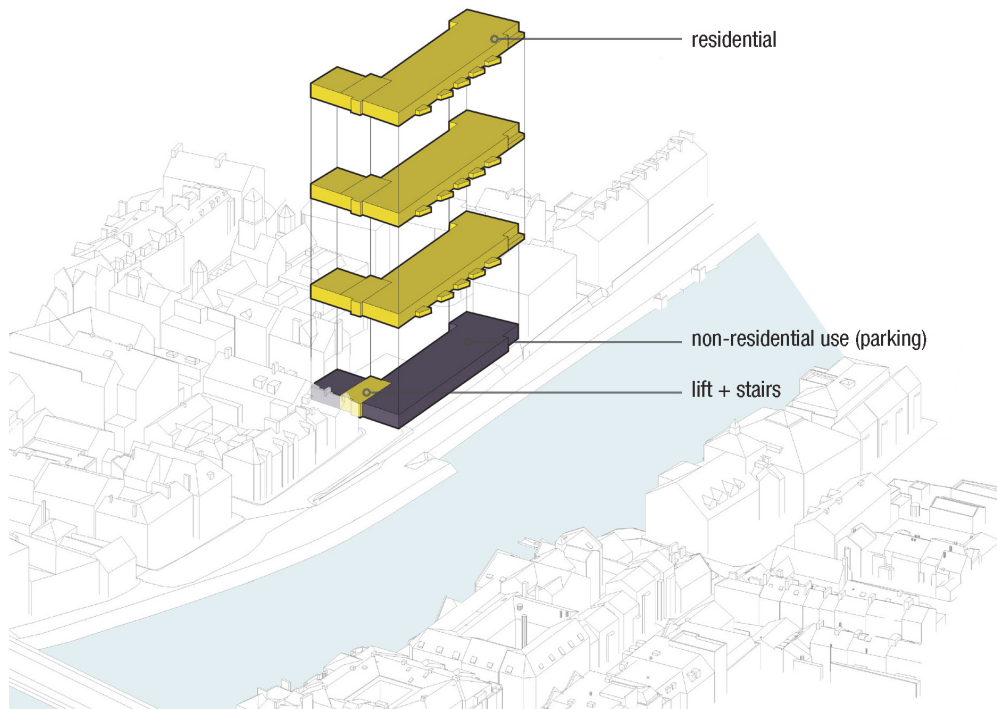
4.5 COPPERGATE / KING'S STAITH



Figure 4.6: Proposals for Coppergate and King's Staith

REF	PROJECT	DESCRIPTION	OUTPUTS
DEVELOPMENT PROPOSALS			
D10	Magistrates Court Residential Development	Development of underutilised and vacant accommodation to the rear of the Magistrates' Court for residential use. This could be a refurbishment of the existing building or a well-designed new building.	<ul style="list-style-type: none"><li>- Four storey building providing 24 residential units.</li><li>- Car parking at ground level (affected by flooding).</li></ul>
PUBLIC REALM PROPOSALS			
P8	Low Ousegate pedestrian enhancements	Improved pedestrian facilities at Low Ousegate to strengthen the footstreet connection north of the Castle Gateway area.	<ul style="list-style-type: none"><li>- Improved pedestrian crossing facilities.</li><li>- Widened pavements associated with T7 and T8.</li></ul>
INFRASTRUCTURE PROPOSALS			
T7	Pedestrianisation of Castlegate	Street pedestrianised with service access as required. Similar in character to York's Footstreets.	<ul style="list-style-type: none"><li>- Carriageway raised to provide continuous level footway throughout Castlegate.</li></ul>
T8	Reduce width of Nessgate	Reduction in width of Nessgate, strengthening the continuity of the connection to the city's footstreets and retail core north of the Castle Gateway area.	<ul style="list-style-type: none"><li>- Carriageway width reduced to 7m.</li><li>- Pavements widened.</li><li>- Retained circulation (two way with buses).</li></ul>
T9	Improvements to Coppergate	Coppergate changed to one way (westbound only), with the carriageway width reduced and pavement areas increased, enabling retail and commercial uses to spill out into the street. The junction with Clifford Street and Castlegate, and crossing to High Ousegate will be redesigned to improve and strengthen the footstreet connections.	<ul style="list-style-type: none"><li>- Vehicular circulation changed to one way (westbound only).</li><li>- Carriageway reduced to one lane.</li><li>- Pavements increased in width.</li></ul>





*Illustrative diagram of the Magistrates' Court residential development*



*Newbury Town Centre*



*Baldock Town Centre*



*Henry Cort Millennium Project, Fareham*



*Henry Cort Millennium Project*



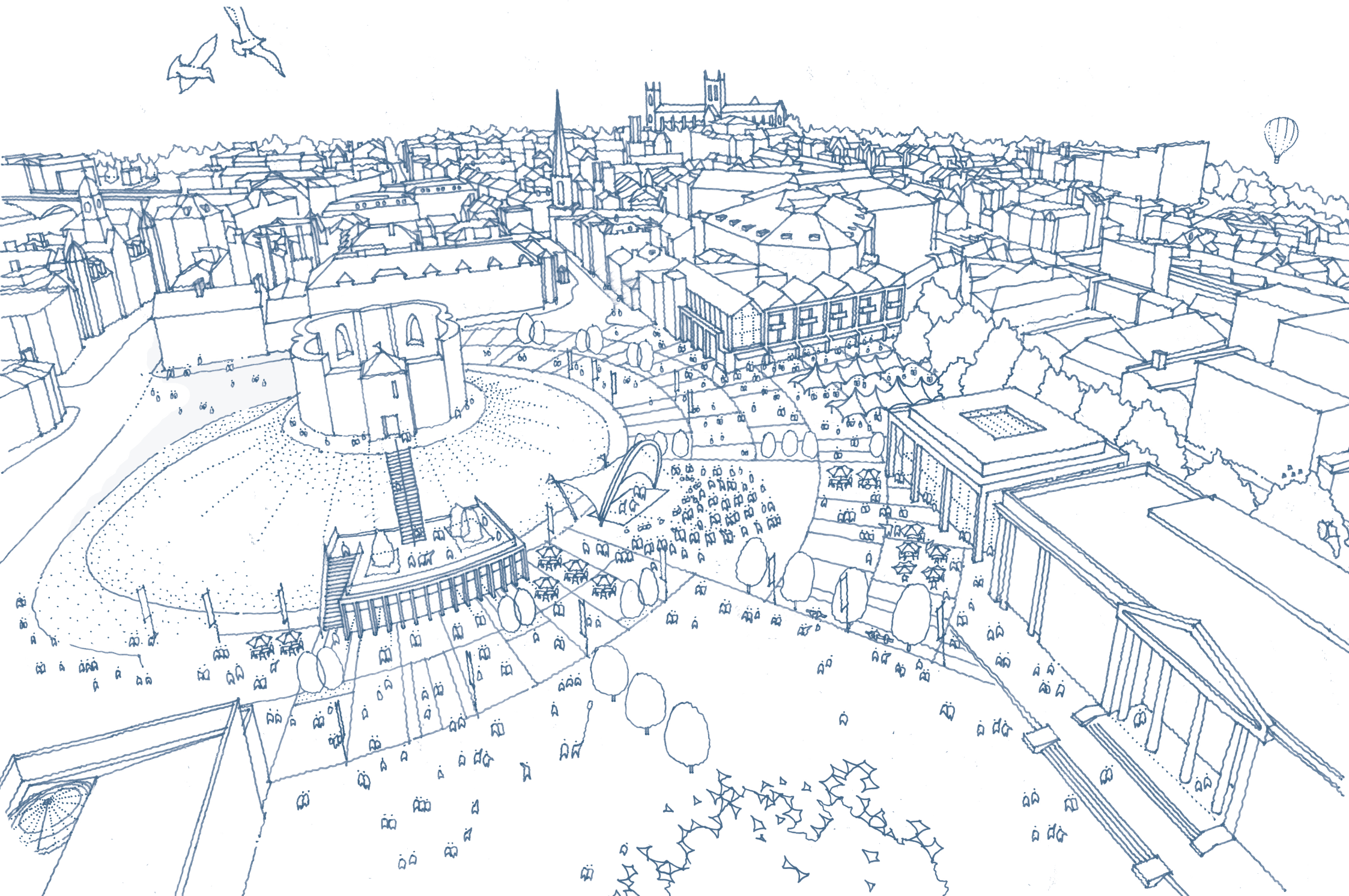
*Baldock Town Centre*



*Henry Cort Millennium Project*









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