



**Notice of meeting of  
Cabinet**

**To:** Councillors Alexander (Chair), Crisp, Fraser, Gunnell, Looker, Merrett, Potter and Simpson-Laing (Vice-Chair)

**Date:** Thursday, 4 August 2011

**Time:** On the rising of the Extraordinary Council meeting, which will begin at 6:30 pm

**Venue:** The Guildhall, York

**AGENDA**

**Notice to Members - Calling In:**

Members are reminded that, should they wish to call in any item on this agenda, notice must be given to Democracy Support Group by:

**10:00 am on Wednesday 3 August 2011**, if an item is called in *before* a decision is taken, *or*

**4:00 pm on Monday 8 August 2011**, if an item is called in *after* a decision has been taken.

Items called in will be considered by the Scrutiny Management Committee.

**1. Declarations of Interest**

At this point, Members are asked to declare any personal or prejudicial interest they may have in the business on this agenda.

**2. Exclusion of Press and Public**

To consider excluding of the press and public from the meeting during consideration of Annex 2 to Agenda Item 4 (Union Terrace Car Park - Disposal) on the grounds that it contains information relating to the business and financial affairs of particular persons. This information is classed as exempt under paragraph 3 of Schedule 12A to Section 100A of the Local Government Act 1972 (as revised by The Local Government (Access to Information) (Variation) Order 2006).

**3. Public Participation**

At this point in the meeting, members of the public who have registered their wish to speak regarding the business on this agenda or an item within the Cabinet's remit can do so. The deadline for registering is **5:00 pm on Wednesday 3 August 2011**.

**4. Union Terrace Car and Coach Park - Disposal** (Pages 3 - 142)

This report considers the potential sale of the Union Terrace Car and Coach park site to the York St John University (YSJU) in order to enable development of the site to deliver new facilities and additional space as part of the implementation of YSJU's business expansion strategy.

Please note:

This agenda was re-published on 2 August 2011 to include an additional annex to the above report (Annex 7). The annex is in the form of a report presenting an update and revised recommendations to Cabinet on the potential sale of the Union Terrace Car and Coach park site. These recommendations include asking Members to consider approving consultation on five development options, all of which involve the retention of coach parking on the site.

**5. Urgent Business**

Any other business which the Chair considers urgent under the Local Government Act 1972.

Democracy Officer:

Name: Fiona Young

Contact details:

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- E-mail – [fiona.young@york.gov.uk](mailto:fiona.young@york.gov.uk)

For more information about any of the following please contact the Democratic Services Officer responsible for servicing this meeting:

- Registering to speak
- Business of the meeting
- Any special arrangements
- Copies of reports

Contact details are set out above.

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### **Holding the Cabinet to Account**

The majority of councillors are not appointed to the Cabinet. Any 3 non-Cabinet councillors can 'call-in' an item of business from a published Cabinet (or Cabinet Member Decision Session) agenda. The Cabinet will still discuss the 'called in' business on the published date and will set out its views for consideration by a specially convened Scrutiny Management Committee (SMC). That SMC meeting will then make its recommendations to the next scheduled Cabinet meeting in the following week, where a final decision on the 'called-in' business will be made.

### **Scrutiny Committees**

The purpose of all scrutiny and ad-hoc scrutiny committees appointed by the Council is to:

- Monitor the performance and effectiveness of services;
- Review existing policies and assist in the development of new ones, as necessary; and
- Monitor best value continuous service improvement plans

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**Cabinet**

**4<sup>th</sup> August 2011**

**Report of the Cabinet Member for Corporate Services**

**Union Terrace Car and Coach Park - Disposal**

**Summary**

1. This report considers the potential sale of the Union Terrace Car and Coach park site (the Site) to the York St John University (YSJU) in order to enable development of the site to deliver new facilities and additional space as part of the implementation of YSJU's business expansion strategy.

**Background**

2. York St John University first approached the Council (which included both officers and senior members) in November 2010. A follow up meeting took place in January 2011 at which York St John explained their wider plans for the University and how Union Terrace fitted into these plans. As a result of this officers progressed proposals after consultation with senior politicians. A number of pieces of work were then commissioned including the Halcrow Union Terrace coach park study and work on economic impact, urban design and valuation issues. Work continued up to the local elections in May 2011. The elections delayed bringing this proposal forward for a decision and since then further detailed work on coach parking issues was requested. The aim of the project was for a decision in the financial year of York St John of up to 31<sup>st</sup> July which left little time for consultation following the new administration taking control on 26<sup>th</sup> May.
3. The economic future of the city is inherently tied to its ability to support existing businesses and attract new investment to York. The strategy for developing the local economy is outlined in both the Sustainable Community Strategy and the Council Plan; this highlights the importance of developing the knowledge economy in York. As knowledge becomes an increasingly important part of

innovation and development processes, the role of Universities has come to the fore. Universities are widely acknowledged as one of the important drivers of knowledge-based city development, through the direct contribution they make to the local economy, through raising levels of higher skills in the workforce, and through wider processes of innovation and wealth creation.

4. York St. John University is embarking on an important period of its strategic development, which will bring significant benefits to students, the local economy and the wider community in the City. It is already a major asset to the City of York, The University directly employs 640 staff and generates 1142 jobs leading to a £47 million local income gain associated with those jobs. The 1142 jobs generated by York St John University in 2009/10 within the York area covers those employed by the University, those employed by local firms supplying goods and services to the University, those employed by local enterprises selling goods and services to University students and conference delegates, and those employed through the multiplier effect of the income generated from these sources. Demand for its provision is expanding. Currently there are around 6,000 students from a wide catchment who spend £16.7 million in the local economy each year. The University is strongly rooted in the heart of the City and has developed a vision based on delivering exceptional teaching and learning. It has a strong reputation for partnership working regionally and emerging strengths in developing both national and international networks. Its reputation is being built upon a successful and fast growing Business School founded in 2008 and actively engaged with hundreds of local businesses; health and well-being provision from entry level to meeting the continuing professional needs of health providers; teacher training courses with long established relationships with around 1,200 schools; and a broad arts portfolio supporting business incubation and the cultural vitality of York and the surrounding region.
5. York St John University have been keen to take forward their expansion plans which would see student numbers increase to 8,000 within the next four years from a diverse range of backgrounds, including 1,000 additional international students. In order to facilitate this expansion, the University now wishes to develop its high quality portfolio of activities which will lead to the addition of around 1,000 to 1,500 students; the generation of up to 200 new jobs within the region; a £31 million annual boost to the



economy and a further capital investment of approximately £80 million over the next five years. In order to deliver this strategy YSJU will need additional space to expand its existing campus and deliver new facilities. The location of this Site of 0.96 hectares (2.38 acres) is shown verged black on the attached plan as **Annex 1**. It is of high strategic importance and is pivotal to the implementation of YSJU's strategy and will include the following potential uses

- Faculty of Health and Life Sciences – recreational, sport, fitness & conditioning, research and clinical facilities
  - Faculty of Business – business school office, seminar and business support facilities
  - Faculty of Arts – exhibition and specialist spaces
  - Academic and administrative offices
  - High quality residential facilities linked to the business school and new conferencing space
6. An initial approach was made to the Council in November 2010. Since then discussions have been ongoing (as outlined in paragraph 2) and as a result, the University have made an offer to buy the freehold of the Union Terrace site. Examination of the areas surrounding the University's site at Lord Mayor's Walk has concluded that there are very limited alternatives to enable this expansion to take place. Details of the offer are contained in **Confidential Annex 2**. The disposal of the site now will assist YSJU in delivering their business expansion strategy. The next key stages are currently scheduled as follows:
- Planning application submitted – February 2013
  - Planning approval given – May 2013
  - Start work on site – October 2013
  - Completion of development – March 2015
  - New site is opened – June 2015

There will be an opportunity for the Council to leaseback the car and coach park for a period up to September 2013 which will give

a period of time to enable the alternative proposals for coach and car parking to be developed and implemented.

7. If a sale to YSJU was approved this would be categorised as an off-market sale and to comply with the statutory 'best consideration' rules a valuation report was commissioned from DTZ to in order provide a current market value of the site. This is in accordance with the approved Corporate Asset Management Plan which aims that all land and property assets owned and used by the Council should support the delivery of corporate priorities, service objectives, community needs and joint working with partners. Details of the valuation are included as **Confidential Annex 2**. The offer is above the current valuation of the site on the Council's Asset Register. The offered purchase price will be subject to any deductions for abnormal costs.

### **Consultation**

8. There have been extensive consultations with Council Officers in Planning, Transport and Economic Development and their responses are contained in this report and the annexes. Following publicity of the proposal in the local media, a number of letters of objection have been received regarding the loss of car and coach parking at Union Terrace and the potential impact of this on the City centre, particularly Gillygate. These issues are considered within this report and the annexes to it. Meetings to discuss these objections have been held local businesses, the Save Union Terrace campaign group and the Confederation of Passenger Transport (representing the coach industry). Any additional letters of support or objection to the proposal will be reported verbally at the meeting. This matter is also the subject of a special Council meeting to be held on 4<sup>th</sup> August.

### **Options**

9. The options available to the Cabinet are:
  - a. Consult with the City's residents, business and organisations on selling the site subject to alternative provision being made for coach parking.
  - b. Do nothing.

## Analysis of Options

### 10. Option a) –

The Site is currently used as a car and coach park. Therefore any sale would need to consider the impact of the need to deal with the current demand for this site. The assessment of the transport implications is based on both the independent Halcrow Union Terrace Coach Park Study and further investigation and analysis undertaken by Council Officers. **Annex 3** sets out the combined findings of this. The Halcrow study is attached at **Annex 4**. The key points from all of this work are set out below.

- Analysis of the current **car parking** usage in the area suggests that demand can be met by the remaining existing local car parks (Marygate, Monk Bar, Bootham and Foss Bank) at all but the most exceptional times in the year. At these infrequent peak times when demand nears capacity alternative spaces would be available at Monks Cross and Rawcliffe Bar Park & Ride sites.
- The current dedicated **disabled parking** spaces Union Terrace Car park could be re-provided at Monk Bar and Bootham Row Car Parks depending on the outcome of a review of the demand for these spaces
- The existing provision for council **coach parking** in the city currently consists of 33 coach and 3 mini-bus spaces at Union Terrace, 27 Coach spaces at St. Georges Field and 3 Rendezvous points located at Foss Bank Leeman Road and Fishergate.
- Coaches parking at City Centre coach parks have risen by 20% since 2008 to 8,500 per year. However on more than 330 days per year less than half of the city's coach capacity is used.
- The removal of the Union Terrace coach park has a risk of reducing the capacity, attractiveness, quality, resilience and flexibility of the coach offer in the city. A programme of capital and revenue investment will be required to reduce and manage the impact of the changes. It is anticipated that for the majority of times of the year the demand for city coach parking can be

accommodated in the remaining coach park at St. George's Field.

- To address peak periods **it is proposed to increase the capacity and improve the facilities at St. George's Field and increase the number of coach rendezvous points and provide complementary out of centre coach parking where required.** Following consultation and detailed design the new pick up points will be provided at locations in the city centre including Piccadilly, Monkgate, Lord Mayors Walk, Foss Islands Road, Leeman Road, Foss Bank, Hungate. For out of centre parking there are 10 coach spaces at the Monks Cross Park and Ride site.
- **Improved marketing, management and enforcement** of the new coach facilities will support the additional provision of spaces and rendezvous points.

Option b) –

If the decision was made not to sell the site to YSJU then there is a lack of alternative sites available within the vicinity of the existing campus to be found to meet the University's expansion strategy. This approach would retain the current level and location of car and coach park.

**Council Plan Priorities**

11. The sale of the site assists in the delivery of a number of these priorities
  - Create jobs and grow the economy – Expansion of YSJU will create new job opportunities – both academic and non-academic – and also raise the profile of the City.
  - Get York Moving – Provision of alternative coach spaces at St. George's Field and new rendezvous points will retain provision for coach parking in York and improved management arrangements will complete this.

- Build Strong Communities – An expanded University would provide additional facilities for local business and residents and provide more student accommodation.
- Protect Vulnerable People – Dedicated disable parking spaces at Union Terrace Car Park could be re-provided at Monk Bar and Bootham Row Car Park.
- Protect the Environment – Reinvestment of some of the capital receipt in the City Centre will improve public realm and quality of place.

## Implications

### Finance

12. The sale of the Union Terrace car and coach park site will realise the value of the capital receipt as set out in **confidential Annex 2**. It exceeds the current market valuation for the site provided by DTZ.
13. Part of the realised capital receipt will need to be used to contribute to the provision of facilities to compensate for the loss of the coach and car park. Appropriate alternative arrangements are estimated to cost around £250k including additional coach spaces at St. George's Field and new rendezvous points in the city centre and improved out of town coach parking. Additional revenue costs of £20k per year are anticipated for improved marketing, management and enforcement of the new coach arrangements.
14. Further to part of the receipt being used for alternative coach parking, there are 2 options for the remaining receipt:
  - (a) The receipt is not currently included in the capital receipt forecast. Therefore, this additional funding can be used to support the whole capital programme, which will result in reduced borrowing and an estimated revenue finance cost saving of circa £145k.
  - (b) The receipt can be invested into alternative capital schemes. This could include significant investment in the City Centre public realm (including Gillygate) and in payment on car park exit. No revenue saving will be made and there will be no reduction in borrowing, the capital programme will continue to be funded as previously.

15. From a revenue perspective, in a full year the closure of the coach and car park will result in a loss in the region of £150k. This however will be off set by no longer paying rates of £60k and the closure of the toilets would save around £40k. The net loss therefore, to be considered in the budget for 2012/13 would be around £50k.

### **Legal**

16. Legal implications are as set out in this report.

### **Property**

17. Property implications are as set out in the report and **confidential Annex 2**. The Corporate Landlord considers the sale price represents best value for this site in order to meet the Council's objectives as set out in its Asset Management Plan.

### **Human Resources**

18. There are no Human Resources, Crime and Disorder, or Information Technology implications.

### **Risk Management**

19. The risks associated with the development of this site, including obtaining planning approval for the scheme, will transfer to YSJU on completion of the sale. The sale document will ensure that the site is developed for the purpose it is sold for. YSJU are established as a charity and therefore are also required to meet Charity Commission requirements in their dealings. There are therefore no risks in connection with the sale which cannot be contained in the sale contract.

### **Equalities**

20. An Equalities Impact Assessment has been carried out regarding this project. The most significant equalities issue relates to the loss of disabled car parking spaces at Union Terrace; there are 13 designated within this car park. Disabled drivers are able to park for free in all Council car parks. The availability of car parking spaces for disabled drivers will be monitored to determine whether alternative provision needs to be made.

### **Next Steps**

21. If the recommendation is approved the next step is to exchange contracts. Cabinet is asked to delegate authority to the Director of City Strategy in consultation with Head of Legal Service to conclude the contract.

**Recommendation**

22. Members are asked to consider the following:

Approve Option a), that the freehold interest in the Union Terrace car and coach park site be sold to the York St John University based on the terms and conditions that are contained in the report, and to delegate authority to the Director of City Strategy in consultation with Head of Legal Service to conclude the sale.

Reason: To ensure the development potential of the site is utilised and that a satisfactory capital receipt is obtained to support the capital programme and to assist another local public authority to achieve its service objectives.

Approve: the sale of UTCP capital receipt is used to fund the overall capital programme less the £250k in paragraph 11 to provide alternative coach parking

Approve: the reduction in borrowing of the overall capital programme and the recurring revenue saving of £145k

Approve: budget required of £50k in the 2012/13 budget round to cover the revenue loss from the sale of the car park.

OR Approve: the sale of UTCP capital receipt is used to fund alternative capital programme schemes less the £250k in paragraph 11 to provide alternative coach parking.

**Contact Details**

**Author:**

Roger Ranson  
Assistant Director of  
Economy and Asset  
Management

**Chief Officer Responsible for the report:**

Roger Ranson  
Assistant Director of Economy and  
Asset Management

**Report**  **Date:**  
**Approved:**

**Specialist Implications Officer(s)**

Philip Callow – Head of Asset and Property Management  
Louise Branford-White – Technical Finance Manager  
Tony Clarke – Acting Head of Transport Sustainable Service  
Derek Gauld – Head of Major Development Project and Initiatives

**Wards Affected:**

Guildhall

**All**

**For further information please contact the author of the report.**

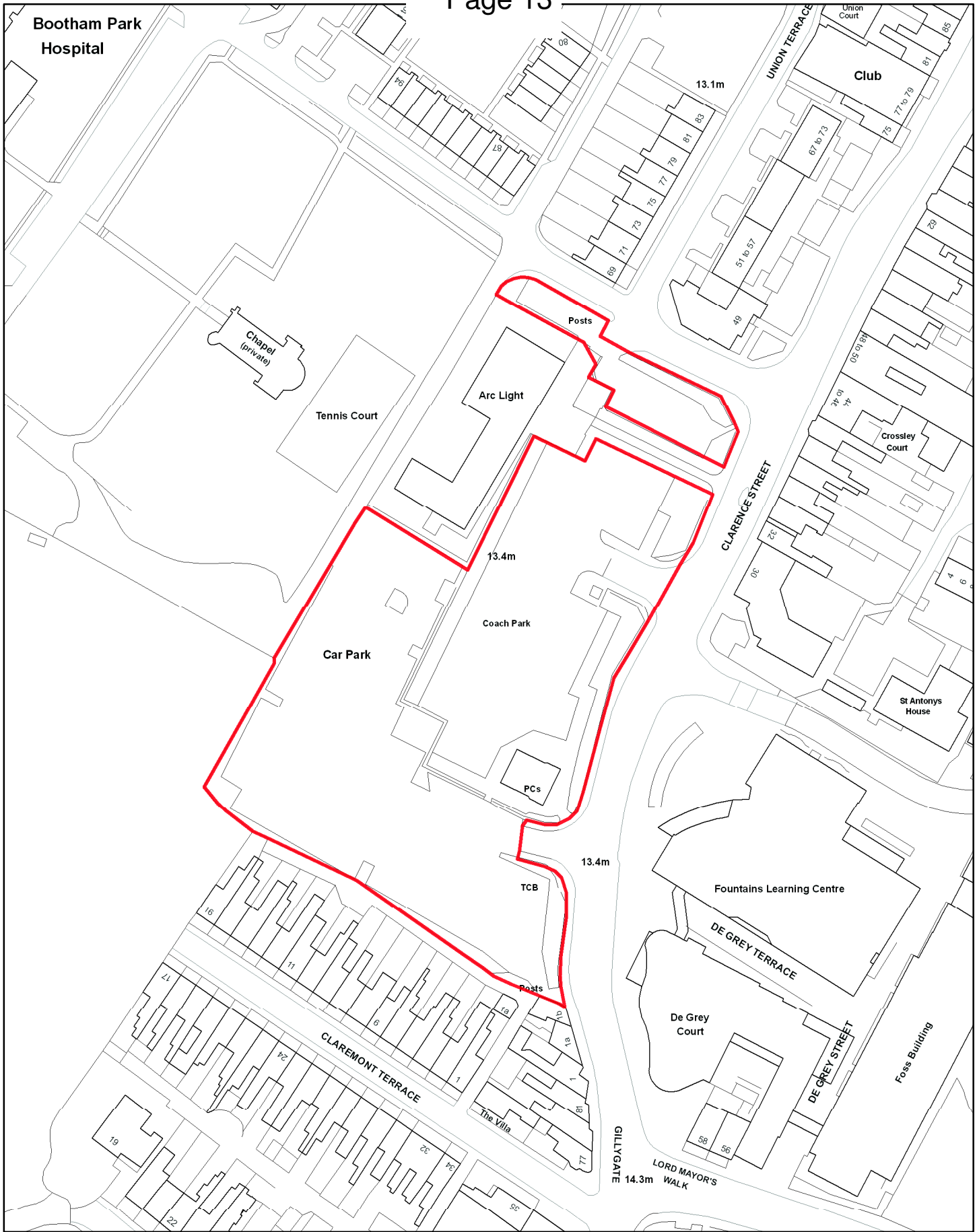
**Background Papers:** None

**Annexes:**

- Annex 1) A plan showing the location of the site.
- Annex 2) Confidential - A summary of the Heads of Terms agreement with YSJU and the market valuation of the Site provided by DTZ.
- Annex 3) Transport Implications of Possible Closure of Union Terrace Coach & Car Park
- Annex 4) Halcrow Study
- Annex 5) Urban Design Site Appraisal

*Annex 6) Economic Impact including GVA Study*





**ANNEX A**  
**Union Terrace Car & Coach Park**



SCALE 1:1,250

DRAWN BY: GR

DATE: 28/06/2011

Originating Group:

**Property Services**

Drawing No.

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## **Annex 3: Possible Closure of Union Terrace Coach & Car Park**

### Transport Implications

#### **Summary:**

1. This annex to the report has been based on the independent Halcrow Union Terrace Coach Park study (Cost £7,958.00 +VAT) commissioned in February 2011 in response to an approach by York St. John University to purchase the car and coach park at Union Terrace. Additional investigation and analysis undertaken by Council officers since receipt of the draft Halcrow report has also been used to prepare this annex.
2. The sale of the Union Terrace site would result in the loss of the largest coach park in the city centre and a reduction to the car parking capacity in the north eastern area of the city centre. Examination of the coach parking ticket sales suggests that St. Georges Field Coach Park alone would have sufficient capacity to cope with all current city centre coach parking on approx. 85% of the days of the year excluding flood events. Union Terrace is currently the most popular site with approx. 70% of citywide ticket sales.
3. Proactive management and marketing of the transfer to any new arrangements is essential to ensure that the City's coach offer is not undermined. It is anticipated that an alternative arrangement with improved coach management and marketing using a combination of increased capacity at St. George's Field, rendezvous points and complementary coach parking at Monks Cross Park & Ride and other locations would maintain the current level of provision. Further investigation will be undertaken to confirm the locations of the improved/new rendezvous points. Sites to be considered include: Piccadilly, Monkgate, Lord Mayor's Walk, Foss Islands Road, Leeman Road, Foss Bank, Hungate etc.
4. Examination of the car parking ticket sales indicates that the current demand could be accommodated in the remaining car parks in the area at most times of the year. Space would be available at Park & Ride sites at the peak times. Some

traffic will need to re-route to access alternative car parks but the impact on journey times/congestion is expected to be low. It is anticipated that approximately 25% of users will use other non-CYC car parks or use alternative travel arrangements eg Park & Ride.

5. With appropriate resources being invested in the transfer to the new coach and car parking arrangements it is not anticipated that overall visitor numbers in the city centre will be significantly affected. The impact on Gillygate footfall can be minimised by marketing the street as a destination and investment in directional signage to the city centre and attractions/ destinations from car parks in the area.

### **Coach Parking: See plan in Annex 3a**

#### **Coach Management Background:**

6. York is a very successful coach destination winning many group travel awards. The majority of the coaches arrive from the south (approx. 60%) with a key route being to/from the ferries at Hull. The coach offer is provided in the following ways:
  - Two main coach parks in city centre
    - Union Terrace (33 Coach spaces + 3 Minibus spaces) – Closest to the Minster and covers arrivals from the North,
    - St George's Field (27 spaces) – Closest to the Castle and covers arrivals from the South. Note: Closure needed during flood events and Easter family funfair.
  - Rendezvous points at Station (Leeman Road)- well used, Foss Bank & Fishergate – lower usage.
  - Additional coach parking is provided at the National Railway Museum (6), York Commuter Park (10) behind station, Transdev depot (up to 30) on Hospital Fields Road, Designer Outlet (41) and Monks Cross Park & Ride site (10).
7. The numbers of coaches parking at the city centre sites has been increasing over recent years. There was a 20%

increase between 2008 and 2010 to approximately 8,500 coaches. Analysis of the 2010 ticket sales indicates that current citywide coach demand would exceed St. George's Field capacity alone on approx. 55 days in the year (See chart in Annex 3c). Approximately 10% of coach tickets are for 1hour only suggesting coach parks are also used for pick up purposes.

<b>Citywide (2010)</b>		
Occupancy	No. of Coaches	No. of days per year
50%	32	27
60%	38	11
75%	47	3
90%	57	1
100%	63	0

8. Union Terrace Coach Park is used by many coach operators because of the closeness to the Minster and ease of access for passengers.
- Approximately 70% of the coaches which park in the city park at Union Terrace with a high proportion of foreign coaches.
  - Union Terrace Coach Park is full on approx. 3 days a year and over half full on up to 71 days per year.

<b>Union Terrace (2010)</b>		
Occupancy	No. of Coaches	No. of days per year
44%	16	91
50%	18	71
60%	22	35
75%	27	15
89%	32	5
100%	36	3

- The summer months have the highest parking levels with the peak individual days in November and December.
- Union Terrace provides an alternative coach parking location when St. George's Field is flooded or used for events.
- Annual Union Terrace Coach Parking income – Approx. £40k.

9. Currently there is more city centre coach parking in York than other comparable historic cities. e.g. Chester (30 Coach spaces, **(9 Rendezvous Points)**), Oxford (33 **(2)**), Canterbury (45 **(3)**), Bath (45 **(2)**). Most cities also use rendezvous points with restrictions on pick up durations enforced by parking attendants. Cambridge has historically used an entirely rendezvous based approach (high capacity drop off/pick up points) with coach parking at out of town locations including the main Park & Ride sites.

### **Coach Management Options**

10. Discussions have been held with the Confederation of Passenger Transport, who represent the coach industry, to review options for coach parking provision in the city. A number of options (further detail is attached in Annex 3d) to maintain a high standard of coach facilities in city have been investigated including:
- Provision of new city centre coach park - No permanent off road sites to north of city centre identified. Potential long term solution near station as part of bus interchange/rail replacement coach parking improvements.
  - Enlargement of St. George's Field Coach Park– 10 space increase would mean citywide coach parking capacity exceeded on less than approx. 12 days per year (Loss of approx. 38 car parking spaces). Improvements to access over flood defences, facilities and signage to city centre required.
  - Improved and new rendezvous points -- Leeman Road, Foss Bank, Monkgate (New), Lord Mayors Walk (New), Foss Islands Road (New), Hungate Area (New), Piccadilly (New)
  - More use of close to city centre parking capacity: (NRM (6), Transdev - Hospital Fields Road (30))
  - Provision of new and encourage better use of existing out of city centre coach parking: Monks Cross Park & Ride (10 spaces - existing), Rawcliffe Bar Park & Ride extension car park.
  - Improved signage, marketing and management of city's coach provision including enhanced booking systems and enforcement of rendezvous points.



## **Coach Revenue Impact**

11. If no additional coach parking was provided it is anticipated that there would be an overall income reduction of up to £30k as some coaches will transfer to the alternative rendezvous point arrangements. There will also be a revenue expenditure reduction as rates will no longer be payable and the Union Terrace toilets would be closed.

## **Costs of Alternative Coach Management Provision**

12. Indicative costs for providing/improving rendezvous points, signage, facilities, and providing additional out of centre coach parking capacity where necessary will be £200k. Provision of an additional 10 coach spaces at St. George's Field will cost approx. £50k. Revenue funding will also be required to review, manage, enforce and promote the new arrangements – estimated at approx. £30k in year one and ongoing costs of approx. £20k per year.

## **Proposed Coach Parking Solution**

13. The removal of Union Terrace coach park has a risk of reducing the capacity, attractiveness, quality, resilience and flexibility of the coach offer in the city. The detailed solutions to mitigate against the risks will be confirmed in the review of the city's coach strategy. In principle a combination of the following proposed options will deliver the best overall solution:
  - Improved management and marketing of coach facilities in city.
  - Increasing the coach capacity at St. George's Field by 10 spaces with improved facilities and contingency planning for flood events.
  - Improved/New rendezvous points linked with out of city centre coach parking (e.g. Piccadilly, Monkgate, Lord Mayors Walk, Foss Islands Road, Leeman Road, Foss Bank, Hungate etc.)
  - Promotion of existing coach parking at NRM, Transdev & Monks Cross P&R, York Commuter Park.
  - Provision of coach parking at Rawcliffe Bar P&R (if required)

Item	Existing	Proposed	Indicative Cost
Union Terrace	33 Coaches + 3 Minibuses	Closed	
St George's Field	27 Coaches	37 Coaches	£50k
Rendezvous Points & out of city centre coach parking	3 No. points	Up to 8 No. points + coach parking	£200k
Management & Marketing		Improved Marketing/ Management/ Enforcement	Revenue £30k year one £20k/year

### Coach Park Risks

14. There are a number of potential risks which will need to be addressed as the new coach strategy for the city is developed. The risks identified at this stage are listed below with proposed mitigation measures:
- Attractiveness of York as a coach destination is reduced. Passengers prefer coach parks close to city centre. – Provision of high quality alternatives, marketing, signing, facilities.
  - Coach operators do not relocate to take up spare capacity at St. George's Field. – Marketing, signing, early notification of changes, flood warning and contingency planning improvements, access improvements.
  - Increased on street coach parking at inappropriate locations – Management & enforcement
  - Rendezvous points become overloaded – Marketing, management & enforcement
  - Greater risk of disruption to coach parking during flood events – Contingency planning including use of rendezvous points and out of centre parking.
  - Possible need to relocate Easter funfair – Review alternative locations

## **Car Parking: See plan**

### **Car Parking Background**

15. There are 1,129 spaces in the council car parks in the area to the north east of the city centre (excluding private car parks & Park & Ride). This is provided in 5 main car parks Marygate (325), Monk Bar (243), Bootham (100) Foss Bank (316) & Union Terrace (145). Occupancy levels overall in this area of the city vary throughout the year and week but typically peak at 80% on Saturday, 60% Monday to Friday. The existing Union Terrace car park is well used – particularly on Saturdays (90% occupancy) with users arriving from the north of the city. There is high Union Terrace weekday use for education/work trip purposes (many from the south and west of the city and A64 Leeds direction). The car park is also used by residents and visitors to access shops and businesses on Gillygate, Gillygate Surgery, The Theatre Royal and the Salvation Army Citadel.
16. Disabled Badge Holders can park for free in council car parks. There are 13 dedicated disabled parking spaces in Union Terrace car park including 7 in a separate section to the north of the coach park. The closest alternative at Monk Bar Car Park has 7 dedicated spaces. Bootham Row has 2 dedicated spaces.
17. There is spare capacity at Rawcliffe Bar and Monks Cross Park & Ride sites which cover northern & eastern approaches. The potential future Clifton Moor site on the Wigginton Road corridor will supply additional Park & Ride capacity in the area.

### **Impact of Car Par Closure**

18. Review of the car parking in the area indicates that demand exceeds total area parking capacity on rare peak days only. It is anticipated that the majority of the parking demand will transfer to other council car parks in the area however transfer to alternative private car parks and the Park & Ride service can also be expected. Traffic will need to re-route to access alternative car parks but the impact is expected to be low on weekdays as many users of Union Terrace Car Park

already arrive from the Lendal Bridge direction. Alternative parking with spare capacity is available close by at Monk Bar car park. Some of the traffic relocating to Foss Bank and Monk Bar Car Parks, from the north east direction, is expected to reroute further out from inner ring road minimising the impact on congested areas.

### **Car Parking Revenue Impact**

19. The majority of existing car park users are projected to relocate to alternative CYC car parks at most times of the year. Transfer of the remainder to alternative private car parks and Park & Ride will lead to an estimated £100k annual income reduction. At peak times, with other car parks fuller, a further £20k of income may be lost. Business rates will no longer be payable reducing the revenue expenditure.

### **Car Parking Costs**

20. The detailed cost implications of the proposal will be prepared after further analysis. Initial investigation suggests that the CCTV cameras will need to be relocated from the car park to the highway - £10-£15k. Minor amendments will need to be made to the car park guidance signage - £5k.

### **Proposed Car Parking Solution**

21. Owing to the availability of spare spaces in other car parks in the area the reduction in car parking capacity is considered to be acceptable. Alternative car parking spaces are available at most times of the year and spare capacity is also available at Monks Cross and Rawcliffe Bar Park & Ride sites. To minimise the impact it is proposed to amend signage to direct users to nearest suitable car park and update car parking marketing information. Subject to a review of demand the number of dedicated disabled parking spaces in the remaining car parks would be increased to offset some of the reduction at Union Terrace.

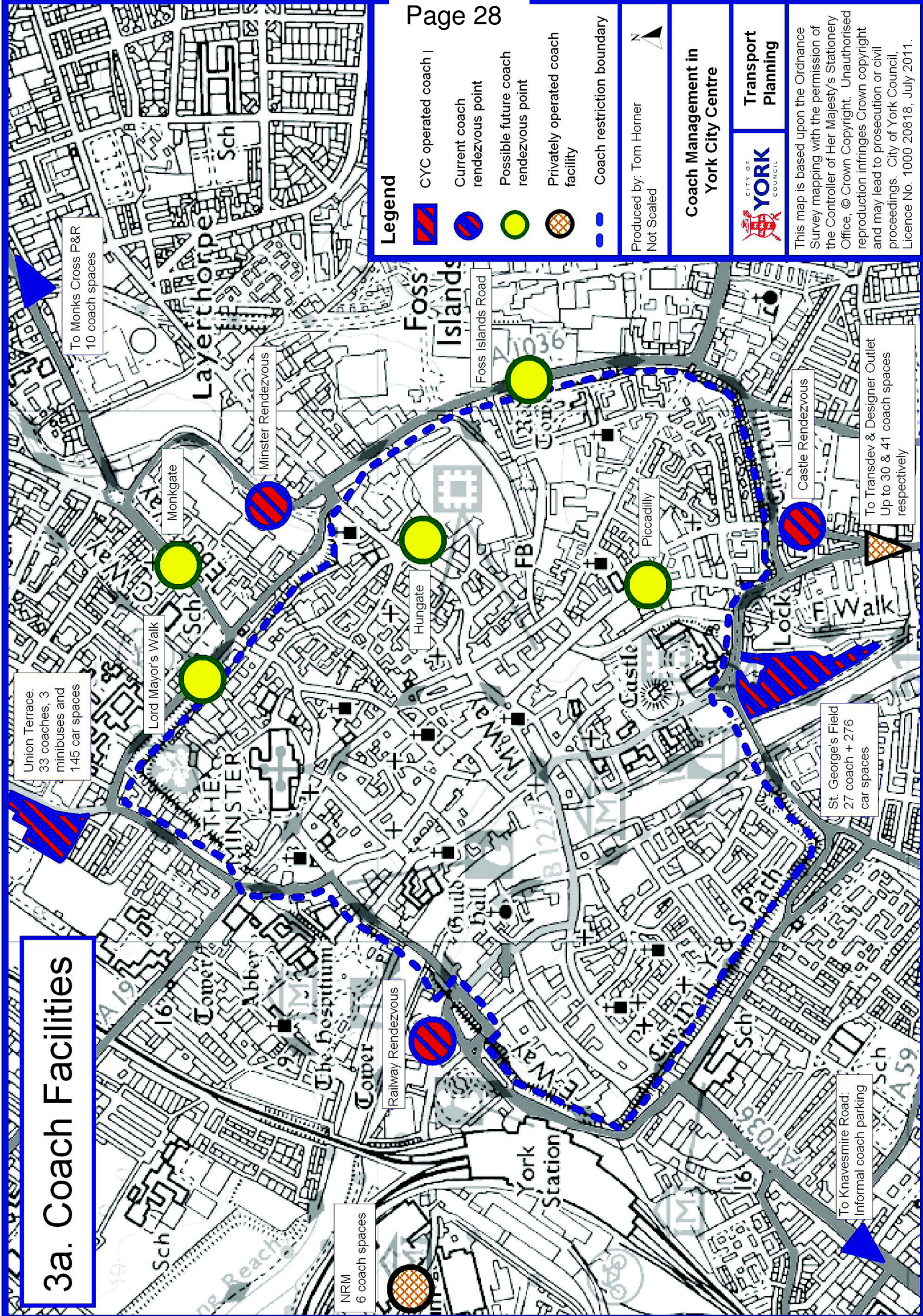
## **Car Parking Risks**

22. There are number of key risks associated with the closure of the car park which can be addressed using the following mitigation measures:
- Transfer to other car parks in area less than anticipated – Improve signage/marketing
  - Capacity of existing car parks exceeded – Promote public transport, Park & Ride and cycling options.






## **Transport Opportunities**

23. The redevelopment of the site provides an opportunity to enhance bus and cycle route priorities in the area. These could be progressed independently or combined with the Access York proposals to provide a widened Clarence Street approach to the Gillygate junction increasing capacity.

# 3a. Coach Facilities



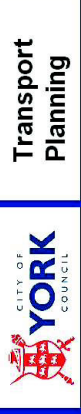
### Legend

-  CYC operated coach |
-  Current coach rendezvous point
-  Possible future coach rendezvous point
-  Privately operated coach facility
-  Coach restriction boundary

Produced by: Tom Horner  
Not Scaled



**Coach Management in York City Centre**



**Transport Planning**

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Union Terrace.  
33 coaches, 3 minibuses and 145 car spaces

To Monks Cross P&R  
10 coach spaces

Lord Mayor's Walk

Monkgate

Minster Rendezvous

Hungate

Foss Islands

Foss Islands Road

FB

Piccadilly

Castle Rendezvous

To Transdev & Designer Outlet  
Up to 30 & 41 coach spaces respectively

St. George's Field  
27 coach + 276 car spaces

NRM  
6 coach spaces

Railway Rendezvous

York Station

To Knavesmire Road:  
Informal coach parking

# YORK

## Legend

-  CYC operated car park
-  Privately operated car park

Produced by: Tom Horner  
Not Scaled



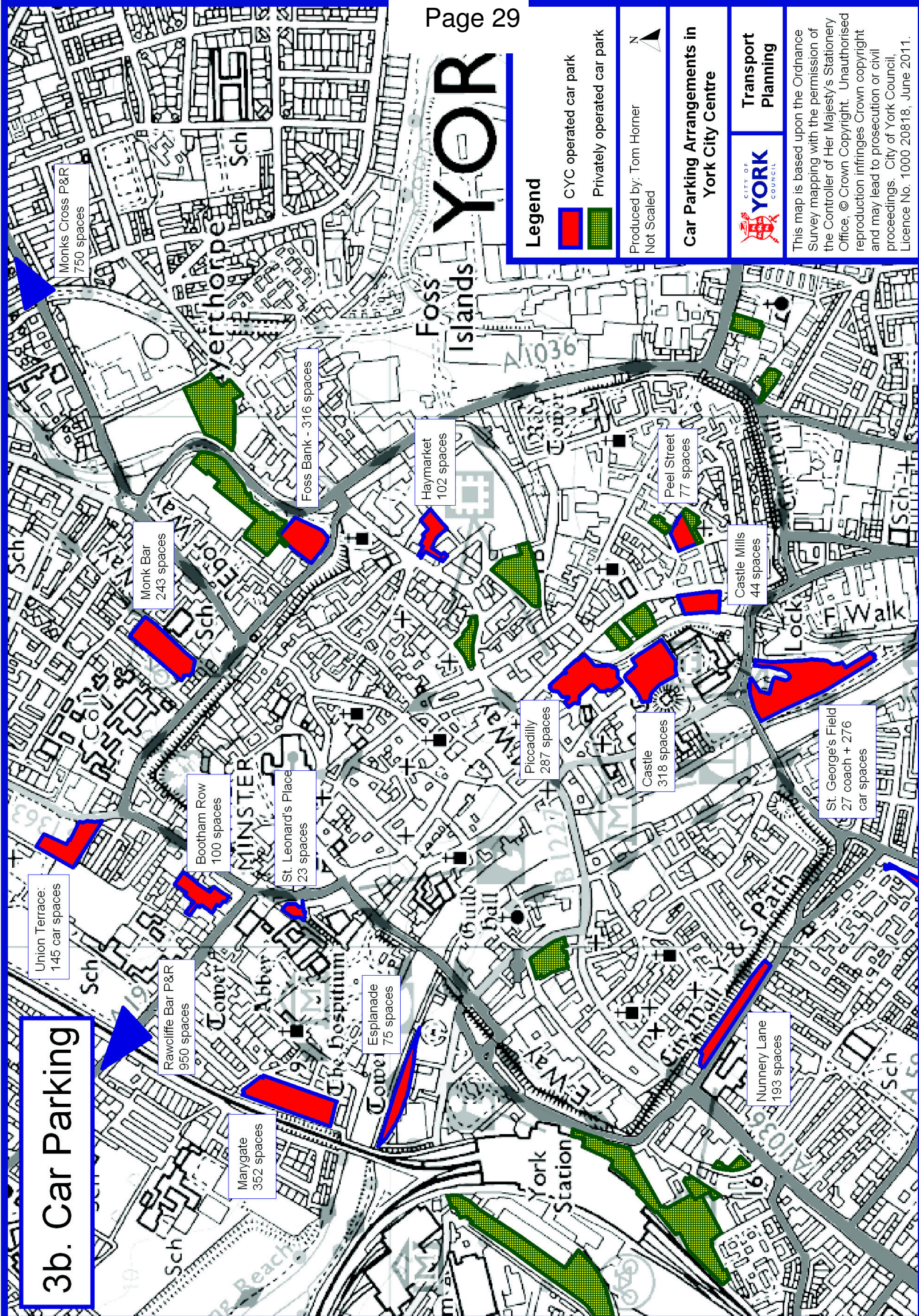
## Car Parking Arrangements in York City Centre



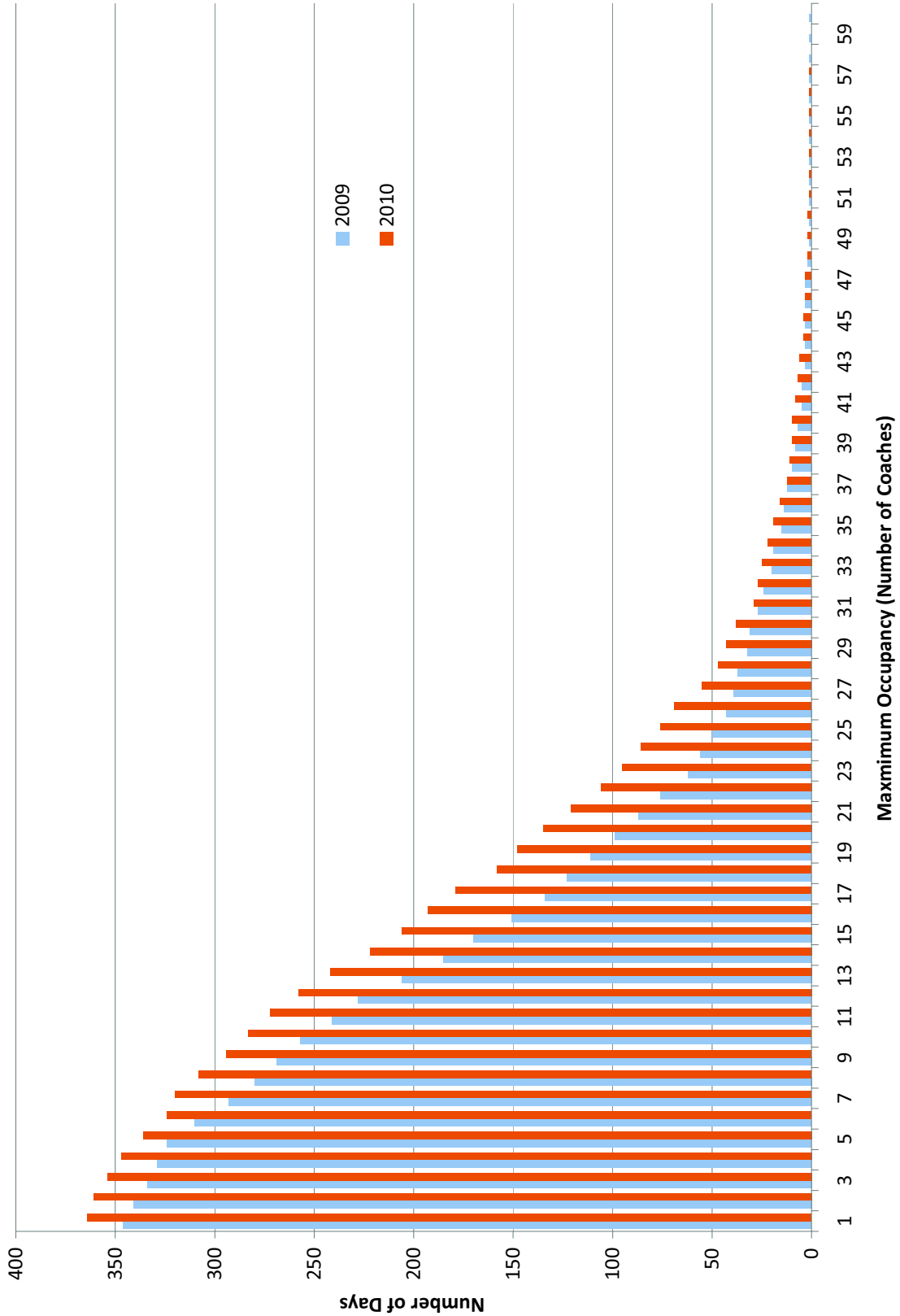
## Transport Planning

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### 3b. Car Parking



### Maximum Coach Occupancy and Number of Days this is Exceeded Based on Union Terrace Combined with St. George's Field (2009 vs. 2010)





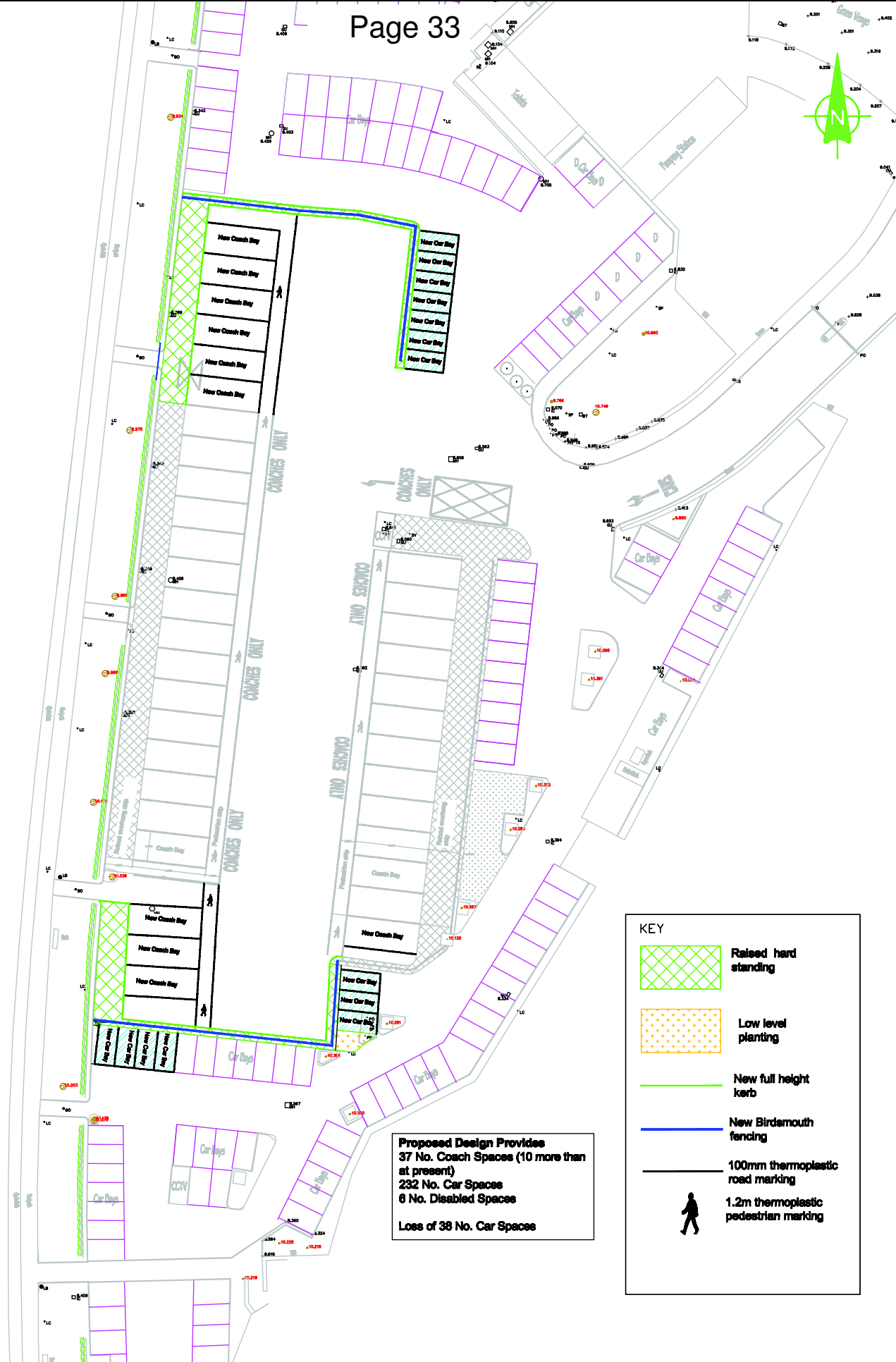
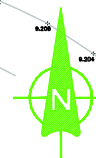
### Union Terrace Coach Parking Options

Existing Provision: 33 Coaches +3 Minibuses at Union Terrace, 27 coach spaces at St. George's Field, 3 Rendezvous Points (Foss Bank, Leeman Road, Fishergate)

	<b>Possible Option</b>	<b>Detail</b>	<b>Cost</b>	<b>Key Issues</b>	<b>Implications</b>
1	Improved rendezvous points See drawing for possible locations	3 Improved + up to 5 Additional	£150k - £250k	<p>Locations of new rendezvous points to be confirmed. North of City</p> <ul style="list-style-type: none"> <li>• Monkgate (loss of residents parking, residential area),</li> <li>• Lord Mayors Walk (loss of resident parking, residential area),</li> <li>• Hungate area (narrow streets, future development)</li> </ul> <p>Other Locations</p> <ul style="list-style-type: none"> <li>• Foss Islands Road (loss of campervan &amp; market traders parking, longer walking distance),</li> <li>• Piccadilly (limited capacity, development area),</li> </ul> <p>Most new locations not suitable for foreign coaches. No toilets at most locations</p>	<p>Improved facilities at rendezvous points required - kerbing, shelters, seating etc. Complementary out of centre parking required (Monks Cross P&amp;R (10 existing), Rawcliffe Bar P&amp;R, Transdev Depot (private) increase in capacity possible but detail to be confirmed. Management/Marketing/Enforcement Strategy required.</p>

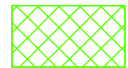

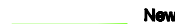



	<b>Possible Option</b>	<b>Detail</b>	<b>Cost</b>	<b>Key Issues</b>	<b>Implications</b>
2a	Expand St. George's Field Coach Park (+10 spaces)	+10 Spaces	£50k	Citywide coach parking estimated to exceed capacity on approx. 12 days in year. Loss of 38 Car Spaces (237 spaces remaining) Flooding (Approx. 9 days per year)	Additional/alternative coach facilities required to cover reduction e.g. rendezvous points Need contingency plans for flood events e.g. rendezvous points + out of centre parking. Improved facilities/access over flood defence required. Walking distance to Minster increased (approx. 1,100m compared to 650m)
2b	Expand St. George's Field Coach Park (Union Terrace replicated)	+33 Spaces	£100k+	Loss of approx. 135 car parking spaces (140 spaces remaining) Flooding (Approx. 9 days per year)	Need contingency plans for flood events. e.g. rendezvous points + out of centre parking. Walking distance to Minster increased (approx. 1,100m compared to 650m)
3	Foss Islands Road	10 Spaces	£25k	Citywide coach parking estimated to exceed capacity on approx. 12 days in year. Not suitable for foreign coaches Route to City centre via Walmgate or Navigation Road & new footbridge to Hungate.	Additional/alternative coach facilities required to cover reduction e.g. rendezvous points. Loss of campervan and market traders parking areas Walking Distance to Minster increased (approx. 1,300m compared to 650m)

Other Coach Parking Options: Land behind station (existing car/coach park, private ownership, long term development site), NRM (possible extension to existing 6 spaces available, private ownership)



**Proposed Design Provides**  
 37 No. Coach Spaces (10 more than  
 at present)  
 232 No. Car Spaces  
 6 No. Disabled Spaces  
**Loss of 38 No. Car Spaces**

**KEY**

-  Raised hard standing
-  Low level planting
-  New full height kerb
-  New Birdmouth fencing
-  100mm thermoplastic road marking
-  1.2m thermoplastic pedestrian marking



**St Georges Field  
 Coach Park Extension**

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				DATE	12/07/2011
			Drawn	BP	Checked
					--

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# Union Terrace Coach Park

Final Report

City of York Council

July 2011

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# Union Terrace Coach Park

City of York Council

July 2011

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## Document history

### Union Terrace Coach Park

City of York Council

This document has been issued and amended as follows:

Version	Date	Description	Created by	Verified by	Approved by
1.1	04/03/2011	Draft	Liz Richardson	S Stamper	S Stamper
1.2	15/04/2011	Revised Draft	Liz Richardson	S Stamper	S Stamper
1.3	22/07/2011	Final Report	Liz Richardson	S Stamper	S Stamper



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# 1 Introduction

## 1.1 General

This study has been conducted by Halcrow on behalf of City of York Council (CYC). CYC commissioned Halcrow to identify options for the potential relocation of Union Terrace Coach and Car Park.

An approach has been made to CYC which may require the closure of the existing Union Terrace Coach/Car Park. Union Terrace is the most established coach park in York and a viable alternative is required should the coach park close.

Parallel to the coach review, this study will also assess the current provision for car parking in York and the effects that the relocation of Union Terrace Car Park may have, in particular trafficking effects.

## 1.2 Study Objectives

The main objectives of the study are to:

- Review the existing arrangements for coach parking in the city;
- Identify how similar authorities locate coach parking provision;
- Develop a series of options for alternative provision;
- Undertake a viability analysis of these options; and
- Provide costs for the most viable options.

In terms of car parking, the study will include a review of the current level of occupancy for Union Terrace, Marygate, Bootham Row, Monk Bar and Foss Bank car parks. This will enable the level of individual and cumulative parking occupancy to be derived for the North West quadrant of the city and identify any implications that may arise as a result of the relocation of the Union Terrace car park.

## 1.3 Report Structure

The remainder of this report is structured as follows;

- Chapter 2 – Reviews existing coach and car parking provision in York;
- Chapter 3 – Benchmarks existing provision in York against comparable Towns and City's in the UK;
- Chapter 4 – Identifies how people are using the existing car parks in the North West Quadrant of the City
- Chapter 5 – Identifies and appraises potential options;
- Chapter 6 – Costing of viable options; and
- Chapter 7 – Conclusions.

## **2 Review of Existing Provision**

### **2.1 General**

This chapter provides a review of the current coach and car park provision in York. Coach parking data for Union Terrace has been assessed in order to determine the length of time coaches park for, levels of use, seasonal requirements, fluctuations in demand and recent trends.

Car parking data for Union Terrace and a number of other car parks around Union Terrace has been assessed to provide information on their individual and cumulative occupancy.

### **2.2 Visitor Numbers**

Tourism contributes £443 million to the York economy and supports 23,000 jobs in York (Source: Visit York). The Regional Visitor Survey is conducted on an annual basis and asks visitors to York a series of questions related to their travel habits and likes and dislikes of York. One of the questions asks visitors how they travel to York. The majority of visitors surveyed travel to York by car. This proportion remained constant between 2005 and 2008. Between the same time period visitors travelling by coach remained constant at 10%.

The survey methodology has since changed significantly and this data now shows far higher numbers of visitors to York. Associated with this, there has been a drop in the overall percentage of visitors arriving by coach. It is, however, not appropriate to compare the information year on year because of the change in the way the data is collected. Coach parking data provides the best indication of how many people arrive in York by coach, though it should be noted that informal parking does occur in various locations across the city.

### **2.3 Coach Parking**

#### **2.3.1 Existing Provision**

Coach Parking in York is provided by CYC and a number of private operators. Up until October 2008 coach parking in the centre of York was accommodated by the Union Terrace Coach Park and Kent Street Coach Park. Following the closure of Kent Street Coach Park in October 2008 some provision was transferred to St George's Field. All private providers have been contacted to review their level of provision. Table 2.1 documents the existing availability of coach parking and this provision is mapped in Figure 2.1.

Table 2.1 Existing Coach Parking Provision

Location	CYC / Private	No of spaces	Overnight Parking	Cost
Union Terrace	CYC	33 + 3 minibuses	Yes	April to October Up to 1 hr £5 Up to 3 hrs £8 Over 3 hrs £11
St Georges Field	CYC	27	Yes	November to March Up to 1 hr £5 All day £8
Monks Cross P&R	CYC	10	Yes	Free
National Railway Museum	Private	6		Prebooked: £10 full day + meal for the driver. On the day £15 for a full day
Transdev Depot, Fulford Road	Private	30	Yes	£7 per day £13 overnight
Knavesmire Road		Unknown	Yes	Free
Total	CYC	71		
	Private	36		

### 2.3.2 Overview of Existing Provision

Figure 2.2 provides an overview of the current levels of coach parking between 2008 and 2011. It shows that there has been a 20% increase in coaches paying to park in York between 2008 and 2011.

Figure 2.2 Coaches paying to park in York by Quarter

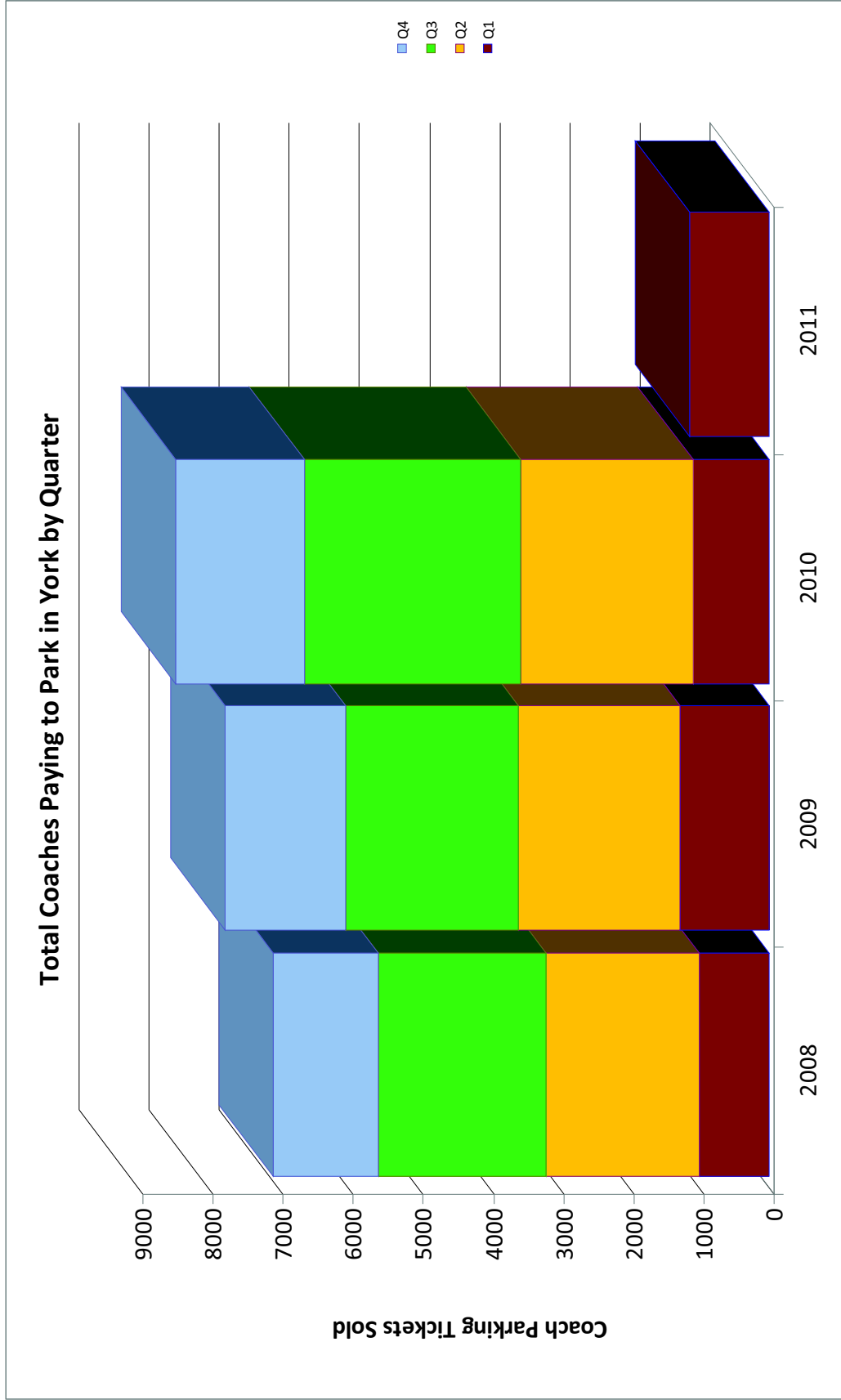
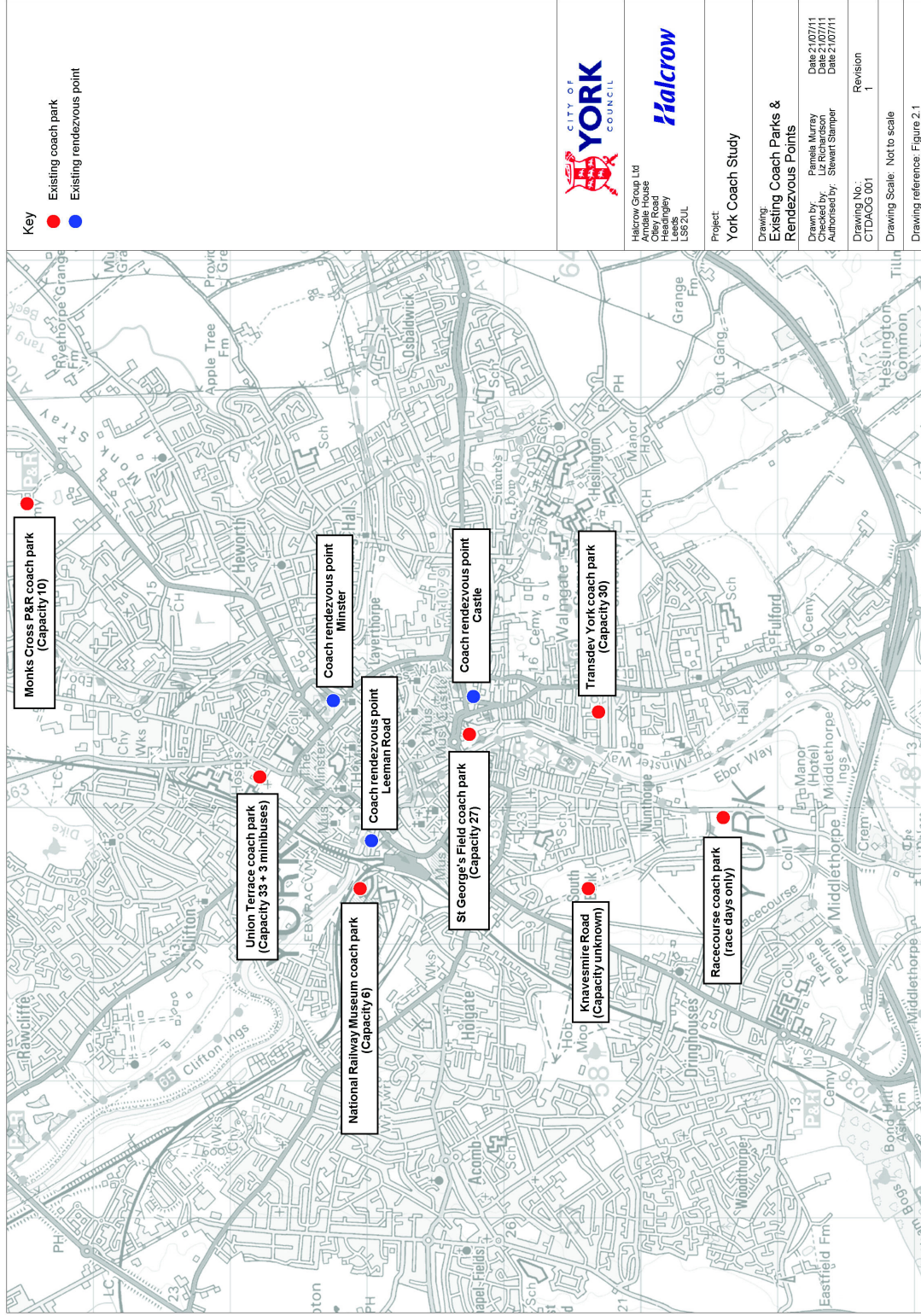


Figure 2.1 Coach Parking provision



Key  
 ● Existing coach park  
 ● Existing rendezvous point



Halcrow Group Ltd  
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Project  
 York Coach Study

Drawing:  
 Existing Coach Parks &  
 Rendezvous Points

Drawn by: Pamela Murray Date: 21/07/11  
 Checked by: Liz Richardson Date: 21/07/11  
 Authorised by: Stewart Stempier Date: 21/07/11

Drawing No.: CTDA06.001  
 Revision: 1

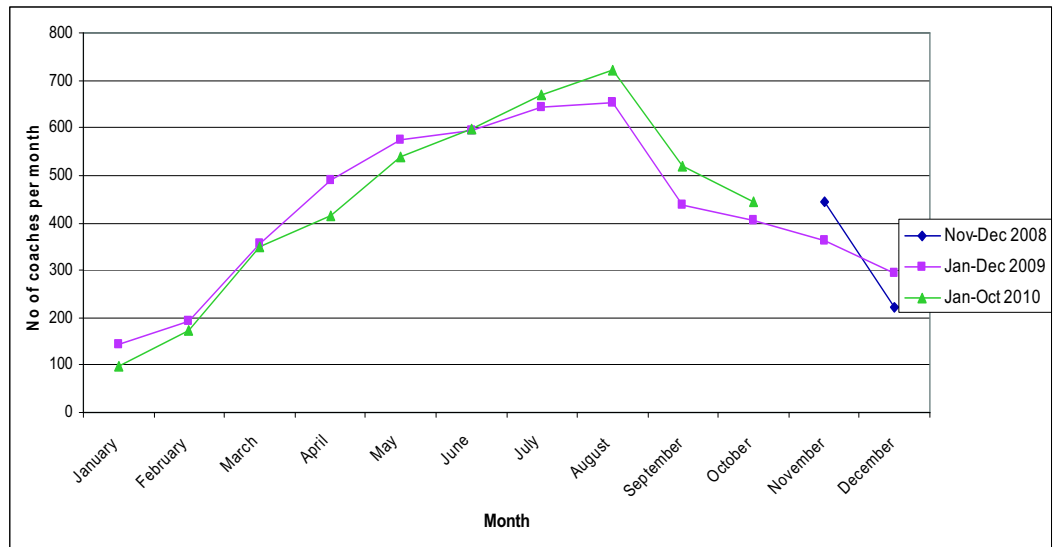
Drawing Scale: Not to scale

Drawing reference: Figure 2.1

### 2.3.3 Demand for Coach Parking at Union Terrace

Union Terrace Coach Park provides 33 coach parking spaces and 3 minibus spaces and is the largest dedicated coach park in York. Figure 2.3 below identifies the seasonal demand at the coach park during 2008, 2009 and 2010. Due to CYC software issues data has been obtained from a number of sources and for this reason there are some gaps in the dataset.

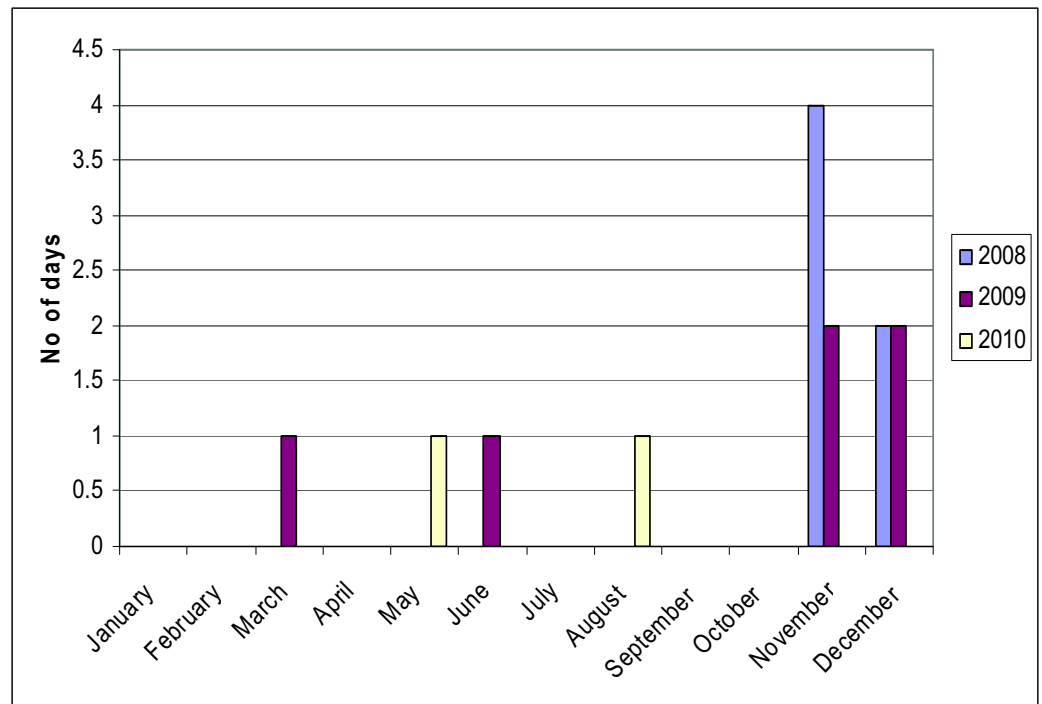
Figure 2.3: Seasonal Demand at Union Terrace, 2008, 2009, 2010



The number of coaches parking at Union Terrace peaks during August and is generally higher during the summer months, with the lowest demand in January. Patterns of demand remain the similar across the three years, however in August 2010, the demand is greater at 720 coaches than in August 2009 when the number of coaches was some 654. Additional coach parking data has been analysed to assess occupancy levels of the coach park. Figure 2.4 details the number of days per month where capacity exceeded supply (33 available spaces).



Figure 2.4 Number of days in the month where occupancy exceeds capacity



As detailed in Figure 2.4 Union Terrace Coach Park typically exceeded the available capacity in November and December in 2008 and 2009<sup>1</sup>. This coincides with the St Nicholas Fayre.

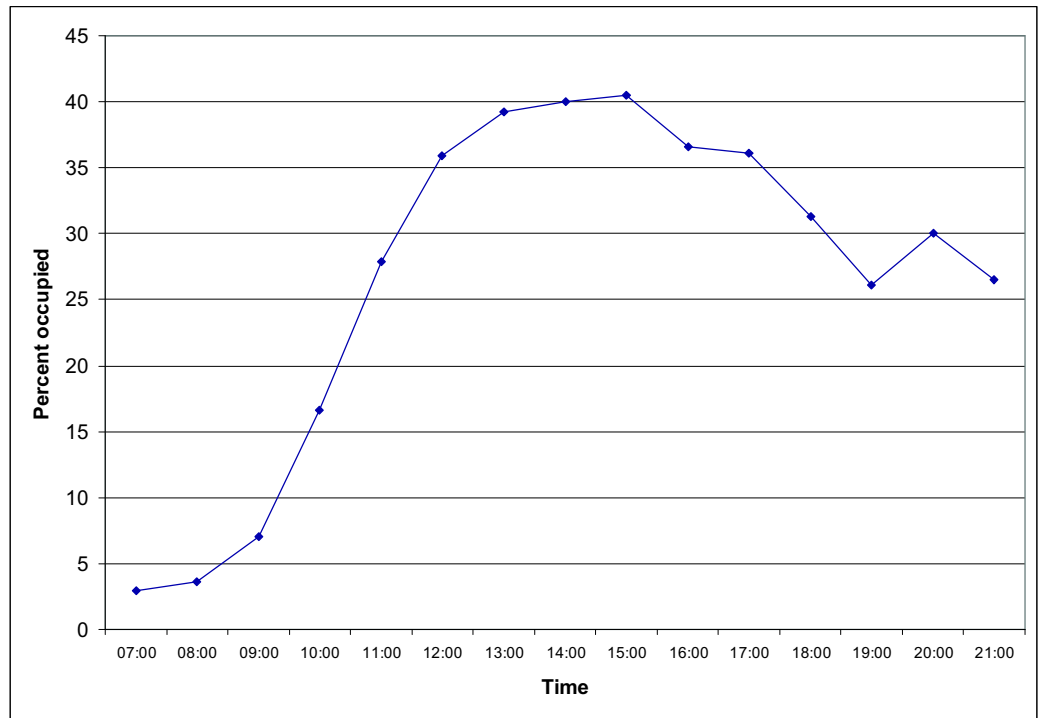
Further analysis indicates that the coach park has been full to capacity on 14 days between November 2008 and September 2010.

Figure 2.5 provides an overview of hourly occupancy levels at Union Terrace Coach Park. Occupancy increases across the daytime period peaking at lunchtime. Occupancy levels then decline throughout the afternoon before peaking again at 20:00.

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<sup>1</sup> Data not available for November or December 2010

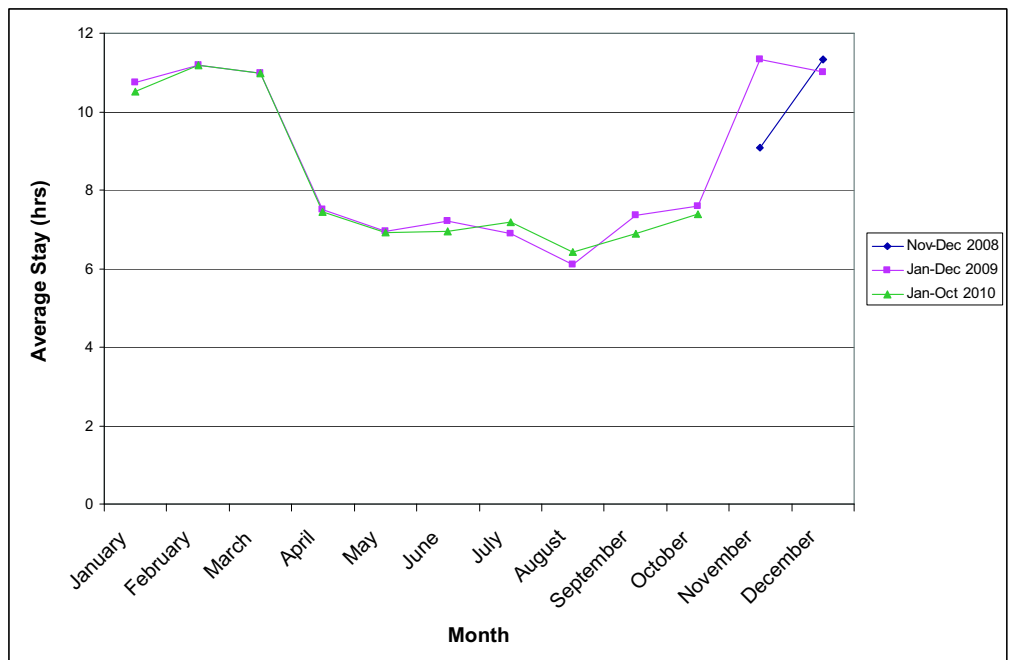
Figure 2.5 Hourly average occupancy at Union Terrace



.Duration of Stay

The average length of stay at Union Terrace Coach Park is displayed in Figure 2.6. On average coaches tend to park for longer periods in the winter months averaging some 11 hours between December to February, whilst the average stay during the summer months (June to August), is shorter at some 7 hours. There is very little variation in the length of stay between 2008 to 2010.

Figure 2.6: Average Stay by year at Union Terrace

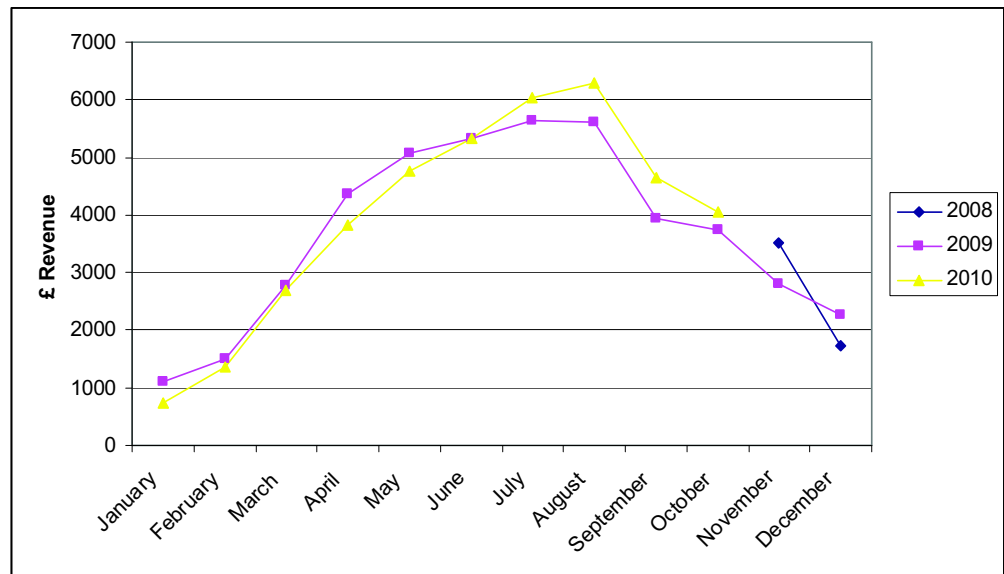


Further analysis indicates that some coaches only use the coach park for an hour – indicating that they treat it more as a rendezvous point. Out of the 10,334 coaches parking in the analysed period 11% (1,137) only parked for a period of 1 hour or less.

Revenue

Figure 2.7 documents the average revenue achieved by Union Terrace. Revenue has followed a similar pattern for 2009 and 2010.

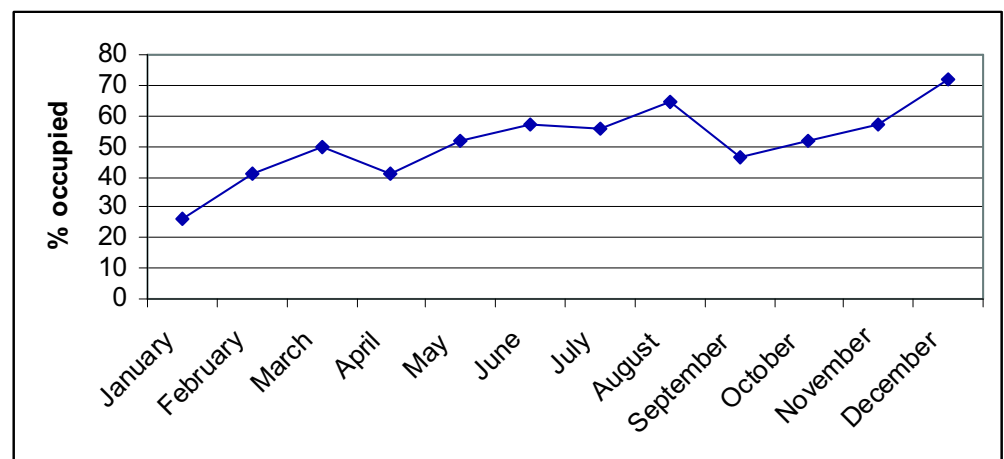
Figure 2.7 Actual revenue per month



2.3.4 St Georges Field Coach Park

Following the closure of the Kent Street Coach Park provision was made for 27 coach parking spaces at the nearby St George’s Field Car park. This took effect from October 2008. Figure 2.8 shows the maximum occupancy levels per month. It indicates that occupancy does not ever reach capacity but peaks in December at over 70%.

Figure 2.8: Maximum occupancy by month at St Georges Field, averaged over 2009/10



Further analysis of the dataset indicates that the maximum occupancy reached is 81% on a Saturday in December.

Figure 2.9 documents how occupancy fluctuates throughout the day. In line with Union Terrace occupancy increases throughout the daytime period but in contrast plateaus around lunchtime. It reaches a peak in the early evening before falling and peaking again late evening.

Figure 2.9 Hourly average occupancy at St George's Field

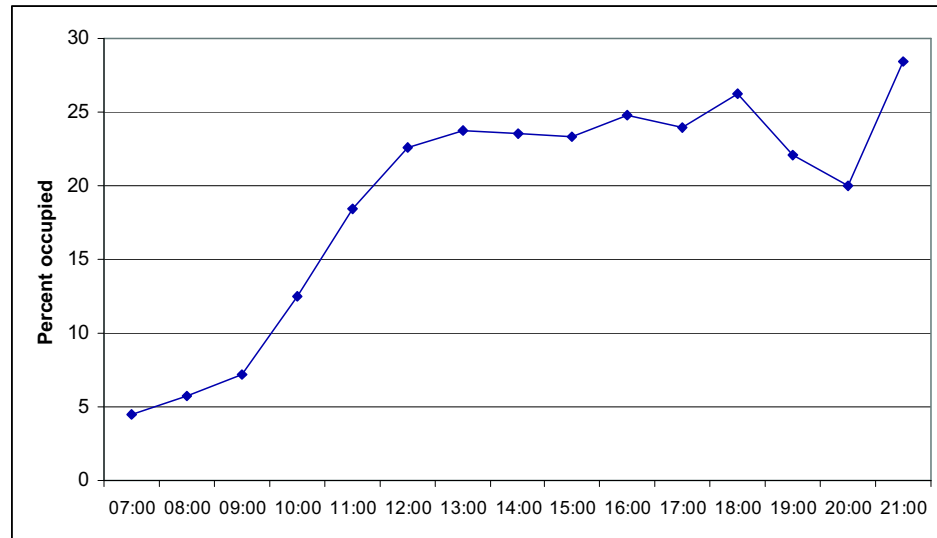


Figure 2.10 documents maximum coach occupancy and the number of days this is exceeded based on Union Terrace combined with St George's Field across 2009 and 2010. The red dotted line indicates the capacity of St Georges Field coach park. Figure 2.10 therefore indicates that capacity would only be a concern if St George's Field coach park was the only available coach parking facility within York.

## 2.4 Car Parking

Car parks in close proximity to Union Terrace together with their capacity is documented in Figure 2.11. All alternative car parks with the exception of Bootham Row have more car parking spaces than Union Terrace.

Figure 2.10 Number of days maximum coach parking is exceeded based on Union terrace combined with St George's Field

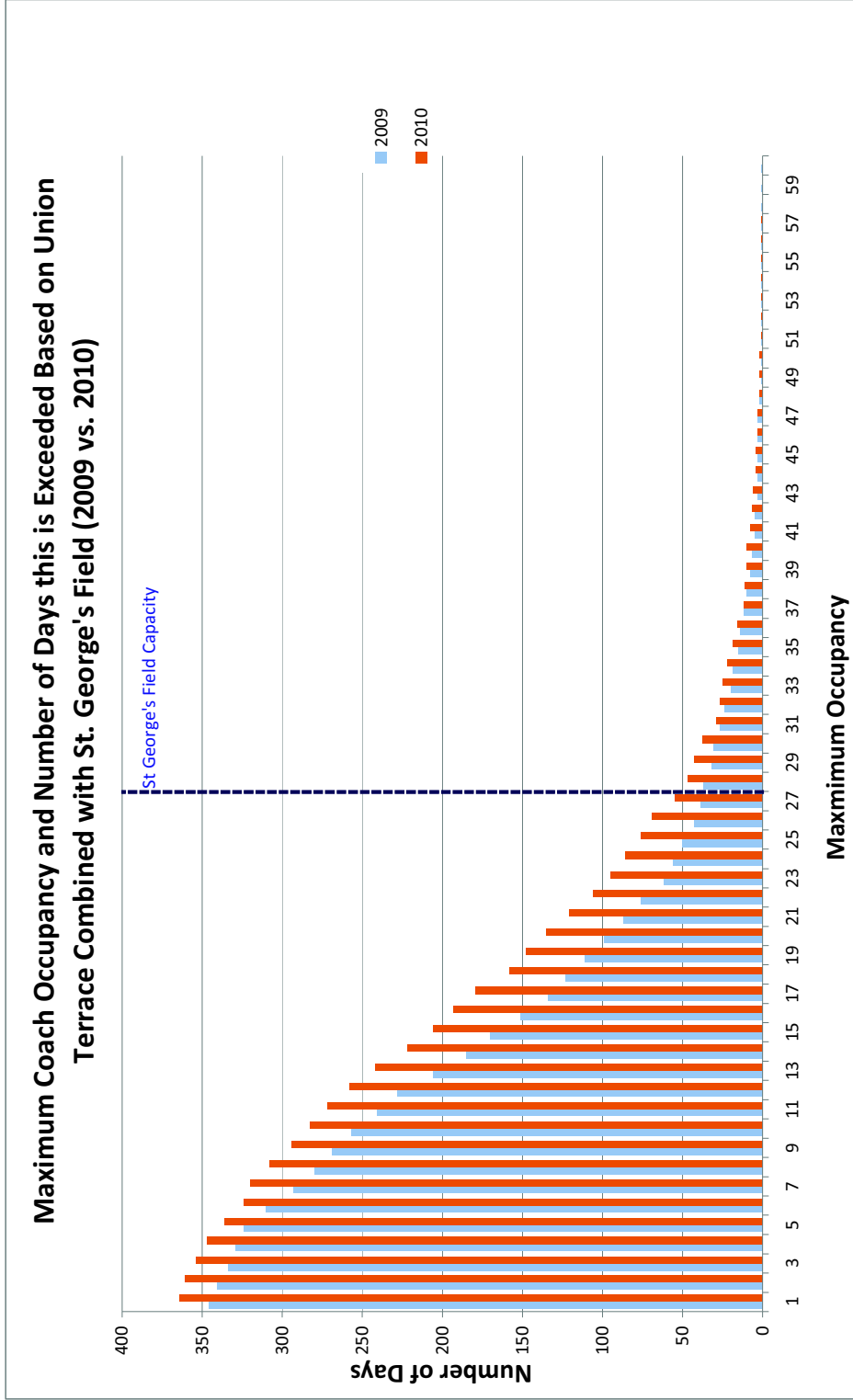
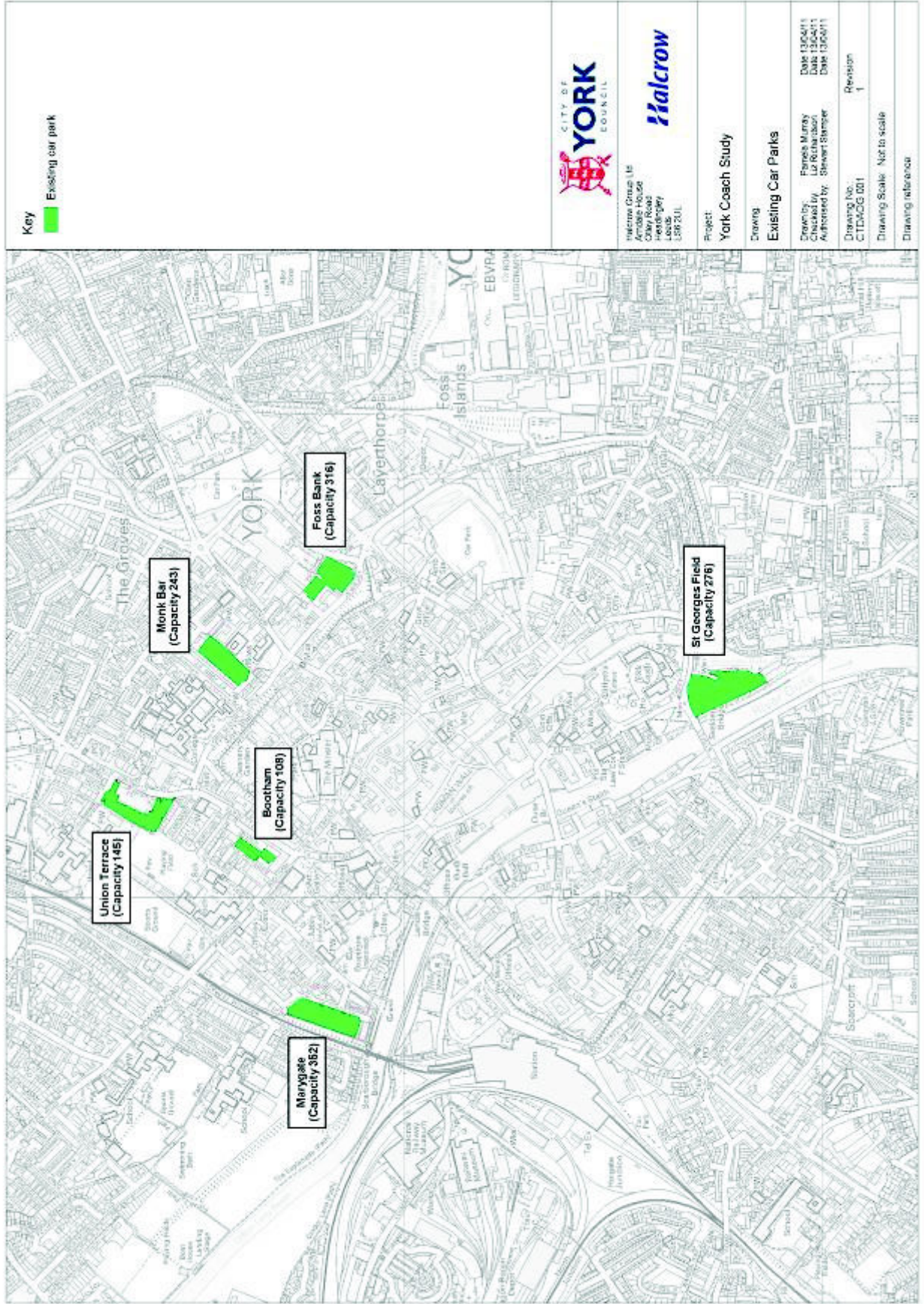


Figure 2.11 Car Parking Provision



Halcrow Group Ltd  
 Ample House  
 100, The Quadrant  
 Leeds  
 LS2 9JL

Project:  
 York Coach Study

Drawing:  
 Existing Car Parks

Drawn by: Frances Murray  
 Checked by: Liz Richardson  
 Authorised by: Stewart Stamer

Date: 13/04/11  
 Date: 13/04/11  
 Date: 13/04/11

Drawing No.:  
 CTDACG 001

Revision:  
 1

Drawing Scale: Not to scale  
 Drawing reference:

Car parking data has been analysed for Union Terrace, Foss Bank, Marygate and Monk Bar. It should be noted that the Union Terrace data has been obtained from 2008 and includes months May to November, whilst data for Foss Bank only includes January to July 2010. The data used for Marygate and Monkgate includes January to November 2010. Due to CYC software issues we have been unable to use up-to-date data for all car parks.

Figure 2.12 indicates that occupancy increases throughout the morning at each of the car parks, peaking at 1pm. It then decreases during the afternoon, with a slight increase observed at 7pm at Union Terrace. At the busiest time of day car parking reaches 80% of capacity at Union Terrace.

Figure 2.12 Hourly Average Occupancy Monday to Friday

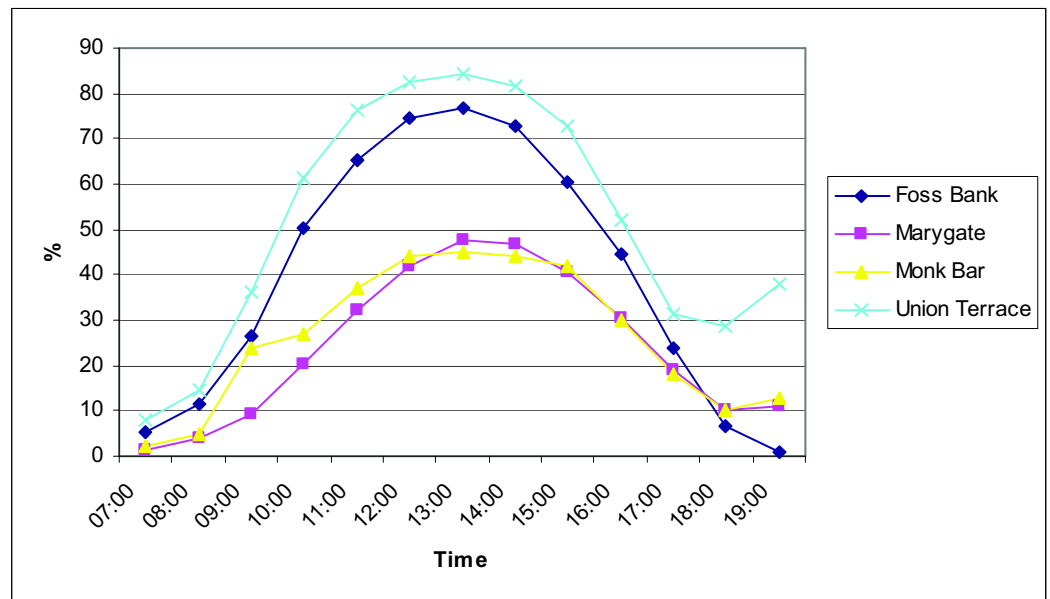


Table 2.2 demonstrates the available parking spaces across all times of the day for Monday to Friday during a typical month.

Table 2.2 Available car parking spaces Monday to Friday

Time	Foss Bank		Marygate		Monk Bar		Union Terrace		Total Percentage Occupied
	Percentage Occupied	Car Parking Spaces	Percentage Occupied	Car Parking Spaces	Percentage Occupied	Car Parking Spaces	Percentage Occupied	Car Parking Spaces	
07:00	5.4	299	1.4	347	2.0	238	7.9	134	3.6
08:00	11.5	280	4.0	338	5.0	231	14.6	124	7.9
09:00	26.5	232	9.3	319	24.0	185	36.1	93	21.5
10:00	50.3	157	20.1	281	27.0	177	61.3	56	36.4
11:00	65.5	109	32.1	239	37.0	153	76.2	34	49.3
12:00	74.4	81	42.1	204	44.0	136	82.6	25	57.8
13:00	76.6	74	47.7	184	45.0	134	84.1	23	60.7
14:00	72.8	86	46.9	187	44.0	136	81.6	27	58.8
15:00	60.6	124	40.7	209	42.0	141	72.9	39	51.4
16:00	44.6	175	30.6	244	30.0	170	52.0	70	37.6
17:00	24.0	240	18.9	285	18.0	199	31.3	100	21.9
18:00	6.6	295	10.3	316	10.0	219	28.8	103	11.6
19:00	0.8	313	11.2	313	13.0	211	38.0	90	12.2



On a Saturday average occupancy is similar to that on a weekday for Union Terrace at some 52%. Occupancy at Monk Bar, Marygate and Foss Bank is higher on a Saturday than during the week, increasing from some 24% to 40%.

Figure 2.13: Hourly Saturday average occupancy (7am – 7pm)

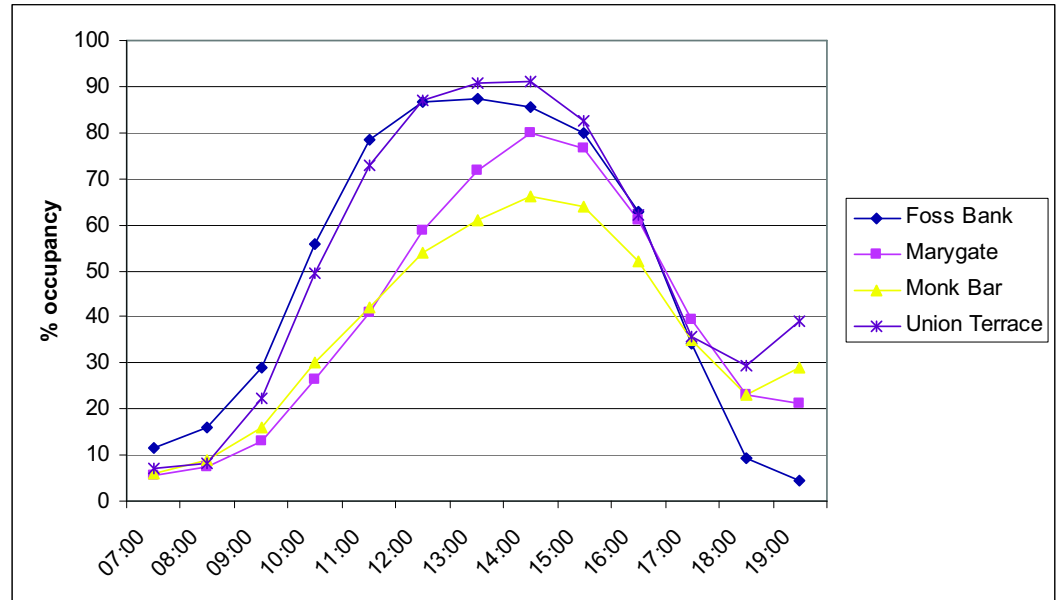


Table 2.3 demonstrates the available parking spaces across all times of the day for a typical Saturday. It highlights that there are car parking spaces available across the busy lunchtime period.

Table 2.3 Available car parking spaces on a Saturday

Time	Foss Bank		Marygate		Monk Bar		Union Terrace		Total Percentage Occupied
	Percentage Occupied	Car Parking Spaces	Percentage Occupied	Car Parking Spaces	Percentage Occupied	Car Parking Spaces	Percentage Occupied	Car Parking Spaces	
07:00	11.6	279	5.5	333	6.0	228	6.9	135	7.6
08:00	16.0	265	7.6	325	9.0	221	8.3	133	10.5
09:00	29.1	224	12.9	307	16.0	204	22.4	113	19.8
10:00	55.9	139	26.2	260	30.0	170	49.5	73	39.2
11:00	78.4	68	40.9	208	42.0	141	72.9	39	56.8
12:00	86.7	42	58.6	146	54.0	112	86.9	19	69.9
13:00	87.4	40	71.6	100	61.0	95	90.8	13	76.5
14:00	85.6	46	79.9	71	66.0	83	90.9	13	79.9
15:00	79.8	64	76.6	82	64.0	87	82.4	26	75.4
16:00	62.9	117	60.9	138	52.0	117	61.9	55	59.6
17:00	34.4	207	39.5	213	35.0	158	35.9	93	36.4
18:00	9.3	287	23.0	271	23.0	187	29.5	102	19.8
19:00	4.6	302	21.3	277	29.0	173	39.2	88	20.5

As the data for Union Terrace does not include February, it has not been possible to include it in the analysis for February half term. Figure 2.14 therefore displays the level of occupancy at Monk Bar, Marygate and Foss Bank during February half term 2010. Occupancy is greatest at Foss Bank, in line with the findings for both a weekday and a Saturday; however occupancy at both Marygate and Monk Bar is higher than that recorded during an average weekday.

Figure 2.14: Hourly Occupancy during February Half Term 2010

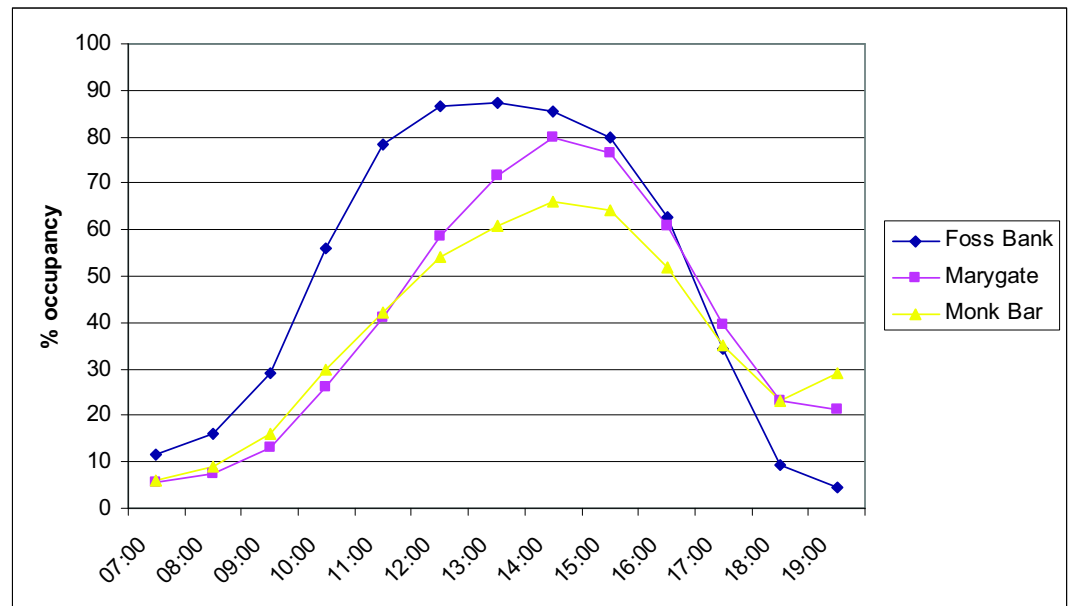


Table 2.4 documents the available car parking spaces during February half term. There are significant car parking spaces available across half term in all three car parks.

Table 2.4 Available spaces during February Half Term

	Foss Bank	Marygate	Monk Bar
07:00	303	352	243
08:00	285	347	243
09:00	235	331	233
10:00	158	292	211
11:00	99	228	177
12:00	49	145	141
13:00	40	123	117
14:00	46	102	102
15:00	77	133	87
16:00	158	196	92
17:00	239	259	134
18:00	295	306	175
19:00	306	352	197

There is no data available for Union Terrace or Foss Bank car parks; therefore Figure 2.15 shows the average occupancy at Marygate and Monk Bar car parks during St Nicholas' Fayre on the 27<sup>th</sup> November and 28<sup>th</sup> November 2010. Occupancy at both car parks is greater on the Saturday (27<sup>th</sup>) and is higher than that recorded on an

average Saturday. It should be noted that these figures may be skewed by snowfall during November 2010.

Figure 2.15: Average Occupancy during St Nicholas' Fayre 2010 (affected by snow)

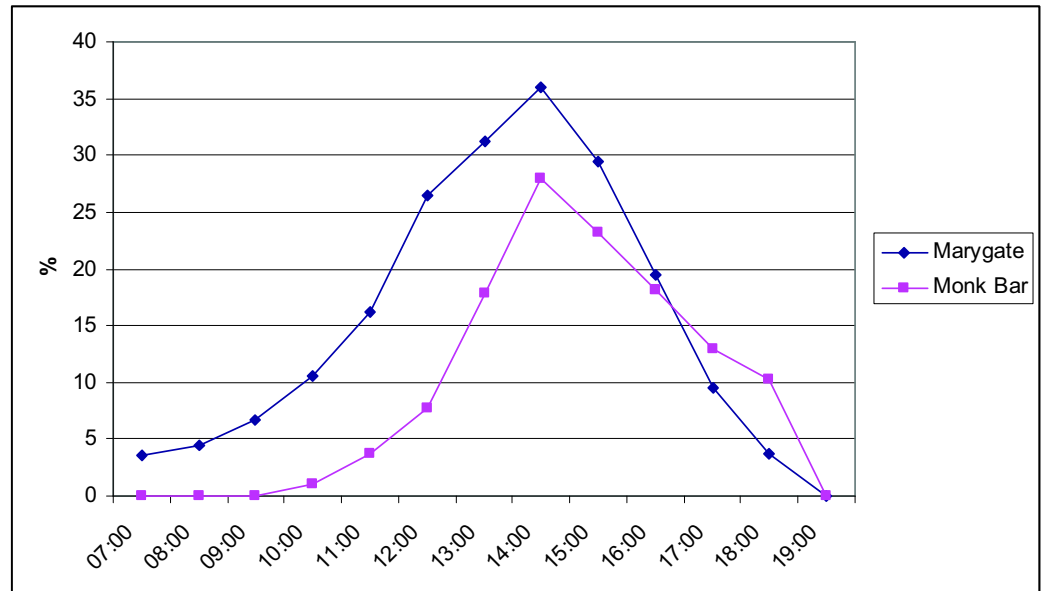


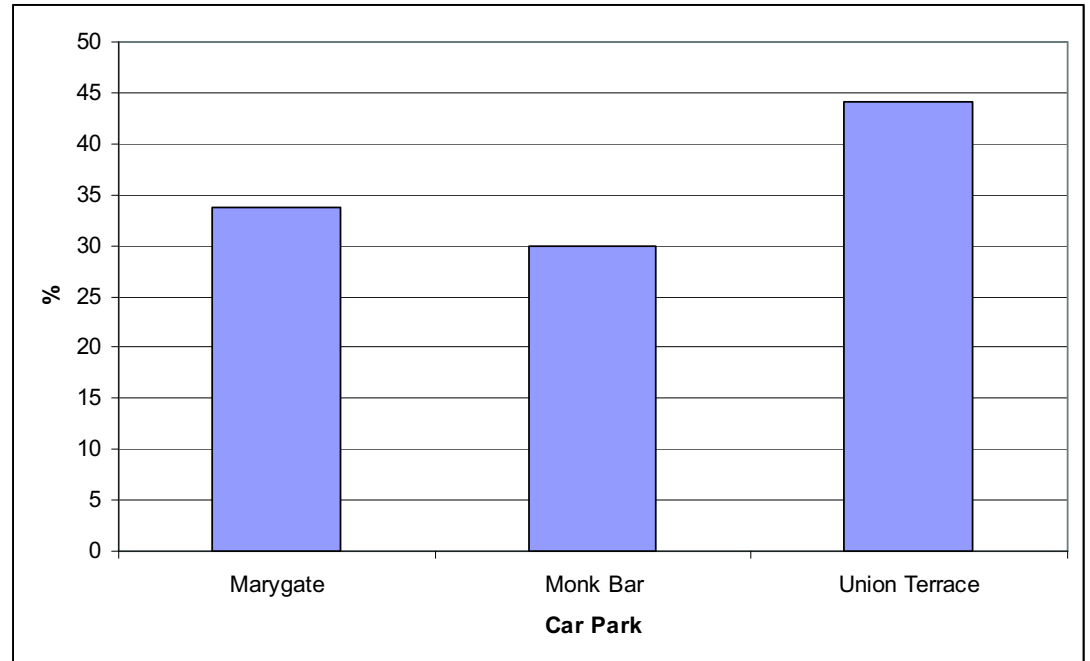
Table 2.5 indicates that there *are* significant parking spaces available at Marygate and Monk Bar car parks during St Nicholas Fayre.

Table 2.5 Available Car Parking spaces during St Nicholas Fayre

	Marygate	Monk Bar
07:00	341	243
08:00	338	243
09:00	331	243
10:00	319	240
11:00	301	231
12:00	268	219
13:00	352	243
14:00	238	155
15:00	259	170
16:00	352	243
17:00	322	202
18:00	340	211
19:00	352	243

Average occupancy during August is greatest at Union Terrace at just under 45% at Marygate; the average occupancy is some 34%, similar to that recorded during half term but higher than the average weekday occupancy. At 30% Monk Bar has the lowest occupancy during August which is consistent with the findings during February half term.

Figure 2.16: Average Occupancy during August



## 2.5 Summary

In summary:

### Coach Parking

- Number of coaches paying to park at CYC coach parks has increased by 20% since 2008;
- occupancy at Union Terrace reaches a peak in August;
- Union Terrace typically exceeds 80% of its capacity on 4-5 days per month;
- St Georges Field doesn't reach capacity;

### Car Parking

- Union terrace has the greatest level of occupancy with Marygate having the lowest;
- Occupancy is at its greatest over lunchtime;
- Spare capacity exists in all analysed car parks during busiest periods.

## 3 Benchmarking

### 3.1 Background

A benchmarking exercise has been undertaken in order to identify how similar authorities accommodate coaches both in terms of parking and rendezvous points. Where possible, a review of trends concerning visitor numbers has also been undertaken to identify any patterns occurring as a result of the recession.

The authorities included in this benchmarking exercise include; Oxford, Cambridge, Chester, Salisbury, Canterbury, Winchester, and Bath. These authorities have been included due to their similar nature to York.

### 3.2 Tourism Trends in York

Tourism provides York, and each of the comparable authorities mentioned above, with a significant input to the local economy. Visitor numbers to York are outlined in figure 3.1 and show that the number of people visiting York between 2005 and 2010 has increased significantly from 3.84 million visitors in 2005 to 7.1 million visitors in 2008, the data for 2009/2010 is not available yet. It is thought that the significant increase in the number of people visiting York is a result of business visitors from the UK being included in this figure. The number of people visiting York from overseas has declined in the last 5 years from 24% of the total visitors in 2005 to 13% of the total in 2009.

Figure 3.1: Visitors to York

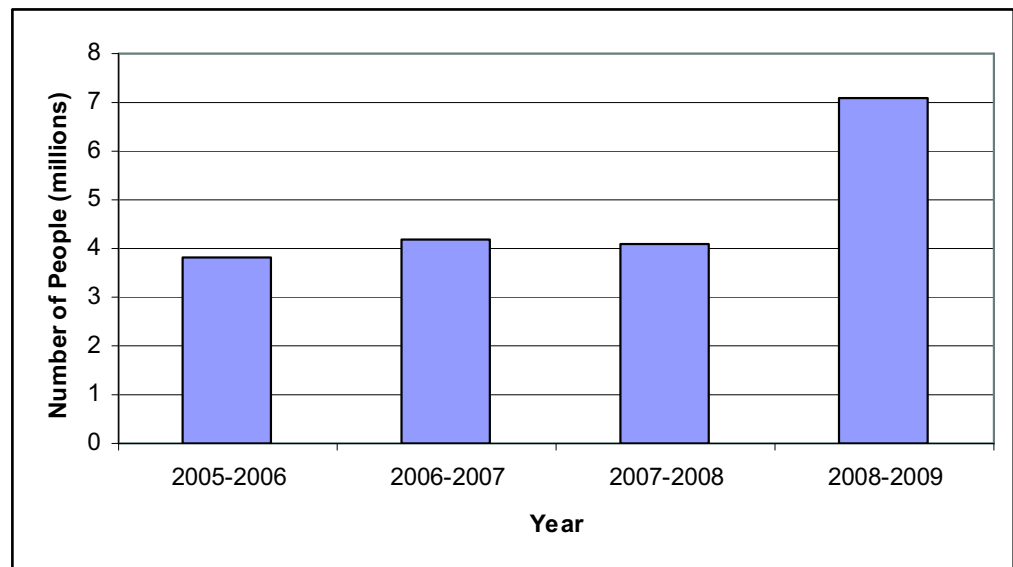


Figure 3.2: Mode Split for visitors travelling to York

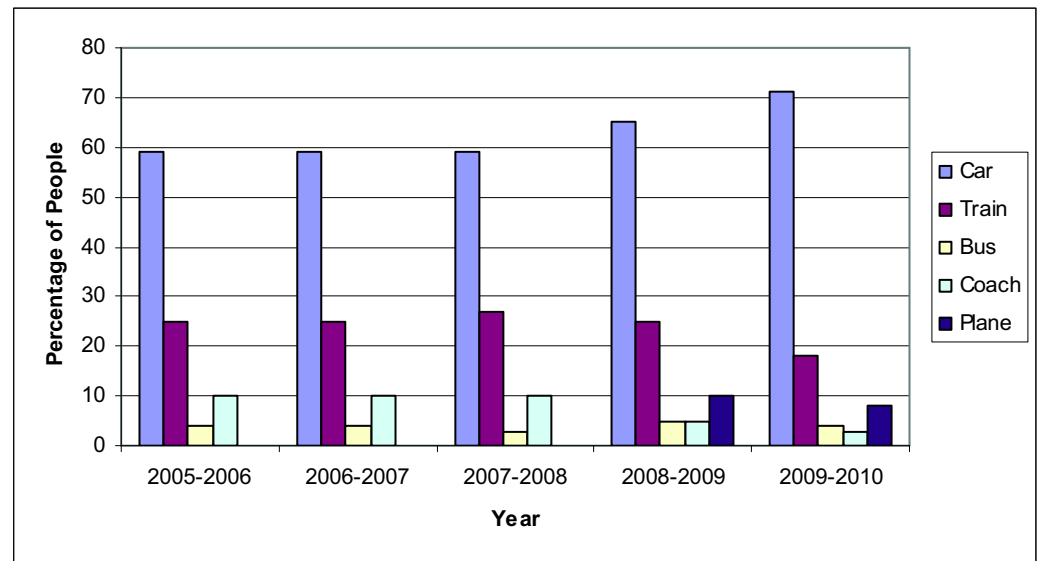


Figure 3.2 identifies that the number of visitors travelling to York by car has increased in recent years. There has been a decline in the number of people travelling by train, bus and coach.

In contrast, both Bath and North East Somerset Council and Canterbury Council have commented that occupancy at their coach parks has remained constant and they have not experienced any fluctuations in demand following the recession.

### 3.3 Policy Review

The Code of Practice for Coach Based Tourism (2002) states that local authorities must consult with the Confederation of Passenger Transport UK (CPT), the British Inbound Tour Operators Association (BITOA) and other industry bodies on;

- the requirements of coaches, their drivers and passengers when developing transport and traffic management policies; and,
- the design and introduction of measures to manage the impact of coach-based tourism, including the provision of parking facilities, set-down/pick-up points and access to attractions.

The provision of coach parking has been addressed by each of the comparable authorities and is addressed in their respective Local Transport Plans (LTP2/3). Oxfordshire's LTP2 states that it will "continue to provide facilities for coaches in **Oxford** city centre and will explore additional stopping points elsewhere" (Oxfordshire County Council, LTP2, 2006-2011). In addition, consultation on the redevelopment of the Thornhill Park and Ride site was undertaken in 2008 and 2010, and is hoped to provide "high quality facilities for inter-urban coaches" (Oxfordshire County Council, LTP2, 2006-2011).

Cambridgeshire County Council's LTP2 aimed to enhance coach facilities at chosen park and ride sites and relocate coach parking from the city centre bus station to ease congestion in **Cambridge** centre.

**Chester's** coach management policy highlights that it was developed inline with the Code of Practice for Coach-Based Tourism (2002). It refers to a £450,000 investment from Chester City Council for the redevelopment of Little Roodee Coach Park which provides a range of facilities for coaches visiting Chester. Parking tariffs at Little Roodee were developed following consultation with coach operators and both an overflow car park and rendezvous points have been identified around the city.

Wiltshire's LTP2 refers to the implementation of extensive bus priority schemes in **Salisbury**, including guided bus systems and other infrastructure improvements which will also benefit coaches. Wiltshire Council does not have any current plans to expand the parking provision for coaches in Salisbury or provide additional rendezvous points.

A new coach park was designed in **Canterbury** following redevelopment requirements of the Kingsmead site which was situated on the opposite side of town to where the majority of coaches accessed Canterbury. In 2004, the Canterbury District Action Plan identified that there was a significant demand for good quality rendezvous points close to the city centre and World Heritage sites. As a result of this a new site has been identified at St Georges Park, less than 400m from the cathedral. On speaking to Canterbury Council, it is apparent that there are no plans for additional coach parking or rendezvous points in Canterbury.

Hampshire's LTP3 states that the County Council will work with district councils, including **Winchester**, to improve provision for coaches. Winchester Council commented that there are no plans to implement additional coach parking or rendezvous points around the centre.

**Bath** and North East Somerset LTP3 states that the council will look to work with coach providers to implement rendezvous points within Bath city centre. As part of visitor management initiatives, Bath and NE Somerset Council are also reviewing coach parking facilities and the possibility of introducing 'no-car' lanes for HGV's, buses and coaches. Bath and North East Somerset Council have stated that there is limited space to implement any further provision for coaches in the city centre and at present there are no plans to increase either the coach parks or the rendezvous points. However at Christmas when it gets very busy, stretches of road are identified to incorporate the additional coach parking required.

### 3.4 Coach Parking

Table 3.1 below outlines the provision of coach parking within each of the comparable authorities.

Each authority provides at least one council-owned designated coach park, with authorities such as Oxford, Cambridge and Salisbury providing additional coach parking facilities at specific park and ride sites around the cities. The size of the coach parks vary across the authorities however table 3.1 demonstrates that City of York Council currently provides more coach parking than any of the comparable authorities.

The majority of the coach parks are located within 1 mile of the city centre, with the exception of Pear Tree Coach Park in Oxford which is 3.1 miles outside the city centre and Cambridge Coach Park which is 2 miles outside of the city centre.



With regard to charges, the authorities appear to be similar however York provides both high and low season charges relative to the demand during those periods.

### **3.5 Rendezvous Points**

Table 3.2 outlines the rendezvous facilities offered by each of the comparable authorities.

	Number of Coach Parks	Total Number of Spaces	Distance from City Centre	Provision at P&R Sites	Cost
<b>York</b>	1 - Union Terrace 2 - St George's Park	34 27	1 - 0.5 miles/0.8km 2 - 0.3 miles/0.5km	Yes - Monks Cross	Up to 1 hour: £5.00 Up to 3 hours: £8.00 Over 3 hours: £11.00
<b>Oxford</b>	1-Oxpens; 2-Pear Tree; 3-Ferry Hinksey Road	1 - 33spaces	1 - 0.4 miles/0.64km 2- 3.1miles/5km 3 - 0.8 miles/1.34km	Height restrictions apply at all P&R sites but a barrier can be raised at 3 of the sites to accommodate tall vehicles.	£7.50 for 24 hours
<b>Cambridge</b>	1 - Golf Driving Range, Cowley Road	-	1 - 2 miles/3.5km	Yes -Madingley Road P&R site	-
<b>Chester</b>	1 - Little Roodae (plus an overflow coach park)	30	1 - 0.3m/0.6km	Not permitted at Park & Ride sites	Up to 3 hours: £5.50 3-6 hours: £8.00 Over 6 hours: £10.00 Arrivals after 5pm: £5.00
<b>Salisbury</b>	1 - Millstream Approach 2 - New Canal Street	41 6	1 - 0.3miles/0.5km	Yes - Britford Park P&R	-
<b>Canterbury</b>	1 - Canterbury Coach Park	45	1 - 0.4 miles/0.6km	Not permitted at Park & Ride sites	12 hours: £12.00
<b>Winchester</b>	1 - Worthy Lane	-	1 - 0.5 miles/0.7km	Not permitted at Park & Ride sites	£6.00 per coach per day
<b>Bath</b>	1 - Riverside Coach and Lorry Park	43	1 - 0.2 miles/0.3km	Not permitted at Park & Ride sites	Up to 2 hours: £5.00 Up to 4 hours: £6.00 Up to 6 hours: £11.00 Up to 8 hours: £14.00 Over 8 hours: £16.00 Over night if not parked during the day: £2.00

Table 3.2: Rendezvous Points

Authority	Number of rendezvous points	Distance from City Centre	Accommodate international coaches	Prebookable	Maximum waiting time
York	3; Railway, Castle; and Minster	0.3miles/0.5km 0.4 miles/0.7km 0.4 miles/0.7km	Minster	No – first come first served	Not specified
Oxford	2; Beaumont Street and Norfolk Street	0.26 miles/0.4km 0.3miles/0.5km			None, must be in the process of picking up or setting down
Cambridge	3; Chesterton Road, Queen's Road and Trumpington Road	0.7miles/1km 0.3miles/0.5km 0.5miles/0.9km			Limited time, charges made
Chester	9; Foregate Street, Vicars Lane, Grosvenor Street, Pepper Street, Hunter Street, Nicholas Street, St Martins Way, Guildhall and Delamere Street	0.2miles / 0.4km 0.2miles / 0.4km 0.1miles / 0.2km 0.1miles / 0.2km 0.15miles / 0.3km 0.15miles / 0.3km 0.2miles / 0.4km.	Only at coach parks	No	10 minutes
Salisbury	1; St John Street	0.2miles/0.34km			10 minutes

Authority	Number of rendezvous points	Distance from City Centre	Accommodate international coaches	Prebookable	Maximum waiting time
Canterbury	1; St Georges Park		Only at coach parks however international coaches are permitted to use rendezvous point and this is facilitated by a tourism team member in a high visibility vest. Tourism team assess safety implications – if deemed unsafe the coach must progress to the coach park where passengers disembark.	Yes – to ensure all coaches don't arrive at the same time as the rendezvous is located in a very congested area.	20 minutes, must book prior to arrival
Winchester	2; Broadway and King Alfred's Statue	0.1mile/0.2km	Only at coach parks	No	20 minutes
Bath	2; Orange Grove and North Parade	0.1 miles/0.2km 0.1 miles/0.2km	Only at coach park	No	Must be dropping off/picking up passengers

Table 3.2 clearly demonstrates that Chester has the largest number of rendezvous points located around the city centre although coaches are only allowed to stop whilst they are dropping off or picking up passengers. Other authorities have only one rendezvous point, for example Salisbury and Canterbury but have provision for coaches to wait for a maximum of 10 and 20 minutes respectively.

York has three rendezvous points which is comparable to the average across the authorities. The locations of the rendezvous points in York are a slightly further from the city centre than some of the other authorities but this is likely to be a result of the restrictions enforced due to the city walls.

Consultation with the authorities has identified that few authorities look to accommodate international coaches specifically at rendezvous points. The majority of authorities use the rendezvous points in conjunction with coach parks, dropping off passengers in a city centre location and then retreating to the coach park. In Canterbury international coaches do use the rendezvous point but only with permission of a member of the tourism team.

Those authorities who only permitted rendezvous points to be used for a set time period utilised the parking attendants to enforce the waiting regulations. This was noted to work quite well.

### **3.6 Summary**

York has been benchmarked against a number of comparable authorities. The exercise has indicated that the provision of coach parking supplied by City of York Council is greater than the majority of the comparable authorities. Following consultation with some of the authorities, it is apparent that there are no current plans for the expansion of existing coach parks or the implementation of additional parks. Although it was mentioned that some areas are allocated to provide additional coach parking facilities both in Chester and Bath when there are festivals on and demand is particularly high.

## 4 Existing use of Car Parks

### 4.1 Introduction

In order to understand the typical patterns of use for the identified car parks the data obtained as part of the York Model upgrade has been interrogated. Using GIS software the origins and ultimate destinations of car park users has been plotted for Union terrace, Marygate, Bootham Row, Monk Bar and Foss Bank car parks. These are the car parks likely to be affected by the closure of Union Terrace.

Car Park users were surveyed as they paid for their car parking. Interviews were conducted on Tuesday's, Wednesday's and Thursday's throughout November 2010.

### 4.2 Journey Purpose

Table 4.1 documents the journey purpose of people surveyed.

*Table 4.1 Ultimate destination of car park users*

	Union Terrace %	Monkbar %	Marygate %	Bootham Row %	Fossbank %
Home	0	0	0	0	0
Holiday home	0	0	1	0	0
Place of work	13	20	22	27	29
Employers business	8	1	9	5	5
Education	20	7	1	4	2
Shopping	20	48	50	26	38
Personal Business	13	23	8	15	24
Visit Friends	0	0	1	0	0
Recreation/leisure/tourism	6	1	7	12	1
Meet someone	20	0	2	5	1
Other	1	0	0	5	0

As can be seen in Table 4.1 journey purpose varies across the car parks. Union Terrace car park users used the car park to access education, shopping or to meet someone. Nearly half of Monkbar users park in order to go shopping. Some 50% of Marygate users park in order to go shopping. Some 27% of Bootham Row users park for work purposes with a similar number parking for shopping. Fossbank car park was typically used by shoppers, those working and people for personal business. It is important to note that the journey origin and purpose is likely to differ at the weekends, for example an increased number of journeys from the north of the city for shopping purposes on Saturdays and more people travelling for religious purposes on Sundays are expected.

Using GIS software the driving routes used to access the car parks has been identified. Figures 4.1 to Figure 4.5 indicate the driving route used by those users of the car park. The figures identify that drivers do not typically drive to their nearest

car park. The figures also demonstrate the likely walk route from the car park to the ultimate destination. In order to identify the route used to access the car park and the subsequent walk route to the ultimate destination the postcode origin/destination data has been plotted. Commentary on this data is provided below.

#### **4.3 Bootham Row**

Figure 4.1 indicates that considerably fewer people were surveyed travelling to this car park. Those that did travel drove to the car park via routes from the North and West of the city. Nobody approached the car park from the South or East. Some 26% of car park users walked to the university with 10% walking to Bootham School. The remaining users were accessing general areas in the city centre.

#### **4.4 Foss Bank**

Figure 4.2 indicates the likely route used by people travelling to the Foss Bank car park. People using this car park travel into York across all radial routes into the city. The majority of users walk into the city centre (88%) however a small number of people use the car park to access the university.

#### **4.5 Monkbar**

Figure 4.3 indicates the likely route used by people travelling to the Monk Bar Car Park. People using this car park are spread more evenly across all the main radial routes in to York. Some 40% of users were travelling to the university. The remaining 60% were accessing the city centre area.

#### **4.6 Marygate**

Figure 4.4 indicates the likely route used by people travelling to the Marygate Car Park. Some 74% of users were using the car park to access the city centre, 8% were accessing Bootham School and 14% were travelling to the north of the city centre. The majority of users had approached the car park from the A19.

#### **4.7 Union Terrace**

Figure 4.5 identifies the likely route used by people travelling to the Union Terrace Car Park. The majority of users travel to the car park from the south of the city over Lendal Bridge. Some 47% of those using the car park were destined for the university and 37% the hospital. The remaining 16% of users were travelling to general areas within the city centre and accessed these areas via Gillygate.

People travelling to Union Terrace car park travelled from a wide variation of origins. Users of this car park travelled from Leeds, Barnsley, Harrogate, Hull, Huddersfield, Wakefield as well as York postcodes. This indicates that people do not necessarily travel to Union Terrace because it is close to their approach into York but because it is close to their ultimate destination.

#### **4.8 Summary**

Analysis of the car park user consultation has shown that those wishing to access York city centre typically used Foss Bank and Marygate car parks. Nearly half of people parking at the Union Terrace Car Park were accessing the University with 37% accessing the hospital for work.

Should Union Terrace Car Park close it would appear that in the main it would affect those travelling to the University and the Hospital and as a result of the closure they may be adversely affected as they will have a longer walk route to their destination.



Figure 4.1 Bootham Row Car Park

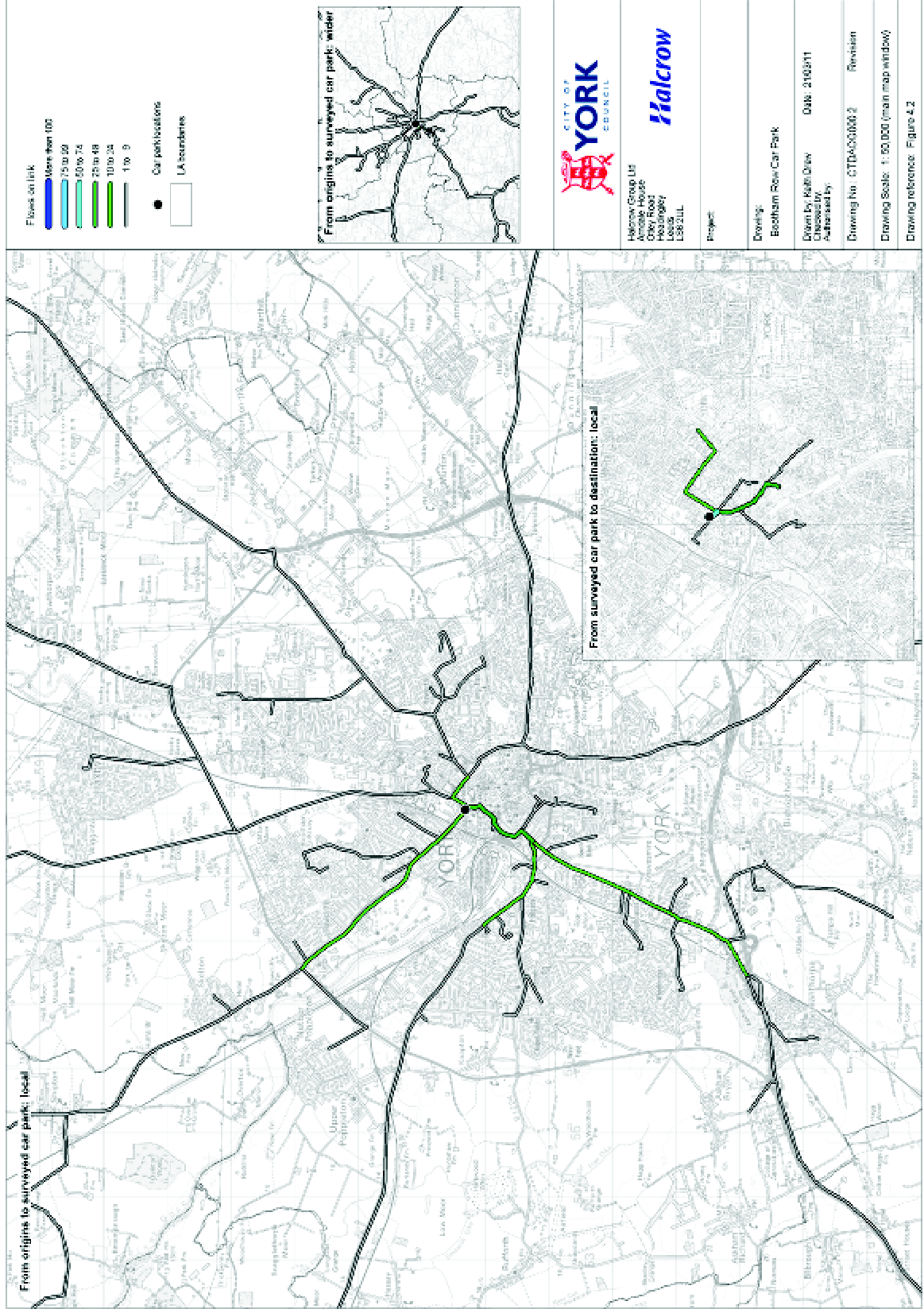


Figure 4.2 Foss Bank Car Park

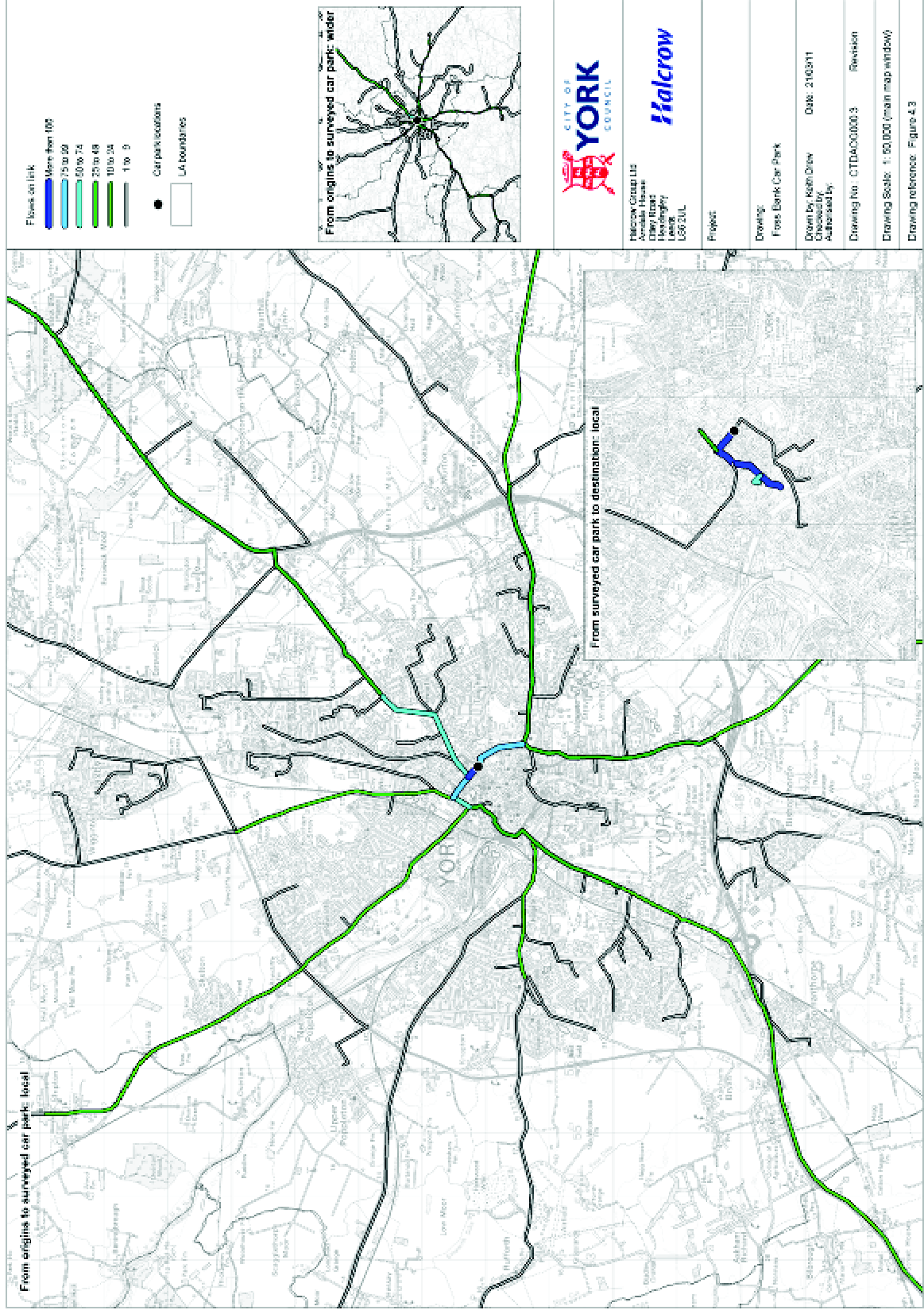


Figure 4.3 Monk Bar Car Parks

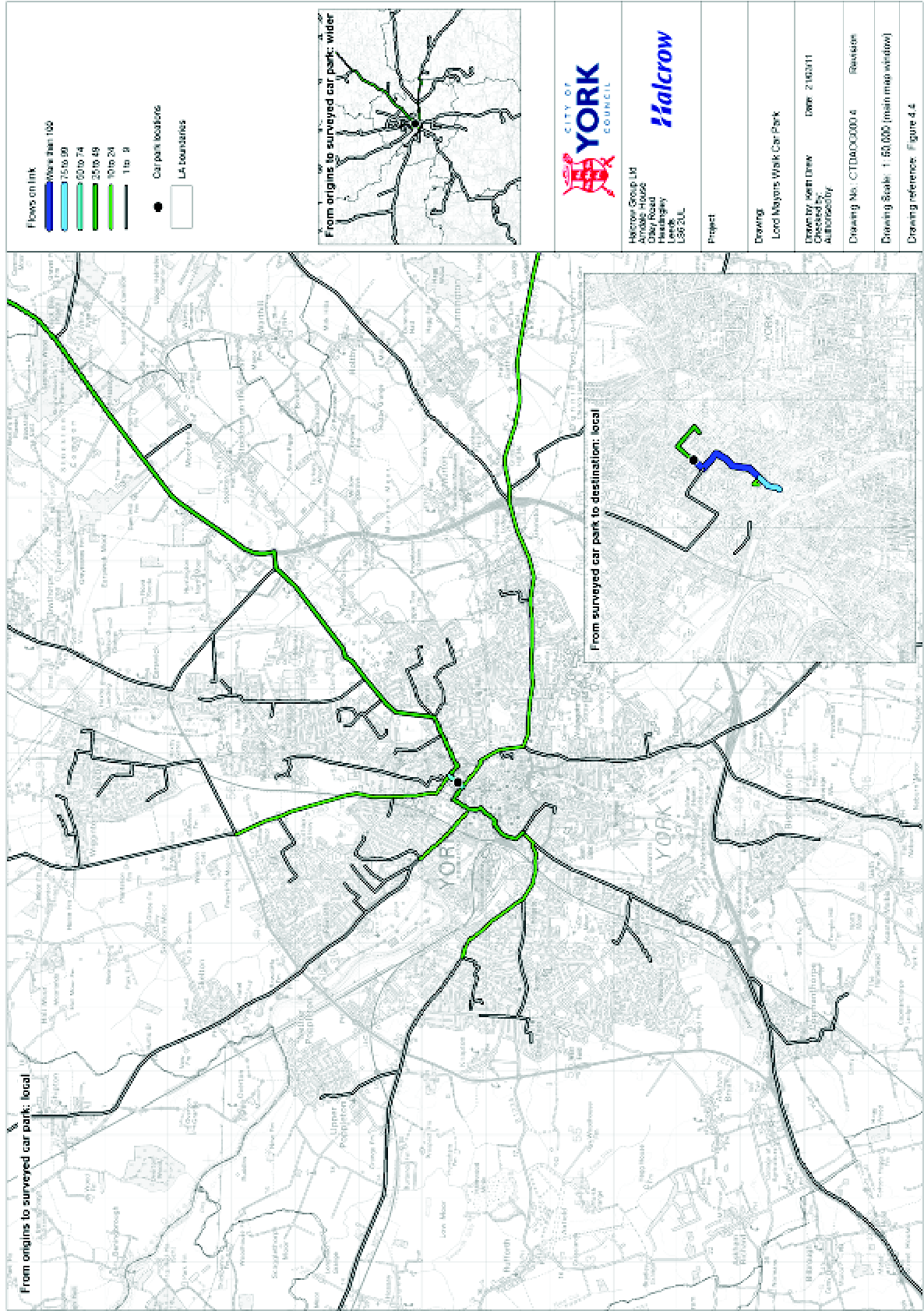


Figure 4.4 Marygate Car Parks

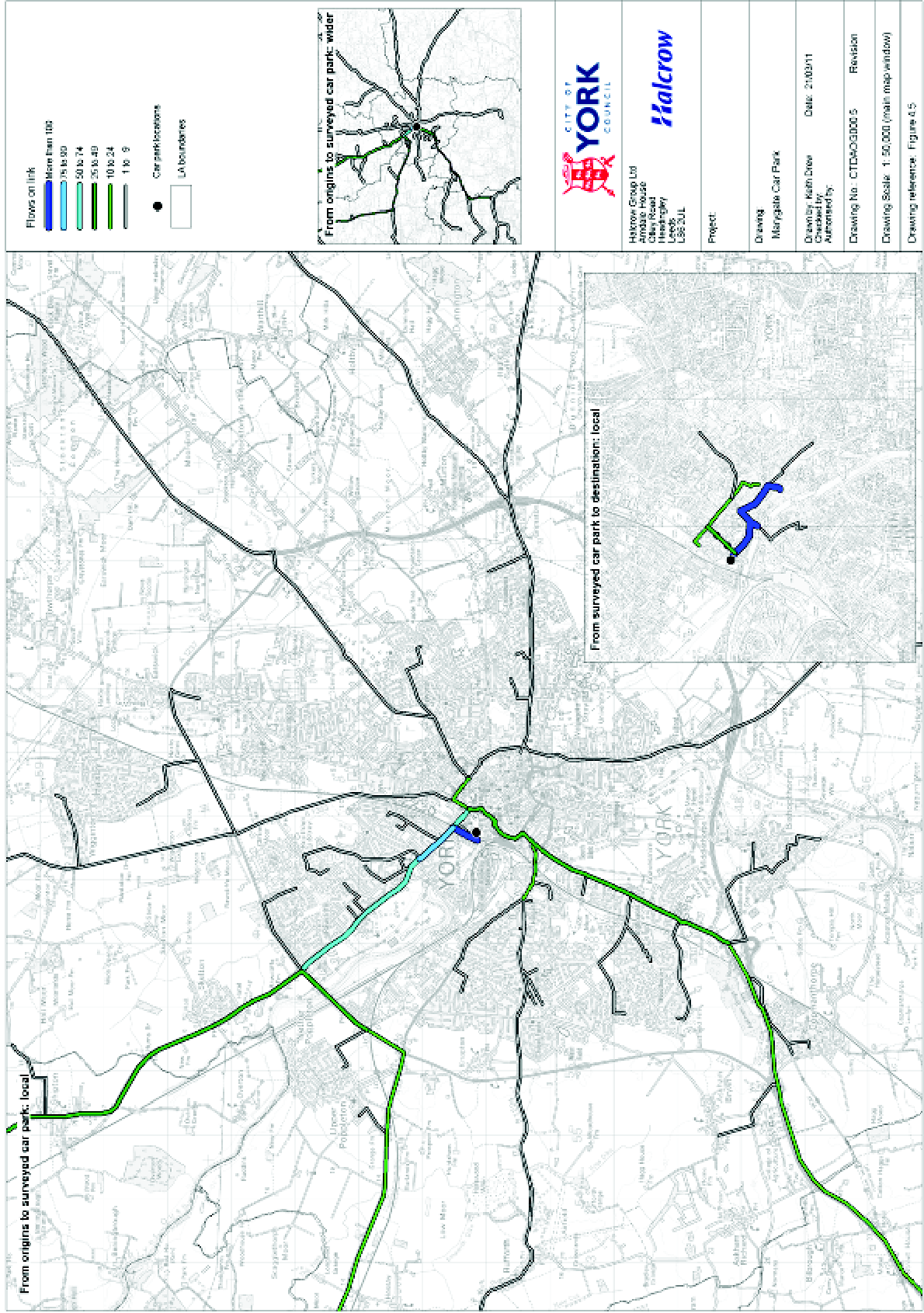
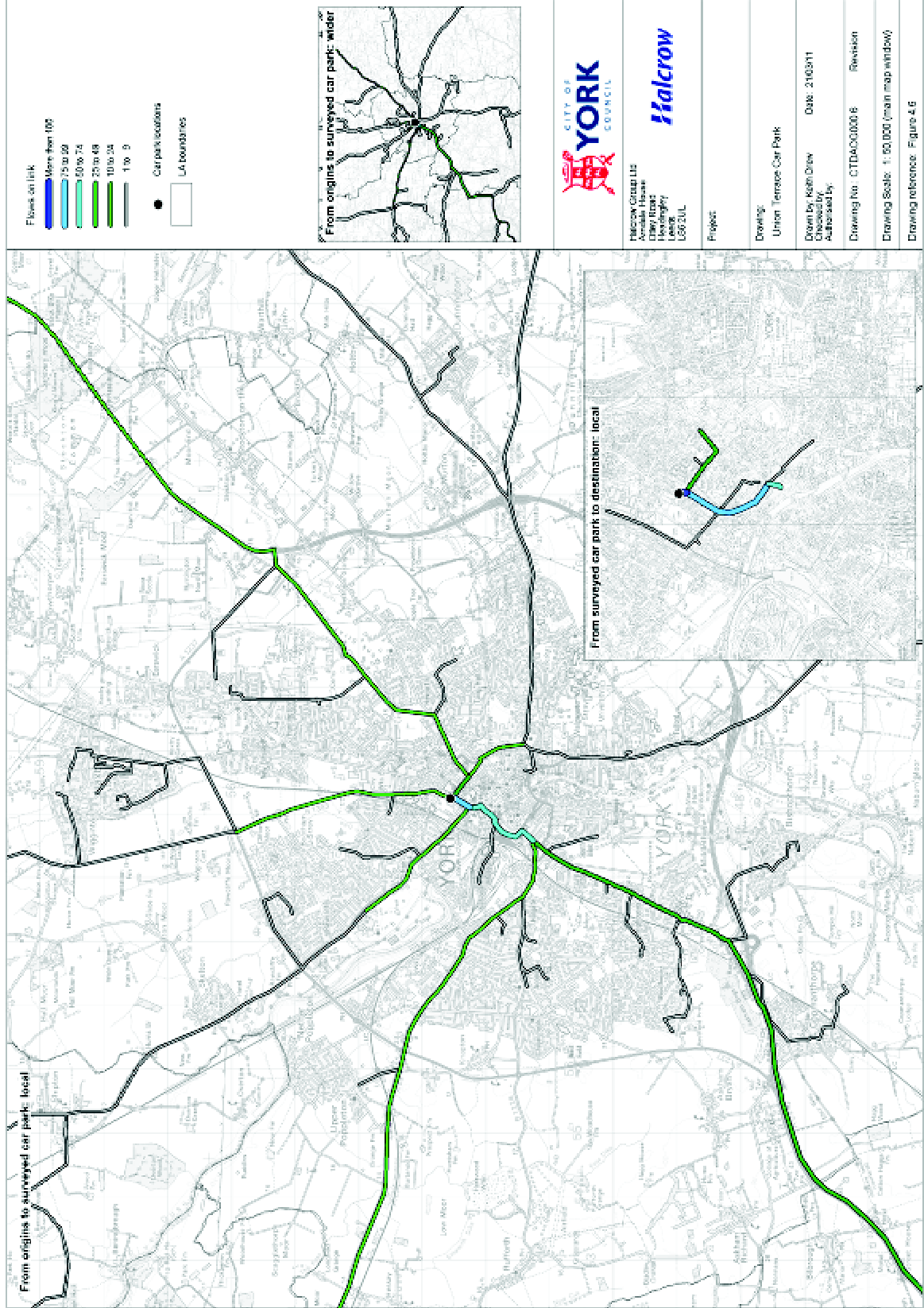


Figure 4.5 Union Terrace Car Park



## 5 Identification of Coach Parking Options

### 5.1 Introduction

This chapter sets out the list of potential options for developing additional coach parking in York should Union Terrace Coach Park close. The chapter also details the viability of each option together with any potential disbenefits.

The options considered include:

- Do nothing;
- Convert existing CYC owned car parks;
- Increase existing provision; and
- Development of new rendezvous points.

### 5.2 Overview of options

Should Union Terrace Coach Park close alternative provision will need to be identified. When identifying this alternative provision there are two key options to focus on: City centre provision and out of town provision.

City centre provision is the preferred solution for coach drivers and operators and the most preferable as a replacement for Union Terrace. However demand pressures on city centre land make this a more difficult option to address. There are many other benefits to providing coach parking in the city centre and these are addressed in Table 5.1. The provision of coach parking in the city centre reduces the demand for rendezvous points and the associated costs of their management. It is likely to reduce the potential for illegal parking of coaches.

As an alternative to city centre coach parking out of town provision has been reviewed. This however has more disadvantages. In order to make this successful it is crucial that this is promoted in conjunction with a holistic approach to rendezvous points. Rendezvous points should be developed together with coach parking to ensure that a structured approach to coach parking is delivered.

Table 5.1 documents the advantages and disadvantages of both options.

Table 5.1 Advantages and Disadvantages of Coach Parking options

	Advantages	Disadvantages
<b>City Centre Provision</b>	<ul style="list-style-type: none"> <li>+ encourages coach operators to visit York;</li> <li>+ attractive to all passengers;</li> <li>+ benefits for retailers close to coach parks;</li> <li>+ greater level of coach parking revenue</li> <li>+ reduces demand on rendezvous points;</li> <li>+ provides safe facilities for international coaches;</li> <li>+Easier to access the coach for passengers</li> <li>+No additional management costs at rendezvous points</li> <li>+Reduces chance of illegal/inconvenient parking/dropping off</li> </ul>	<ul style="list-style-type: none"> <li>- limited space available;</li> <li>- potential to worsen Air Quality in the City Centre;</li> <li>- High land values in the city centre</li> </ul>
<b>Out of Town provision</b>	<ul style="list-style-type: none"> <li>+ more land available;</li> <li>+ reduces demand on city centre land;</li> <li>+ greater scope to provide a better facility;</li> <li>+ cheaper land values</li> </ul>	<ul style="list-style-type: none"> <li>- increased demand for city centre rendezvous points;</li> <li>- associated potential costs of managing rendezvous points</li> <li>- may require additional infrastructure for new rendezvous points</li> <li>- less attractive to coach drivers</li> <li>- passengers are not necessarily if there is a bus link, but it is more awkward to return to the coach early if required;</li> <li>- reduces available parking revenue;</li> <li>- Potential for passengers to be dropped off at the coach straight onto P&amp;R bus.</li> <li>- Coaches make double the journeys within the city that they would do with a central parking area.</li> <li>- potential for abuse of city centre parking restrictions</li> </ul>

These overall approaches to coach parking provision have been developed into a series of options as described below:

### 5.3 Option 1 – Do Nothing

CYC are under no statutory responsibility to replace Union Terrace Coach Park. However there is a theoretical risk that reducing coach parking provision without replacing it will result in some coach operators deciding not to visit York. Analysis of coach parking data identified that Union Terrace reaches capacity on a number of days in November and December.

Should this option be taken forward CYC would benefit financially from the sale of the Coach Park. However the disbenefits may be significant. CYC would lose approximately £3,700 per calendar month in coach parking revenue. There may also be the risk of coach providers removing York as a visitor destination. A lack of alternative provision may result in illegal parking of coaches throughout York together with over capacity at Monks Cross and St George's Field. There is also the potential for misuse of the existing rendezvous points.

#### Benefits

- + CYC benefit financially from the sale of Union Terrace;
- + removal of coach traffic from an AQMA.

#### Disbenefits

- loss of revenue - £3,700 per month;
- threat of coach providers not visiting York;
- associated loss in revenue to business from visitors who go elsewhere.
- potential for increased congestion at St George's Field and Monks Cross;
- potential increase in illegal parking; and
- misuse of rendezvous points i.e. coaches parking at rendezvous points as opposed to dropping off/picking up..

### 5.4 Option 2 – Develop New City Centre Coach Parking Provision

Following a desk top review and a site visit it is clear that there is limited space available to build new coach parking provision of comparable size and location to Union Terrace. The following sections set out potential options:

#### 5.4.1 Option 2a – Foss Islands Road

One potential option is to permit coaches to park in the designated 'minibus parking' on Foss Islands Road. Whilst this will only allow for around 10 coach spaces (allowing 16 metres length for each individual parallel coach bay), it does allow for some lost coach parking to be replaced. Presently roadside parking is available for minibuses, motorhomes and caravans. However during a site visit it was noted that commercial vehicles were utilising the available space for parking. Consultation with the markets manager has identified that the area is designated as a 'Market Traders parking zone'. Permits are issued on an annual basis to market traders and permit them to park for £1.60 per day. Some of this allocated space was removed



recently and as a result market traders looked for alternative provision. This included informal parking at Layerthorpe and by the old Frog Hall Car Park. As a result of this there has recently been less demand on Foss Islands Road. However the arrangement at Foss Islands Road is historical and may be difficult to change.

There is further potential to convert a short stretch of car parking (for permit holders) provided directly due south of the existing minibus parking area to create a further five coach parking bays. However, this would be at the expense of car parking and any associated permit revenue.

#### Benefits

- + increases coach parking provision;
- + provides coach parking provision to the east of the city;
- + generation of revenue;
- + not in AQMA area of exceedance.

#### Disbenefits

- need to relocate minibus/caravan and motorhome parking;
- need to relocate market traders parking;
- only provides limited provision;
- problems for EU alighting vehicles;
- lack of dedicated walk route through to city centre
- no driver facilities at the site but potential to use supermarkets in the area..

### 5.4.2 Option 2b – Marygate Car Park

Marygate Car Park currently provides space for 352 cars to park 24 hours per day – although the signage on site reports that there are 395 available spaces. The car park is located to the north of the city centre. Analysis of car parking data has identified that the car park currently operates at a maximum occupancy of 48% of capacity during a typical weekday and at 80% of capacity on Saturday. This therefore suggests that there are around 200 available spaces in the car park on weekdays and around 50-70 spaces available on Saturdays.

To accommodate coach parking in the Marygate Car Park substantial alterations are needed to the car park and the surrounding road system. The existing car park access and egress junctions would need to be re-modelled, widened and re-located to potentially form one junction that better aligns with Hetherton Street. The internal layout would require a complete re-design potentially reducing the available capacity for car parking. We estimate that around 50% of car parking spaces (c. 200 spaces) would need to be removed to accommodate 33 coach parking bays.

Providing coach access to the Marygate Car Park is extremely problematic due to a number of road width constraints along Marygate and at the junction with Bootham. Whilst they are probably not technically insurmountable issues they would require substantial and expensive and potentially environmentally undesirable alterations to the local streets including a signalised junction at Bootham, and potentially widening

of the carriageway and passing places on Marygate, potentially having an adverse impact on pedestrians, the streetscape and the historic setting of the local area.

#### Benefits

- + increases coach parking provision;
- + provides coach parking provision to the north of the City;
- + close to the city centre and attractive walk route into the City;

#### Disbenefits

- would reduce car parking capacity and therefore revenue;
- substantial coach access issues due to narrow roads in the locality and therefore cost;
- the parking area would need to be totally re-designed and re-modelled, including access junctions.

Not viable due to access issues

#### 5.4.3 Option 2c – Esplanade Car Park

The esplanade car park is situated off Leeman Road on the banks of the River Ouse. It has capacity for 93 cars. The narrow shape of the car park (maximum available width is about 16 metres) would prevent safe manoeuvring of coaches and therefore preclude its efficient use as a Coach Park. A further constraint is the extremely narrow access road which would require widening or passing places. We therefore recommend that this option is not pursued.

Not viable

#### 5.4.4 Option 2d – Monk Bar Car Park

The Monk Bar car park is situated off High Newbiggin Street near Lord Mayors Walk and provides 256 car parking spaces. Unfortunately the junction of Lord Mayors Walk and St Johns Street is not suitable for coach traffic. The alignment of High Newbiggin Street includes a tight (blind) bend and is therefore not safe for large coaches to access the car park. We therefore recommend that this option is not pursued.

Not viable

#### 5.4.5 Option 2e – Foss Bank Car Park

The Foss Bank car park is situated on Foss Bank and provides 338 car parking spaces. It is a multi-storey (decked) car park and it is unlikely that the decked car park has

been designed to accommodate coaches (loading/clearances/aisle widths/alignments). We therefore recommend that this option is not pursued.

Not viable

#### 5.4.6 Option 2f – Kent Street Coach Park

Kent Street Coach and Car Park was originally closed in 2008 due to the land being purchased by a developer. Currently the land is still vacant and could be used in the short term as a temporary coach park. However it is our understanding that the site has been earmarked for imminent development.

##### Benefits

- + existing site that can be used in the short term;
- + well established walk route into York;
- + close proximity to the reopened Barbican Centre.

##### Disbenefits

- redevelopment due in late Summer 2011;
- close proximity to St Georges Field.
- walk route involves crossing busy roads.

Not viable

#### 5.5 Option 3 – Develop new Out of Town Coach Parking provision

Due to the limited city centre options available for coach parking provision a number of out of town coach parking options have been developed. However in order for these options to be viable there is a need to operate in conjunction with an increased number of rendezvous points in the City Centre. All these options will require a more holistic approach to coach parking, enforcement and marketing to be undertaken to ensure that illegal parking and congestion in the City Centre is minimised.

##### 5.5.1 Option 3a – Rawcliffe Park & Ride (P&R)

Consultation with CYC Development Control has identified that coach parking cannot be facilitated at the new proposed Park & Ride sites due to them being located in the greenbelt. However there is the potential to develop coach parking at existing Park & Ride sites that are located within the urban area. This includes Askham bar and Rawcliffe Bar, however due to capacity issues at Askham bar we have discounted this from our optioneering. Despite coach parking not being the original intention of the use of the P&R then CYC's Planning Department believes it would be for transport planning to decide whether coach parking would be permitted.

However should this option be taken forward it should be done in tandem with the development of a new rendezvous point(s) in the City Centre at Lord Mayors Walk.

We would not advocate coach passengers disembarking at the P&R site as this would have knock on implications for the P&R bus services. Therefore should this option be taken forward all passengers should be dropped off and picked up at a city centre rendezvous point. It is recognised that routes to the City centre rendezvous points from Rawcliffe Bar are not preferential however a potential route to and from Lord Mayor's Walk would consist of A19 – Bootham – Gillygate.

A 230 space overspill car park area was constructed as Phase 2 of Rawcliffe Bar Park and Ride. This is only used during periods of peak demand such as the run up to Christmas and during Easter. A review of current occupancy at the site suggests that the maximum occupancy during a normal weekday is 67%, with 323 spare spaces and the overspill not needed. Even during the pre Christmas peak periods there are over 150 spare parking spaces currently available at Rawcliffe Bar, showing that there is spare available space for coach parking that would not be detrimental to the Park & Ride operations.

Although the overspill car park has been designed for car parking, buses could park in parallel within the existing layout. Calculations reveal that approximately 33 coaches and 6 mini-coaches could be accommodated. If the overspill area is re-configured for coach parking then a significant increase in capacity could be achieved.

Visual inspection reveals that the overspill site is already well screened by vegetation so further planting is not required to shield the view from local receptors. Whilst unladen coaches weigh more than cars (at around 13 tonnes) any deformation is expected to be limited initially to the parking bays (which may be of shallower construction than the aisles) – however, surface condition and deterioration could be easily monitored.

A further potential option (albeit not quite as preferable due to the interaction of cars and coaches) is the use of the most remote (northern) four rows of the existing main site could be set aside for coaches. Again, coaches would park in parallel in the existing bays. Signage and markings would need to be introduced to prevent cars parking in this area.

#### Benefits

- + increases coach parking provision;
- + provides coach parking provision to the north of the City;
- + low-cost solution
- + utilises a currently underused Council owned facility
- + there is a potential reduction in car parking demand when the A59 Park & Ride site is built

#### Disbenefits

- distance from city centre (dead mileage)
- potential carriageway strengthening costs

- coach parking and traffic may cause additional deformation of the road surface;
- drivers would have to use the Park & Ride buses to access the City Centre
- potential for some drivers to drop passengers off at the P&R site straight onto a service bus.
- no logical, direct route to city centre rendezvous points. Leeman Road bridge too low for coaches. Bootham too congested, particularly pm when day trip coaches will need to be picking up.
- no city bound priority measures on the A19 for coaches
- the extension car park is used in school holidays throughout the year with the exception of race days.

### 5.5.2 Option 3b – York Commuter Park, Leeman Road

York Commuter Park is located on Leeman Road and has capacity for 498 car parking spaces. No coach parking is currently permitted. The site is close to the existing available coach parking at the National Railway Museum. The commuter park provides a possible long term coach park option as part of the bus interchange. The Leeman Road Bridge is some 3.8m high (12ft6in) and so would be able to accommodate single deck coaches. Larger coaches would be required to use an alternative route to the City Centre.

#### Benefits

- + increases coach parking provision;
- + well established walk route into York
- + can be easily paired with the railway rendezvous
- + easily identifiable location due to presence of railway museum

#### Disbenefits

- owned by APCOA, therefore reliant on need to purchase/lease land;
- poor walking route into City Centre
- costs of purchasing/leasing land;
- no dialogue established between CYC and APCOA.

Further discussion required with operator

### 5.5.3 Option 3c – York Racecourse

York Racecourse currently provides marshalled coach parking on race days only. Non race day parking is available on Knavesmire Road. Discussion with York Racecourse has identified that it is not feasible to provide coach parking on non race days due to the need to employ marshals. It was also felt that if the parking gates were left open to allow coaches to park during the day this would lead to abuse by other drivers and fly tippers.

Benefits

+ increases coach parking provision

Disbenefits

- York racecourse against the idea;
- reliant on non CYC owned land;
- Costs attributed to employing permanent marshals;
- would require additional rendezvous points.
- distance from the city centre .

Not currently viable

#### 5.5.4 Option 3d – York Auction Centre, Murton

York Auction Centre is situated to the East of York City Centre on the A166 Bridlington Road. The site has capacity for overnight parking. Discussion with the operator has identified that informal coach parking is already taking place at York Lorry Park for University open days. A potential solution is to engage with the Auction Centre as to the potential for developing a more formal arrangement. The Coach Drivers Club already advertises this site as an available coach park.

Due to the nature of work at the Auction site any coach parking would have to be on a prebooked basis. Due to a number of auction sales there would be days where the site would not be available for coaches. This is estimated at 12 days per month

Benefits

- + already exists as an informal coach park;
- + good driver facilities;
- + secure location.
- + easy to access for continental coaches arriving by ferry

Disbenefits

- need for engagement with York Auction Centre;
- currently not open until 4pm.

Further discussion required with provider

#### 5.6 Option 4 - Increase existing Coach Parking provision

Due to the limited options available for the development of a new coach park a number of options have been developed that focus on extending provision at existing coach parking locations.

### 5.6.1 Option 4a – Increase coach parking provision at Monks Cross

Monks Cross currently provides marked out parking bays for 10 coaches with a provision for a further 8-10 coaches in the same area and is usually coned off out of use. Adding additional marking on site to show this would be relatively straight forward. Mini-buses and small mini-coaches may also be able to be accommodated within the existing camper van and caravan parking area, although this facility is used for that purpose. A complete re-design and re-modelling of the existing markings of the current coach parking area could release further spaces for coach parking. It is therefore clear that the existing facility could be used more and be more efficiently marked out.

As per the Rawcliffe Bar Park & Ride site if this option is taken forward it should be done in tandem with the development of a new rendezvous point(s) in the city centre. We would not advocate coach passengers disembarking at the P&R site as this would have knock on implications for the P&R bus services. Therefore should this option be taken forward all passengers should be dropped off and picked up at a city centre rendezvous point. The benchmarking exercise identified that enforcement of rendezvous points was absorbed into the day to day role of Council Enforcement officers. However we recognise that should this rendezvous point become overused there may be additional resource implications for the Council.

It is our understanding that there is an existing consent to provide an extra 400 car parking Park & Ride spaces at Monks Cross. If further coach parking capacity is needed at this location then one further option would be to change this allocation for some extra coach parking.

We are also mindful of the plans for the York Community Stadium, the preferred site of which is located nearby and the ongoing development of proposals to allocate land for coach parking associated with the stadium.

#### Benefits

- + increases coach parking provision at an existing location;
- + driver facilities

#### Disbenefits

- anecdotal evidence of limited use of existing site;
- requires additional rendezvous points in the city centre
- costs associated with re marking the site
- potential for some drivers to drop passengers off at the P&R site straight onto a service bus.

### 5.6.2 Option 4b – Increase coach parking provision at St George's Field

Following a previous coach study in 2008 responding to the closure of Kent Street Coach Park it was recommended that a limited amount of coach parking be allowed in the St George's field car park. It was initially set at 27 vehicles.

Our analysis currently shows that the maximum coach occupancy in St George's field coach parking is currently at 22 vehicles – leaving a spare 5 spaces currently not used.

There is further potential to re-allocate spare car parking to coach parking although this is balanced by the current maximum daytime car parking occupancy levels of 51%, indicating that there is potential to re-allocate approximately 50% of spaces.

#### Benefits

- + existing coach park;
- + good driver facilities;
- + close to city centre
- + attractive walk route into city.

#### Disbenefits

- expansion will reduce car parking spaces and potentially revenue;
- car parking capacity is required at peak times;
- additional facility to south side of city centre;
- flooding issues;
- close to AQMA areas of exceedance.
- long established funfair in March/April currently closes the coach park.

### 5.6.3 Option 4c – Increase coach parking provision at Transdev Depot

Initial communication with Transdev identified the potential for a further ten coaches to be accommodated at the Fulford Road depot. Due to the sensitive nature of this study further dialogue has not been entered into. However we would recommend that CYC instigate communication with Transdev to look at this option in the short term.

#### Benefits

- + existing advertised site;
- + available at no extra cost to CYC;
- + coach washing facilities available.

#### Disbenefits

- reliant on a private provider;
- out of town location and close to St Georges Field;
- requires additional rendezvous point;
- no driver facilities available.

Further discussion required with provider

### 5.6.4 Option 4d – Increase coach parking provision at National Rail Museum

Initial communication with the National Rail Museum identified the potential for additional car parking using the overflow car park at the National Rail Museum. The



overflow car park is sometimes used for coaches during peak periods such as St Nicholas Fayre and there is the provision for an additional 20 coach spaces.

#### Benefits

- + existing advertised site;
- + straightforward walk route in to the city centre.
- + can be easily paired with railway rendezvous for passengers with lower mobility

#### Disbenefits

- reliant on a private provider;
- walking distance is too far for elderly passengers – would require passengers to be dropped off at Leeman Road rendezvous point;
- potential for overcrowding at railway rendezvous;
- no driver facilities available.

Further discussion required with provider
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## 5.7 **Option 5 – Maintain Union Terrace but reduce capacity**

We have examined the potential to release a portion of the Union Terrace coach park for development. If the current access junction is maintained in the current location then only around 30% of the northeastern most part of the site would be released. Releasing a south-western tranche of the site would take out the most capacious part of the coach park and create an island for development probably requiring a new access junction very close in between two existing junctions.

If more space to the north-eastern side were required then a new access junction would be needed in the south-western end of the coach park. This further reduces coach parking capacity and presents the same safety concern over introducing a new junction very close to existing junctions.

#### Benefits

- + existing coach park;
- + good driver facilities;
- + close to city centre
- + attractive walk route into city.

#### Disbenefits

- will reduce coach parking spaces and potentially revenue;
- feasibility and desirability issues in packaging up a smaller area of the site for development;
- safety issues if a new junction is needed to the south of the existing.

Potentially viable

## 5.8 Option 6 – Rendezvous points

Should out of town coach parking be the most viable solution it will be necessary to facilitate

### 5.8.1 Option 6a – Develop rendezvous point at Piccadilly

As part of the 2008 Coach Study two locations were appraised for rendezvous points on Piccadilly. Both locations are within the City Walls and therefore a relaxation of the current Traffic Regulation Order (TRO) would be required if any of these sites were taken forward.

Piccadilly is located wholly within the city walls between Tower Street and Coppergate and provides a direct route into the city centre. The walk route to the city centre takes approximately 2 minutes. The footway is of a good quality with drop kerbs and pedestrian crossings where necessary. There is also observed evidence that coaches already use Piccadilly as a drop off and pick up point.

The potential rendezvous point is located in an existing bus stop which is shown in Plate 5.1. The bus stop currently has no flag or pole and is currently used by Arriva buses as a lay over area.

Plate 5.1 Piccadilly Rendezvous



#### Benefits

- + city centre location;
- + attractive walk route into city.

#### Disbenefits

- requires a relaxation of the TRO;
- short term solution due to Castle Piccadilly development;
- existing bus stop;
- limited capacity.

### 5.8.2 Option 6b – Develop rendezvous point at Monkgate

Monkgate is located to the north of the city centre. It is a similar distance from the city centre as the current rendezvous point at Foss Bank (Minster) but with a better pedestrian route. The walk route is along a well-lit footway, with tactile paving, dropped kerbs and a pedestrian crossing and is approximately a 10 minute walk from the city centre, and a 2 minute walk to Goodramgate which is the start of the central shopping area.

The rendezvous point would require the removal of on-street parking spaces, and has the potential to be located on either side of the road.

#### Benefits

- + attractive walk route into city.

#### Disbenefits

- removal of parking spaces required resulting in a loss of revenue;
- removal of residents parking;

- located in a residential area.

### 5.8.3 Option 6c – Develop rendezvous point at Union Terrace

Clarence Street (off which the Union Terrace Car Parks are accessed) does not naturally lend itself to the provision of a rendezvous point as kerb side space along the road is at a premium due to:

- Regular side road junctions, accesses and a bus layby on the western footway side;
- Frontages right up against the back of footway on the eastern side;
- Lack of carriageway width; and
- Mature trees planted along the existing coach park frontage. If these were to be removed as part of the development then there may be potential to red-design the street frontage and install a coach rendezvous point at this location.

The use of Union Terrace car park as a rendezvous point would require the remodelling of the access junction and the internal layout to allow coach manoeuvring potentially removing the bulk of available car parking spaces, therefore is deemed unrealistic.

Not viable

### 5.8.4 Option 6d – Develop rendezvous point at Lord Mayors Walk

Lord Mayors Walk is situated to the north of the city centre, and is a few minutes walk from York Minster. In order to accommodate coaches the current parking designation would need to be widened.

*Plate 5.2 Lord Mayors Walk rendezvous*



The preferred location for this rendezvous point would require the removal of a stretch of on street parking and therefore would have revenue implications for Parking. Based on a minimum 30m coach parking we estimate the loss of 5 parking spaces. The location would allow for a drop off point in the north of the city. Passengers would be required to walk 0.7km to access Parliament Street.

#### Benefits

- + northern location
- + close to the minster.

#### Disbenefits

- removal of parking spaces required resulting in a loss of revenue.

### 5.8.5 Option 6e – Develop rendezvous point at Foss Islands Road

Instead of opting for coach parking at Foss Islands Road there is the potential to develop a number of rendezvous points. As detailed in Option 2a there is further potential to convert a short stretch of car parking (for permit holders) provided directly due south of the existing minibus parking area to create additional rendezvous points. However, this would be at the expense of car parking and any associated permit revenue.

#### Benefits

- + provides a rendezvous point to be linked in with Monks Cross Coach park;
- + provides a rendezvous point to the east of the city;
- + not in AQMA area of exceedance.

#### Disbenefits

- need to relocate minibus/caravan and motorhome parking;
- only provides limited provision;
- problems for EU alighting vehicles;
- lack of dedicated walk route through to city centre.

### 5.8.6 Option 6f – Develop an international rendezvous point on Leeman Road

Currently there is a well used rendezvous point at Leeman Road. Given that the road is one way there is the potential to develop a further rendezvous point on the opposite side of the road. This would provide a facility purely for international coaches to enable safe disembarkation and loading.

#### Benefits

- + good walk route into city;
- + provides a safe facility for international coaches;

#### Disbenefits

- need to stagger existing rendezvous point;

- only provides limited provision;

## **5.9 Viability**

Potential coach parking options have been evaluated using a scoring matrix to determine the most viable options for taking forward.

This is presented in Table 5.1

Table 5.1 Viability Evaluation of Coach parking options

Criteria	Coach Parking							Scoring Method Comments
	Foss Islands Road, On-Street	Rawcliffe Bar Park & Ride Site	Marygate Car Park	Monks Cross	St George's Field	Union Terrace		
Proximity to City Centre	0	-2	0	-2	-1	0	Neutral = same distance from city centre as Union Terrace	
Capacity	-1	2	2	0	-1	1	+2 = 33 spaces, other scores pro rata	
Feasibility							Positive = no works needed	
- Access for Coaches	0	2	-2	2	2	2	Neutral = very minor issues (ie EU alight problems)	
- Impact for EU Coaches							Negative = significant access problems	
Cost	1	0	-2	2	2	1	Positive = Very low cost Neutral = Low Cost Negative = High Cost	
Air Quality/Traffic Impact							Neutral = decrease in traffic through AQMA balanced by increase in dead mileage.	
-Dead Mileage	1	0	1	0	-1	1	Negative = Likely to increase traffic in AQMA	
- Increased trips through an AQMA?							Positive = Likely to decrease traffic in AQMA	
Ease of Implementation/Level of engineering required							Positive = Only minor works required within highway boundary or council owned land	
- Junction improvements	2	1	-2	2	2	2	Neutral = some works required	
- Link Improvements							Negative = major works required, including outside the highway boundary in 3rd party land	
- Changes needed to create coach parking bays							Positive = no impact on car parking Neutral = minor impact on car parking Negative = Substantial reduction in car parking	
Impact on Car Parking	-1	1	-2	2	-1	-2		
<b>TOTAL</b>	<b>2</b>	<b>4</b>	<b>-5</b>	<b>6</b>	<b>2</b>	<b>5</b>		

## 5.10 Summary of Options

The viability exercise identified that developing coach parking options at Monks Cross, Rawcliffe Bar or a smaller site at Union Terrace to be most viable.

In order to maintain York as an attractive destination for coach operators there is a need to provide facilities for passengers in the city centre and with this in mind the retention of a smaller facility at Union Terrace satisfies this requirement. Out of town sites probably represent medium to longer term strategy in conjunction with a series of well located and attractive rendezvous points.

Consultation with the benchmarked authorities has identified that rendezvous points work well when developed in conjunction with coach parking. The majority of benchmarked authorities did not require rendezvous points to be prebooked as they felt this was onerous on the authority. Most rendezvous points were limited to a short time period for waiting and this was rigorously enforced by parking attendants. None of the authorities felt that this encouraged abuse of waiting restrictions in the city centres.

By dropping passengers at city centre rendezvous points passengers were provided with easy access to the city centre. Empty coaches then parked at the coach parks.

We would recommend that this approach be taken forward in York with a revised coach strategy developed that linked rendezvous points together with the most appropriate coach park.

Suggested options are summarised below:

	Monks Cross	Rawcliffe Bar
Piccadilly	✓	
Monkgate	✓	
Union Terrace		✓
Foss Islands Road	✓	
Lord Mayors Walk		✓



## 6 Costing of Viable Options

### 6.1 Introduction

The coach parking options deemed to be most viable have been costed below.

### 6.2 Rawcliffe Bar Park & Ride

Signage and Marking	£15,000
Design and management	£9,750
Marketing	£10,000
Rendezvous points in City Centre	£40,000*
Contingencies	£13,000
<b>TOTAL</b>	<b>£87,750</b>

\* potential for future resources required for comprehensive enforcement of rendezvous points

### 6.3 Monks Cross Park & Ride

Signage and Marking	£12,000
Design and Management	£9,300
Marketing	£10,000
Rendezvous points in City Centre	£40,000
Contingencies	£12,400
<b>TOTAL</b>	<b>£83,700</b>

### 6.4 Foss Island Road

New signage and marking	£5,000
Change TRO	£5,000
Design and Management	£3,000
Marketing	£10,000
Contingencies	£4,000
<b>TOTAL</b>	<b>£27,000</b>

## 7 Summary and Conclusions

### 7.1 Coach Parking

This study has been undertaken in order to identify the options for the potential relocation of Union Terrace Car Park. Analysis of coach parking data from Union Terrace has indicated that its capacity is only exceeded on a number of days typically in November and December and therefore it may not be necessary to identify an extra 33 coach parking spaces and 3 minibus spaces in York. The study has identified that there is little scope to replace the car park in its entirety in a city centre location.

St George's Field has some spare capacity in its coach parking and it could provide part of the solution to the closure of Union Terrace. However, given that capacity is an issue during November and December it is recommended that alternative provision is in place by that time of year.

### 7.2 Short Term

In the short term it is recommended that discussions take place with the National Rail Museum and Transdev regarding the extra capacity that has been identified by them. This would provide an additional 30 coach parking spaces in the short term. Discussion should also be entered into with York Lorry Park.

Discussion with CYC planning department should also take place to 'bottom out' any issues with utilising Rawcliffe Bar Park & Ride. It is also recognised that for Rawcliffe Bar to be utilised as a coach park a suitable city centre rendezvous point will need to be developed in order to prevent abuse of the Park & Ride buses. This could be accommodated at Lord Mayors Walk

In the more immediate short term the retention of a section of Union Terrace as a coach park remains an attractive option and worthy of consideration.

Regardless of any decisions on Union Terrace it is felt that additional rendezvous points are required to be developed in the city centre. Discussion with coach operators in 2008 identified that there was a need to develop additional rendezvous points as Leeman Road was currently the only properly utilised drop off point.

In order to make Rawcliffe Bar a viable option new rendezvous points need to be introduced in the city centre. We would advocate that a holistic approach be taken to the development of new coach parking provision in conjunction with dedicated rendezvous points. The appropriate rendezvous point should be marketed in tandem with new coach parking provision to ensure that a 'coach parking package' is offered to operators.

To ensure that the rendezvous points are not abused strict enforcement will need to be undertaken. It is proposed that this is undertaken by existing parking attendants and on the spot fines imposed for offenders. However if the level of offending is significant there may be a need to increase the number of enforcement officers at a further cost to the authority.

It is not proposed to operate a pre booking system for rendezvous points as this would prove costly and difficult to manage. However new rendezvous points will need to be developed to avoid abuse of existing facilities and reduce the potential for coaches to park randomly across York.

### 7.3 Medium/long term

In order to maintain York as a key destination for coach operators it is clear that additional provision needs to be developed. Based on the viability assessment the preferred option would be the provision of coach parking at Rawcliffe Bar Park & Ride. Another long term solution could include the development of a bus interchange and coach parking facility at the station. Development of a pre-booking system may also be beneficial to effectively manage the provision for coaches.

### 7.4 Car Parking

This study has been undertaken in order to identify the options for the potential relocation of Union Terrace Car Park.

### 7.5 Conclusions

Analysis of existing car park data has identified that Union Terrace Car park is well used and is typically the most well used of the five car park locations. Union Terrace is busiest on Saturday lunchtime.

Analysis of the use of Union terrace identified that a significant number of people use the car park to access the University for both work and study.

The majority of users travel to Union Terrace car park from the south of the city over Lendal Bridge. People travelling to Union Terrace car park travelled from a wide variation of origins. Users of this car park travelled from Leeds, Barnsley, Harrogate, Hull, Huddersfield, Wakefield as well as York postcodes. This indicates that people do not necessarily travel to Union Terrace because it is on their approach into York but because it is close to their ultimate destination.

Based on the analysis it would appear that should Union Terrace car park close there would be sufficient capacity at nearby existing car parks to accommodate Union Terrace users. There is potential for many users of the Union Terrace Car Park from the South West could divert to Monk Bar Car Park. There is unlikely to be significant pressure on the roads to the north of York as a result of the changes in traffic rerouting.

Closure of the car park would result in a significant loss of revenue to CYC. However if car park users park at alternative car parks this revenue will still be maintained by CYC. However those travelling in from the south west over Lendal Bridge may look to change their travel habits and use the Park & Ride which would result in a loss of revenue for the authority.





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## Annex 5 – Urban Design Site Appraisal

The proposed University development includes:

- 11,500 sqm of floor space in buildings of up to 4 storeys
- a publically accessible square which would relate to the public realm space of Fountains Learning Centre on the east side of Clarence Street.

Officers held a series of preliminary design review meetings with the University and their architects to explore the feasibility of the development in block plan form. Officers are comfortable with the overall strategy for the site presented in the Appraisal, subject to more detailed analysis on layout, massing etc. The site is within the Area of Archaeological Importance, adjacent to the Central Historic Core conservation area, and adjacent to the Bootham Hospital site which includes the grade 1 listed building in its parkland setting and the chapel immediately to the west of the area.

Officers provided comments on earlier drafts of the Appraisal that have been taken into account. Key issues are:

- a. Connections with the wider area including the hospital
  - b. Developing the network of routes and spaces between the two campuses whilst mitigating the effect of the dividing road, Clarence Street
  - c. Creating a good quality open space within the new campus
  - d. Re-establishing the streetscape onto Clarence Street
  - e. The relationship with neighbouring residential properties, especially houses on Claremont Terrace and Arclight
  - f. Reinforcing the landscape character of the area
  - g. Retaining views through to Bootham Park site and the chapel spire
  - h. Location of suitable parking/drop off point for less ambulant people
  - i. Integration of cycle parking
  - j. Consideration of alternative provision of waste/recycling centre
- Archaeology – extensive investigation of the site will be required.

The proposal in the Appraisal is only indicative at this stage and considerable further work will be required to develop the design. This masterplanning process will involve an Officer project team. The University will undertake public consultation prior to submitting a planning application.



## Annex 6 – Economic Impact

1. The economic programme for the local economy emphasises the importance of developing the knowledge economy in the City. Work undertaken by Centre for Cities on prioritising prosperity highlights the need for all partners, including the Council, Universities and Science City York, to increase their focus on building up the City’s science and technology cluster. “This cluster represents York’s best chance of carving out a niche for itself in the modern economy. City partners should work together to define York’s leading expertise, attract investment and build its international brand” (Centre for Cities, March 2009). This proposal would contribute significantly to developing this strength in the City.
2. The economic future of the city is inherently tied to its ability to support existing businesses and attract new investment to York. The strategy for developing the local economy is outlined in both the Sustainable Community Strategy and the Council Plan; this highlights the importance of developing the knowledge economy in York. As knowledge becomes an increasingly important part of innovation and development processes, the role of Universities has come to the fore. Universities are widely acknowledged as one of the important drivers of knowledge-based city development, through the direct contribution they make to the local economy, through raising levels of higher skills in the workforce, and through wider processes of innovation and wealth creation.
3. York St. John University is embarking on an important period of its strategic development, which will bring significant benefits to students, the local economy and the wider community in the City. It is already a major asset to the City of York. The University directly employs 640 staff and generates 1142 jobs leading to a



£47 million local income gain associated with those jobs. Demand for its provision is expanding. Currently there are around 6,000 students from a wide catchment who spend £16.7 million in the local economy each year. The University is strongly rooted in the heart of the City and has developed a vision based on delivering exceptional teaching and learning. It has a strong reputation for partnership working regionally and emerging strengths in developing both national and international networks. Its reputation is being built upon a successful and fast growing Business School founded in 2008 and actively engaged with hundreds of local businesses; health and well-being provision from entry level to meeting the continuing professional needs of health providers; teacher training courses with long established relationships with around 1,200 schools; and a broad arts portfolio supporting business incubation and the cultural vitality of York and the surrounding region.

4. An Economic Impact Assessment of the proposals has been provided by York St. John University and is attached. In summary, since 2000, approximately £86 million has already been invested directly and indirectly into the York St John University.
5. By continuing this investment in the University's estates strategy, York St John will be able to offer students cutting edge campus facilities fit for the 21<sup>st</sup> Century, whilst also allowing new 'markets' to be explored through the attraction of new students and partners. This, in turn, will ensure that the University continues to improve its



academic offering and provide the very best student and visitor experience.

6. The University currently has 6200 students (full and part-time). The University directly employs approximately 640 (FTE) academic and academic-related staff. The University also provides approximately 1142 jobs through the supply of goods and services and through the re-cycling of income in the local economy. The annual local income gain associated with these jobs is £47 million and the total student expenditure per annum is £39 million.
7. An expanded campus would allow the University to accommodate up to 2000 extra students and would employ around 200 extra academic and non-academic staff.
8. An increase annual spend associated with extra students, alongside an increased number of disposable incomes associated with new staff would significantly enhance the financial capital currently generated by the University to the benefit of the local economy. The expanded campus could potentially generate an increased annual expenditure of approximately £31 million per annum.
9. The construction stages of the potential redevelopment would present a one-off boost to the local economy, providing employment as well as significant financial income through the construction of and investment in the new facilities. The



construction stage would have the potential to financially benefit the local economy by approximately £34 million.

10. A further potential benefit to the local economy of around £36 million would be generated by the development of a further 800 student residential bed spaces on existing brownfield sites within the city centre over the next 4 years.
11. There will be an impact of the closure of the car and coach park at Union Terrace; the implications for car and coach parking are considered elsewhere within this report. Essentially, it is projected that car parking will be disbursed to alternative sites within the city centre. The overall impact on City Centre footfall and therefore the economic vitality and viability of the City Centre is therefore expected to be limited. The impact of the loss of coach parking at Union Terrace will depend upon the success of the alternative measures for coach parking as set out in the report.
12. There are a range of diverse retailers and traders in the vicinity of Union Terrace. Footfall will be affected along these streets through the alternative arrangements for car and coach parking although this impact needs to be balanced with the significant economic benefits for the city that could arise as a result of the University expanding.



**PRIVATE & CONFIDENTIAL**



## **Economic Impact Statement**



**Union Terrace Car Park,  
York**

**June 2011**



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## 1. Introduction

- 1.1 GVA has been instructed by York St John University to prepare an Economic Impact Statement to outline the likely benefits for the University, its students and the wider City of York as a consequence of developing the Union Terrace Car Park site as an extension to the York St John University Campus.
- 1.2 This follows GVA's preparation of a Planning Feasibility report for the Union Terrace Car Park site in November 2010. The report set out the planning framework and historical context for the site's potential redevelopment by the University, drawing on these to identify an initial developable floor space of circa 9,492 sqm. For the purposes of this report, however, we have assumed that the University would develop a maximum floor space of approximately 13,000 sqm based on the University's likely space requirements.
- 1.3 Since 2000, approximately £86 million has already been invested directly and indirectly into the York St John University through the highly successful implementation of the strategic transformation exercise. The further expansion of the campus would form an important part of the University's continued commitment to improving the academic offering and its contribution to the economic and social development of the City.
- 1.4 By continuing this investment in the University's estates strategy, York St John will be able to offer students cutting edge campus facilities fit for the 21<sup>st</sup> Century, whilst also allowing new 'markets' to be explored through the attraction of new students and partners. This, in turn, will ensure that the University continues to improve its academic offering and provide the very best student and visitor experience.
- 1.5 From 2012, central government will allow universities to set their own tuition fees. York St John University has set a fee of £8,500 which will allow it to deliver an improved and enhanced academic offer and direct / indirect investment in the City.

### Potential Uses

- 1.6 Based on the University's current estates strategy, the car park site would be redeveloped and in doing so provide a range of state of the art new facility's to enhance the quality of the student experience, expansion of existing academic activities and the proposed

significant increase in home and International students over the next four years. In this context, "potential" uses which are being considered by the University are as follows:

- Faculty of Health & Life Sciences –recreational, sport, fitness & conditioning, research and clinical facilities for students, staff and the public
- Faculty of Business - Business School office, seminar, business support facilities.
- Faculty of Arts – event, exhibition and specialist spaces / studios
- Academic and administrative offices
- High quality residential facilities linked with the business school and new conferencing space

1.7 Further to the above, there may be the opportunity to include new business incubation units, alongside other facilities to improve the student experience as part of a potential scheme. The University will also explore options to attract members of the public into the site through facilities such as cafes, galleries and exhibition space.

1.8 The development of the Union Terrace Car Park site will also enable the University to comprehensively review the remaining campus to ensure it provides an exceptional student experience whilst maintaining high levels of efficiency.

## Report Structure

1.9 The main objective of the EIS is to produce a systematic assessment of the potential economic, social and environmental effects as a result of the development of the Union Terrace Car Park by the University.

1.10 The report is structured into three sections as follows:

- Baseline Position - details of the current demographic context of the York St John University, including current staff and student numbers and their associated expenditure.
- Potential Impact - a quantified assessment of the economic, social and environmental effects of the development, based on likely uses.
- Conclusions - summary of findings presented in the report.



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## 2. Baseline Position

- 2.1 This section presents relevant information from which the potential economic impact of the proposed new development can be assessed, including consideration of the University in both its local and wider-level context.
- 2.2 Over and above information and data provided directly by York St John University, reference is made to the following reports relating to the role of higher education and the benefits of university education on the national economy:

*Pricewaterhouse Coopers LLP (2005) The economic benefits of higher education qualifications - a report produced for the Royal Society of Chemistry and the Institute of Physics.*

*Stafford, B. & Martin, S. (2010) The local income and employment gains attributable to York St John University and the University of York, York: Department of Economics & Related Studies.*

### The University in Context

- 2.3 York St John University currently has 6200 students (full and part-time) from a wide geographic catchment area. Eight hundred students are from York and a further, 3250 are from the wider Yorkshire area. On top of this figure the University has around, 600 international 'English Foreign Language short course' students, typically staying for 3/6 months.
- 2.4 The University directly employs approximately 640 academic and academic-related staff. The Stafford & Martin (2010) study also identifies the University as providing a further 1142 jobs through the supply of goods and services and through the re-cycling of income in the local economy.
- 2.5 The University has an excellent record of helping students to fulfil their academic ambitions - 82% of undergraduate degree students successfully gain their intended qualification. Beyond this, and taking 2009 graduates as an example, 91% are either in employment or further training within six months of completing their studies.

- 2.6 2009 data indicates that 75% of graduates remain working and residing in the York area. York St John University clearly plays a significant role in providing the local economy of York with a skilled workforce, creating jobs directly and then indirectly in to the future.

## Employment & Expenditure

- 2.7 In November 2010, the Department of Economics and Related Studies at the University of York published a report which assessed the local income and employment gains attributable to York St John University and the University of York. Key extracts from this report are included as follows:

*In 2009/10, York St John University generated 1,142 jobs in the York area, as follows;*

- *Those employed by York St John University;*
- *Those employed by local firms supplying goods and services to York St John;*
- *Those employed by local enterprises selling goods and services to York St John students and conference delegates; and*
- *Those employed as a result of the re-cycling of the above income and job gains within the local economy.*

*Of the 1,142 jobs generated by York St John, 852 (75%) are occupied by persons who would have been locally resident had the University not been founded and developed in York, whereas 290 (25%) are occupied by persons who migrated to York because of the presence of York St John.*

*The annual local income gain associated with the 1,142 jobs generated by York St John is £47 million. Of this total, £30 million arises from the employment of person who would have been locally resident had the University not been founded and developed in York, and £17 million arises from the employment of persons who migrated to York because of the presence of York St John.*

- 2.8 The report identifies students from York St John University as being a significant source of expenditure in the York area. Taking into account students who live at home and avoid housing costs, the report estimates a total student expenditure per annum of £39,005,319. Of this, it estimated that £16,713,779 (43%) is spent on local gross output within the York area.

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- 2.9 In addition to the gains outlined above the University's circa £75 million investment in the Lord Mayor's Walk site and circa £20 million development of residential facilities in partnership with city based developers contributed significantly to the York and North Yorkshire economy.
- 2.10 York St John University is also identified in the report as generating significant income from its conference and short courses activities. For example, in 2009/10, £307,000 was generated from 11,500 conference delegate days. This figure increases to £353,000 when expenditure by delegates on locally produced goods and services is taken into account.
- 2.11 The vast majority of income and employment generated by York St John University can be seen to be retained within the locality of York and the financial benefits accrued from this boosting the local economy in two key rounds;
- i) As a first round impact associated with the initial injection of income from the employment of staff and the purchase of locally produced goods and services.
  - ii) As secondary impacts which occur as the preliminary income gains are recycled within the local economy.
- 2.12 In practice, this means that for every £100 which the University contributes to local income at the first round, a further £8.30p is generated by the re-cycling of the first round contribution through the local economy.

### **The University's Role in York's Future**

- 2.13 The City of York Council (CYC) and partners have produced and are continuing to develop a number of documents to guide the future of York. These include Without Walls (WOW): York's Sustainable Community Strategy, the Core Strategy, the City Centre Area Action Plan (AAP) and York New City Beautiful. York St John University already plays a crucial role in supporting the achievement of the Visions and Objectives set out in these documents.
- 2.14 Without Walls (WOW) the Sustainable Community Strategy for York (2008-2025) stresses the importance of Further and Higher Education establishments in York. The supply of a skilled work force is critical to supporting existing business, attracting investment from new businesses and encouraging entrepreneurial activity. In particular, Business WOW and

Learning WOW focus on the need for a skilled workforce and to the deliver the right skills to meet demand.

2.15 The CYC's Vision for the future of York as contained in the emerging Core Strategy (Preferred Options, June 2009) has a similar emphasis on links with Further and Higher Education facilities. The Vision for York is broken down into 4 key themes:

- York's Spatial Historic and Built Environment
- Building Confident, Creative and Inclusive Communities
- A Prosperous and Thriving Economy
- A Leading Environmentally Friendly City

2.16 York St John University is specifically mentioned as playing an important role in building Confident, Creative and Inclusive Communities. Its role as a quality higher education facility contributes directly to supporting York's role as a world class centre for Further and Higher Education.

2.17 Furthermore, the University plays an important role in supporting the wider vision through ensuring a steady supply of skilled workers and supporting entrepreneurial activity through existing programmes supporting small and medium enterprises and creative industries. These activities support the creation of a Prosperous and Thriving Economy and Building Confident, Creative and Inclusive Communities.

2.18 CYC are in the process of producing an Area Action Plan for the City Centre (Issues and Options July 2008). This document will guide investment in the centre for the next 20 years. Again, the Vision for the City Centre has a strong focus on economic vitality and acknowledges the role York St John University will play in delivering this.

2.19 The AAP identifies a Cultural Quarter for the city and the benefits increased cultural activity can bring to the city. The Council acknowledge that it plays an important role in promoting cultural activity. Indeed, the Council and University are committed to supporting creative and arts students in displaying and selling their work.

2.20 Most recently (October 2010) CYC produced a new economic vision for the City. The vision states that the future prosperity of York is directly linked to its existing assets and the potential expansion of the York St John University provides such an opportunity for an already valuable asset to be strengthened.

2.21 A fundamental part of the new economic vision is seen to be “*building on the qualities of the people of York*”, with specific reference made to investing in local knowledge resources and “*capitalising on the universities by enhancing their role in wider city life*”.

### 3. Potential Impact

3.1 The proposed expansion of the York St John University campus onto the Union Terrace Car Park site would create a variety of economic, employment and 'other' benefits to the York area. This section of the report sets out these potential benefits and, where possible, quantifies them.

#### Student Capacity & Employment

3.2 An expanded campus would allow York St John University to accommodate an additional number of students. Notwithstanding any increases in the visitors and partners associated with the University, increases in the number of academic and non-academic staff employed by the University would also be anticipated as a direct result of the expansion:

**Table 3.1. Potential New Staff & Student Numbers**

Staff		Students		
Type	Uplift in Numbers	Type	Uplift in Numbers	
			International	Home*
Academic	140	Undergraduate	1000	1000
Administration	28	Postgraduate	250	
Ancillary Staff	30	Part-Time	150	
<b>TOTAL</b>	<b>198</b>	<b>TOTAL</b>	<b>1400</b>	<b>1000</b>

**Source: Estimates provided by York St John University**

3.3 Student numbers are currently subject to a cap imposed by central government. This, however, is likely to be removed in 2015/16, after which the uplift in numbers shown in Table 3.1\* could significantly increase, adding further to the University's income and employment potential. If the cap was to be removed, it is anticipated that an additional 1500 to 2000 students could be feasibly accommodated by the University, alongside additional staff. An expanded campus is essential to facilitate this extra predicted growth and ensure that the University remains competitive.

## Expenditure

- 3.4 An increased annual spend associated with extra students, alongside an increased number of disposable incomes associated with new staff would significantly enhance the financial capital currently generated by the University to the benefit of the local economy.
- 3.5 Based on the projected uplift in numbers anticipated as a result of the expanded campus, this potential increase in expenditure has been calculated indicatively in Table 3.2. It should be noted, however, that staff salary information is given as gross.

**Table 3.2 Potential New Expenditure**

Potential New Expenditure			
	Average Income / Annual Spend per Individual	Projected Uplift in Numbers	Total Potential Expenditure per Annum
<b>Staff</b>			
Academic	£45,000	140	£6,300,000
Administration	£25,000	28	£700,000
Ancillary Staff	£15,000	30	£450,000
<b>Students</b>			
All Students (Undergraduate, Postgraduate & Part-Time)	£8,402*	2400	£23,525,600
<b>TOTAL POTENTIAL NEW EXPENDITURE PER ANNUM</b>			<b>£30,975,600</b>

\*Based on average annual spend calculation in Stafford & Martin (2010) Report

- 3.6 Table 3.2 indicates that with new student and staff expenditure combined, the expanded campus could potentially generate an increased annual expenditure of approximately £31 million per annum.
- 3.7 Whilst it would be inappropriate and out-with the scope of this report to determine exactly how much of this additional expenditure would likely be retained or recycled within the local economy, the scale of the potential income shown in Table 3.2 nevertheless

demonstrates the financial significance of the proposed redevelopment and its potential to make a positive ongoing contribution to the York economy.

- 3.8 Indeed, the potential income projected in Table 3.2 does not take into account the potential removal of the cap on student numbers, the secondary jobs which would be supported by an increased number of students, nor any 'second round' gains associated with the increase in student earning capabilities. The financial receipts associated with the redevelopment will ultimately be higher than projected.
- 3.9 Given the current patterns of University-driven income presented in Section 1, it can be sensibly assumed that a significant portion of the increased expenditure in Table 3.2 would be retained in the local economy.
- 3.10 Appendix 2, for example, shows a plethora of retail uses and services within immediate walking distance of the University campus which would particularly benefit from an increased level of footfall, in particular on Gillygate. The majority of these are independent businesses which help ensure that income is retained and recycled within the local economy.

### **Other Economic Impacts**

- 3.11 The construction stages of the potential redevelopment would present a one-off boost to the local economy of York i.e. circa £35 million, providing employment as well as significant financial income through the construction of and investment in the new facilities.
- 3.12 To ensure that these benefits are retained locally, the University would encourage local firms to tender for any work or services associated with the expanded campus, including its initial construction.
- 3.13 The scale of the potential benefits to be gained by the York local economy are reflected in the indicative construction costs, presented in Tables 3.3 and 3.4, as follows:



**Table 3.3 Indicative UTCP Construction Costs**

<b>Indicative UTCP Construction Costs</b>	
Building (£2200 m <sup>2</sup> sqm)	£28,600,000
Consultancy Fees (15% of building costs)	£4,290,000
Contingency (5% of building costs)	£1,430,000
<b>TOTAL</b>	<b>£34,320,000</b>

3.14 As shown in Table 3.3, the construction stages of the proposed redevelopment alone would have the potential to financially benefit the local economy of York by approximately £34.3 million. This is notwithstanding any further benefits accrued from the generation of local employment opportunities in the construction stages.

3.15 Table 3.4, represents a further potential financial benefit to the local economy of York as a consequence of the development of a further 800 student residential bed spaces on existing brownfield sites within the City over the next 4 years. Once again, an investment of this magnitude create further employment opportunities in the construction stage and have a positive impact on adjacent business. Please note that the combined potential construction related investment as outlined in Tables 3.3 and 3.4 amounts to £70.8 million.

**Table 3.4 Indicative Student Residential Construction Costs**

<b>Indicative Student Residential Construction Costs</b>	
Building (£38,000 per room)	£30,400,000
Consultancy Fees (15% of building costs)	£4,560,000
Contingency (5% of building costs)	£1,520,000
<b>TOTAL</b>	<b>£36,480,000</b>

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## Cultural / Social Impacts

### Air Quality

- 3.16 The Union Terrace Car Park currently accommodates 180 parking spaces, including 145 car parking spaces and 35 coach parking spaces. Assuming maximum capacity, the car park is capable of generating approximately 870 car trips per day and 70 coach trips per day.
- 3.17 Other than provision for disabled spaces and servicing areas, the redevelopment of the site by the University would not necessitate any of the existing parking provision to be maintained and it is considered likely that following the loss of these spaces, a future Transport Assessment would be able to demonstrate that any existing parking from the Union Terrace Car Park could be adequately redistributed to alternative sites in York. This assumption is based on research carried out by Faber Maunsell in October 2006, where it was demonstrated that the nearby Monk Bar and Marygate Car Parks were operating at below-capacity levels and also takes into account the expanded car park at the neighbouring hospital site, which has recently increased its capacity from 178 spaces to 490 spaces.
- 3.18 The potential net loss of parking provision at Union Terrace therefore presents environmental benefits to the local area. In the first instance, a number of the estimated 940 daily vehicular trips associated with the car park could be lost from the highways network in the immediate vicinity. This has the potential to improve local highway safety, reduce vehicular noise on neighbouring residential properties and improve local air quality. This supports the existing aims of the City of York Council as demonstrated by the recent inclusion of Clarence Street in a designated Air Quality Management Area and through implementation of its Second Air Quality Action Plan (March 2006).
- 3.19 City of York Council are currently obliged to meet air quality targets relating to the Annual Objective for Nitrogen Dioxide and recent data from the AQMA has demonstrated that air quality levels along Gillygate / Clarence Street are currently in danger of breaching this.
- 3.20 By removing existing car parking spaces and reducing the number of trips on the local highways network, the redevelopment of the Union Terrace site by the University has great

potential in helping the Council achieve and maintain an acceptable level of air quality, in-keeping with the ambitions of the AQMA and the Second Air Quality Action Plan.

### **Linkages with Existing Programmes**

- 3.21 An expanded campus would allow York St John University to enhance its existing facilities, allowing, for example, improved sports, fitness, recreation, research, exhibition or business investment facilities to the benefit of students, staff and the wider community, including local businesses.
- 3.22 As is already the case at the University, sports facilities could be made available to members of the public, with any new conference, seminar or business incubation spaces made available for hire. In addition to generating extra income for the University and other benefits to the local community and businesses, any additional visitors attracted to the campus by these new facilities would also be likely to support local retailers and services.
- 3.23 In comparison to other departments, the Faculty of Business at York St John University currently takes the highest number of international students and indeed, the University aims to target international students as part of its future intake. The business faculty also actively leads on a number of business development and research programmes. Examples of these University-led programmes led are detailed as follows:
- York St John Business School - offers a mix of academic, professional and bespoke courses at undergraduate and postgraduate level. The School also supports a variety of networking events which help students and businesses share knowledge and ideas. This has created the York St John Business School Evidence Based Leadership Network which offers regular development opportunities.
  - Creative Business - a support partnership for new creative businesses including; specialist business advice, networking events, an annual international summer school and business incubation (including partnership with Bar Lane Studios and Science City York).
  - The Acorn Programme - a support scheme for new businesses and self-starting entrepreneurs including; coaching from local business leaders, business planning advice, networking opportunities and access to individual support from a Business Mentor.

- 
- ILM (Institute of Leadership & Management) - programme for achieving professional qualifications in management.

3.24 The potential expansion of existing business facilities through the development of the Union Terrace Car Park would strengthen these very successful and popular programmes and also provide an opportunity to increase links with international businesses.

3.25 At a more local level, this would facilitate increased access to higher education opportunities, with the local economy also benefiting from improved access to an up-skilled workforce. Further to this, the provision of new small and medium business support facilities on campus would enhance the level of support the University could offer to existing small medium enterprise (SME) businesses, including potential access to business incubation units.

3.26 For the University, the redevelopment of the Union Terrace Car Park allows a new fit for purpose academic building to be developed, with a unique identity. From previous experience on the recent De Grey Court development, this will appeal to both the students and staff of the University alike.

### **Increased Role in Achieving York's Aspirations for the Future**

3.27 By providing an improved academic offer and additional facilities to the benefit of students and the local community alike, the proposed redevelopment of the Union Terrace Car Park site will directly help the University to support the achievement of ambitions and aspirations as set out in existing and emerging documents produced by the City of York Council and it's partners.

3.28 Both the City Centre AAP and the York New City Beautiful documents identify Gillygate as a key approach into the City of York which needs to be improved as part of a wider strategy to provide attractive and high quality gateways into the City. In addition, the Core Strategy and the City Centre AAP identify a need to improve links between the University and the City Centre. The redevelopment the Union Terrace Car Park site provides an opportunity to support these aims. The provision of a high quality new development, with active frontages providing increased interest, and improvements to the pedestrian environment will encourage pedestrian movement along this key route.

- 3.29 The Core Strategy and the City Centre AAP also identify a need to reduce congestion within the centre. The redevelopment of the Union Terrace Car Park would support the Council's aim to further encourage the use of park and ride facilities located away from the centre. This is consistent with the Universities continued vision to develop a sustainable, pedestrian friendly campus.
- 3.30 All the existing and emerging documents focus on the need to promote economic growth as well as cultural and creative activities. In contrast to its current use as a car park, a high quality and community accessible development by the University would be more in-keeping with the emerging vision for York, providing significantly more scope for the achievement of a growing and sustainable economy and a thriving city centre.

## 4. Conclusions & Summary Table

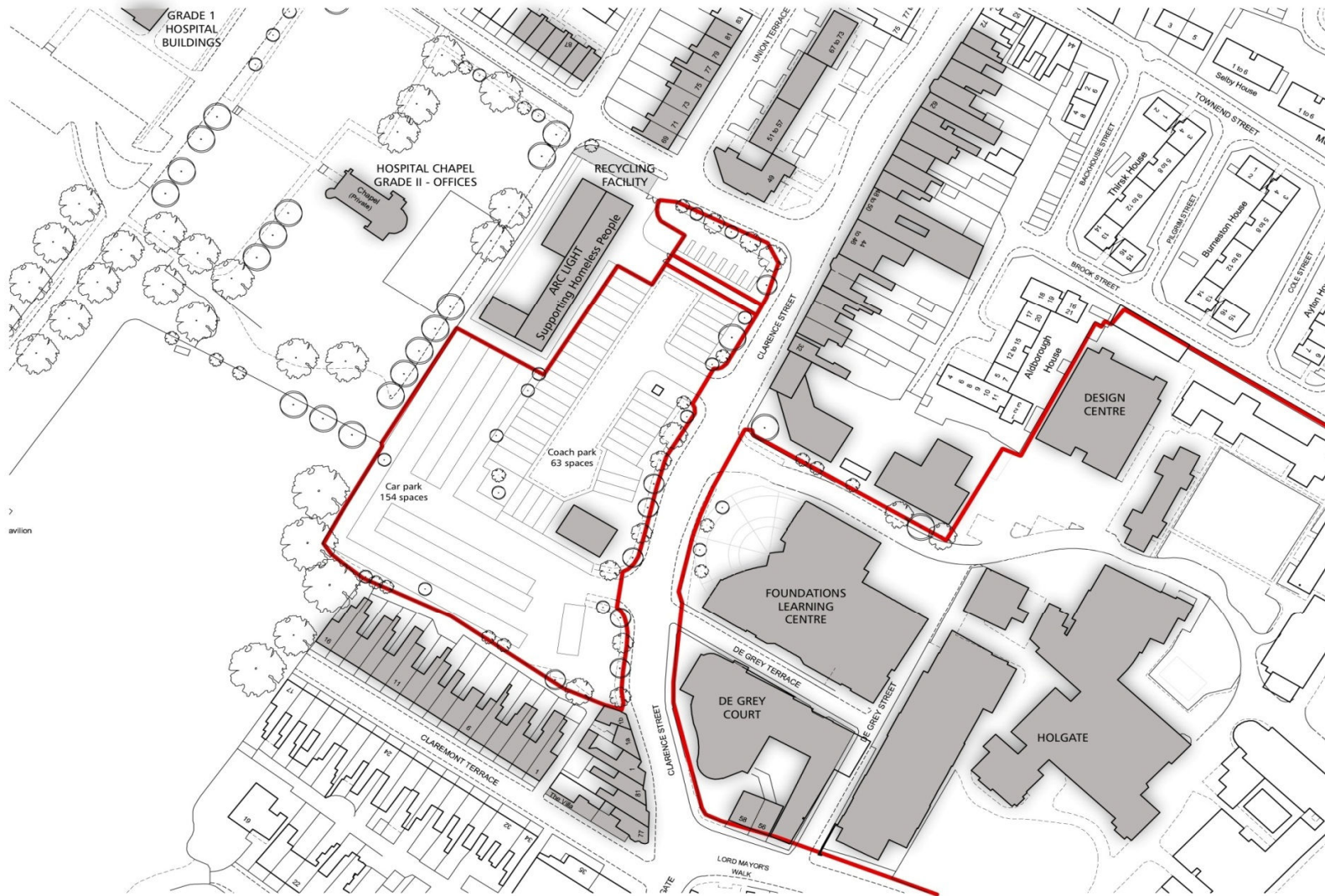
- 4.1 The Union Terrace Car Park site presents York St John University with a unique opportunity to expand its existing campus through the development of new facilities. This would support the University's continued investment in its current academic offer, allowing new Sports Science, business or general teaching space to accommodate an increased number of students and related business activities.
- 4.2 York St John University is a major asset in the City of York, attracting students and staff from a wide catchment area. It is a major local employer and generates significant income which is subsequently recycled in the local economy. The proposed redevelopment would strengthen these roles, building upon the good rate of academic success the University already achieves and allowing it to meet future demand and remain competitive in the Higher Education sector.
- 4.3 The Economic Impact Statement identifies a range of positive impacts to be anticipated as a result of the potential development. These are not just limited to financial and economic gains, with social and environmental gains also anticipated as additional benefits to the University and wider area of York.
- 4.4 To conclude this report, the following table provides a summary of the impacts anticipated as a result of the proposed development, with indicators and timescales given as to their individual significance.

Impact	Main Beneficiaries	Impact Indicator	Timescale	Key Outputs
<b>1. Expansion and improvement of current academic facilities</b>	<p>York St John University (enhanced academic offer and achievement)</p> <p>Existing and prospective students (including those from the local area of York)</p> <p>Local and national employers</p> <p>Higher York (helping to ensure that York is seen to be a quality destination for H.E education in the UK)</p>	High	Long-term	<p>Improved access to H. E opportunities</p> <p>Increased academic offer</p> <p>Quality learning facilities and improved student academic achievement</p> <p>Improved local economy access to a skilled workforce</p> <p>Increased student earning capabilities and employability</p> <p>Ability to accommodate additional students following abolition of student numbers cap</p> <p>Increased retention of skills &amp; knowledge in the City-Region</p>
<b>2. Additional student places</b>	<p>York St John University</p> <p>Prospective students</p> <p>Local services and businesses (see Impact 4)</p>	High	Long-term	<p>Additional new students:</p> <p>2400 undergraduate</p> <p>250 postgraduate</p> <p>150 part-time</p> <p>Increased student expenditure (see Impact 4)</p>

<b>3. New employment</b>	Local workforce Local services and business (see Impact 4)	Medium	Long-term	Additional new staff: 140 academic 28 administration 30 ancillary Increased staff expenditure(see Impact 4)
<b>4. Additional staff and student expenditure</b>	Local services and businesses	High	Long-term	£31 million per annum Recycling of income within local economy
<b>5. Construction</b>	Construction firms and associated businesses (competitive procurement bids) Local employment pool	High	Short / Medium- term	£78.8 million one-off boost to local economy through construction Local temporary employment opportunities and apprenticeships
<b>6. Loss of Union Terrace Car Park</b>	Local residents and road users City of York Council	Medium	Medium / Long-term	Loss of car-coach parking provision in the area Removal of up to 940 daily vehicular trips from the local highways network Reduction of vehicular noise & pollution on neighbouring residential properties - improved quality of life Significantly improved air quality as per the ambitions of the AQMA and Second Air Quality Action Plan
<b>7. Linkages with Existing Programmes</b>	York St John University (Business Faculty)	Medium	Medium / Long-term	New sports or business SME investment facilities



	<p>Members of the public (access to sports / community facilities)</p> <p>Local businesses</p> <p>Prospective students (including international)</p>			<p>Strengthening and potential expansion of existing business research and development programmes</p> <p>Additional conferencing / business incubation and exhibition facilities for hire</p>
<p><b>8. Increased Role in Achieving York's Aspirations for the Future</b></p>	<p>Residents, businesses and visitors of York</p> <p>City of York Council</p>	<p>Medium</p>	<p>Medium / Long-term</p>	<p>Opportunity to:-</p> <p>Strengthen one of the City's key existing assets / help secure future prosperity</p> <p>Invest in people</p> <p>Improve a 'gateway' link into the City</p> <p>Reduce congestion, carbon, pollution and improve pedestrian links.</p> <p>Maximise connectivity between the University and the City Centre.</p>



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Cabinet

4<sup>th</sup> August 2011

## Report of the Cabinet Member for Corporate Services

### Update and Amended Recommendations on the Union Terrace Car and Coach Park Disposal

#### Summary

1. This amendment provides an update and revised recommendations to the report on the potential sale of the Union Terrace Car and Coach park site (the Site) to York St John University (YSJU).

#### Further Options

2. The report to Cabinet outlines the background to the potential sale, sets out the technical work that has been undertaken, summarises consultations up to the drafting of the report and concludes with two options 'do nothing' or as recommended:

*'Consult with the City's residents, businesses and organisations on selling the site subject to alternative provision being made for coach parking'.*

3. As highlighted in the report meetings to discuss objections to the potential sale have been held with local businesses, the Save Union Terrace campaign group and the Confederation of Passenger Transport (representing the coach industry). These discussions have highlighted the importance of coach parking and tourism to the City's economy.
4. Further discussions have now taken place with YSJU, who have identified and concluded that a smaller land take from the Union Terrace car park area would be possible. This would still enable the expansion plans of YSJU to continue but also retain space for parking at Union Terrace.

5. Further to this initial liaison with YSJU five options for the Union Terrace site have been developed. **All the options ensure that there is no overall loss of coach parking spaces in the City**, maintaining the current overall provision of 63 spaces. There are currently 33 coach spaces at Union Terrace. The five options include a range from 20 to 34 coach spaces still being provided at Union Terrace. Four of the options would involve additional provision being made at St. George's Field car park (between 3 and 16 extra coach spaces). Drawings and details for the five options, A-E, are appended.
6. There will also be no net loss of dedicated accessible car park bays in the area. The five options retain different levels of accessible parking provision. This would be supplemented by extra accessible parking bays being provided at the Monk Bar and Bootham Row car parks. Those options which retain some general parking on the site do so at a reduced level. It is proposed that any retained general parking would be short stay so as to benefit local shops and businesses. The consultation period provides an opportunity to gauge opinion on this proposal for short stay parking.

### **Maximising the Benefits from the Expansion**

7. The report includes an independent Economic Impact Assessment and highlights that the YSJU expansion could lead to the addition of around 1,000 to 1,500 students; the generation of up to 200 new jobs within the region; a £31 million annual boost to the economy and a further capital investment of approximately £80 million over the next five years. YSJU is strongly rooted in the heart of the City and has actively engaged with many local businesses.
8. Concerns have been expressed about the loss of footfall along Gillygate and the impacts on the city centre as a whole. Retaining coach and potentially some car parking at Union Terrace would address these concerns and possible impacts. The establishment of a retail/ business forum by YSJU would also help provide a means by which the University and retailers could work together to make the most of the opportunities presented by YSJU's current and potentially expanded operations.
9. The submission draft Local Development Framework agreed by Council in June 2011 seeks to ensure that local residents benefit from the employment and training opportunities created during the construction of major developments. The potential expansion of

YSJU provides a significant opportunity to provide construction jobs and training opportunities for local communities and to work with any contractors to find procurement opportunities for local companies, such as sourcing local materials and suppliers.

### **Implications of Options**

10. There will be reduced financial receipt from selling part of the site. Work to date has also indicated that in addition there will be costs in the region of £250 - £300,000 for coach/ car park works with each of the options. Further work will be undertaken on the full implications of each of the five options and reported to Cabinet.

### **Revised Recommendation**

11. The report already recommends a period of consultation. This time can now be used to consult with residents, businesses and organisations, including Arclight, on the five options. It will also enable the equalities impact assessment to be further developed, reflecting the five options and for further economic impact assessment work to be facilitated with local traders.
12. Based on the information and analysis set out above, Members are asked to consider the following:
  - a) Approve that consultation be undertaken with the City's residents, businesses and organisations on selling part of the site and on the five development site options that all involve the retention of coach parking on the Union Terrace car park site and,
  - b) request that York St John University establishes a retail/ business forum and further examine how local communities and companies could benefit from the expansion plans.

Reason: To provide an opportunity for public consultation on the potential sale of the site and on different options for retaining coach parking on Union Terrace, and to develop the Council's approach to targeted recruitment and training.

**Contact Details**

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**Cabinet Member Responsible for the  
report:**

Cllr Julie Gunnell -  
Cabinet Member for Corporate Services

**Report**  **Date:** 2 August  
**Approved:** 2011

**Wards Affected:**

Guildhall

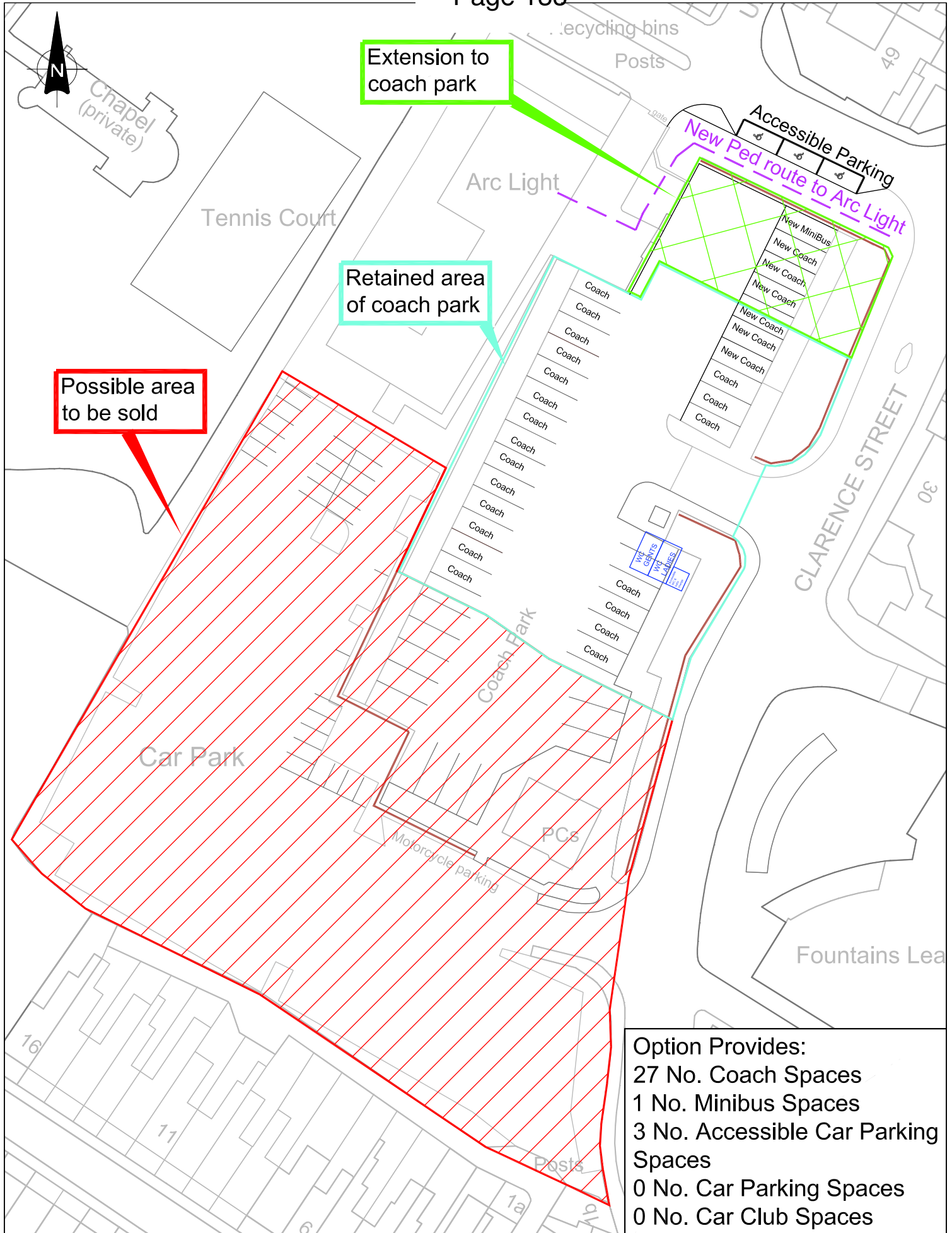


**For further information please contact the author of the report.**

**Background Papers:** None

**Annex:**

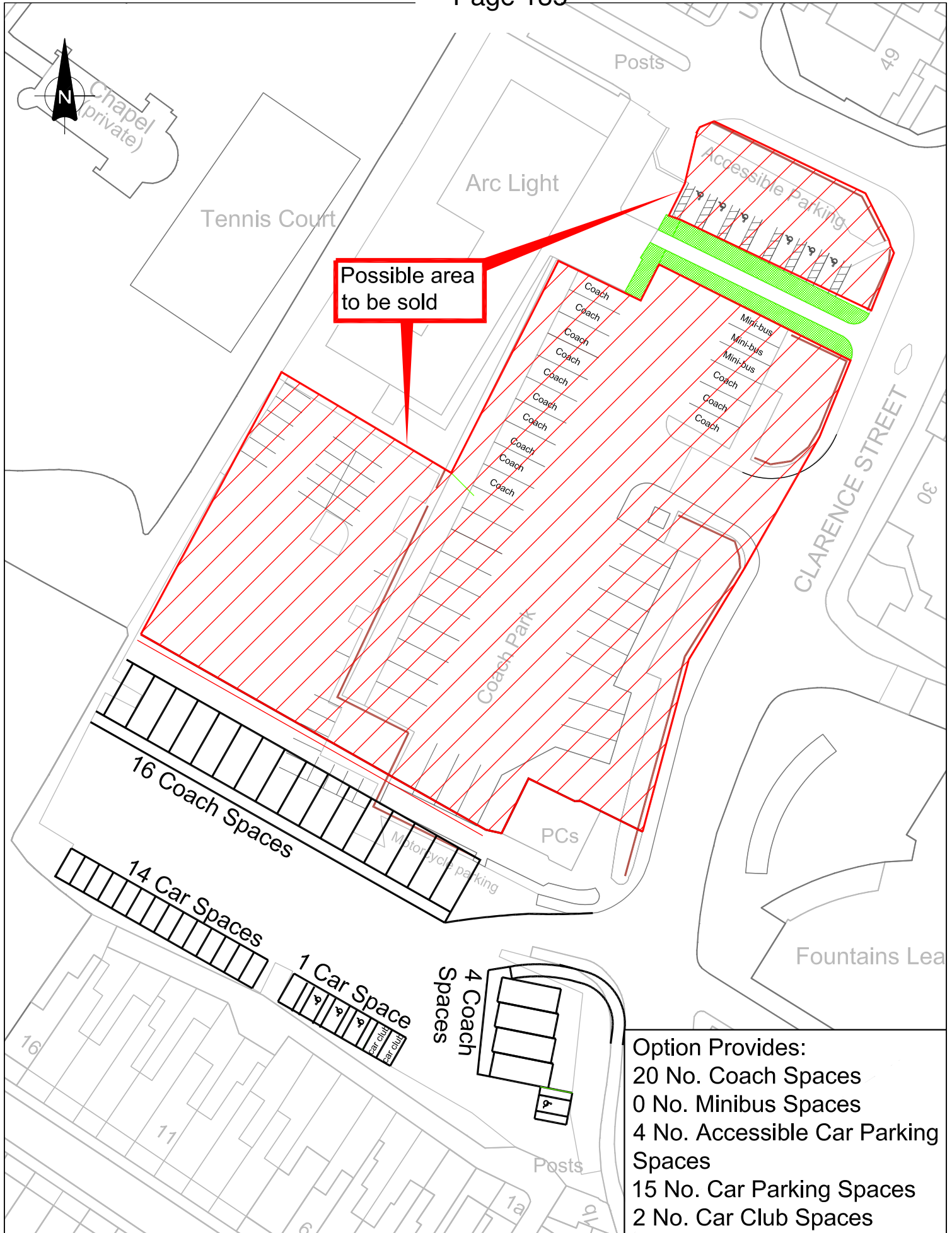
- Plans showing potential development site options A-E.



Option Provides:  
 27 No. Coach Spaces  
 1 No. Minibus Spaces  
 3 No. Accessible Car Parking Spaces  
 0 No. Car Parking Spaces  
 0 No. Car Club Spaces

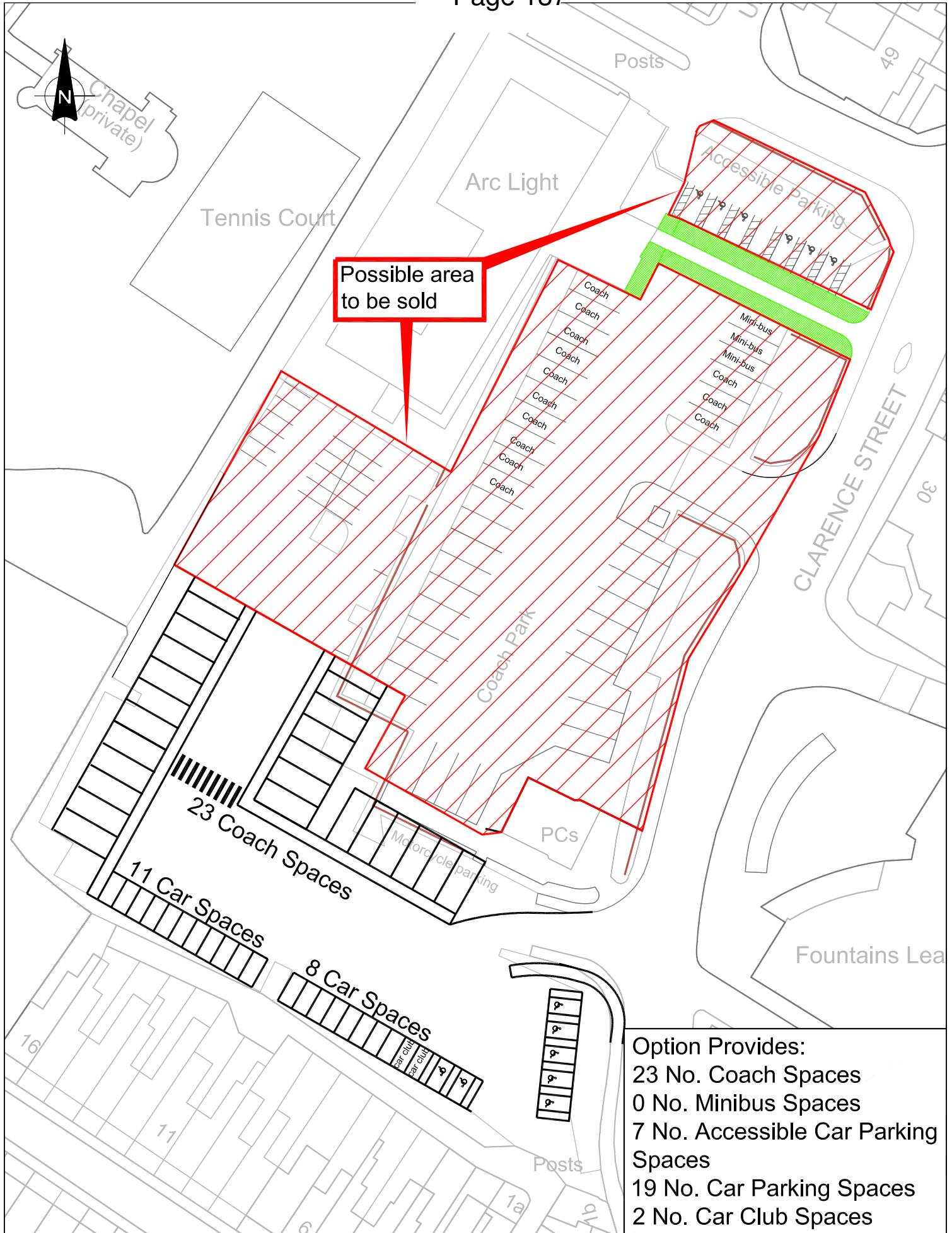
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Option Provides:  
 20 No. Coach Spaces  
 0 No. Minibus Spaces  
 4 No. Accessible Car Parking Spaces  
 15 No. Car Parking Spaces  
 2 No. Car Club Spaces

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Option Provides:  
 23 No. Coach Spaces  
 0 No. Minibus Spaces  
 7 No. Accessible Car Parking Spaces  
 19 No. Car Parking Spaces  
 2 No. Car Club Spaces



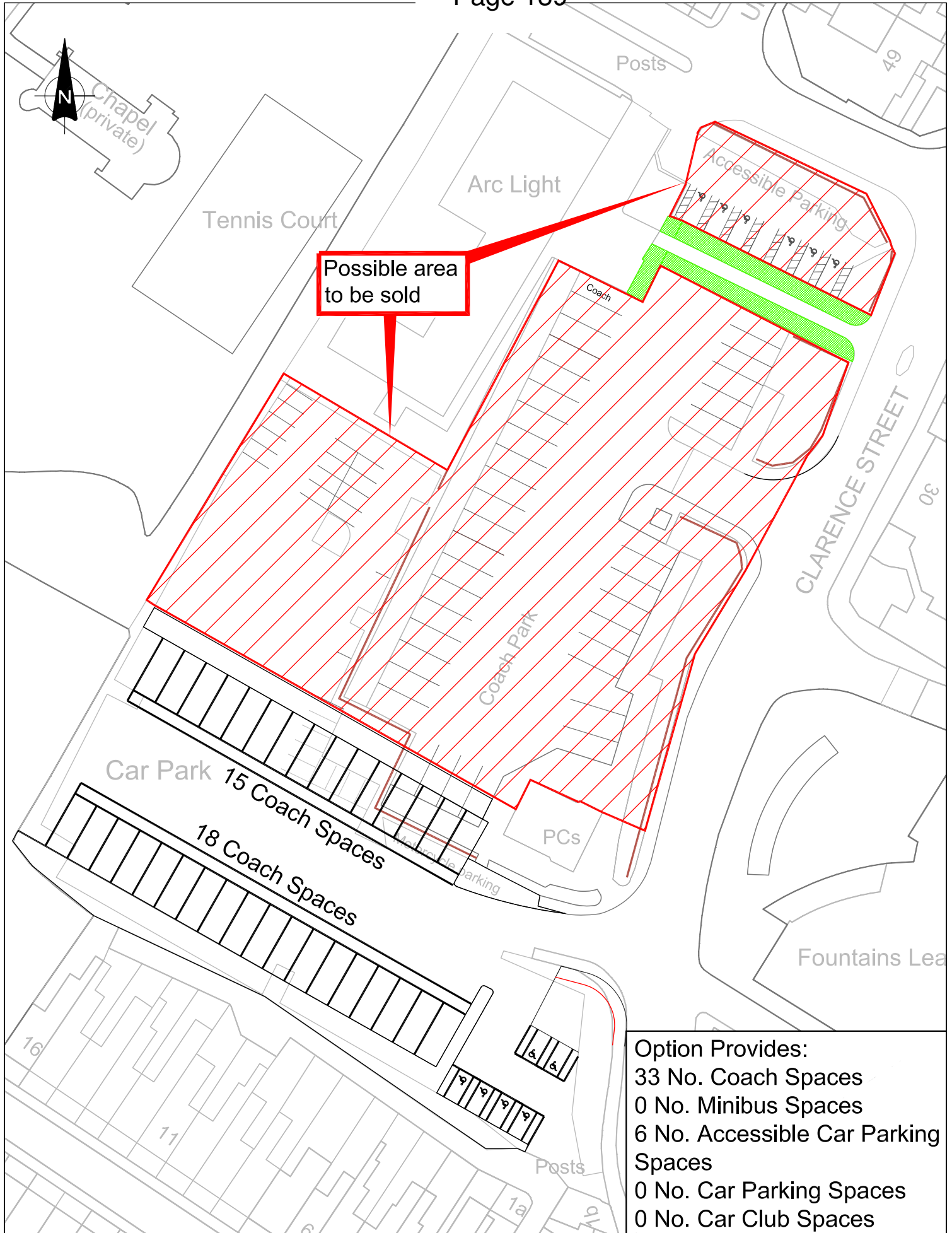
Union Terrace Coach Park – Option C

Partly Extended Southern Coach Park with Car Parking and Accessible Parking


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Option Provides:  
 33 No. Coach Spaces  
 0 No. Minibus Spaces  
 6 No. Accessible Car Parking Spaces  
 0 No. Car Parking Spaces  
 0 No. Car Club Spaces

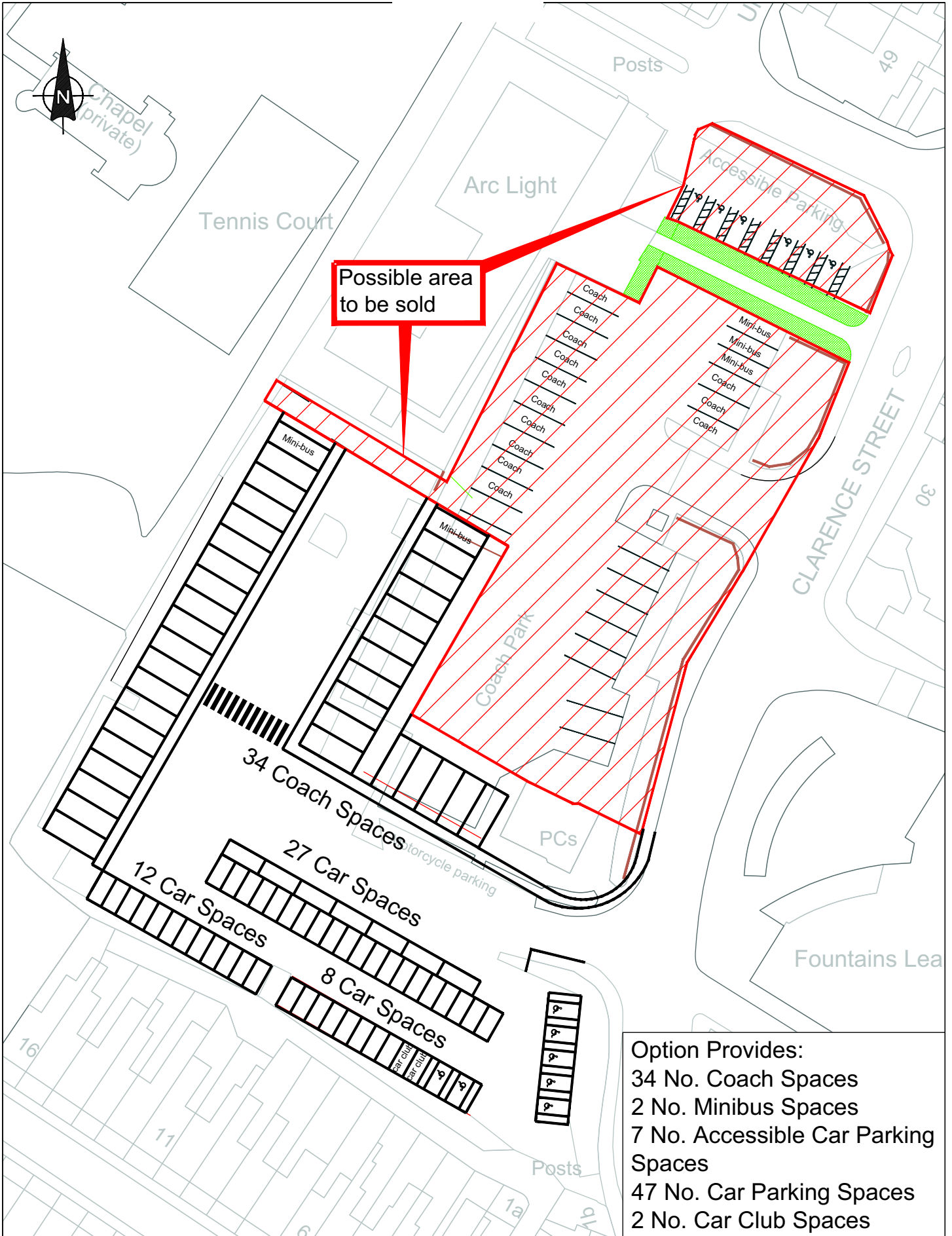

**York Consultancy**  
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**CITY OF YORK COUNCIL**

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Union Terrace Coach Park – Option D Southern Coach Park with Accessible Parking Only		TS/10010705/UTCP/04	SCALE 1:500 @A3
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Option Provides:  
 34 No. Coach Spaces  
 2 No. Minibus Spaces  
 7 No. Accessible Car Parking Spaces  
 47 No. Car Parking Spaces  
 2 No. Car Club Spaces



Union Terrace Coach Park – Option E

Fully Extended Southern Coach Park with Car Parking and Accessible Parking

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