

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.

Citywide (2010)		
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.

Union Terrace (2010)		
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.

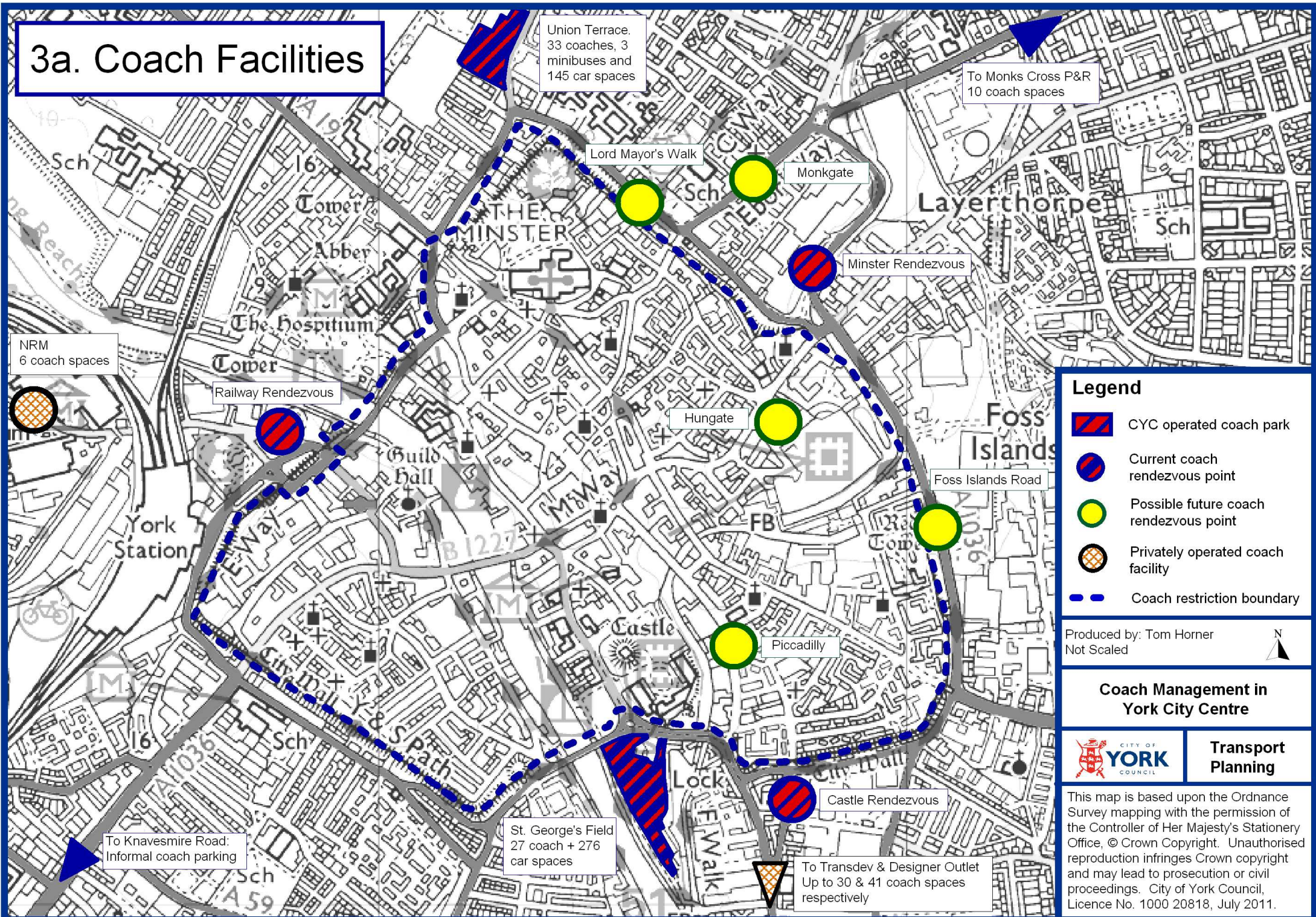
Car Parking Risks

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

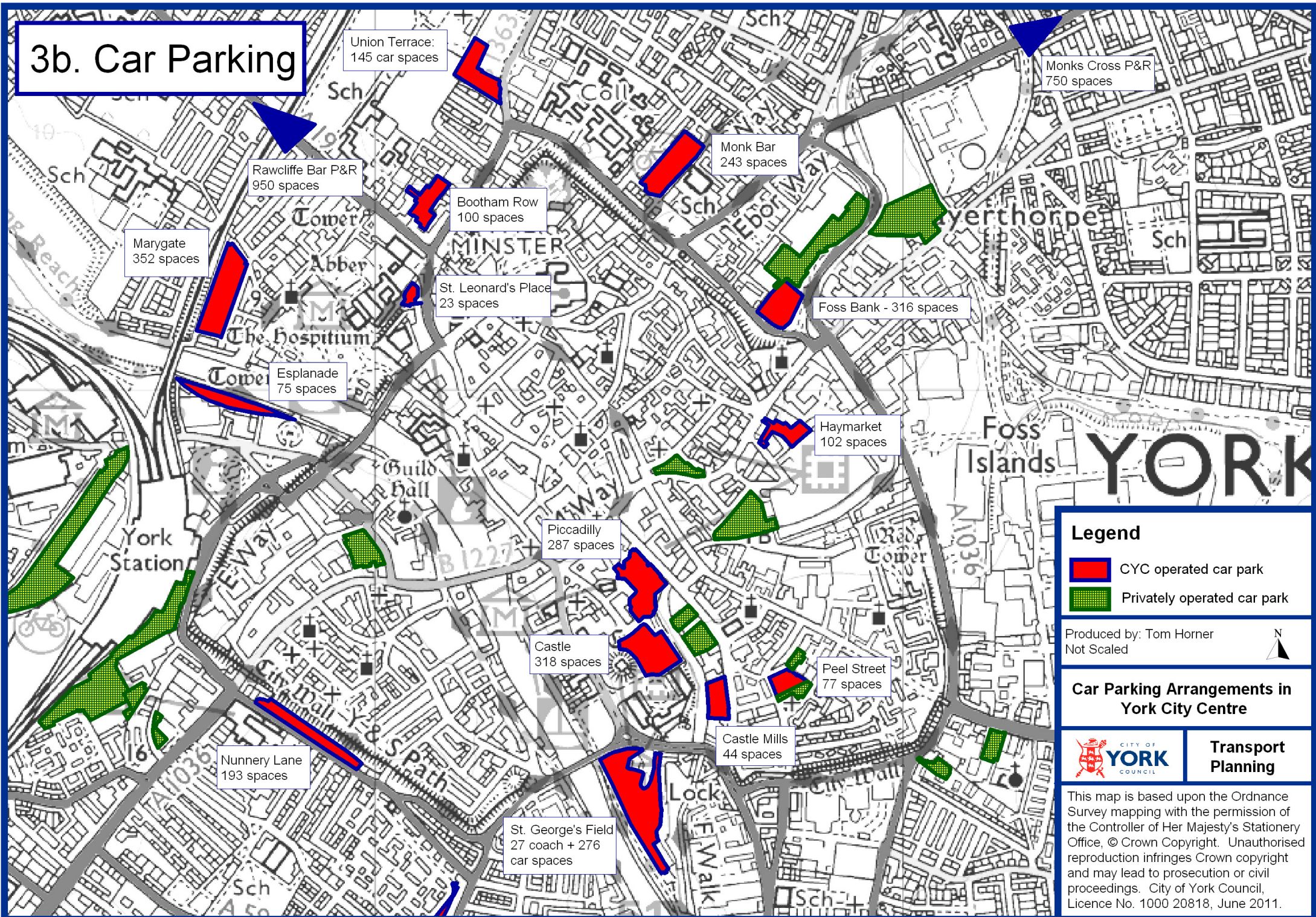
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Coach Management in York City Centre

City of YORK COUNCIL **Transport Planning**

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3b. Car Parking



Legend

- CYC operated car park
- Privately operated car park

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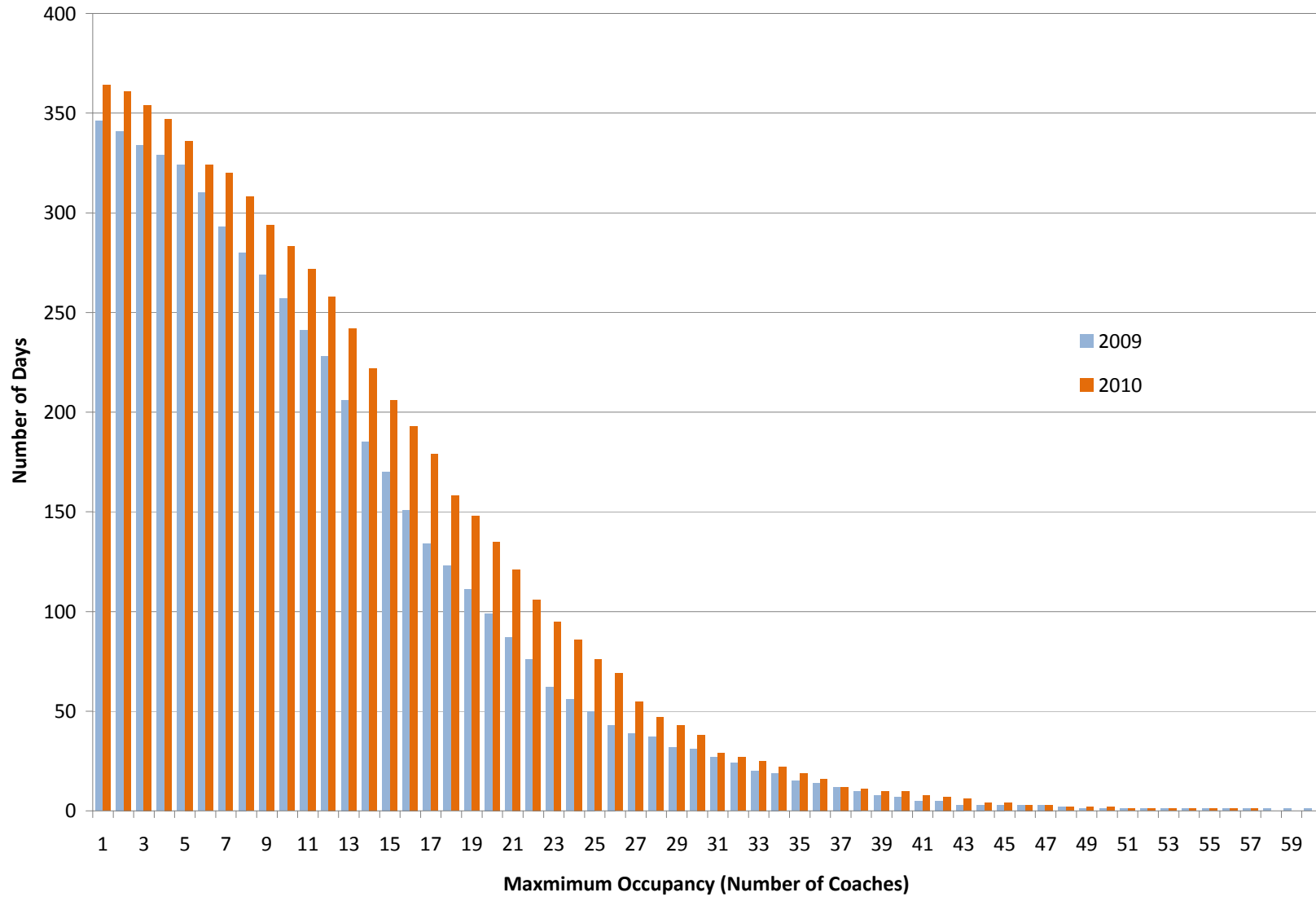
Car Parking Arrangements in York City Centre



Transport Planning

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



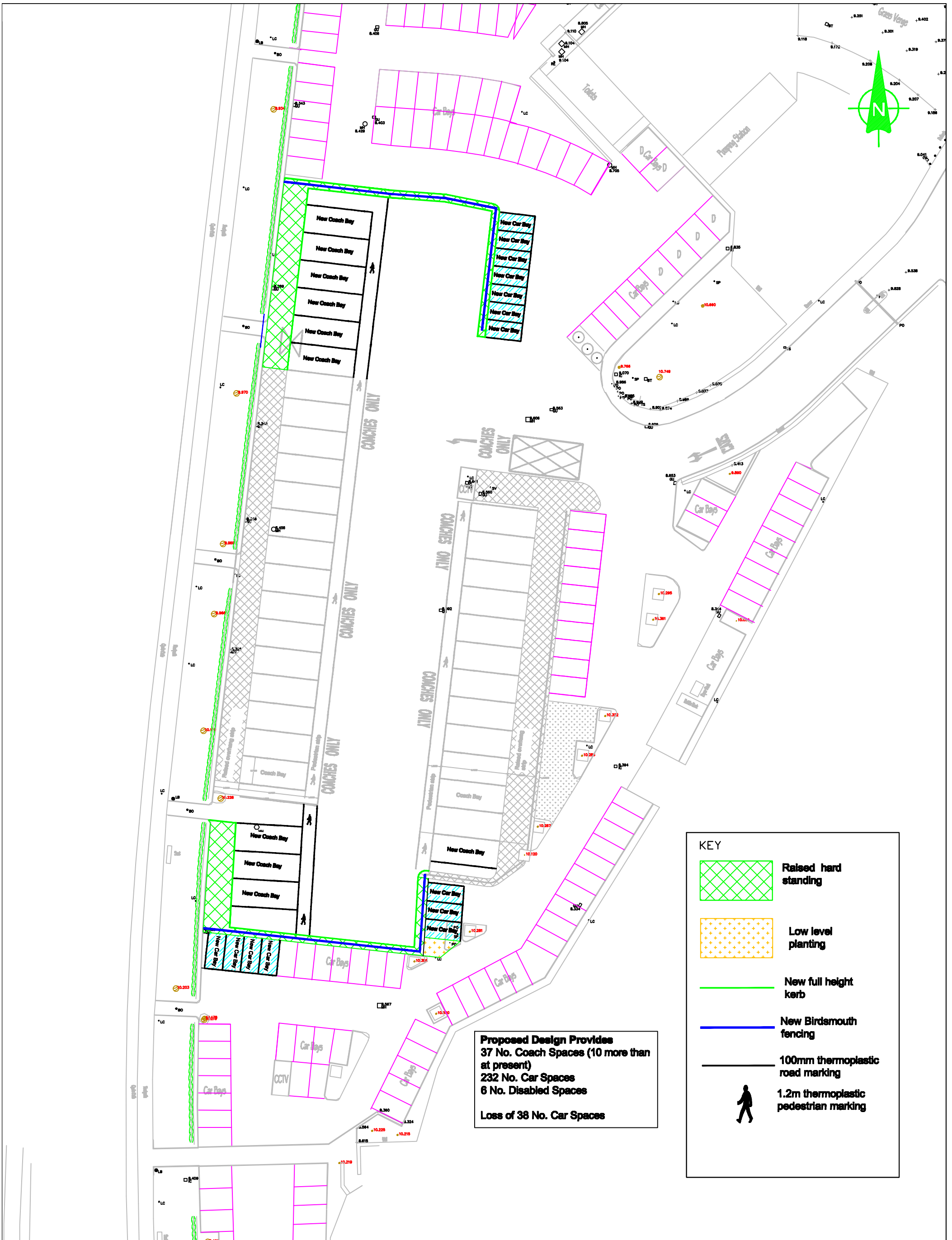
Union Terrace Coach Parking Options

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)

	Possible Option	Detail	Cost	Key Issues	Implications
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.</p> <p>North of City</p> <ul style="list-style-type: none"> • Monkgate (loss of residents parking, residential area), • Lord Mayors Walk (loss of resident parking, residential area), • Hungate area (narrow streets, future development) <p>Other Locations</p> <ul style="list-style-type: none"> • Foss Islands Road (loss of campervan & market traders parking, longer walking distance), • Piccadilly (limited capacity, development area), <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.</p> <p>Complementary out of centre parking required (Monks Cross P&R (10 existing), Rawcliffe Bar P&R, Transdev Depot (private) increase in capacity possible but detail to be confirmed.</p> <p>Management/Marketing/Enforcement Strategy required.</p>

	Possible Option	Detail	Cost	Key Issues	Implications
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)



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