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YORK CASTLE GATEWAY

Masterplan Framework
Draft Stage 1 Report

BDP.



MY
CASTLE
GATEWAY

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1.0 INTRODUCTION

1.1 The Castle Gateway Masterplan is being prepared for the City of York Council (CYC) by BDP, assisted by Witteveen+Bos, WSP and Mace. The project commenced at the end of June 2017 and is expected to be completed by December 2017.

1.2 THE CASTLE GATEWAY STUDY AREA

1.2.1 Castle Gateway is the part of York city centre, defined by the River Ouse to the west, Coppergate to the north, Fossgate / Walmgate to the east and extending south to take in St. George's Field and the confluence of the Foss and the Ouse (see Figure 1 Location Plan).

1.2.2 The study area is located at the point of the main artery into the city from the south, the A19 /A1036 (Fulford Road/ Fishergate) meets the Inner Ring Road, and the historic city wall. Clifford's Tower and York Castle, a Scheduled Ancient Monument and York landmark are at the heart of the area. The location and presence of the tower, a remnant of York Castle, gives rise to the working description of the study area as York Castle Gateway (see Figure 1.2 Study Area Plan).

1.3 PURPOSE OF THE STAGE 1 REPORT

1.3.1 This Stage 1 Report, summarises the baseline work carried out by the BDP team, to underpin the subsequent development of masterplan options for the Castle Gateway area (Stage 2 of the project).

1.3.2 This is not intended to be a comprehensive evidence base in isolation, but to provide an adequate basis for identifying alternative masterplan options. As such this study should be considered alongside other studies and reports prepared by and on behalf of the City Council.

1.3.3 The starting point for the project is an understanding of CYC's objectives and vision for the area.

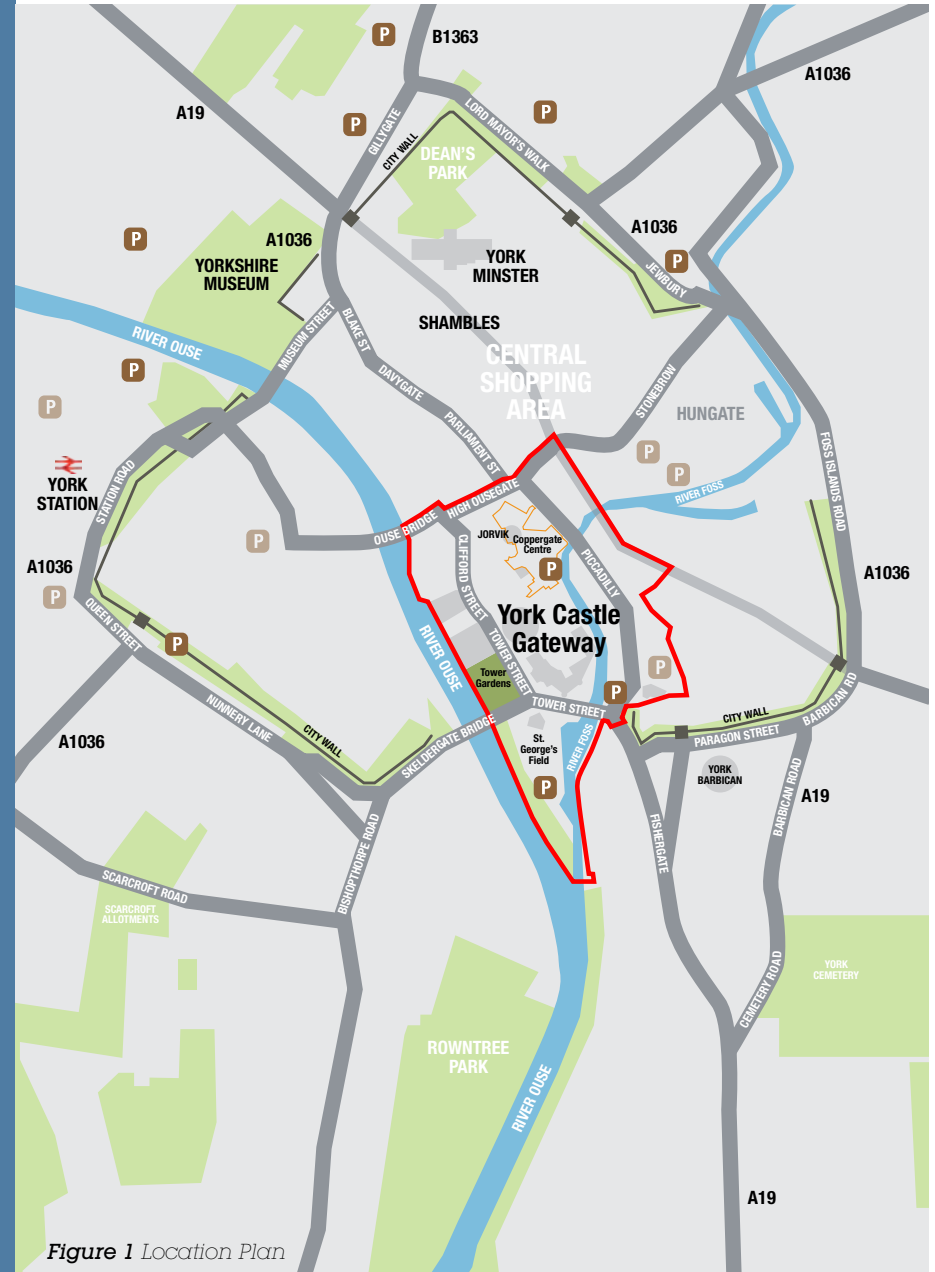


Figure 1 Location Plan



Figure 1.2 Study Area Plan



The Crown Court and Clifford's Tower, from the Eye of York

1.4 CLIENT OBJECTIVES FOR THE CASTLE GATEWAY AREA

1.4.1 The principles for the regeneration of the Castle Gateway area were established in a report to the City Council Executive in October 2015. This established the aims of the project, set out below:

- To improve the quality of the Castle Gateway and contribute to the economic vibrancy and prosperity of the city,
- The area could include quality public space that will increase footfall, and create a culturally, socially and economically vibrant area of the city,
- Development will respect and augment the heritage and cultural assets,
- Development will be environmentally sustainable,
- Development will exploit and celebrate the important river setting,
- Provide new homes and release pressure on green belt land),
- Maximise financial return from council assets to reduce pressure on ongoing budgets,
- Improve quality of car parking provision and promote the use of sustainable modes of transport,
- Improve pedestrian and cycle routes and accessibility throughout the area with better access and permeability, particularly across the River Foss and Tower Street,
- Improve the setting of Clifford's Tower,
- Improve the quality of the streetscape particularly along Piccadilly.

1.5 THE CASTLE GATEWAY VISION

1.5.1 These principles were refined into a vision for the area, through discussion with landowners and stakeholders, consultation with executive and ward members, and exploration of the detail of the development opportunities and infrastructure requirements, to form an over-arching vision for the Castle Gateway. This is summarised in a report of the Corporate Director of Economy and Place to the Council Executive on 26th January 2017, as follows:

The vision for the Castle Gateway is an exciting and ambitious plan which will reshape the area and realise the significant potential of this important part of the city. This vision would:

- Seek to relocate the existing surface level Castle Car Park away from Clifford’s Tower,
- Replace the lost car parking capacity through alternative options such as underground car parking on the same site or a purpose built multi-storey car park in an alternative location,
- Create a high quality mixed use commercial development on the banks of the Foss on the site of the Castle Car Park, respecting a build line that follows the historic line of Castlegate,
- Create a new public space on the Castle Car Park to link with the area in front of the Castle Museum and the Crown Court to create a re-imagined Eye of York area that would articulate the varied historical narratives of this important area of the city,
- Redevelop the Castle Museum and Clifford’s Tower as the anchor cultural attractions for the Castle Gateway area,
- Create a new pedestrian cycle bridge across the Foss which will connect the area to Piccadilly and on to Walmgate and Fossgate creating new lateral routes across the city centre,
- Create new riverside walkways along one or both banks of the Foss to improve access to St. George’s Field/ Foss Basin and into the city,
- Enable the revitalisation of the Coppergate Centre’s retail and residential offer by extending the leasehold term,

- Redevelop the low quality sites on Piccadilly (including Ryedale House, Banana Warehouse, NCP car park, Castle Mills Car Park and 17-21 Piccadilly),
- Explore long term options to realise the potential of St. George’s Field and the Foss Basin.

In determining the vision, consideration needs to be given to the scope for any change to the transport network. The following opportunities were specifically identified for further exploration:

- **Piccadilly** – opportunities to reduce the width of the carriageway and improve the foot streets and bus stop arrangements.
- **Piccadilly coach drop off point** – as part of a wider strategy for coach parking to be housed out of town with designated drop off points this location could be considered.
- **The southern end of Tower Street** – should car parking be relocated away from Castle Car Park this may reduce the need for the size of carriageway between Tower Gardens and Clifford’s Tower, facilitating better pedestrian routes.
- **Castle Mills Bridge/Fishergate area** – opportunities for improving cycle/ pedestrian (and vehicular) access to the Castle Gateway area from south of the ring road.
- **Coppergate/Pavement** – opportunities to reduce vehicular flow and enhance pedestrian movement between the city centre and Castle Gateway area.

1.5.2 The task of the BDP team is to develop a masterplan framework for the Castle Gateway area that meets the CYC objectives, and that further develops the vision for the area and expresses this in the form of a spatial framework and deliverable projects embracing infrastructure, built development and the public realm.

1.6 STRUCTURE OF REPORT

1.6.1 The remainder of the Stage 1 Report is structured as follows:

- Section 2:** Heritage Review
- Section 3:** Planning Review
- Section 4:** Townscape Appraisal
- Section 5:** Transport and Movement Review
- Section 6:** Infrastructure and Flood Risk
- Section 7:** Market and Sites Review
- Section 8:** SWOT Analysis and Masterplan Principles

Appendices

- 1 Bibliography
- 2 Planning Policy Matrix



Clifford's Tower



Castlegate and Fairfax House



River Foss



Piccadilly



Foss Basin



Crown Court



Coppergate Centre

2.0 HERITAGE REVIEW

2.1 INTRODUCTION

2.1.1 Statutory guidance requires the heritage significance of an historic environment to be clearly understood and set out in order that any proposals for change in the historic environment are informed by the site's past and seek to conserve the significance, character and appearance of the area for the future.

2.1.2 The following review of the heritage of the masterplan area is intended to inform the proposals for the Castle Gateway area. It focuses on areas of possible change and opportunity already identified in adopted conservation area appraisals and planning briefs.

2.1.3 This is not a detailed audit or inventory of the heritage assets across the Castle Gateway. Such audits already exist. (e.g. York Central Historic Core Conservation Area Appraisal - Part Two Management Strategy (November 2011); Heritage Topic Paper Update, CYC (June 2013); Heritage Impact

Appraisal, CYC (2013); York City Walls Conservation Plan & Access and Interpretation Plan (2005); York Development and Archaeology Study (1990)).

2.1.4 Similarly, this is not intended to be a detailed description of the historic development of the area. The historic development of York is well documented and the development of this part of York is the subject of detailed descriptions and ongoing research. The description of the area's development is a summary which draws together some key themes which are relevant to the masterplan process.

2.1.5 Neither is this an appraisal to satisfy statutory requirements of a planning application, although it could be expanded to form the basis for such a heritage statement in the future, when the masterplan takes shape.

2.1.6 It is instead intended to provide an overview of heritage which will provide the masterplan team with clear guidance: assisting the next stage of the study.



'The historic environment of the City of York is internationally, nationally, regionally and locally significant...'

...The historic environment of the City of York is a complex mixture of landscape, buried archaeological remains, buildings and structures representing almost 2000 years of urban growth that underpins the significance of the contemporary city. Past events, decisions and actions, some nationally significant have also helped shape the modern city...'

Heritage assets in York are varied and complex. Ranging from the huge and impressive to the small and subtle, from highly visible surviving monuments and buildings to the buried remains of 2000 years urban development, human settlement and activity.

...The evidence is rich, unique and irreplaceable...'

(Excerpts from York Heritage Topic Paper, CYC, 2013)

HISTORICAL DEVELOPMENT OF THE CASTLE AREA – A SUMMARY

'Contemporary York is the latest manifestation of an internationally and regionally important city that dates back at least to the Roman occupation of Britain in the first century AD. It is easy to think of York in a historical sense as a series of overlapping past urban environments such as 'Roman York', 'Viking York' or 'Medieval York'. In fact, the modern city is all of this and more. The historic environment is the glue that brings it all together, not in a stale and overtly precious way but in a dynamic, exciting and very contemporary way. Partly through accident and partly through design, York, has uniquely retained much of the special character that sets it clearly apart from other similar historic cities in England.'

(Extract from Heritage Topic Paper Update, City of York, June 2013)

The buildings of the Castle area have played a central role in historic events, both locally and nationally; they form a historic focal point in the City of York. Politically and administratively the site has been in continuous use since the 11th century, with events of local, regional and national importance carried out within the walls of the Castle and in the complex of buildings that succeeded the Castle on the same site.'

(Extract from Clifford's Tower Conservation Plan, volume 2, 2006)

Historical Development

2.2.1 The masterplan area is at the confluence of the Rivers Ouse and Foss. It is generally low lying ground bounded by the two rivers, rising slightly in level away from the river banks.

2.2.2 Archaeological evidence establishes it as an area of human activity over 2000 years ago. Evidence of pre-Roman burials have been found in the area.

2.2.3 In the 1st Century AD, the Roman fortress and later city of Eboracum – the basis for modern day York - was established within the fork formed by the confluence of the two rivers. The Ouse provided a river route from the North Sea which was navigable, and the location between the two rivers provided a defensible location. This was the site's first known use as a point of arrival for invasion and subjugation.

2.2.4 During the Roman period the importance of the river as a transport route made the area, lying just to the south of the fortified city, a busy area for mooring and trade – the remains of Roman jetties wharves and warehouses have been found - evidence of water-borne trade in the early city.

2.2.5 After the fall of the Roman Empire in the 4th century the city declined, but local British or Romano-British leaders may still have used the area as a seat of regional power and trade.

2.2.6 Between the 400 AD and 600 AD Anglo Saxons settled in the area. By the 8th century the city was according to a contemporary source:

'...a thriving seat of commerce by land and sea with a colony of international merchants living in or near the city.'

2.2.7 By this time there may have been a major Anglian church on the site of St Mary Castlegate. Evidence of a settlement from around 700 to 850 was discovered not far away at Fishergate at the junction of rivers Ouse and Foss. Evidence of timber buildings and associated ditches, rubbish pits, wells and latrines have been found nearby. There is also evidence of manufacture from raw materials including iron, lead, copper, wool, leather and bone.

Figure 2.1: History of York Timeline

Prehistory

4000 B.C. The First York Residents

From 4000 B.C. the landscape of the Vale of York was utilised more and more intensively until by the end of the Iron Age it was a well-developed, complex patchwork of farmsteads, fields, woodland and managed watercourses.

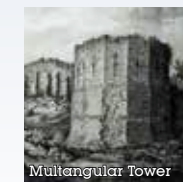


Roman

71 A.D. The Romans Arrive

York's Urban history truly begins with the Romans. The city was founded in about AD 71 when the 5,000 men of the Ninth Legion marched from Lincoln and set up camp.

Eboracum, as the Romans called York, was born.



- 71 York is founded by Roman Ninth Legion
- 120s Ninth Legion is replaced by the Sixth Legion
- 211 Emperor Severus (left) dies in York
- 210s Caracalla makes York the capital of Britannia Inferior
- 306 Emperor Constantius dies here
- 306 Constantine is declared Emperor in York
- 314 Bishop of York is summoned to the Council of Arles

The arrival of the Vikings, in the ninth century, brought superior skills in shipbuilding and navigation, and increased foreign contacts and York became a thriving trading and commercial centre. Easy access to the North Sea coast via the Ouse and the Humber enabled York to export its own timber and import more exotic items from Northern Europe and beyond. Archaeological finds from Viking Age York include amber and furs from Scandinavia, silk from China and the Middle East, copper alloy pins from Ireland, a cowrie shell from the Red Sea and pottery from Germany.'

2.2.8 Archaeological evidence suggests that throughout these times and cycles of increase and decline, the land in the fork between the Ouse and the Foss would play a key role in the life of the city; with river-based transport serving the city and related habitation, manufacturing and trading activities.

The Castle

2.2.9 The Norman Conquest signalled a major development. The strategic defensive position provided by the rivers led to its becoming the base once again for the imposition of power by external oppressors. York Castle was one of two castles built by William the Conqueror in 1068 – one on either side of the Ouse - to control access by river and to provide a stronghold from which to exert power over the North. The early structures on the east bank of the Ouse became the basis for York Castle.

2.2.10 The site became the focus for a regional power struggle - for rebellion against the new order and for revenge by the Normans - the 'Harrying of the North' - in which the castles were used as a base for the violent and cruel subjugation of the population. York was devastated.

After the Norman Conquest, York continued as an important trading port and by the fourteenth century the city was England's richest city after London, and

the Merchant Adventurers its richest guild. York's merchants exported wool, grain and cloth to Northern Europe and continued to import luxury items from overseas, such as olive oil, figs and raisins from Spain.'

2.2.11 The castle continued to be used as a seat of power and control over the subsequent centuries. It was rebuilt in stone between 1244 and 1264. The Keep, later to be called Clifford's Tower, and part of the stone bailey walls survive from this phase. The River Foss was dammed to create a moat around the castle. In the late 13th and early 14th century York was the base for Edward 1st's campaigns in Scotland. The castle became the King's centre for administering his Kingdom – he moved his court here. Over this period it accommodated ten parliaments, the royal household, troops, exchequer and treasury. York became the centre of government during the wars with Scotland but declined after 1335. It was still important administratively and housed a royal mint from 1353 to 1546. During the Civil War in the 1640s, the Castle was one of the headquarters of the Royalist forces.

2.2.12 The castle has therefore played a significant part in the history of England and the imposition of power over this region by external aggressors.

2.2.13 By the 17th century the castle's role as a seat of military power had waned, as had York's eminence as a port. York remained the administrative centre for the Ridings and a centre for society and fashion. The castle became a location for the law courts.

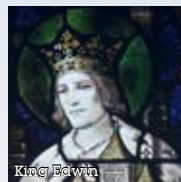
2.2.14 Gradual replacement of medieval buildings took place from the 1660s and included a new Jury House and Sessions House. From the 17th century, a series of court and prison buildings were built at the castle to deploy justice and punishment for the county. During the 18th and 19th centuries the greatest changes were made to the castle's buildings, landscape and function. Three fine classical buildings were built to administer justice and punishment, reflecting the importance of York's wider role within the region. The County Gaol was built 1701-5 and joined by the Assize Court, built 1773-

Anglo Saxon

411 A.D. After The Romans

The period of York's history from 400 to 600 AD is often known as the Sub Roman. It has been described as 'one of the most elusive epochs in York's history'.

It was also the time when Germanic immigrants from northern Europe – mainly the Anglo-Saxons – came to settle in the area.



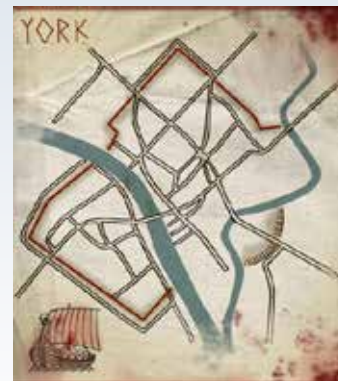
- 627 King Edwin of Northumbria is baptised in York
- 735 York has its first Archbishop
- 778 Alcuin becomes master of the York School



Viking

866 A.D. Viking Invasion

Led by Halfdan and Ivar the Boneless, the Viking army attacked on November 1st AD866. It was All Saints Day, an important festival in York when many of the town's leaders could have been in the cathedral, making a surprise attack even more effective.



- 866 Vikings capture the city
- 954 Last Viking King of York, Eric Bloodaxe is killed
- 1066 Battle of Stamford Bridge



7 by John Carr. The Court was followed by the Female Prison, built in two phases 1780-3 and 1802. Together these buildings comprise the only grand eighteenth century architectural set piece in the city.

2.2.15 These buildings form three sides of a courtyard around an oval grassed area, initially known as 'Eye of the Ridings' but now the 'Eye of York'. It was the most important civic space in the city where elections were held, announcements were made and executions took place.

2.2.16 The later phase of prison building consisted of a Felon's Prison building built between 1826 and 1835 was demolished in 1935. The unrealised scheme to build new municipal offices in its place foundered in 1939 with the outbreak of war, leaving only the foundations in place which were later covered over to form the current car park.

2.2.17 Since the early 20th century when its prison function ended, the site has been attracting tourists who come to see the iconic Clifford's Tower and Castle Museum, housed in former prison buildings

2.2.18 Since then the area of the castle and its surroundings has developed, changed and evolved to meet the needs of administration and government of the region.

St. George's Field

2.2.19 In contrast with the castle, St. George's Field has traditionally been open ground for the use of the people, whether for trade or leisure.

2.2.20 Throughout the period of the castle's development up until the 19th century, what is now St. George's Field was an area of open low ground, south of the castle which was prone to flooding. In medieval times it was bounded by water - the two rivers and the moat of the castle. It was an area of common ground with rights of public access. Its uses have included drying linen after it had been washed in the Ouse and its use as 'butts' for archery practice.

2.2.21 In the 13th century a chapel dedicated to St. George, along with associated buildings was built for the Knights Templar, along with a smithy and armoury, accessed by a bridge over the moat from the castle. The building was ruinous by the 15th Century and became in turn a Guildhall, house of correction, tenements and a tavern, which were demolished in 1856.

2.2.22 From the start of the 18th century executions were carried out outside the assize courts and witnessed from St. George's Field where large crowds would gather. The field by then was in the ownership of the city authority. Along the western edge of St. George's Field, along the bank of the Ouse, is part of the New Walk, a planned landscape promenade with trees (elms, limes) shrubs and gravel paths - laid out by the city corporation in 1733. The field continued to be used for grazing of animals and drying of cloth and sand extraction up until the 19th century.

2.2.23 In 1792 the Foss Navigation Company was established and the River Foss was canalised. The arrival of the railways in the nineteenth century led to further decline in York's water-borne trade.

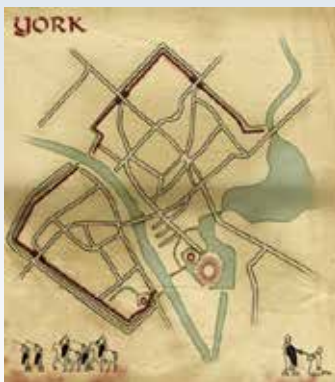
2.2.24 The construction of the first Castle Mills Bridge, built over the Foss in the mid-19th century, and Tower Street on the line of the castle moat, created a through route to the city centre separating the castle from St. George's Field. The construction of Skeldergate Bridge, completed in 1881 and of the road leading to it, divided the area south of the castle into two parts. The northern part was laid out as Tower Gardens, York's first municipal garden, whilst the area to the south - St. George's Field - remained as an area of open ground.

2.2.25 The connection of the area with the rivers was strong throughout its history. In the 17th and 18th centuries the Merchant Adventurers of York employed 1000 vessels for import and export of goods. The Watermen's Institute was built on the site in 1906. The Foss Basin remained a

Norman

1068 A.D. William the Conqueror marches on York

After the Battle of Hastings in 1066 York was 'seething with discontent' in the words of chronicler Orderic Vitalis. It was a Viking city, with Viking traditions and culture. More than that the whole of the north was in rebellion. So William marched on York in 1068.



King William



Clifford's Tower

- 1068 William the Conqueror arrives in York
- 1068 York Castle is founded
- 1069 Rebellion and the 'Harrying of the North'
- 1153 Saint William's miracle on Ouse Bridge
- 1190 Massacre of Jews

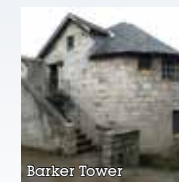
Medieval

1212 A.D. King John sells self-government to York

Disastrous and expensive military campaigns left King John sorely in need of funds, and one way to raise them was to allow a town's citizens to buy the right to rule themselves. For £200 and three horses, in 1212 John allowed York's citizens to collect taxes, to hold courts and appoint their own mayor.



Chamber pot



Barker Tower

- 1212 King John grants York new powers
- 1298 Edward I moves the government to York
- 1319 Scottish raid kills the Mayor of York
- 1328 King Edward III marries Philippa of Hainault in York Minster
- 1349 Black Death - plague hits York
- 1405 Archbishop Scrope leads rebels against the King and is 'martyred'

landing for barges. By now the rivers are now mostly the preserve of tourism and leisure, carrying mainly pleasure boats and rowers.

2.2.26 St. George's swimming baths were opened in 1882 and served as municipal baths until they closed in 1972 and were demolished.

2.2.27 Throughout this period the field had been used for public gatherings. Market fairs had been held here throughout its history and in Victorian times, pleasure fairs were also held.

2.2.28 Highway engineering works – including the significant works in the 1950s to Tower Street as part of the inner ring road – have further increased the separation of St. George's Field from its original castle context, and give it today a separate character. In 1952 car parking was introduced into the field.

2.2.29 In 1982 works commenced on the flood barrier and pumping station, dealing with storm water surface water

and foul water. The flood barrier gantry over the Foss is a prominent structure at the southern end of the Foss. In December 2015, water from the River Foss entered the pumping station causing serious damage. The barrier was back in operation in just over two days and has undergone extensive improvement since.

2.2.30 The area now accommodates a number of utilitarian functions. To the north of the area near Tower Street and the access road to the field is a sewage pumping station. The eastern edge of the area is characterised by the infrastructure of flood prevention system and by the Foss Basin marina/boat storage for tour boats which operate from the Ouse Bridge further up river. Most of the area is laid out as a tarmacadam car park for tour coaches and visitors' cars. It is a poor introduction to the city for the thousands who arrive here by coach or car.

King's Staith / Coppergate

Four main phases of development have shaped the character of this area. The

Anglo-Scandinavian settlement of Jorvik established the street pattern and was built upon in the medieval period when the area was home to an important friary and the city's main river landing stage, King's Staith. Five hundred years later, Victorian civic improvement swept away slums in the Water Lanes and created Clifford Street, followed by the Edwardian Piccadilly. In the mid-1980s, the Coppergate Centre was created on a former industrial and cinema site next to the Foss.

As a result of these phases and changing uses, this area is hugely varied in its architecture. Most streets are off the main tourist trail and its location on the fringes of the retail core make it a relatively quiet area, aside from the Coppergate Centre. The main pedestrian route from the Castle car park passes through the Centre towards the Central Shopping Area The area's main strength is undoubtedly the long stretch of riverside which is very popular in the summer.'

(York CHC CAA, 2016)

2.2.31 These phases of development provide a rich and varied townscape in most of this area and distinct zones of activity. At the river's edge at King's Staith and the 'Water Lanes' are public houses, a theatre and opera house generating a significant amount of night life. In the summer the riverside is a popular leisure space.

2.2.32 Medieval streets bounding the area and Castlegate – a key street within this area – are typical of inner city York, small in scale, irregular in shape and with a rich mix of architecture. They present challenges of shared space between cars and pedestrians. It finishes abruptly and poorly at its southern end.

2.2.33 Clifford Street was built in 1881 at the same time as Skeldergate Bridge and Tower Street, to create a new route into the city. Clifford Street is a Victorian set-piece of civic architecture; buildings include magistrates' court, fire station, police station and technical institute. It still contains many of the civic functions for which it was built. Some buildings have

Tudor/Stuart

1486 A.D. Henry VII Visits

Henry VII defeated the Yorkist favourite, Richard III, to win the crown in 1485. He visited York within a year. If the city was to prosper again it was vital that its citizens made a good impression. No expense was spared to win over the first monarch of the Tudor dynasty.



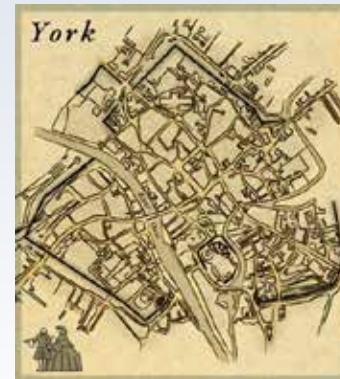
- 1530 Death of Archbishop Wolsey
- 1536 Pilgrimage of Grace
- 1539 Dissolution of the larger monasteries
- 1644 Civil War Siege of York



Georgian

1799 A.D. Nothing Really Happens

After 17 centuries of being at the centre of major national events, York in the 18th century was comparatively sedate. The city became known as the Social Capital of the North. And lots of elegant buildings were constructed.



- 1739 Dick Turpin is executed at York
- 1745 Twenty two Jacobite rebels are executed in the city



been converted to office use. As a traffic route to the city centre, it is noisier than Castlegate, which is now a quiet back street.

2.2.34 Tower Gardens was created at the same time, a part of St. George's Field cut off from the remainder by the new road, and laid out as York's first municipal gardens.

2.2.35 In 1912 Piccadilly was widened and lengthened to link up with Parliament Street. The Coppergate Centre was built in the mid-1980s and fundamentally changed the area by drawing shoppers in from the historic shopping streets to the north. It dominates the western side of Piccadilly at its northern end up to the bridge over the Foss, bringing the scale and character of a modern shopping centre within the city walls. It forms the southern end of the retail core of the city.

2.2.36 The Coppergate Centre is a busy hub of pedestrian activity but its inward

looking arrangement means this does not really spill out onto surrounding streets. It turns its back onto Piccadilly, to the small length of river frontage at the bend in the Foss, and to the castle, where its outward manifestation is an access ramp to the basement and storage and service areas.

Piccadilly

2.2.37 Piccadilly is a 19th – 20th century street built to connect the south of the city, with its northern end completed in 1912.

2.2.38 The land on which Piccadilly now stands was part of the flood plain of the River Foss, the canalisation of the Foss in 1782-3 allowed the land to be drained. Piccadilly was developed in two phases. In 1840 the southern end was formed on the line of a medieval lane which had run along the edge of the King's Fish Pond. In 1911-2 a new section to the north linked it to Parliament Street and the city centre to the north.

2.2.39 Despite being named after its London counterpart it did not develop as a prosperous retail street, but was occupied by a variety of trade uses such as timber, builders and coal merchants, a sawmill and brewery. Later workshops, garages and showrooms occupied these plots, which were larger than was typical in the medieval city. Some of the buildings from this period remain at the northern end of the street, backing onto the Foss, many in poor condition. In the late 20th century some of these were demolished to make way for large office blocks which line the street today.

2.2.40 Merchantgate is a short link which connects Piccadilly to Walmgate / Fossgate - in contrast to Piccadilly the latter is a thriving street of speciality shops and restaurants.

2.2.41 A new hotel at the southern end at its junction with Tower Street, built in similar stone to the castle and walls, successfully creates a sense of arrival at the city walls

and an entrance to the city within.

2.2.42 The level of neglect and decay on the remainder of the street is significant making Piccadilly arguably the least attractive street within the city walls. The York Trolleybus Garage (more recently known as Reynard's Garage), listed in the CHC CAA as a building of interest, was demolished as an unsafe structure in 2015. The site is currently used for 'meanwhile' retail use utilising shipping containers – like many other sites on Piccadilly awaiting appropriate improvement.

2.2.43 The construction of a hotel at the southern end has created a strong gateway into the street – giving better definition to the line of the city wall, but the remainder of the street is of poor quality, a remnant of poor 20th century development with little consideration of its location. The challenge is to claim it as a good quality street commensurate with its location within York's city walls.

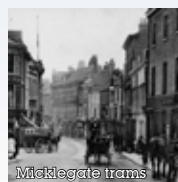
Victorian

1839 A.D. The Railway Revolution

The railways saved York from stagnation. Rail travel was still in its infancy when the first train left York in 1839. The first inter-city line in the world had been built by George Stephenson only nine years earlier. By 1840 trains were travelling direct from York to London.



- 1829 *The Minster is set alight*
- 1830 *York's first museum is built*
- 1839 *The first railway arrives*
- 1840 *The first train runs direct from York to London*



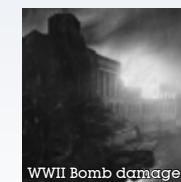
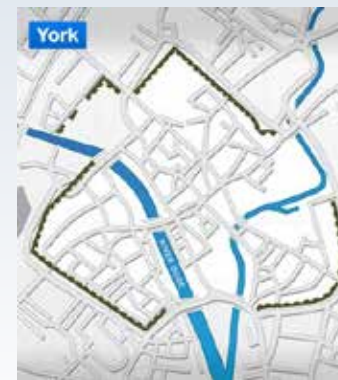
Micklegate trams

20th Century

1914 A.D. War Comes to York Again

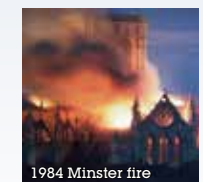
During the First World War, York came under attack by Zeppelin raids on May 2, 1916, killing nine people and injuring 40 more.

In WWII, on April 29, 1942, York again suffered when 92 people were killed and hundreds injured in Luftwaffe strikes on the city.



WWII Bomb damage

- 1938 *York Castle Museum opens to the public*
- 1942 *The city is bombed by the Luftwaffe*
- 1975 *National Railway Museum opens*
- 1979 *The dig at Coppergate uncovers Viking York*
- 1984 *Minster fire*



1984 Minster fire



Figure 2.2 My Castle Gateway Project web page

2.3 WHAT MATTERS ABOUT THE AREA TO THE PEOPLE WHO USE IT?

2.3.1 The 'My Castle Gateway' project has been developed by 'My Future York' through a partnership between York Environment Forum, York Past and Present, York Explore Libraries and Archives and Centre for Critical Studies in Museums, Galleries and Heritage at the University of Leeds. It is supported by the Arts and Humanities Research Council's Connected Communities programme.

2.3.2 My Future York is described as:

'an open and collaborative inquiry... to work with anyone who wants to get involved to develop richer understandings of the city's pasts and to inspire new alternative visions for York's future'

For the Castle Gateway Masterplan, CYC is collaborating with My Future York to go beyond conventional community consultation, by enabling all those interested to become part of a sustained long-term conversation - 'My Castle Gateway' - where they have influence through sharing responsibility for the area and its future.

Consultation carried out for the 'My Castle Gateway' conversation has been approached under 4 steps:

- Step 1: Building the brief
- Step 2: Deepening understanding, exploring challenges
- Step 3: Exploring the masterplan ideas
- Step 4: Making change together

2.3.3 The knowledge gathered by My Future York through My Castle Gateway provides an insight into the community values and heritage of the area.

'York is not just a historic city and it is not just a museum. We need to create a feeling of hope, of York regenerating and evolving, of things getting better.'

(My Future York, from a discussion documented by a walk leader on Opening Up Castle Gateway, 22nd July)

2.3.4 Below are five key themes that have emerged through the My Castle Gateway process:

1. Closing off and forging new connections

2.3.5 For hundreds of years, walls and rivers have been used to control and regulate people and their movement, closing off the Castle Area and Eye of York from the rest of York. Yet other parts of the area, St. George's Field and New Walk, have been characterised by public access, for example, historically for access to the river for washing and bathing.

2.3.6 New 19th and 20th century streets were added to create new connections – Clifford Street, Tower Street, Gyratory, Piccadilly – while cutting over older pathways and views, Saint Denys, Dennis Street, Castle Mills. In the same period, the rivers were worked hard increasing connections across the city and to trading links beyond, while the buildings faced

away. Yet now there is a strong interest in the working histories of the rivers and, especially, a desire to see, use, appreciate the wildlife of, and walk alongside the Foss. Walking has a long tradition in the area, whether public stroll or pragmatic short cut, the importance of walking has been increased by recent development of river walks downstream to South Bank via Millennium Bridge and extended to long distance walking and cycling routes beyond York's boundaries.

2.3.7 Key issues:

- Maintaining a degree of public access.
- Reconnecting old ways from Walmgate to the Foss and between the Foss and the Ouse and between Foss Basin and St. George's Field and the city centre.
- Strengthening pedestrian and cycle routes for to allow freedom of movement, preventing roads and traffic continuing to be the new walls, the new barriers which divide.

2. Public events and everyday encounters

2.3.8 Before the Prison walls enclosed the site in 1834, Eye of York was a place of political assembly, a tradition picked up again after the Prison walls came down in the 1930s. It is also a place of collective reflection and of large scale commemoration alongside small acts of memorisation. At other times, in common with the wider area of St. George's Fields and New Walk, it has been a place defined by public access, political assembly and protest, being socially visible and coming together to have fun.

2.3.9 There is a tradition of the Eye of York being an area of sociability, fun and playfulness: of art, of fairs and of fireworks. Through the My Castle Gateway conversations we can say there is a strong desire – taking into account the whole of the Castle Gateway area – to build on this history of public access and public events.

- How might these different traditions of public assembly, of different scales of commemoration and of playfulness be combined?
- How can the area be shaped to accommodate large numbers of people?
- How can old links and views be renewed? How can connections be extended for new uses?

2.3.10 Key Issues:

- Combining the different traditions of public assembly, of different scales of commemoration and of playfulness;
- Shaping the area to accommodate large numbers of people;
- Renewing old links and views;
- Extending connections for new uses.

3. Formal spaces, incremental development, living margins

2.3.11 There is a formality to the centre of the site. There is the set piece of the Georgian listed buildings. The area is still home to a working Court. The Eye of York carries a sense of occasion, of large-scale events and of big days out at Clifford's Tower or the York Castle Museum. Yet there is an informality and life in the margins, of people making spaces for things they want to do. Whereas Tower Gardens is maintained as formal gardens, beyond Skeldergate Bridge are trees, wildflowers are tended by community groups and people fishing.

2.3.12 There might be, at times, cheering, clapping, music, screaming, singing and raised voices. And, at other times, there might be quiet, reflection, peace and wandering alone. Some live in listed 19th century terraces, some in new flats with views over the Foss Basin, others on houseboats, others want more social housing, others sleep rough or are being supported to look for a new home.

2.3.13 There is a contrast in the grain of the city between the large formal spaces (the setting of Clifford's Tower, the Eye of York) and the more incremental development of Fossgate and other surrounding streets. Behind these streets are fragments of space near the Foss, such as 'the redbrick' which attract 'all of life'. Formal and organized activities and informal and do-it-yourself activities have often sat alongside each other. In living memory those with a bit of cash went to swim at St. George's Baths, while those without jumped across barges in the Foss Basin or dived for coins off the Blue Bridge. In this area some spend money in cafés and pubs, some simply sit on the Ouse bank and spend none at all.

2.3.14 This area has a tradition of being a working place, of warehouses, of mills. Today the area's more marginal relationship to the commercial centres of Parliament Street, Coney Street and Coppergate Shopping Centre and beyond has meant Piccadilly and Castlegate now can be home to independent businesses, creative start ups and community arts initiatives, a tradition that many want to see cultivated further.

2.3.15 Key issues:

- Enabling place for days out and evening entertainment and spaces where you can be for free;
- Enabling traditions to flourish, but respond to changing needs and expectations to accommodate new traditions?
- Designing public space which is planned for certain uses and which is also open to possibility - where there is little need for signage and where form and materials encourage experimentation and engagement, rather than forbidding it.

4. 'Living with water'

2.3.16 York is only where it is because of the confluence of the Ouse and Foss. The rivers have been used to create defences, fish ponds, routes for travel, trade and pleasure. Yet the rivers have a power that we know we cannot entirely control. The Foss Basin is defined by the Foss barrier and pump.

2.3.17 Key issues:

- Raising public awareness and understanding of the dynamics of the rivers, planning for flooding and environmental resilience;
- Treating the rivers with a respect that might enable us to use them for pleasure, for walking, for living on, for

boating and for swimming.

5. Change and how it happens

2.3.18 The Castle Gateway area has been defined by 'transformational episodes'. It is a place where changes, schemes of castles and prisons, have been imposed and it has been a place of protest, of seeking democratic rights and redress. One thing that matters to many who have taken part in the My Castle Gateway project so far, is to draw on the democratic traditions of the area, so that decision making regarding the future of the area is open and collaborative.

2.3.19 While there is hope and enthusiasm, there also remains a certain cynicism in whether public involvement will be taken seriously. There are memories of planning battles past and there is an often expressed concern that money will end up being the main decider. The tussle over the place, who will control it, how people can use it and live here, will continue. How change has happened, and will happen, is crucial to what people have said matters to them about the Castle Gateway area.

2.3.20 Key issues:

- Interpreting better the histories of the area, to understand the waves of transformation, the exercise of authority and the ongoing importance of the site to commemoration, politics and protest today;
- Exploring together 'what matters' to democratically inform the area's future.
- Tackling regeneration challenges including the need for development and the challenges of funding of infrastructure and public realm.

2.4 HERITAGE CHARACTER ANALYSIS

2.4.1 The Castle

Designated heritage assets

- Scheduled Ancient Monument of the Castle Precinct (Monument No. 13275 York. Castle: motte and bailey castle, tower keep castle, including Clifford's Tower) covers the majority of the area of the former castle bounded by Tower Street and the River Foss.

Grade I Listed Buildings:

- A. Clifford's Tower;
- B. Curtain wall – the southern part of the medieval castle wall;
- C. Debtors Prison (part of the Castle Museum) 1701-05 (attributed to William Wakefield);
- D. Assize Court (now Crown Court) and railings to front; 1773-7 by John Carr of York;
- E. Female Prison (now part of the Castle Museum) by Thomas Wilkinson and Tom price with additions by Peter Atkinson Senior.

Grade II Listed Buildings:

- Skeldergate Bridge (1878-81) lies on the western edge of the area;
- Various buildings on Tower Street and Tower Place bounding the area.

Historic Character and Uses

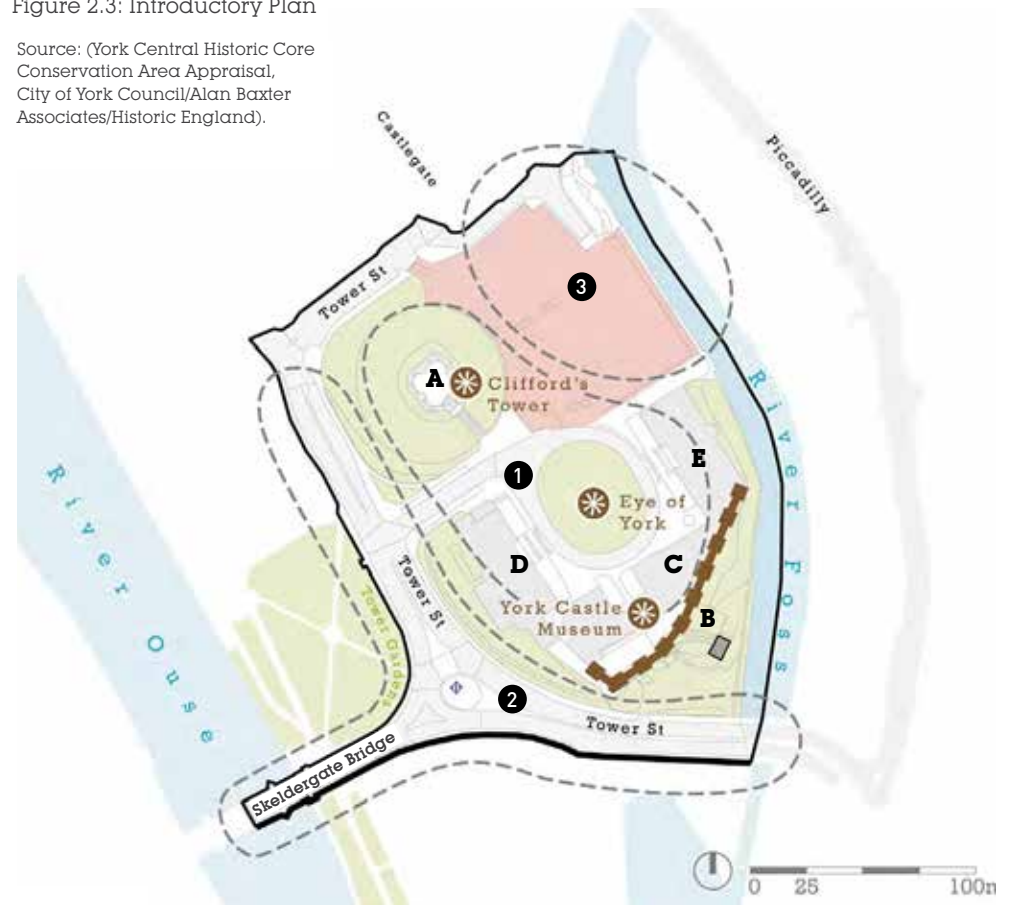
- Central role in historic events – locally and nationally;
- Historically a royal residence and seat of power;
- Site of the Jewish massacre of 1190;
- Political and administrative centre for the Ridings;
- Site of Justice (and injustice), incarceration and punishment
- Key trials – Peterloo trials, Chartists, Dick Turpin etc.;
- The Eye of York - Public assembly, elections, declarations;

Key themes

- Civic / Public assembly
- Administration
- Military / Defence
- Archaeological complexity

Figure 2.3: Introductory Plan

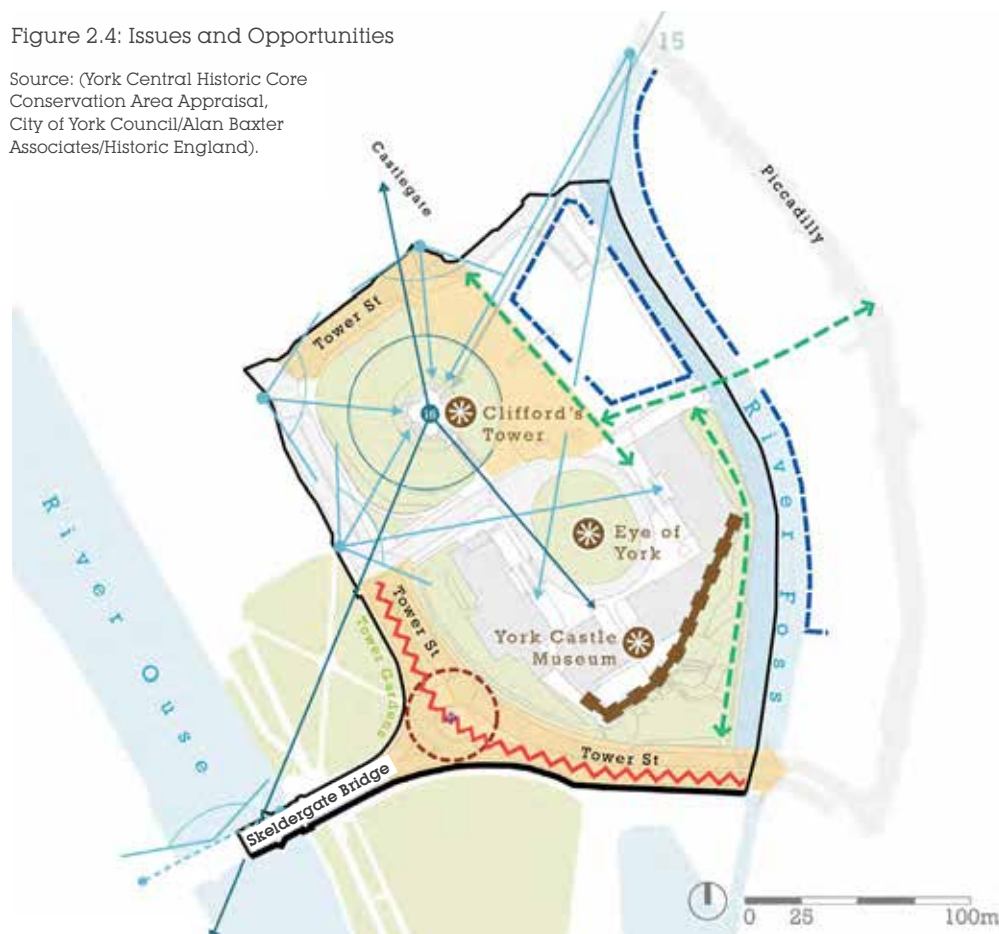
Source: (York Central Historic Core Conservation Area Appraisal, City of York Council/Alan Baxter Associates/Historic England).






- | | |
|---|-----------------|
| ① Core of the Castle, including Clifford's Tower and the Crown Court and former prison (now the Castle Museum) around the Eye of York | ☼ Landmark |
| ② Traffic dominated streets and spaces outside the Castle | ▨ War memorial |
| ③ Unattractive surface car park fronting Clifford's Tower and River Foss | — Medieval wall |
| — Conservation Area boundary | ■ Car Park |
| — Character area boundary | ■ Castle Mill |

Figure 2.4: Issues and Opportunities





Source: (York Central Historic Core Conservation Area Appraisal, City of York Council/Alan Baxter Associates/Historic England).








Existing

-  Barrier to pedestrian movement caused by road infrastructure
-  Landmark
-  Medieval wall

Opportunities

-  Public space improvement on Tower Street
-  New pedestrian and improved routes around Castle area
-  Junction improvements
-  Potential for high quality development (indicative area)

Views

-  Strategic panoramic with focal point
-  Local fixed with focal point
-  Local panoramic with focal point
-  Local dynamic panoramic
-  Key view from outside the character area - refer to section 3.5

Character today

Themes

- Administration of justice
- Heritage and culture
- Visitor attraction

Characteristics

- Landmark monuments
- Architectural character
- Archaeological complexity
- Limestone masonry

The characteristics of streets and spaces and buildings:

- Open, spacious character of the area contrasts with the tight urban street pattern of the historic city;
- Visitor/tourist activity;
- Set piece of three historic buildings defining the Eye of York;
- Tower Street - busy section of the ring road cuts off areas to the south;
- Poor quality of car park intrudes on high heritage significance;
- Car park and vehicle access breaks pedestrian/visual connection between city centre streets and castle buildings / Eye of York beyond;
- The river is neglected. The bank to the car park is overgrown with vegetation. The bank south of the Castle is under-utilised;
- Ryedale House intrudes negatively on views of the Castle;
- The service area/ car park entrance to Coppergate centre is a negative intrusion.

Opportunities

- Redefine the extent of the Castle/civic footprint;
- Remove low quality materials of car park and create high quality public realm;
- Remove car parking;
- 'De-tune' Tower Street allowing greater pedestrian priority;
- An open space for York's residents;
- An enhanced /enlarged public space for performance, events, exhibitions, shows, markets;
- A destination at the end of the vista from Castlegate;
- Reclaim the area for pedestrians - improve pedestrian connections and environment;
- Provide interpretation of the heritage of the site;
- The design and function of new buildings should be informed by the historic character of the site, and also make a positive contribution to the development and life of the city;
- Castle Museum could be a museum of the Castle - along with the proposed Clifford's Tower Visitor Centre, to tell the histories of the Castle and related themes of social history;
- A cultural/civic park to complement Museum Gardens to the north of the city;
- Reveal the River Foss - Improve views and pedestrian access. Improve connection between Castle Museum and the river;
- Enhance views in and out of the area and enhance settings of heritage buildings and connectivity with adjacent areas such as Piccadilly.
- Create places for people to eat, drink and socialise.
- Potential for residential use, reflecting the line of Castlegate which has had a residential history.

2.4.2 St. George's Field

Designated heritage assets

- Site of the Knights Templar's Chapel (St George's Chapel) is a Scheduled Ancient Monument;
- Area of interest for its Anglo-Scandinavian remains.

Historic Character and Uses

- Open area, common land;
- Public access and enjoyment;
- Festivals, market fairs and pleasure fairs;
- Holidays, relaxation;
- Access to the swimming baths (now demolished) and historically to the river for washing and bathing (no longer permitted for safety reasons);
- War and military functions – assembly, air raid shelters.
- Arrival point at the confluence of the rivers.
- Part of the Castle environs.

Figure 2.5: Introductory Plan

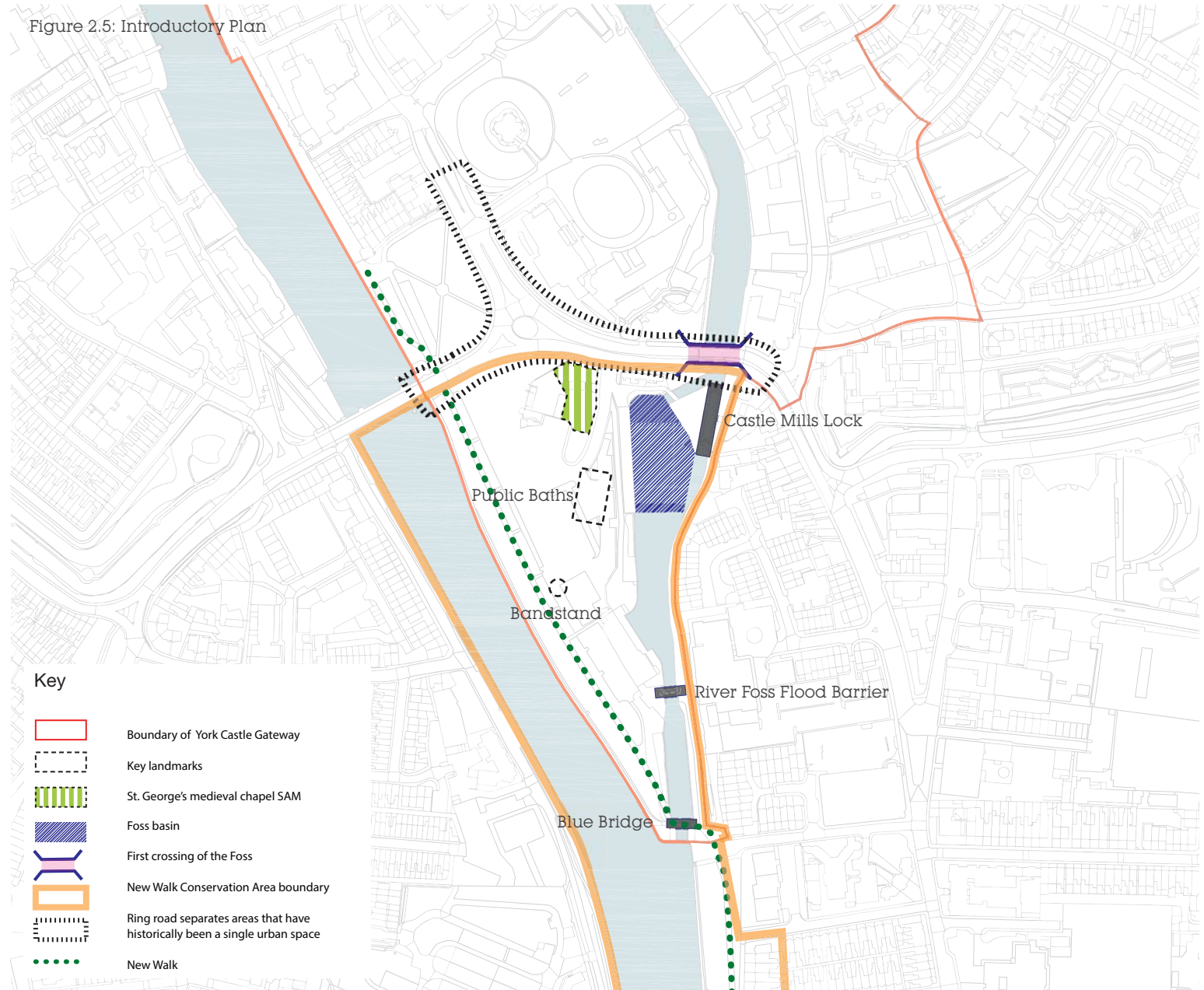
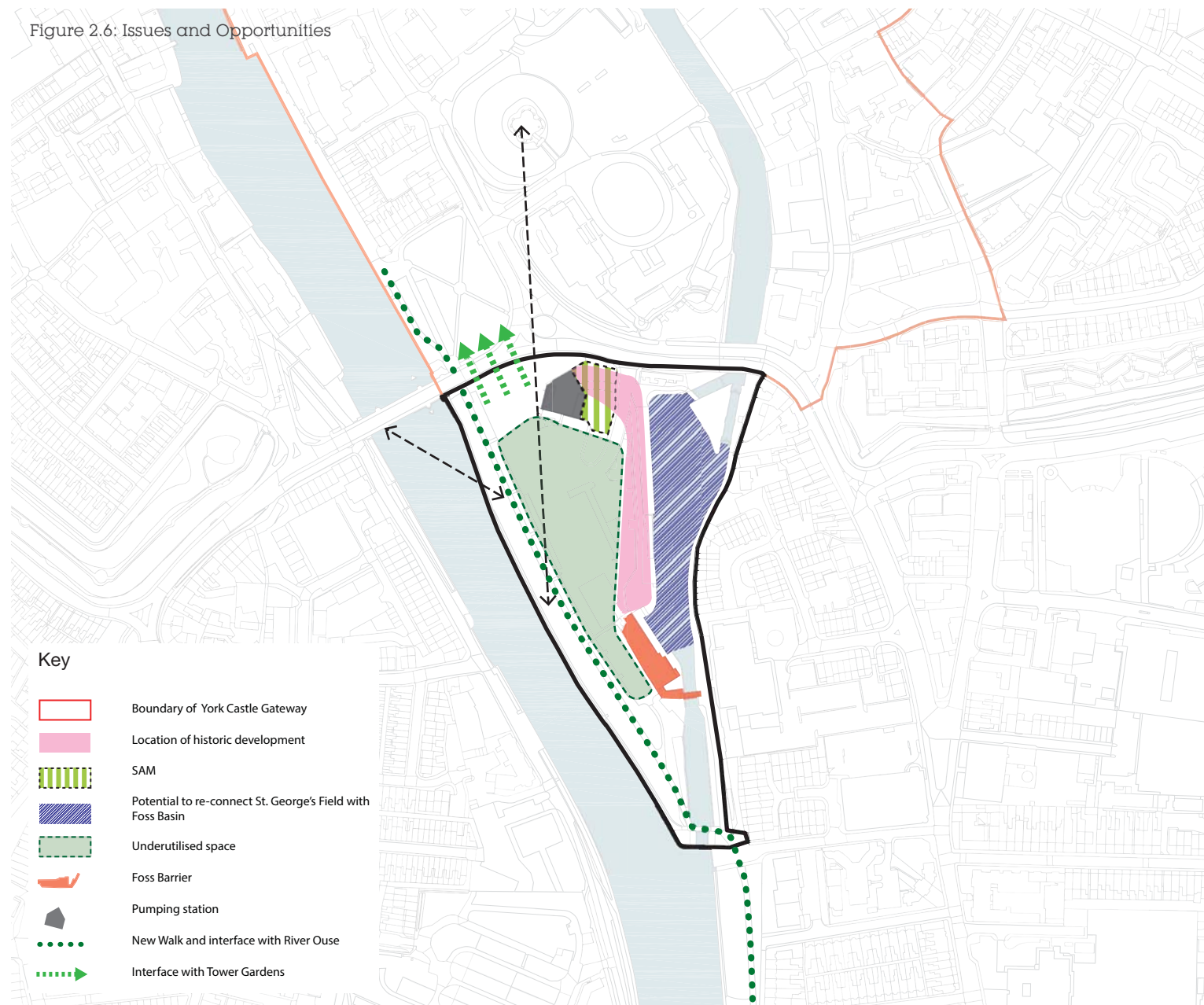


Figure 2.6: Issues and Opportunities

**Character today**

- Open space at the confluence of the rivers;
- Utilitarian, car parking flood defence/ drainage functions dominate;
- Strong separation from castle site – level change, pumping station, busy ring road, barriers;
- Good western edge along the bank of the Ouse is part of the New Walk – historic avenue and pedestrian / cycle way linking the city centre to the south of the city;
- Poor eastern edge along the Foss is characterised by small boatyard/ marina - utilitarian, poor quality environment;
- Southern tip characterised by Foss Flood Barrier and Blue Bridge (1930);
- Blue Bridge/New Walk is part of a key pedestrian cycle route (except when flooded);
- Central area is low quality tarmac area for tourist coaches drop off and parking and car parking.

Opportunities

- Car park or civic park?
- Improve quality of edge/connection to Tower Street and the Castle;
- Enhancement of New Walk (and Tower Gardens beyond) as high quality space and key pedestrian route to Castle and city centre;
- Enhanced boatyard / marina environment with edge development to the Foss bank;
- Improve quality and provision of coach drop off/ parking and car parking. Investigate feasibility of additional development over car parking. Car parking should be high quality space – a worthy setting off point from which to explore the city.
- Residential development to reflect developments on the opposite side of the Foss Basin.

2.4.3 Piccadilly

Designated heritage assets.

Grade II Listed Buildings

- Red Lion Pub

Unlisted buildings of merit / Locally listed

- Banana Warehouse

Archaeological - area of interest for its Anglo-Scandinavian remains

Historic Character and Uses

- 19th century / early 20th century origins and uses;
- Work-related activities;
- Utilitarian;
- Industrial /workshop type uses;
- Engineering / automotive/ early aircraft manufacturing;
- Artisan/craft /making.

Figure 2.7: Introductory Plan

Source: (York Central Historic Core Conservation Area Appraisal, City of York Council/Alan Baxter Associates/Historic England).



- ① Interwar commercial development
- ② Post war commercial development
- ③ Late 20th century commercial development
- ★ Landmark
- Character area boundary

Figure 2.8: Issues and Opportunities

Source: (York Central Historic Core Conservation Area Appraisal, City of York Council/Alan Baxter Associates/Historic England).

**Existing**

- Building at risk
- Landmark

Opportunities

- Opportunity for improvements to environment along Piccadilly
- Potential for pedestrian access to river and Castle
- Potential for public space along riverfront
- Significant redevelopment opportunity

Views

- Strategic fixed with focal point
- Local fixed with focal point

Character today

The characteristics of streets and spaces and buildings:

- Relatively modern (19th/20th century) street, situated within the historic city walls;
- Beyond visitor and retail areas;
- Larger plots than is typical in York's medieval streets;
- New hotel and residential uses emerging;
- Plots on the western side back onto the Foss;
- Many buildings on Piccadilly detract from the character of the historic city surrounding it;
- Ryedale House has a negative impact on the setting of the Castle buildings because of its height and prominence;
- New hotel at southern end forms strong gateway into the street (though its material suggests a civic use);
- Access to Coppergate multi-storey car park creates traffic;
- Car dominated, poor quality streetscape;
- Poor pedestrian environment.

Opportunities

- To bring Piccadilly up to the quality of other streets within the city walls;
- To create a distinctive and successful street;
- Remove car parking from underutilised sites along west side of the street (backing onto the Foss) and from Coppergate to reduce impact of cars on the street;
- Review viability / design life of Coppergate Car Park and suitability for conversion to more retail space (this would reduce traffic into Piccadilly and create an improved, active southern edge to Coppergate, along its edge to the Foss);
- Redevelop redundant/ underutilised sites – replace poor quality buildings with buildings in character with the historic core;
- Scale - 4-storey at the north end of Piccadilly rising towards the south;
- Plan forms influenced by deep staith plots and narrow street frontages to make visual connections between the street, the river and the Castle beyond;
- Low rise/high density;
- Active ground floor frontages to provide life to the street;
- Introduce more residential above to provide vitality to the area;
- Materials/ colouring to complement York historic core;
- Use the opportunity afforded by the extent of poor buildings to create a distinctive new area within the walls – influenced by the past history of the street - live work / creative/ workshop/artisan;
- Improve streetscape to create better balance between pedestrian spaces and essential vehicular traffic, and a good quality environment for residents;
- Improved cycle route into city centre from the south (alternative to Blue Bridge/ New Walk when latter flooded).

2.4.4 King's Staith / Coppergate

"Four main phases of development have shaped the character of this area. The Anglo-Scandinavian settlement of Jorvik established the street pattern and was built upon in the medieval period when the area was home to an important friary and the city's main river landing stage, King's Staith. Five hundred years later, Victorian civic improvement swept away slums in the Water Lanes and created Clifford Street, followed by the Edwardian Piccadilly. In the mid- 1980s, the Coppergate Centre was created on a former industrial and cinema site next to the Foss.

As a result of these phases and changing uses, this area is hugely varied in its architecture. Most streets are off the main tourist trail and its location on the fringes of the retail core make it a relatively quiet area, aside from the Coppergate Centre. The main pedestrian route from the Castle Car Park passes through the Centre towards the Central Shopping Area The area's main strength is undoubtedly the long stretch of riverside which is very popular in the summer."

(York CHC CAA , 2016)

Designated heritage assets:

- An area under the Coppergate shopping centre is a scheduled ancient monument.
- Grade I Listed Buildings:

Grade I Listed Buildings:

- Fairfax House (possibly 1740s);
- Castlegate House (1762- 3), two very fine mansions in Castlegate designed by John Carr;
- Saint Mary's Church (now used as an exhibition centre for temporary installations);
- Cumberland House - the earliest commercial riverside building in the city;

Grade II Listed Buildings:

- A large number of the buildings in the area are Grade II listed, including all the buildings lining the block bounded by South Esplanade, Peckitt Street, Tower Street and Tower Gardens are listed Grade II with the exception of one which is Grade II*. Further clusters define the northern end of Castlegate and the south side of Coppergate and Pavement near their junction with Piccadilly.

Heistoric Character and Uses

- Various zones of activity
- Civic / Administration
- Retail / Trade
- Leisure / tourism
- Residential

Figure 2.9: Introductory Plan

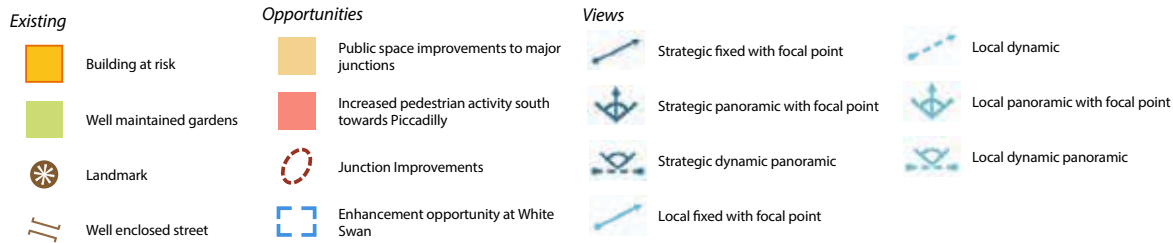
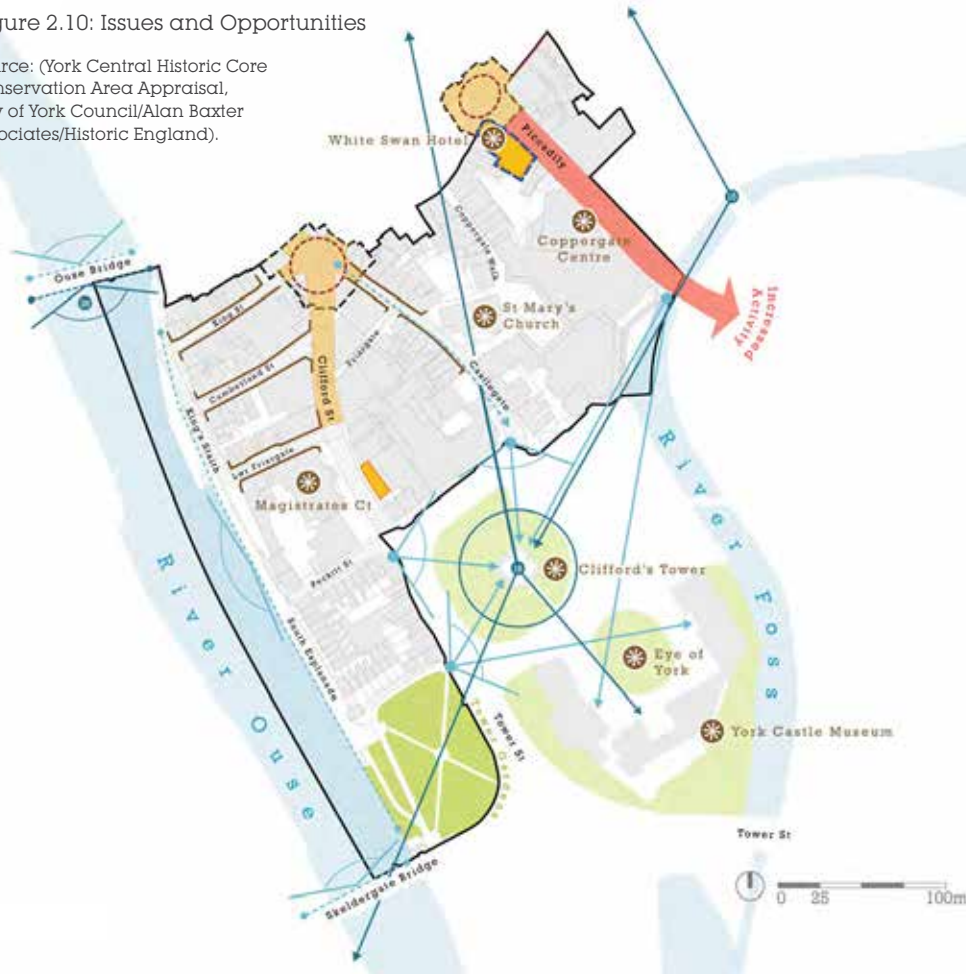
Source: (York Central Historic Core Conservation Area Appraisal, City of York Council/Alan Baxter Associates/Historic England).



- ① 19th century Water Lanes slum clearance and creation of Clifford Street
- ② Early 19th century housing and shops surrounding Tower Gardens
- ③ 1980s Coppergate Centre development containing shops and Jorvik Viking Centre
- ★ Landmark
- Character Area boundary
- - - Area of overlap

Figure 2.10: Issues and Opportunities

Source: (York Central Historic Core Conservation Area Appraisal, City of York Council/Alan Baxter Associates/Historic England).



Character today

The characteristics of streets and spaces and buildings, a rich mix of traditional city uses in a mix of historic streets:

- Area rich in character and variety;
 - Green space of Tower Gardens
 - Medieval streets
 - Riverside setting and popular riverside spaces on the bank of the Ouse
 - Victorian architecture and character of Clifford Street.
- Architectural character – rich mix of uses periods and styles;
- Brick walls and slate roof evident in Victorian buildings to the west of the site;
- Coppergate Centre at north east of the area is inward looking – turns its back on surroundings - notably Piccadilly, the River Foss close to Foss Bridge; and the northern corner of the Castle with detrimental, negative impact on those areas;
- Vibrant waterfront bars and restaurants;
- Tower Gardens – underutilised and with antisocial behaviour;
- North west of the area contains a rich collection of streets with mix of medieval and Victorian character;
- Northern edge characterised by the traffic-laden streets which divide the area from the city centre to the north;
- Clifford Street is a poor environment for pedestrians and cyclists.

Opportunities

- Junction improvements - Improve pedestrian environment at major junctions connecting the area to the town centre;
- Improve pedestrian environment past Coppergate Centre down Piccadilly;
- Seek improvements to Coppergate Centre to provide more active frontages to castle, Piccadilly and river frontage;
- Investigate removal of car parking from Coppergate Centre to increase retail area and reduce traffic on Piccadilly;
- Improve contribution of Tower Gardens to flow of pedestrians in the area as a part of initiatives for St. George's Field;
- Review vehicular traffic and circulation in Clifford Street and Castlegate to provide improved pedestrian/cyclist environment;
- Review vehicular traffic and circulation along northern boundary to improve link with city centre.

2.4.5 Statement of Significance

Through discussion with representatives from Historic England and advice set out within the organisations 'Conservation Principles, Policies and Guidance', the potential for change across the Castle Gateway proposed by this masterplan is understood to require a high-level assessment of the historical 'significance' of the place affected.

The idea of 'significance' relates to the following six core values, which, when considered together, allow for the understanding of collective heritage values attached to a place, be it a building, archaeological site or large historic area such as the Castle Gateway:

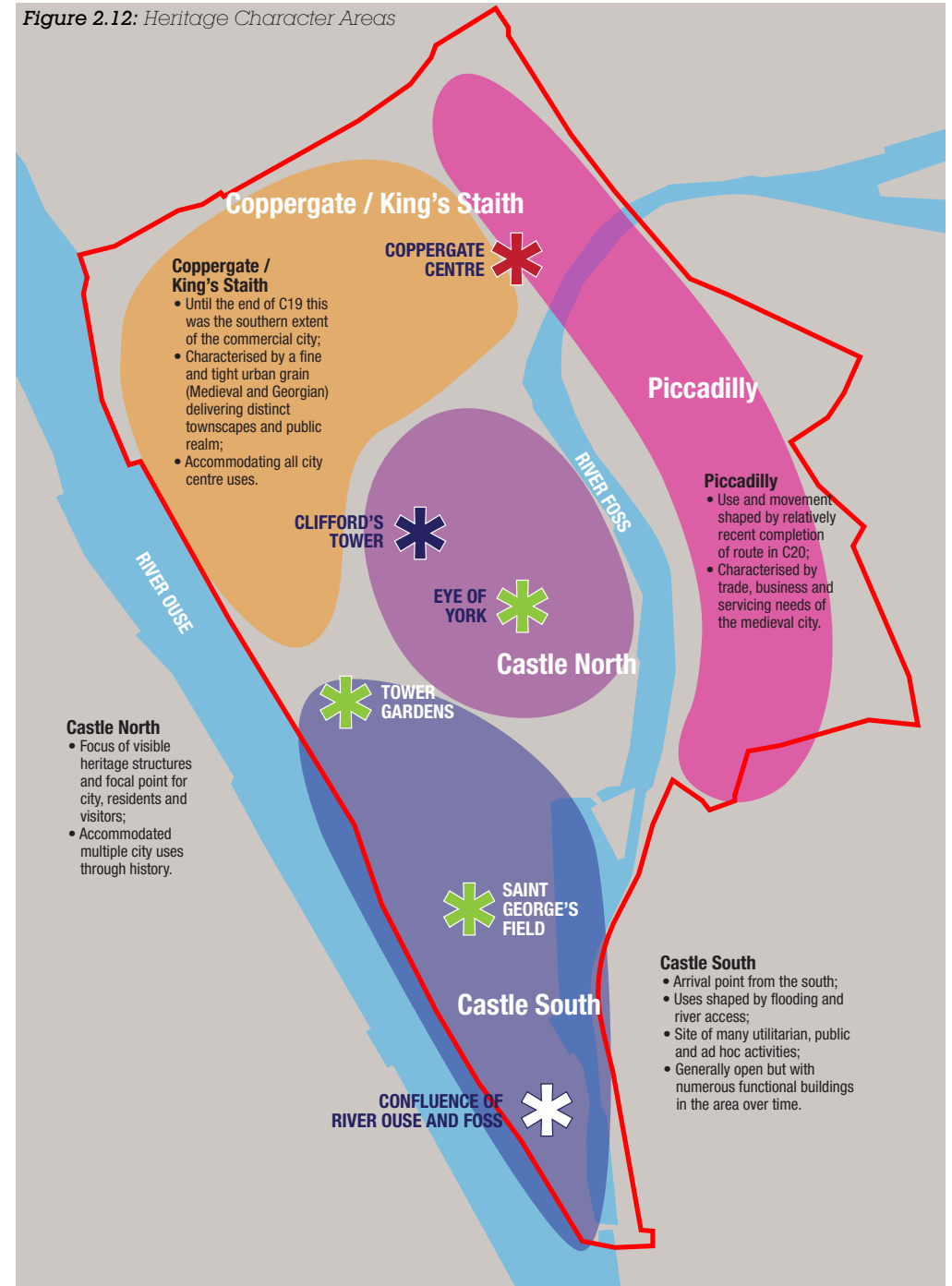
- The historic environment is a shared resource;
- Everyone should be able to participate in sustaining the historic environment;
- Understanding the significance of places is vital;
- Significant places should be managed to sustain their values;
- Decisions about change must be reasonable, transparent and consistent; and
- Documenting and learning from decisions is essential.

People value historic places in many different ways, and the understanding of a place and assessment of its significance demands a systematic and consistent approach, appropriate and proportionate to the scope and depth of the decision to be made, or the purpose of the assessment.

By grouping the above principles in line with guidance from Historic England, this section considers the 'significance' of four historic areas covering the Castle Gateway under the following categories:

1. Evidential value - the potential of a place to yield evidence about past human activity;
2. Historical value - the ways in which past people, events and aspects of life can be connected through a place to the present - it tends to be illustrative or associative;
3. Aesthetic value - the ways in which people draw sensory and intellectual stimulation from a place; and
4. Communal value - the meanings of a place for the people who relate to it, or for whom it figures in their collective experience or memory. Elements of the communal value considered have been influenced through feedback from the consultation undertaken by My Castle Gateway.

Figure 2.12: Heritage Character Areas



The Eye of York

The Eye of York, comprising the medieval castle of York and the later prison site, is the symbolic epicentre of York and Yorkshire and at various times the North of England.

Since Roman times York was considered the second capital of Britain, it has its own Archbishopric and the expression of York as a place of authority and power became centred and consolidated on York Castle from the Norman period. The establishment of a Castle in York by William the Conqueror was a direct result of the Harrying of the North and his need to suppress the northern population.

Two motte and bailey castles were constructed as a single enterprise either side of the river – the only place outside London where this happened - and the existing Anglo-Scandinavian settlement on the Castle site was eradicated to create the Castle.

The Castle site remained under royal control until the 1960s, only then becoming part of the modern city. The Castle has come to represent the exercise of royal authority, the power of civil and legal authority and conversely the fight against oppression and the struggle for increasing social justice. It is a place of strong communal value and commemoration.

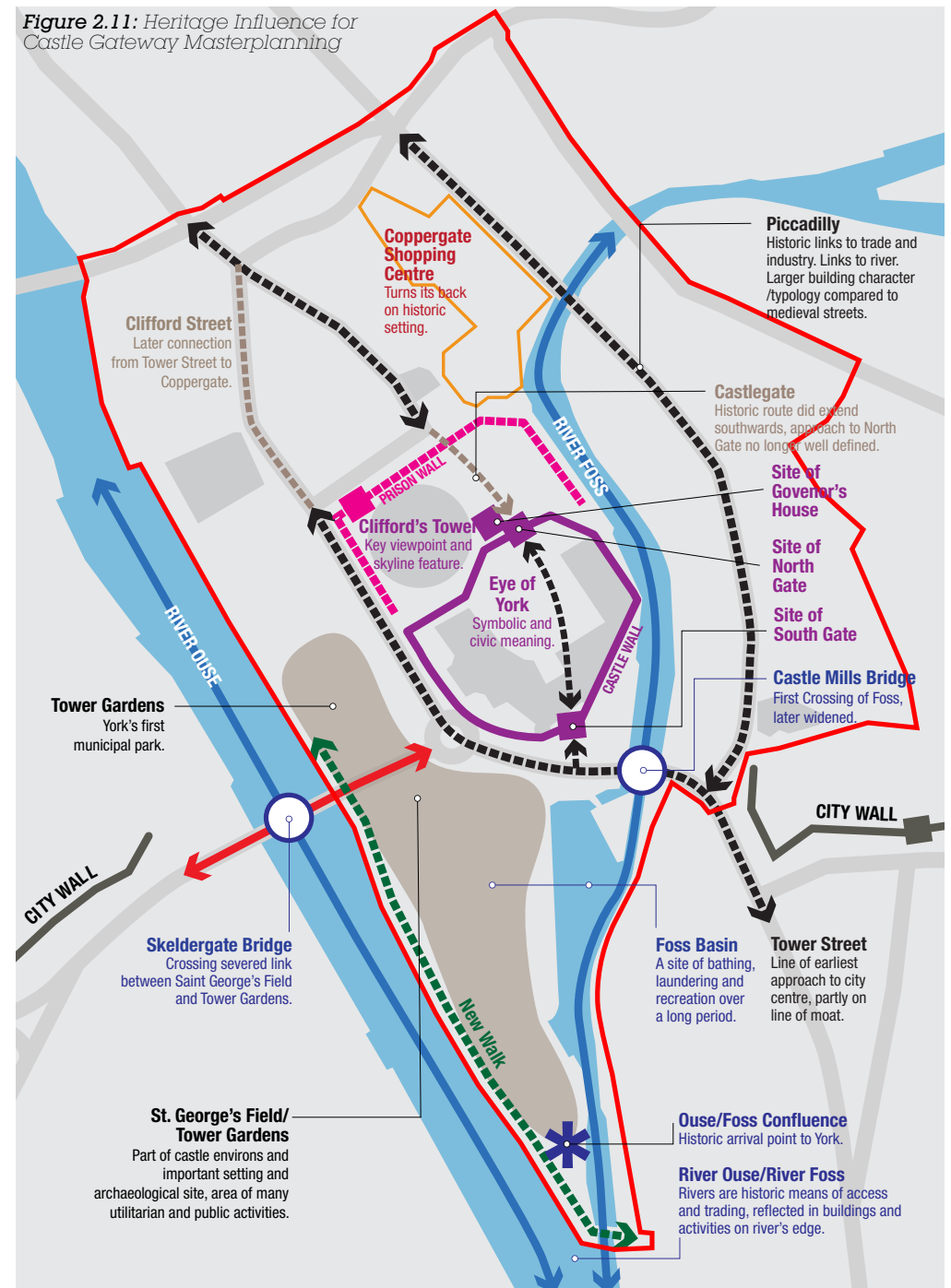
Situated at the confluence of the rivers Ouse and Foss, the landscape, topography and geography of the Eye of York, sometimes changing dramatically, help us understand the very origins of the city and its development as a local, regional, national and international centre.

The now buried former water defences of the Castle contain the potential for significant evidence of the Castle outworks, whilst the Castle site itself includes evidence of earlier and significant Roman and Anglo-Scandinavian remains. Archaeological evaluation of the site has revealed that the prison cemetery still survives and includes evidence of post-mortuary examination.

The Eye of York illustrates the clear exercise of the Royal Prerogative and the State's administration of power and legal authority. The changing form and function of the Castle illustrate clearly the changes in York's position as a centre and a focus for the region. They also illustrate changing methods and approaches to the dispensation of political and civil power, and ultimately the site can be seen to represent repression, protest and celebration.

The place has had a direct impact on people. There is a profound link between power, space, buildings and people at York Castle, made more dramatic because so many of the 'players' are named individuals whose lives, and in many cases their final moments can be recreated. The names range from the great and good to the humble and express the drama of conscience, belief, social justice, protest - and the criminal. The gradual recovery of the space for public use has introduced greater opportunity for celebration and commemoration but its function as a place of protest continues.

Figure 2.11: Heritage Influence for Castle Gateway Masterplanning



Understood as a designed set piece, the extant buildings, both individually and as a group, are an expression of power and control in built form. Designed as a message to provoke a response they are an ensemble unique in the city. The range of buildings formed by the Assizes Court, Women's Prison and Debtors' Prison are, along with the survival of Clifford's Tower, an entity and have very high group value.

The loss of the Governor's House and Felon's Prison has diminished this expression of power, but that story is recoverable through other sources and it has resulted in a space that has been gradually regained by the public.

The Eye of York has a deliberate, distinct and different character when compared to the rest of the city. This difference was intentionally emphasised through the quality of the architecture and the arrangement of the buildings around the space from the 18th Century and can be seen in part as consequence of the original Norman imposition of the castle on this part of the city in the 11th Century.

In summary, the key to the significance of the place is the social and communal value of the site derived from the history and events that took place there. The place is about people and the values imbued and attached to it: this gives the Eye of York its overriding symbolic communal value. Some of the stories and associations of the site are not brought out to their full extent and these should be developed and enhanced as part of any work in the future.

The loss of the 19th-century prison buildings and replacement with a large and anonymous car park affect the ability to appreciate the space, its evolution, architectural quality and its stories, and can only be considered a negative intrusion on the Eye of York to be removed as soon as practicable.

Elements of the Place that Contribute to Significance of the Eye of York

Elements critical to significance which need to be retained and enhanced	Elements which should be enhanced through new work
Clifford's Tower Landmark, prominence, symbolic.	Setting - Car park site Key element of story and spatial arrangement lost.
Courts/ prison buildings The strong aesthetic composition of the 3 principal buildings both as individual buildings and collectively.	Intellectual access/ telling the story The story of people and how they connect to the place.
Open Space - Eye of York As represented by the space between the Debtors' Prison and the former Governor's House.	Understanding the role of water Links to river and the former water defences of the Castle.
"Shield" shape of group as a whole The space occupied by the medieval castle and Victorian Prison – the Eye of York as a whole.	Physical Access points Understanding the potential to enhance the former Gatehouses of the city and enhance key routes.
Scale and density different to rest of York Illustrating its imposition on the City. The Grandness and formality of the site – it is a set piece.	View into and out of the Eye of York Enhancing the visitor offer at Clifford's Tower and the ability to appreciate its place within the wider City and the story of York.
Relationship between buildings and spaces between Formal arrangement of buildings. Relationship to Clifford's Tower.	Understanding the importance of the Roofscape of the City Reducing the impact of the roof of Coppergate.
Views to St Marys Coppergate and York Minster, from Clifford's Tower to the City Walls and Baillie Hill The setting of the Eye of York within the wider city.	

St. George's Field

St. George's Field comprises the triangular parcel of low lying ground at the confluence of the River Ouse and River Foss. Prone to flooding, the use of the area has always been strongly associated with the rivers. A range of uses and buildings throughout its history have served to support the functioning of the castle and the wider city centre.

A chapel dedicated to St. George, as well as a smithy and armoury linked to the castle, were sited on St. George's Field in the 13th century, whilst a Guildhall, house of correction, tenements and tavern were present until their demolition in 1856. From the start of the 18th century, executions at the assize court were witnessed from St. George's Field where large crowds would gather. New Walk, a planned landscape promenade with trees, shrubs and gravel path, was introduced along the western edge of the area in 1733, whilst St. George's Field continued to be used for animal grazing, the drying of cloth and sand extraction up until the 19th century.

The introduction of the inner ring road and Skeldergate Bridge in 1881 divided the area into two parts, with Tower Gardens north of St. George's Field established as York's first municipal garden. Municipal baths were built on St. George's Field in 1882 and were in public use until they closed in 1972. Public gatherings, markets and fairs took place on the site throughout the 1900s. Formal car parking was introduced on St. George's Field in the 1950s, in conjunction with engineering works to the ring road, and the introduction of a sewage pumping station and the Foss Barrier followed in the 1980s.

St. George's Field has always been a somewhat utilitarian area which has always functioned to support the successful functioning of the city centre. Throughout its history the place has had a close association with water, from its location at the confluence of the two rivers to the man-made links including New Walk, the Castle moat, Foss Basin, Foss Barrier, Victorian swimming baths and sewage pumping station. Furthermore, for visitors to the city from the south either on foot or by boat, arriving at the confluence and St. George's Field would know they had reached York.

Whilst the majority of historic buildings across the area have been demolished, and 20th century interventions resulting in the areas 'disconnect' from the Castle; evidence of the history of the place still exists in the scheduled site of St. Georges Chapel and physical assets such as New Walk and Blue Bridge.

In summary, the key to the significance of the place is in its role and function as an asset to the city and its residents, derived from the sites location at the confluence of the rivers and the history of uses that took place there. St. George's Field remains a functional space, evidenced through its role as active floodplain, car parking, sewage pumping station and site of the Foss Barrier. The historic association of the area as a gateway to the castle and city centre has been diminished through the introduction of the inner ring road.

Elements of the Place that Contribute to Significance of St. George's Field

Elements critical to significance which need to be retained and enhanced	Elements which should be enhanced through new work
<p>Scheduled site of St. George's Chapel Archaeological remains and association with Knights Templar.</p>	<p>Reinforcing the sense of arrival into the city The point at which travellers arrive from the south, historically via foot and boat, and now by car and coach.</p>
<p>Connections to the south 'Blue Bridge' and routes through the area including the New Walk pedestrian boulevard.</p>	<p>Connections with the Castle Views towards the Castle area, routes across the old moat (now the Tower Street section of the ring road) and linkages with Tower Gardens.</p>
<p>Association with the rivers As represented by the confluence, historically the use of rivers as a means of access and trade, the function of St. George's Field as flood plain.</p>	<p>Functional buildings To serve the role of the city and requirements of its residents.</p>
<p>Area of open, common ground capable of flexible use Utilitarian functions, active flood plain, temporary communal uses, occasional place for events and assembly.</p>	<p>Interaction with the rivers Both passive and active interaction with the rivers and the Foss Basin.</p>

King's Staith / Coppergate

The area of King's Staith and Coppergate encompasses early 19th century housing and shops surrounding Tower Gardens, the medieval river landing stage and 19th century 'Water Lanes' slum clearance around Clifford Street and Castlegate, and the 1980s Coppergate Shopping Centre Development.

The area has evolved with the city, undergoing significant change across four defining periods in its history, each with their own architectural character and uses. The Anglo-Scandinavian settlement of Jorvik established the areas regular street pattern, built upon during the medieval period and home to an important friary, various public houses and the city's main river landing stage, King's Staith. Cumberland House was built in the first decade of the eighteenth century and stands as the earliest surviving riverside commercial building in the area.

Victorian civic improvement in the 19th century then resulted in the clearance of slums referred to as 'Water Lanes', establishing Clifford Street in 1881 as a key thoroughfare and architectural 'set-piece' of civic architecture including the Magistrates Court, fire station, police station and technical institute. At the same time, Tower Gardens was created by the introduction of Skeldergate Bridge, cutting off what was previously part of St.

George's Field to form York's first municipal gardens. This was followed by Edwardian intervention, and the development of the Coppergate Shopping Centre in the mid-1980s, fundamentally changing the area by drawing shoppers in from the historic retail core to the north. The preserved timber remains of Jorvik can be seen beneath the Coppergate Centre.

As a result of this evolution, a variety of uses and architectural styles are present across the area. Residential, commercial, civic and retail functions are still dominant today, though the development of the Coppergate Centre and the introduction of vehicular traffic, especially along Clifford Street, has impacted upon the previously genteel character of the area, with King's Staith and its relationship to the River Ouse, and Coppergate as a location at the fringe of the retail core historically providing a relatively quiet sense of place.

The significance of King's Staith and Coppergate is in its varying mix of functions that add to the role of the city, and the architectural character demonstrated by the grand civic set-pieces demonstrated along Clifford Street and the commercial and residential buildings fronting the Ouse. The area is also in complete contrast to the open character of the Castle area to the south and the clear interface of the two areas and the connections between the two are important.

Elements of the Place that Contribute to Significance of King's Staith / Coppergate

Elements critical to significance which need to be retained and enhanced	Elements which should be enhanced through new work
<p>Listed 'set pieces' The magistrates court, Grand Opera House, Cumberland House etc.</p>	<p>Relationship of the 'inward facing' Coppergate Centre to surrounding foot streets Whilst the internal public realm network of the Coppergate Centre recreates some of the medieval character of York streets, the external aspect of the development has a poor relationship with surrounding streets and spaces, in particular Piccadilly and the castle. The masterplan should address these shortcomings.</p>
<p>Medieval street layout There are a number of important individual buildings but also characteristic streetscapes that are fundamental to the character of the area.</p>	<p>Variety of uses and architectural styles Whilst the area has evolved and accommodates a variety of uses in varying architectural styles, the streetscapes including frontages, roofscapes and plot sizes are fundamental to the character and significance of the area.</p>
<p>Strong edge and interface with the castle area The King's Staith / Coppergate area is the southern edge of the densely developed city centre, abutting the castle area. The contrast between the two must be retained and enhanced.</p>	<p>River frontages The area includes frontages to the Ouse and the Foss. Development and refurbishment options should ensure the riverside routes are overlooked and animated.</p>

Piccadilly

Piccadilly is the relatively modern street to the east of the Castle Gateway, built to provide better service and vehicular access to the city centre from the south. In comparison to other areas across the Castle Gateway, Piccadilly is a relatively recent addition to the cityscape. Previously marshy flood plain, the canalisation of a section of the River Foss in 1782-3 led to the draining of land, and Piccadilly was developed in two phases to improve access to the city centre and in doing so, create new development site outside the tight grained and densely developed city centre. In 1840 the southern end was formed along the line of a medieval lane which followed the perimeter of the King's Fish Pond, and in 1911 a new section to the north linked Piccadilly with Parliament Street and the city centre to the north. The modern intervention is clearly seen in the generous width of Piccadilly, and the finished levels, significantly above the ground level of the older buildings abutting Piccadilly such as the Merchants Hall (Scheduled Monument) and the Red Lion Inn.

Piccadilly has been home to a variety of trade uses including timber yards, builders, coal merchants, a sawmill and a brewery. As the 20th century progressed, uses along Piccadilly evolved to include garages, workshops and showrooms associated with the rising popularity of the car, and in the late 20th century some of these buildings were replaced by office buildings and hotels which remain today as evidenced by Ryedale House. In some cases redevelopment has broken down a once continuous building frontage, resulting in glimpses of Clifford's Tower and other buildings in the castle area. Inter-war, post-war and late 20th century commercial development therefore characterise Piccadilly which has a significantly different urban form to the medieval layout of surrounding areas.

Piccadilly represents a relatively modern addition to York, but one which has played an important role in supporting the role and function of the city through accommodation of trades and services demanded by a modernising city centre. The significance of Piccadilly lies in its role connecting the city centre with southern parts of the city, whilst accommodating trades, warehousing, artisan and commercial uses that support and are complementary to the successful functioning of the city centre.

Elements of the Place that Contribute to Significance of Piccadilly

Elements critical to significance which need to be retained and enhanced	Elements which should be enhanced through new work
<p>Business Piccadilly has always complemented the city centre and the commercial activities in particular have a distinct character from those of the city centre, focused on artisan and service industries.</p>	<p>Glimpsed views of the Castle Area Whilst these have occurred as a result of redevelopment, they are now part of the character of Piccadilly.</p>
<p>Facilitating connections between city centre and areas south of the city Will continue to be an important service and access route.</p>	<p>Distinction between old and new The distinct separation of ground levels between the older sites and the modern road of Piccadilly should be maintained.</p>
<p>Contrast in scale and grain with surrounding more historic areas Urban grain different to the medieval layout of the city – a wide boulevard street and larger plot sizes with longer street frontages.</p>	<p>The streetscape The broad sweep of Piccadilly should be retained and enhanced through changes to the qualities and use of the public realm.</p>

3.0 PLANNING REVIEW

3.1 INTRODUCTION

3.1.1 The Castle Gateway has long been identified as a major regeneration area of the city centre by the City of York Council (CYC). In recent years, a number of development briefs have been produced to remediate the Castle Gateway and enhance its major high quality cultural, river and heritage assets. Today, a shift in stakeholder and local planning policy position provides an opportunity to re-shape the Castle Gateway, reconnecting it with the city centre and its historic past.

3.1.2 The following section provides an overview of the planning context and the CYC's aspirations for future development, as set out within the local development plan. Also considered are selected recent and extant planning applications which propose development likely to change the character of the area.

3.2 SITE HISTORY

3.2.1 For the past two years, many of the key vacant and underutilised properties and land assets across the Castle Gateway area have been held in administration, making it impossible to deliver a cohesive long-term regeneration strategy. Recently these assets have changed hands, with CYC entering into discussions with developers and other stakeholders across the area to begin to formulate a cohesive regeneration scheme and vision. The BDP commission is to act on behalf of the Council and help to realise this vision by formulating the Castle Gateway Masterplan.

3.2.2 An initial set of draft policies were set out for regeneration of the area, previously referred to as the 'Southern Gateway Area of Opportunity', within the 2014 Publication Draft Proposals Plan. These policies focused predominantly on 'Castle Piccadilly', but have since been extended to form what is now the Castle Gateway.

3.2.3 In January 2017, following initial discussions between officers and adjoining land owners, a report presenting a vision and draft policies for the Castle Gateway was taken to the Local Plan Working Group and Executive Committee members. The report set out the purpose for the regeneration of the Castle Gateway and established the following set of draft policies, divided across three sub-areas, as detailed below:

1. Castle Piccadilly

- i. Create a development opportunity for a contemporary new building of exemplary architecture alongside the western bank of the River Foss on the site of the existing Castle Car Park;
- ii. Deliver a contemporary new car park either underground at its current location or as a multi-storey car park on the site of existing surface level parking at Castle Mills;
- iii. Provide a new landmark bridge for pedestrians and cyclists across the River Foss linking Piccadilly with the Castle Precinct through developer contributions and commercial uplift from new development sites;
- iv. Create new public access, with varied treatment along one, or both sides of the River Foss, with new connections linking to the wider pedestrian and cycle network;
- v. Provide active river frontage to any new development on sites adjoining the River Foss;
- vi. Consider important sightlines across the Castle Gateway area;

- vii. Consider tree planting on Piccadilly;
- viii. Seek developer contributions in the form of land and/or funding to contribute to delivering the masterplan and highways improvements;
- ix. Consider the potential for flood improvement work as part of any new development.

2. Foss Basin and the Ouse Riverside

- x. Improve existing and create new connections for pedestrians and cyclists between St. George's Field and the Foss Basin and the wider Castle Gateway area;
- xi. Maximise the development potential of the Foss Basin and St. George's Field as a key economic, cultural and social asset for the city;
- xii. Enhance existing public realm at Tower Gardens and along the Ouse Riverside and River Foss;
- xiii. Consider the potential for flood improvement work as part of any new development.

3. Coppergate/Fossgate

- xiv. Improve the physical fabric, permeability and appearance of the Coppergate Centre to optimise the retail and cultural offer;
- xv. Create new and improve existing pedestrian connections between the central shopping area and the Castle Gateway;
- xvi. Improve the Fossgate streetscape by reducing vehicle dominance and creating a pedestrian friendly environment.

3.3 NATIONAL PLANNING POLICY FRAMEWORK

3.3.1 *The National Planning Policy Framework (NPPF)* sets out how the Government expects policies to be applied at all stages of the planning process, including the production of masterplans, across England. The following provides a summary of NPPF guidance considered relevant to the Castle Gateway Masterplan, and should therefore be taken as guidance to the way in which an NPPF compliant masterplan document will be produced.

Sustainable Development

3.3.2 The NPPF makes clear that the purpose of the planning system is to contribute to the achievement of sustainable development. This masterplan will consider the following dimensions to sustainable development as set out within the Framework:

- **An economic role** – contributing to building a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation; and by identifying and coordinating development requirements, including the provision of infrastructure;
- **A social role** – supporting strong, vibrant and healthy communities, by providing the supply of housing required to meet the needs of present and future generations; and by creating a high quality built environment, with accessible local services that reflect the community's needs and support its health, social

and cultural well-being;

- **An environmental role** – contributing to protecting and enhancing our natural, built and historic environment; and, as part of this, helping to improve biodiversity, use natural resources prudently, minimise waste and pollution, and mitigate and adapt to climate change including moving to a low carbon economy.

Good Design

3.3.3 The masterplan will also consider the NPPF's guidance on good design. Paragraph 58 of the NPPF states that development should:

- **Function well** and add to the overall quality of the area;
- **Establish a strong sense of place**, using streetscapes and buildings to create attractive and comfortable places to live, work and visit;
- **Optimise the potential** of the site to accommodate development, create and sustain an appropriate mix of uses (including incorporation of green and other public space as part of developments) and support local facilities and transport networks;
- **Respond to local character** and history, reflecting the identity of local surroundings and materials, while not preventing or discouraging appropriate innovation;
- **Create safe and accessible environments** where crime and disorder, and the fear of crime, do not undermine quality of life or community cohesion; and
- **Be visually attractive.**

Community Engagement

3.3.4 Whilst emphasising the importance of local distinctiveness, the NPPF makes reference to securing high quality and inclusive design and the need for policies and decisions to address the connections between people and places and the integration of new development into the natural, built and historic environment. Paragraph 66 states the importance of consultation with those directly affected by their proposals to evolve designs that take account of the views of the community, suggesting that proposals that can demonstrate this in developing the design of the new development should be looked on more favourably. Extensive and inclusive public consultation is being conducted alongside the preparation of this masterplan through the 'My Castle Gateway' initiative.

Flood Risk

3.3.5 Paragraph 99 of the NPPF states that new development should be planned to avoid increased vulnerability to the range of impacts arising from climate change, including factors such as flood risk. When new development is brought forward in areas which are vulnerable, care should be taken to ensure that risks can be managed through suitable adaptation measures, including through the planning of green infrastructure. Inappropriate development in areas at risk of flooding should be avoided by directing development away from areas at highest risk, but where development is necessary, making it safe without increasing flood risk elsewhere. Whilst the Castle Gateway Masterplan is intended to be a high-level and purely illustrative study, all aspects of flood risk will be considered across the

area, with key flood risk management bodies including the Environment Agency and officers at CYC consulted throughout. Detailed analysis of flood risk issues across the Castle Gateway area are set out within Section 6.

Heritage

3.3.6 As demonstrated in Section 2, there are a number of significant heritage assets within the Castle Gateway area. Section 12 of the NPPF refers to the impact of development on the historic environment which is considered to be fundamental to this masterplan. Paragraph 132 states that, when considering the impact of a proposed development on the significance of a designated heritage assets, great weight should be given to conservation. The more important the asset, the greater the weight should be. Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification. Substantial harm to or loss of designated heritage assets of the highest significance, notably scheduled monuments, protected wreck sites, battlefields, Grade I and II* Listed buildings, Grade I and II* registered parks and gardens, and World Heritage Sites, should be wholly exceptional. The masterplan will therefore seek to protect and enhance the setting of all heritage assets within the Castle Gateway area.

3.4 LOCAL DEVELOPMENT FRAMEWORK

Context

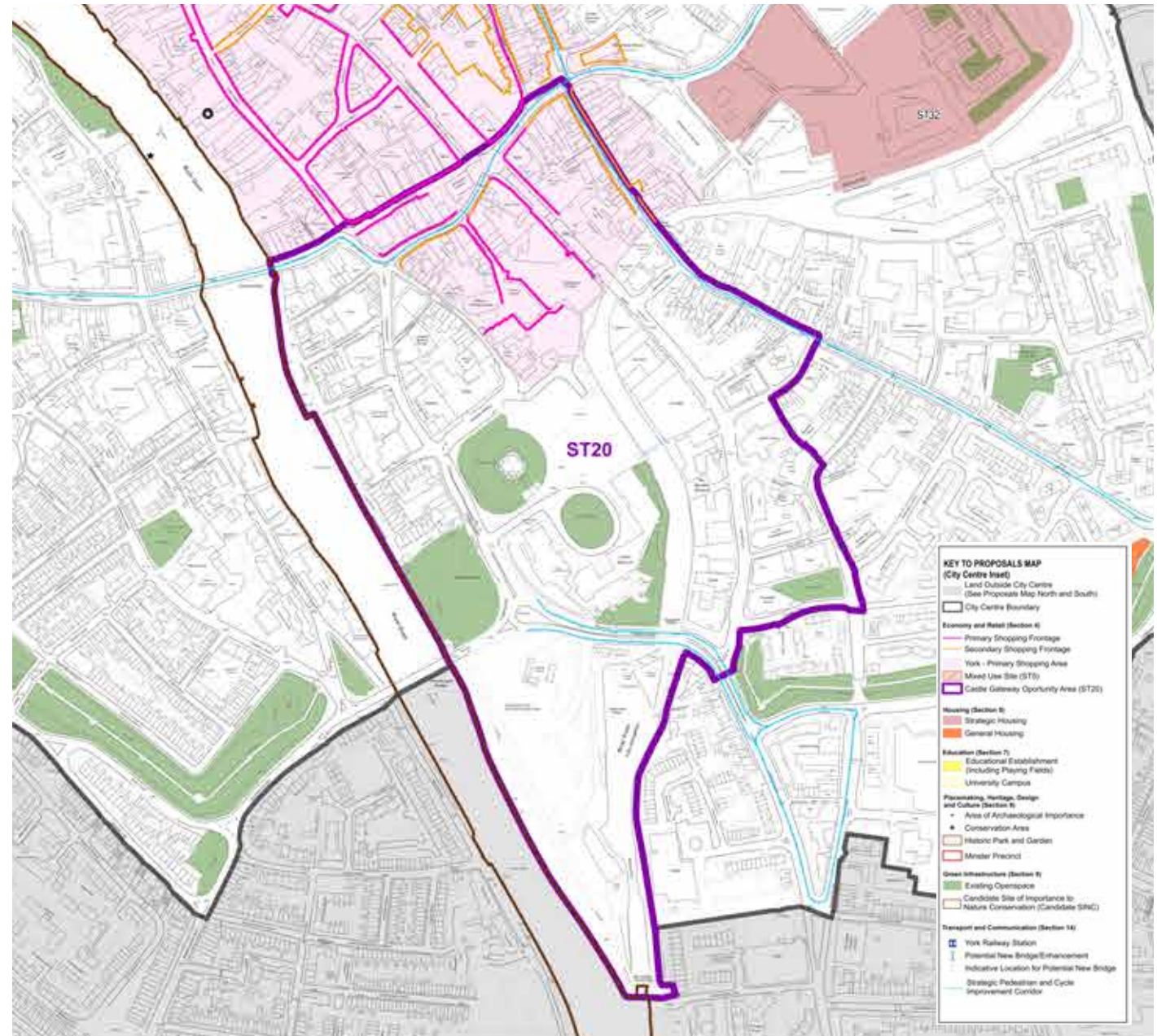
3.4.1 Following Government reforms in September 2004, the 'City of York Draft Development Control Local Plan Incorporating the 4th Set of Changes' was approved for Development Management purposes in April 2005. This document is being used to inform planning decisions prior to the introduction of a Local Development Framework (LDF). The Development Control Local Plan comprises the 1998 deposit draft of the Local Plan, as amended four times up to April 2005 and a set of proposal maps entitled 'Development Control Local Plan Proposals Maps'.

3.4.2 Work has since been carried out to develop a LDF for York. The LDF 'Core Strategy' was submitted to the Secretary of State for examination in February 2012. However, following the release of the NPPF, this document was withdrawn from examination in July 2012, and the requirement for a 'new Local Plan' was established.

3.4.3 Work to progress an NPPF compliant plan commenced in 2012, and a Draft Local Plan was produced for Preferred Options consultation in June 2013. Further Site Consultation documents were consulted on in June 2014 alongside work on the Local Plan Evidence Base. 'Preferred Sites Consultation' documents were consulted on between July and September 2016, whilst a 'pre-publication' draft was published for consultation on 18th September 2017. A 'publication' draft of the Local Plan was issued for consultation between 21st February and 4th April 2018.

3.4.4 Within the emerging Local Plan, the Castle Gateway is allocated under Policy SS5 as an 'Area of Opportunity' (a focus for major regeneration across the plan period) and strategic site ref. ST20 on the Proposals Map as defined by Policy SS3.

Figure 3.1 Development Control Local Plan Proposals Map



City of York Local Plan

3.4.4 The new City of York Local Plan will, when adopted, set out the spatial vision for the city over the next 15 years, helping to direct and manage different development sites across the city whilst supporting economic prosperity, promoting sustainable environments and creating an inclusive place to live. The emerging City of York Local Plan recognises the important role of the city's historic core, and York's international reputation as a heritage centre. The Local Plan also identifies the key role of the city in contributing to the economic success to the region, as a major tourist destination and sub-regional shopping centre, and as the home of a skilled workforce.

3.4.5 As such, provision of housing is identified as a high priority for the city as well as extending employment opportunities, intrinsically linked to the expansion of the main city centre, supported by transport networks that allow for good walking, cycling and public transport routes, as well as green areas extended along the historic Staith and river corridors radiating from the city centre.

3.4.6 The Castle Gateway Masterplan should embrace these key themes and respond to the socio-economic challenges and opportunities emerging from the evidence base currently being produced in support of the new Local Plan.

3.4.7 It is currently anticipated that the Local Plan will be submitted to the Secretary of State for Examination during spring/summer 2018, and providing the Local Plan is found to be sound, the Castle Gateway Masterplan will be adopted as a formal SPD thereafter.

Housing and employment land requirements

3.4.8 Subject to any modifications, examination on the Local plan is anticipated spring/summer 2018. Headline requirements set out within the Plan relevant to the Castle Gateway Masterplan are:

- A requirement to 2032 for 867 predominantly 2-3 bed new homes per annum across the City of York¹
- A requirement to deliver approximately 31 ha of employment land²

3.4.9 It should also be noted that the most recent iteration of the Plan included additional policies, further supporting development proposals where they are designed to sustain, enhance and add value to the special qualities and significance of York's culture.

3.5 PLANNING RISK

Effective Policy

3.5.1 The absence of an adopted Local Plan puts the Council in a much weakened position in determining planning applications. Development proposals are currently considered on a case by case basis and assessed against national policies. A number of 'live' applications pending determination across the Castle Gateway (set out within Paragraph 3.6.1) pose a risk to the potential future vision of the masterplan, for example where they may impact upon the delivery of features such as the proposed pedestrian/cycle bridge across the River Foss.

Flood Risk

3.5.2 One of the main planning issues this Masterplan must overcome is that of flood risk and the viability of development in areas at risk of flooding within the Castle Gateway. The NPPF directs development away from areas most at risk of flooding, with new schemes only very rarely permitted on functional flood plain such as St. George's Field. Building on functional flood plain can be permitted if two tests set out within the NPPF are met:

1. **The sequential test** - requires that sites in areas with low, medium and high probability of flooding are considered in order, with the latter two only considered if no sites are available in areas of lower risk;
2. **The exception test** - requires development to "provide wider sustainability benefits to the community that outweigh flood risk "and be safe for its lifetime, without increasing flood risk elsewhere".

3.5.3 As statutory consultees to any planning application, the Environment Agency will also need to be satisfied that the proposed development will not impact the functionality of site as flood plain with sufficient emergency access during peak events.

¹ GL Hearn Strategic Housing Market Assessment, 2016 Addendum based upon July 2016 household projections

² Oxford Economics Employment Land Review July 2016

3.6 DEVELOPMENT CONTEXT

Key Pipeline Development

3.6.1 Figure 3.2 highlights a range of development proposals in and around the Castle Gateway area, either benefitting from planning permission or awaiting determination. If realised, a number of these development proposals have the potential to greatly influence the character of the area, and should therefore be considered here:

1. Clifford's Tower Visitor Centre

An application for restoration works, internal changes and the erection of a visitor centre at the base of Clifford's Tower (ref. 16/01642/FUL) was approved by CYC in October 2016. The controversial proposal faced heavy criticism when approved by the council in October 2016, with campaigners calling for a judicial review into the council's decision. However, in June 2017 a judge rejected all grounds of the challenge, dismissing the appeal and awarding costs to the council. Campaigners have however recently gained leave to appeal to the Court of Appeal and decision is awaited.

As set out within the application's planning statement, the proposed visitor centre would make a major contribution to tourist activities across the Gateway area, improving physical links between Clifford's Tower and the Eye of York as well as the wider city centre. If realised, the development would serve the 150,000 annual visitors to Clifford's Tower, likely changing the attraction of the area from a 'sight' to more of a 'destination'. The structure would be made from traditional York stone as well as more high-quality contemporary materials.

2. Former Clifford Street Fire Station

The full planning application ref. 15/02155/FULM was approved by CYC in September 2016 for the redevelopment of the former Clifford Street Fire Station, to create a restaurant and seven apartments fronting Clifford Street. The application also includes plans for the creation of four new dwellings overlooking the River Ouse to the west of the site.

As part of the proposal, the area beneath the four riverside houses has been designed to allow for flooding into the under-croft, so no flood storage capacity is lost as a result of the development. As part of the proposal, flood gates will also be installed which will close off access from Peckitt Street and from Friargate via the Magistrates' Courts rear yard. The restaurant at ground floor level and residential units fronting onto Clifford Street will create an attractive destination for new residents and visitors to the Castle Gateway.

3. 46 - 50 Piccadilly (NCP Car Park)

A full planning application ref. 17/00429/FULM was submitted by Northminster Ltd. in February 2017, for the erection of a 140 bed hotel and 8 apartments on the site of the current NCP car park at 50 Piccadilly.

There are currently a number of issues around this application; the site is identified to be located within Flood Zone 3, vulnerable to flooding from the River Foss over the lifetime of the development if defences were to fail or be breached. Furthermore, ongoing monitoring has been established to understand current ground conditions across the site in relation to the stability of water logged archaeology.

Another significant concern with the application is the land take required for a pedestrian/cycle bridge to be delivered across the River Foss. Whilst the application references a footbridge, no provision has been made within the application to land a structure at the southernmost corner of the site boundary. At present, the proposed scheme layout is likely to jeopardise the potential for a bridge in this location.

4. The Ryedale Building

Application ref. 16/02022/ORC was submitted to the council by Ryedale Propco Ltd. in August 2016 for the change of use of Ryedale House from offices to 73 apartments under Class 'O' of the GPDO. The application was approved in December 2016 and if delivered, will secure a positive and sustainable future use for the currently vacant 1970s building.

Whilst the site is located within Flood Zone 3, the nature of the proposal will result in no change to the current flood risk across the site, since no new development including groundworks is proposed. No habitable living is proposed at ground floor level. The existing 57 parking spaces to the west of the property are to be retained, as well as provision for 85 cycle spaces, a gym and communal lounge.

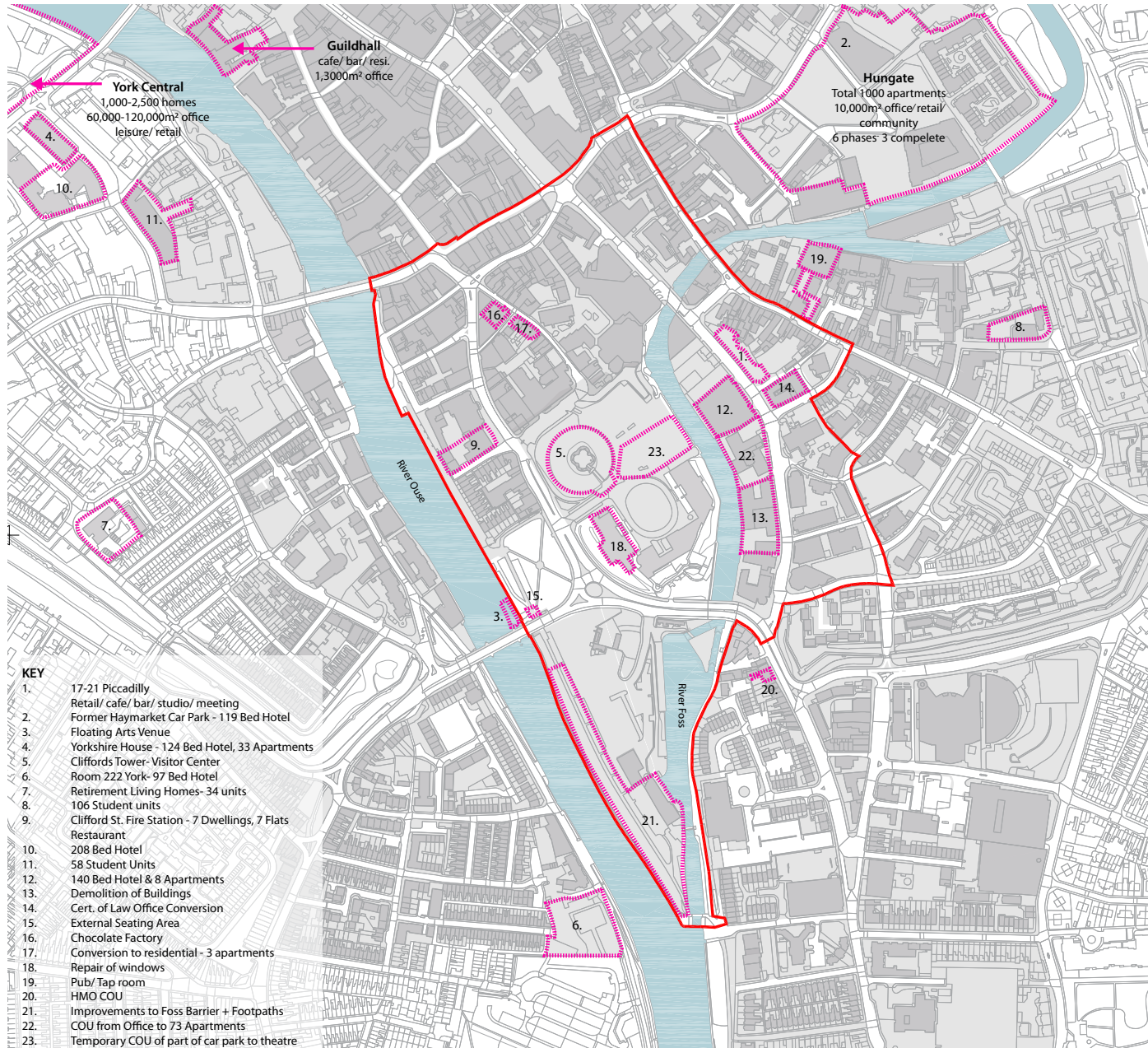
As part of the proposal an emergency exit is proposed to be utilised during times of flooding. Residents will exit the building via the existing concrete stair well at 9.97m AOD to the north west of the site, descending onto a temporary flood escape walkway which navigates north of the site onto Piccadilly. Whilst this proposal utilises the existing emergency access it may jeopardise the future delivery of a pedestrian

footbridge in this location unless emergency access can be incorporated within the design.

5. Banana Warehouse

Full planning application ref 17/00429/FULM was approved in December 2017 for the erection of a part 5/6 storey 140 bed hotel, with ground floor restaurant and 5 storey building comprising eight apartments.

Figure 3.2 Current Planning Applications



3.7 OTHER PLANNING CONSIDERATIONS

Air Quality Management

3.7.1 Poor air quality is a significant public health issue and should be considered in the approach to any new development, especially where concerning vulnerable members of society.

3.7.2 The government sets health-based air quality objectives relating to common pollutants in cities. Under the Environment Act 1995 levels are required to be monitored and met, with Air Quality Management Areas (AQMAs) declared where objectives are unlikely to be met, and members of the public may be exposed to air pollution regularly over long periods of time.

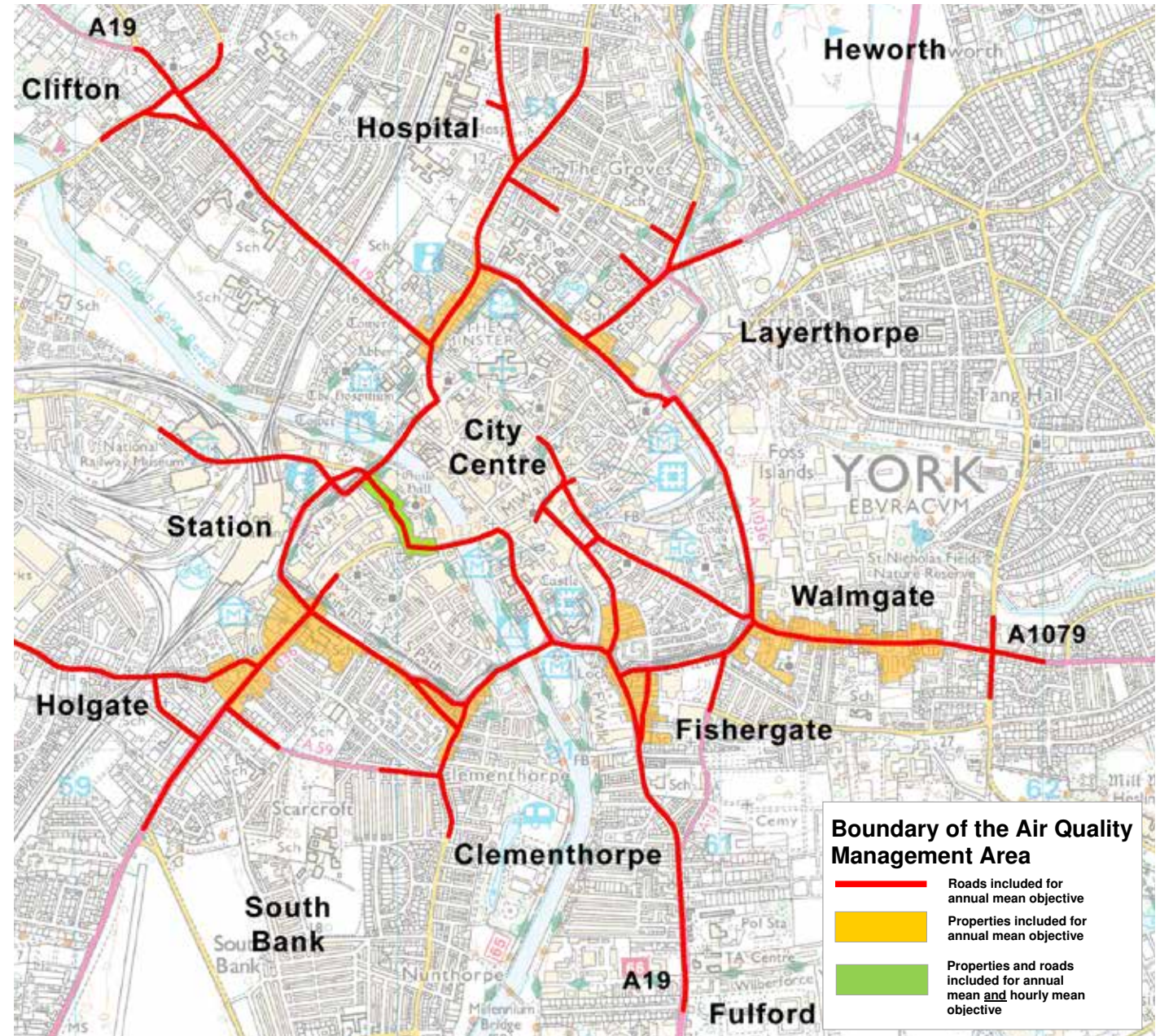
3.7.3 Air quality monitoring has been undertaken in York since 1999. In 2001, the city identified five areas of the city centre, including areas within the Castle Gateway, where it was unlikely that nitrogen dioxide (NO2) levels would meet objectives. These five areas were incorporated into one single Air Quality Management Area (AQMA) in January 2002, and regularly updated to reflect varying levels of air pollution across the city. Figure 3.3 presents the most recent AQMA designation, no.4.

3.7.4 Already identified as an issue within the Castle Gateway; air pollution will need to be considered in the approach to all new development, with development proposals ultimately designed to improve air quality in line with the targets and ambitions of the City’s Air Quality Action Plan (AQAP3, 2015).

Cultural Wellbeing

3.7.5 Policy D3 of the emerging Local Plan requires development proposals for strategic sites across York to include a ‘Cultural Wellbeing Plan’, that considers future cultural provision. As such, major development proposals arising from the Castle Gateway masterplan will need to be assessed against the four criteria set out within Policy D3.

Figure 3.3 York Air Quality Management Area Number 4



4.0 TOWNSCAPE APPRAISAL

4.1 CHARACTER AREAS

4.1.1 The townscape appraisal will analyse major urban design qualities that define the Castle Gateway's characteristics. It will also identify potential opportunities for improvement of the buildings and spaces as well as the main constraints that will have to be dealt with.

4.1.2 Due to the nature of the study area, the urban elements of the site look quite diverse and disjointed. Therefore, to consider the Castle Gateway as a comprehensive area, this townscape appraisal approaches analysis under the following four Character Areas:

- A. Castle North**
- B. Castle South**
- C. Piccadilly**
- D. Coppergate/King's Staith**

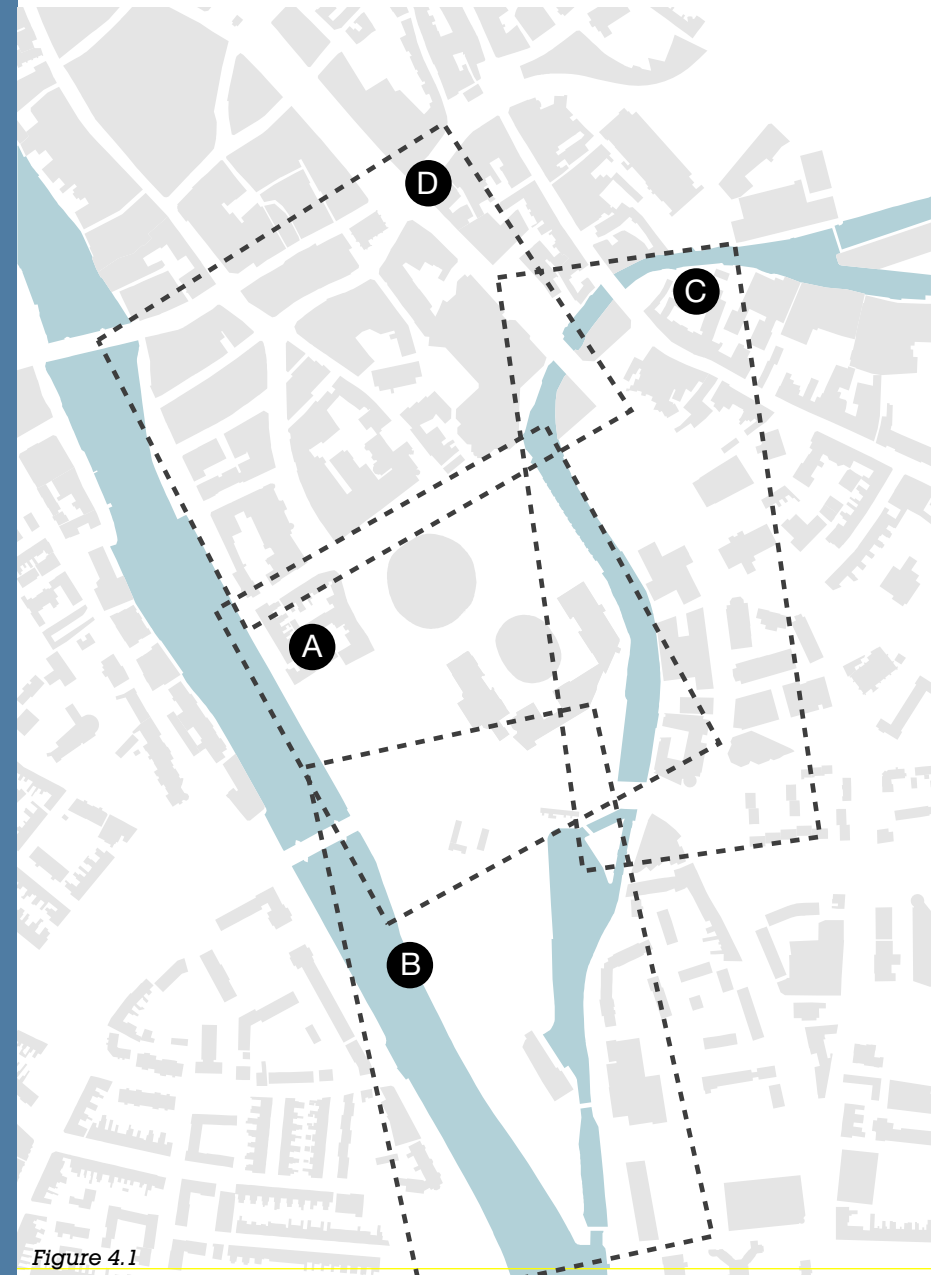


Figure 4.1

4.2 CASTLE NORTH

4.2.1 Castle North is bounded by the River Ouse and the River Foss to the west and east respectively. To the south, the area is bounded by the heavily trafficked Inner Ring Road (Tower Street). The northern part of the area is the interface between the Castle and the commercial and retail core of the city.



4.2.2 In terms of its internal structure, the area comprises 4 major elements:

- **Clifford's Tower and Castle Car Park.** The latter provides a very poor quality setting to the historic landmark and disconnects the character area from the River Foss
- **The Castle Museum and Crown Courts** make a positive townscape contribution to the area, however the entrance to the Museum has potential for improvement as it is a poor quality low-rise building without presence, and lacks coherence with the architectural quality of the area. The circular grassed area known as the 'Eye of York' is underutilised, bearing no relation to the historic meaning of the site character.
- **The residential development to the west of the character area** dates from the 19th and early 20th century. It has an active frontage with local shops facing Tower Street, and river-side frontage along the Ouse with potential to become more pedestrian friendly.
- **Tower Gardens** are isolated from the Castle complex by Tower Street which acts as a barrier to movement and legibility. Tower Gardens provides valuable green space and a connection under Skeldergate Bridge via New Walk towards St. George's Field. However Tower Gardens and this part of the River Ouse offer little by way of amenity and facilities to residents and visitors.

4.2.3 An overall challenge is to improve the quality of the public realm, enhance connectivity between each of the internal elements above and open up the character area to its surroundings.

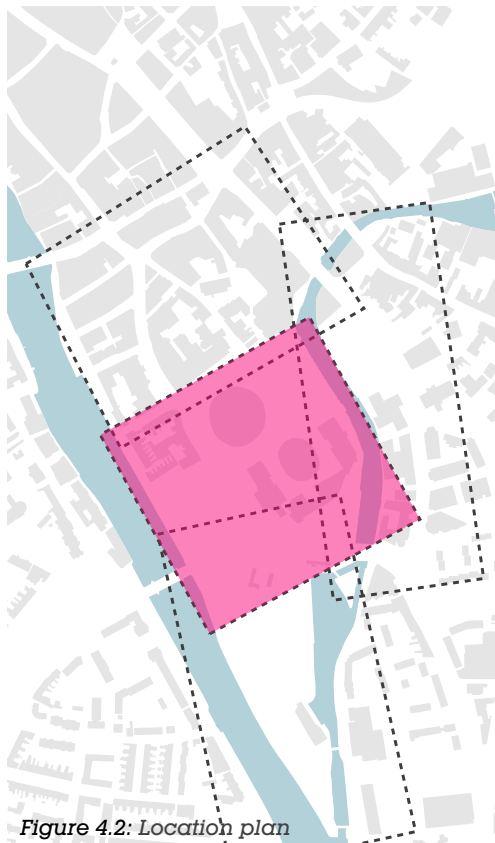


Figure 4.2: Location plan

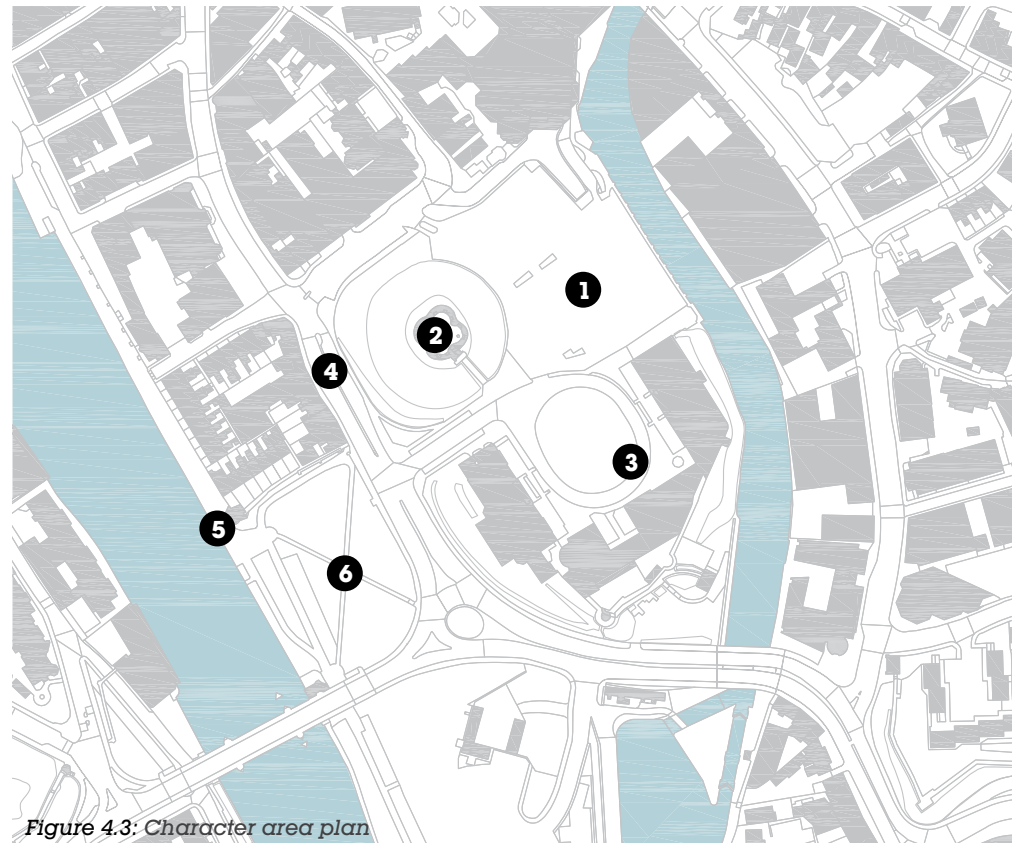


Figure 4.3: Character area plan

4.3 CASTLE SOUTH

4.3.1 The Castle South character area is a peninsula bounded by the River Ouse and River Foss, and the Inner Ring Road (Tower Street) to the north. The Inner Ring Road is a major piece of infrastructure that divides what was historically an integrated Castle area. A solution should be found to more strongly reflect the historic relationship of St. George's Field with the Castle north of Tower Street, improving legibility and creating better pedestrian/cycle crossings to Castle North.



1 St. George's Field Car Park



2 New Walk



3 Foss River lock



4 Foss Barrier Pumping Station



5 Castle Mills Bridge



6 Tower Street/Ring Road

4.3.2 At present, the area is dominated by a surface level car and coach park which serves the city centre. The Castle Mills Sewage Pumping Station, public toilets and Foss Barrier present additional constraints to potential future development. The location of the site at the confluence of two rivers, and its role as functional flood plain should be considered in the design of any future development proposals. The Castle South character area nevertheless presents a unique opportunity to better engage with York's rivers and deliver leisure/recreational uses. If built development is possible, designs should incorporate sustainable and resilient environmental strategies and be seen as exemplars for water sensitive design.

4.3.3 The western boundary of the character area presents an opportunity for enhanced connections and footfall between the city centre and residential areas to the south, with landscaped frontage and pedestrian and cycling routes adjacent to the River Ouse.

4.3.4 Due to the managed flow of the River Foss, there is an opportunity to establish a development to the east of the character area which relates to the existing housing on the opposite side of the river, benefitting from the attractive setting of the Foss Basin.

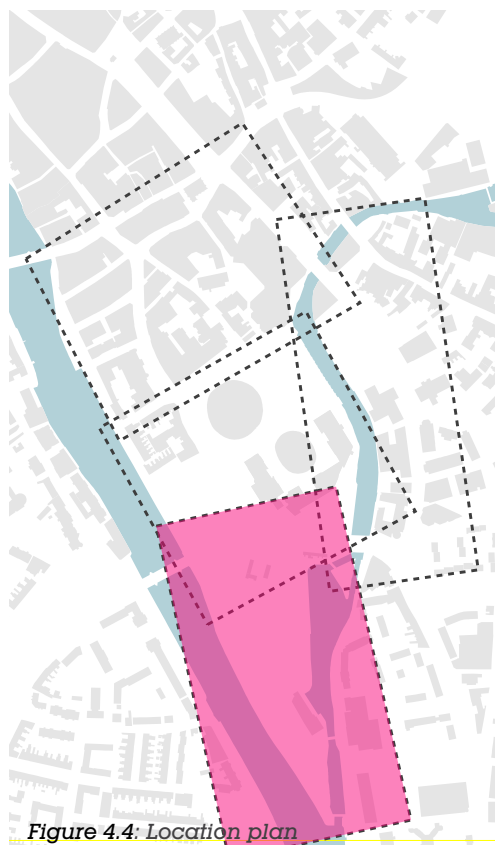


Figure 4.4: Location plan

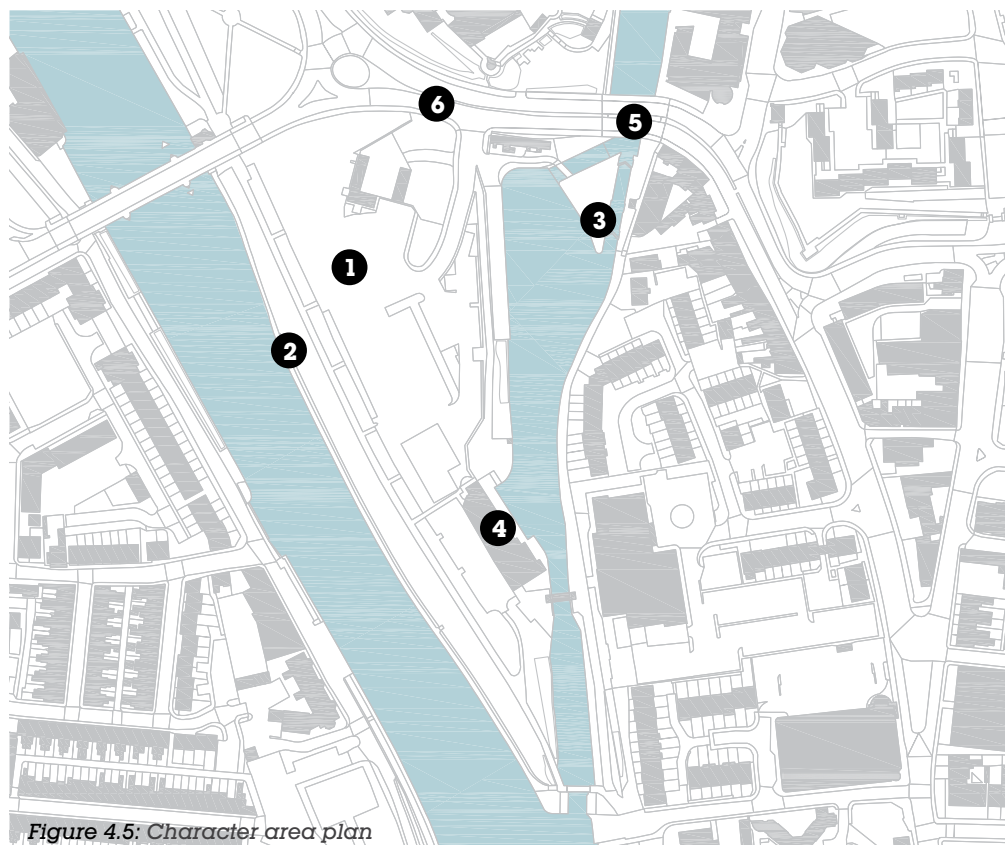
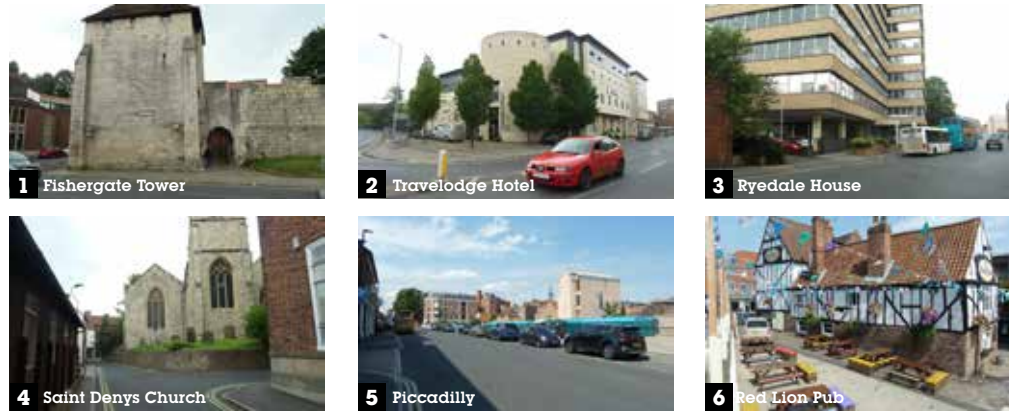


Figure 4.5: Character area plan

4.4 PICCADILLY

4.4.1 The character area of Piccadilly is focused on Piccadilly, bounded to the west by the River Foss and to the east by George Street and Fossgate. It extends to the Inner Ring Road/Tower Street in the south, and connects with Coppergate and the city centre to the north.



4.4.2 The area is divided into two clear streetscapes either side of Piccadilly: to the east, more permeable development connects the area with Fossgate and the historic form of the city centre; to the west, extended solid frontage prevents access to the River Foss, and views across to Castle North.

4.4.3 A number of derelict buildings adjacent to the River Foss are completely divorced from the waterside. New proposals should allow for better engagement with the riverside by allowing for gaps between building blocks which maintain public access and provide views through the character area across to Castle North. Such new development could potentially reflect the industrial history and character of other parts of York's river frontages, re-introducing the historic staith typology, characterised by warehouse buildings orientated perpendicular to the river, connecting street and riverfront, with gaps between buildings providing visual connections from the street to the river. In this case this would also enable views of Clifford Tower and other elements of the Castle area from Piccadilly.

4.4.4 Piccadilly Street itself presents an underused, unattractive environment dominated by road space that is a deterrence to pedestrian use. A series of inactive frontages, including No. 50 (NCP car park) and No. 23 Piccadilly create a poor setting and reduce public interest in the area.

4.4.5 An overall ambition for the Piccadilly area should be to readdress the balance of vehicular and pedestrian space, through remodelling of the public realm, improved active ground floor uses and enhanced connections to the River Foss.

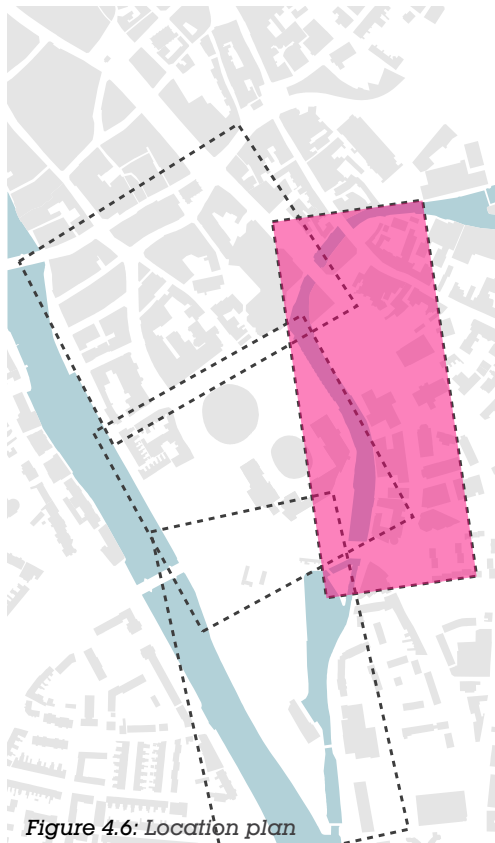


Figure 4.6: Location plan

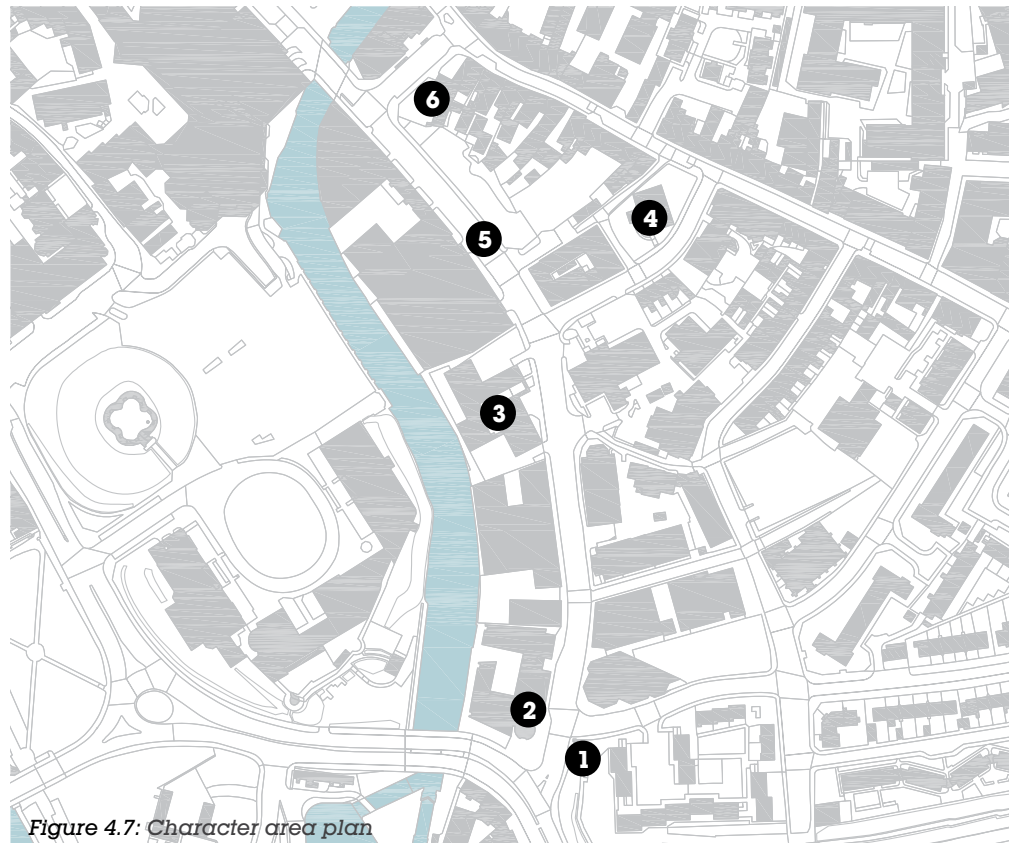


Figure 4.7: Character area plan

4.5 COPPERGATE/KING'S STAITH

4.5.1 The Coppergate/Staith character area is defined by High Ousegate to the north, Piccadilly Street to the east, Clifford's Tower / Castle Car Park to the south, and the River Ouse to the west.

4.5.2 The Coppergate/Staith character area is more homogeneous and permeable than other character areas across the Castle Gateway, generally characterised by narrower historic streets and a finer grain and smaller scale of



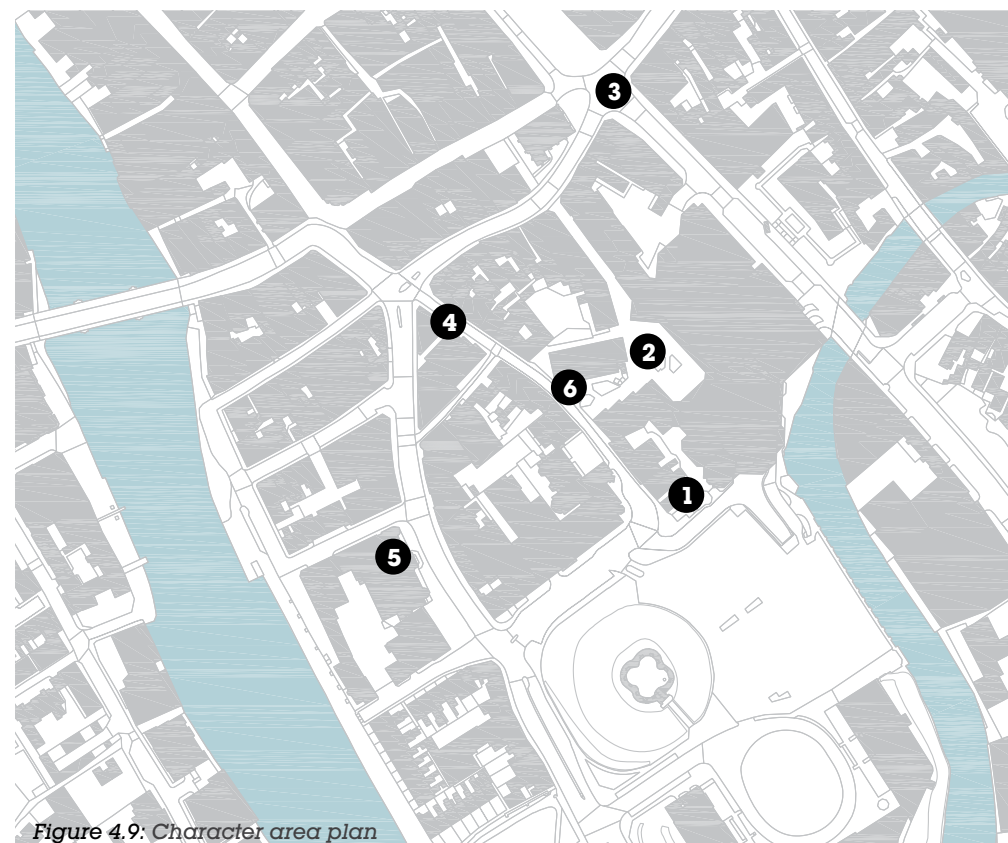
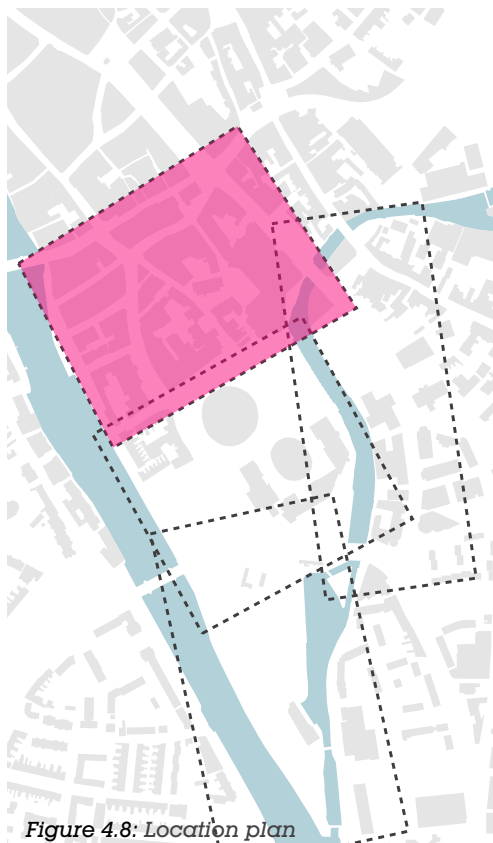
development. This environment is of course not suitable for modern traffic requirements and as a result, traffic and congestion limits the potential for a more pedestrian-friendly environment.

4.5.3 Coppergate/King's Staith benefits from a number of Listed buildings and landmark features including the Magistrates' Court and Saint Mary's Church which bring an architectural value and positive impact to the area.

4.5.4 Busy junctions located at the intersection of Clifford Street, Coppergate, King Street and Castlegate, as well as the north end of Piccadilly present hazardous environments for pedestrians and cyclists entering the character area. The connection between Saint Mary's Square and Clifford's Tower through the Coppergate Shopping Centre via Castle Walk is poor and uninviting. This issue is further compounded by the public toilets and servicing yards of the Coppergate Shopping Centre which front onto the Castle North character area and detract from the River Foss corridor to the east.

4.5.5 Clifford Street is a vehicle dominated route with wide carriageways and narrow pavements, causing severance between the eastern and western portions of the Coppergate/Staith character area.

4.5.6 Overall ambitions for the Coppergate/Staith character area are to improve pedestrian connectivity and the quality of public spaces and improve the interface of the Coppergate Centre with Castle North. Key access points (road junctions) to the north of the character area should be improved to encourage increased footfall and exploration of the area as an extension of the city centre.



4.6 THE RIVER CORRIDORS

4.6.1 The River Ouse and the River Foss play an important role in shaping the Castle Gateway area and the general experience of York's residents and visitors.

4.6.2 Beyond their historic role in establishing the origins of the city; the rivers form a distinct environment that enhances connectivity, a sense of place and ecological functionality of Castle Gateway.



4.6.3 There is a growing awareness in cities throughout the world that green and blue infrastructure can help to support a healthy urban environment, as well as alleviating the risks associated with climate change by:

- Regulating air temperature;
- Improving air quality;
- Increasing water storage; and
- Improving drainage / surface water run off.

4.6.4 Rivers also provide amenity benefits, with development situated close to water more likely to experience an uplift in value where locations are considered more attractive environments to live, work and play.

4.6.5 In places like the Foss Basin and New Walk; the river environment across the Castle Gateway is easily accessible, with pedestrian/cycle infrastructure, steps and pontoons allowing for clear visibility and interaction through leisure and recreation (e.g. walking, fishing and rowing). Elsewhere across the area however, the river corridor environment is less accessible, for example at the Castle Car Park and Piccadilly, where buildings, private land and railings prevent visibility and interaction.

4.6.4 It will be important for the masterplan to consider the function of the rivers in developing concepts for the Castle Gateway masterplan. Overall ambitions are to improve the accessibility of the river corridors; enhancing these environments and encouraging recreational uses that bring more activity and life to the Castle Gateway whilst improving climate resilience and healthy living.

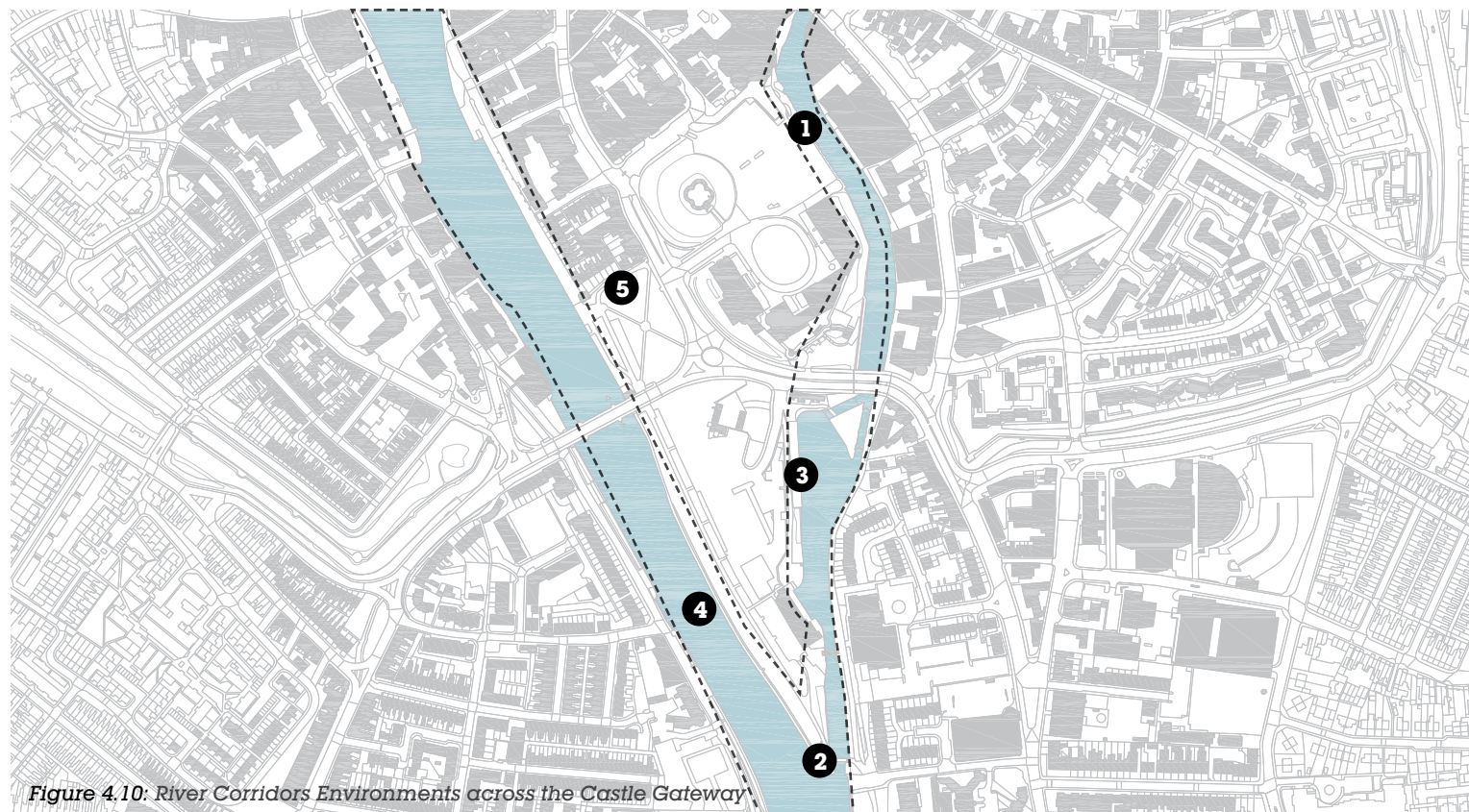


Figure 4.10: River Corridors Environments across the Castle Gateway

Figure 4.10: Opportunities and challenges plan

4.7 OPPORTUNITIES AND CHALLENGES

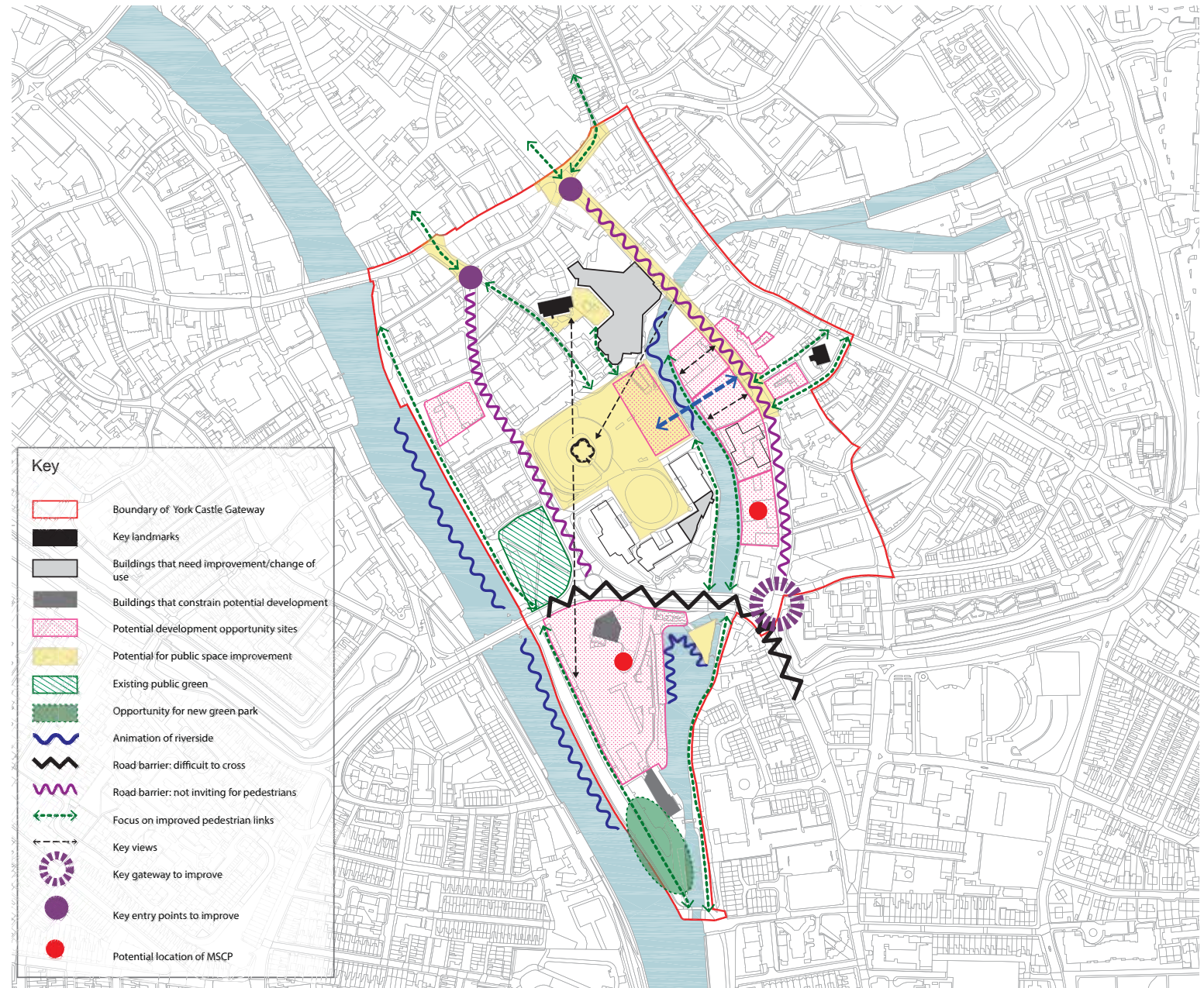
4.7.1 The accompanying plan highlights a number of potential opportunities and constraints considered likely to guide development of the Castle Gateway Masterplan options. A number of features have been identified including individual development sites, buildings with potential for change, public realm improvements and opportunities for stronger street character.

Potential Development Opportunity Sites

17-21 Piccadilly (SPARK: YORK)
Following the expiration of temporary permission ref 17/00274/FUL in July 2020, this site could be utilised for an alternative development proposal.

Castle Mills Car Park
An application for the demolition of unsafe buildings across the Castle Mills Car Park (ref. 17/01499/FUL) was made in June 2017 by City of York Council. The site is therefore identified as a key development opportunity for this masterplan which will seek to balance a commercially deliverable future scheme against the sites sensitive location and neighbouring historic assets.

Public Estate
There are a number of buildings across the Castle Gateway area which are owned by the public estate. These buildings, including the Magistrates' Court, Crown Court, County Court and HMRC offices, present an opportunity for a holistic approach to development of the area.



5.0 TRANSPORT AND MOVEMENT REVIEW

5.1 INTRODUCTION

5.1.1 The Castle Gateway is located within a stone's throw of York city centre. As such, the area is heavily influenced by an extensive transport network, established over many years to connect residents and visitors alike with the primary socio-economic functions on offer. The following section provides an overview of the key transport and movement issues, and the relationship between these and the Castle Gateway Masterplan.

5.1.2 Accordingly this section is structured as follows:

- Document and policy review
- Pedestrian movement
- Cycling
- Buses
- Cars and car parking
- Road network
- Principles for the Castle Gateway Masterplan

5.2 DOCUMENT/POLICY REVIEW

Local Transport Plan

5.2.1 The York Local Transport Plan (LTP3) covers the period 2011-2031. It has a total proposed budget of £40m, but is likely to be affected by future funding cuts from central Government. Funding for the plan will come, in part, from developer contributions and other revenue such as parking charges.

5.2.2 The LTP approach is, broadly, to displace any increased capacity for traffic to the outer ring road and to take the opportunity this creates to promote and expand park and ride, walking, cycling and public transport. Table 5.1 presents a summary of the key points from the LTP:

BASELINE STATISTICS *	ACHIEVEMENTS SINCE THE 2011 PLAN
<ul style="list-style-type: none"> - 12% journeys cycled (14.5% in the city); a 10% increase in cycling since 2008 - 15% of journeys walked (17.8% in the city) - 47% of journeys driven, but car use declining over all time periods by 2-3% per annum - 7% of trips by bus - 81% of visitor trips to York are driven (accessing city centre car parks and park and ride) 	<ul style="list-style-type: none"> - Peak traffic stable since 2006 - Local bus usage has grown from 15.3m to 16.9m between 2012/13 and 2015/16 (annual totals) - 4.5m park and ride bus passengers annually - Delivery of cycling programme has led to a significant increase in numbers cycling.
YORK CITY ASSETS	YORK CITY CHALLENGES
<ul style="list-style-type: none"> - Compact urban form - Flat terrain - Quality cycling infrastructure - Central Footstreets network (with potential to expand) 	<ul style="list-style-type: none"> - High car dependence (81% of trips) in rural hinterland - Conflicts between long and short distance traffic on strategic road network especially at river crossings - Rail connectivity from south east is poor - Overcrowding on some rail links, notably Leeds - Restrictions on space caused by historic street patterns, city walls, etc - Inner ring road is a barrier to pedestrian and cycle movement - Bus reliability is hampered by city centre congestion

Table 5.1: York Local Transport Plan Summary *York Local Transport Plan 3 (2011 - 2031)

City of York Draft Local Plan incorporating fourth set of changes (2005)

5.2.3 As shown in Figure 5.1, the 2005 draft Local Plan Proposals Map identifies the junction of Piccadilly and Tower Street as a location for highways improvement, as well as the extent of the previous land

allocation at Castle Piccadilly for mixed use development, incorporating the Castle Car Park.

5.2.4 The draft Local Plan gives emphasis to:

- Continued modal shift away from the use of private cars
- A clear hierarchy of road users
- A cycle network funded by all

new development on sites over 0.4ha

- New pedestrian and cycle bridges
- Road design to be of Home Zone standard in residential areas (or MfS2 - LTP) and
- No loss of lorry / coach parking facilities, unless equivalent alternative sites found

Local Plan Publication Draft (February 2018)

5.2.5 The Local Plan Publication Draft (February 2018) (Regulation 19 Consultation) will enable York to realise its economic growth ambitions as set out within the York Economic Strategy. It aims to deliver sustainable patterns and forms of development to support its economic growth ambition and its aspiration to be a city whose special qualities and distinctiveness are recognised worldwide. Key components and policy aims of are:

- the city centre being the principal location for the delivery of economic growth in the tourism, leisure and cultural sectors;
- promoting private sector employment growth through the provision of sufficient sites and infrastructure to deliver approximately 650 new jobs per year;
- the provision of sufficient land to deliver 867 homes per year;
- supporting design excellence in the conservation and enhancement of the defining characteristics of York's built environment;
- supporting measures to help reduce the emissions of particulates, nitrogen dioxide, carbon dioxide and other greenhouse gases from transport and other sources;
- delivering a fundamental shift in travel by improving strategic public transport, pedestrian and cycle networks and managing travel demand and modal choice;

- strategic highway network capacity improvement including junction improvements on the outer ring road and pursuing the dualling of the A1237

5.2.6 The City of York Transport Topic Paper, 2017, published alongside the Local Plan Publication Draft (February 2018), forecast that from the 2016 baseline to 2032/33:

- Total trips increase by approximately 20%
- Total travel time increases by approximately 30%
- Total delay increases by approximately 55%

5.2.7 This forecast assumes a 'do minimum' case that takes account of future development, as set out in the Local Plan Publication Draft (February 2018), and committed infrastructure within the plan period. It also states that further work may be required to identify additional transport (and other) infrastructure to lessen the impact of development, taking into account whether

- it is necessary,
- it is feasible,
- it is deliverable, and
- it does not impose such a burden as to render the Local Plan unviable.

5.2.8 The Castle Gateway Masterplan will consider this against the Local Plan Publication Draft (February 2018) policy aim of delivering a fundamental shift in travel by improving strategic public transport, pedestrian and cycle networks and managing travel demand and modal choice.

Opportunities and Challenges

5.2.9 A review of the various policy documents has led to the identification of the opportunities and challenges shown in Table 5.2:

Table 5.2: Transport and movement opportunities and challenges

Opportunities	Challenges
<ul style="list-style-type: none"> • Peak traffic levels and bus patronage stable since 2006 • 3 million annual park and ride bus passengers • Delivery of cycling programme has led to a significant increase in active cyclists • Creation of additional active travel and cross-city cycle routes • Alternatives to the car are being promoted for local journeys • Improved travel-related information • Ongoing review of bus routing across city centre (expansion of foot street area) • Ongoing development of York Greenways Network and connections to National Cycle Network • Introduction of electric charging points in council car parks • New pedestrian and cycle bridge links • Targeted bus priority measures • Potential closure of Ouse Bridge to (general) motor traffic 	<ul style="list-style-type: none"> • High car dependence (81% of trips) in rural hinterland • Conflicts between long and short distance traffic on strategic road network, especially at river crossings • Rail connectivity from south east of city centre is poor • Overcrowding on some rail links in and out of York (notably Leeds) • Restrictions on space caused by historic street patterns and city walls, etc. • Inner ring road a barrier to pedestrian and cycle movement • Bus reliability hampered by city centre congestion • Poor availability of inner ring road cycle crossings • Reluctance by visitors and businesses to lose car parking close to city centre • Barriers to pedestrian and cycle movements caused by rivers at narrow bridge points.

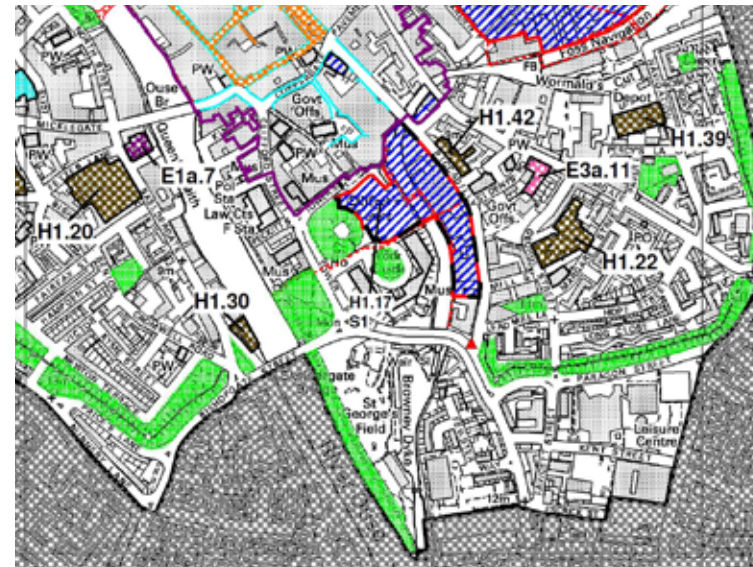


Figure 5.1: 2005 Local Plan Proposals Map

5.3 CASTLE GATEWAY ON FOOT

5.3.1 The key streets and routes in the area vary enormously in terms of their attractiveness to pedestrians. Recognising that most areas of openspace and public realm perform a variety of functions, we have appraised the quality of place across the Castle Gateway based upon its visual performance and intended function. Figure 5.2 shows the rating of place quality based upon the following classifications:

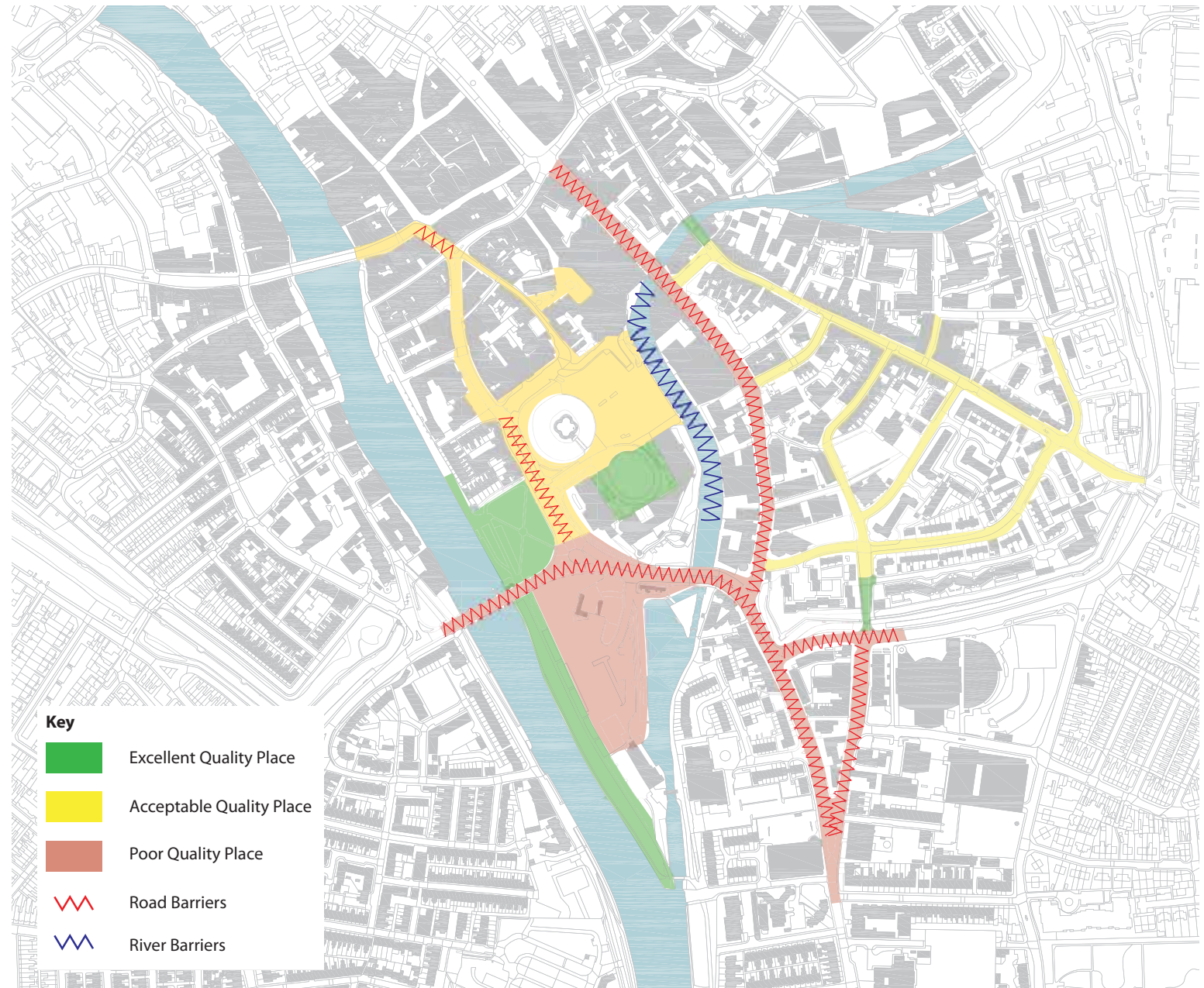
- Good - The place is of good quality, making a positive contribution to the area with little need for enhancement.
- Average - The place is of average quality making a positive contribution to the area but with need for enhancement.
- Poor - The place is of poor quality, making a negative contribution to the area and requiring enhancement.

Tower Street

5.3.2 Tower Street is a dual carriageway and significant barrier to pedestrians navigating the Castle Gateway area. The only crossing points between the River Ouse and Fishergate gyratory are at each end: a long-wait two stage puffin crossing at Fishergate / Tower street, and an arch under Skeldergate Bridge at the western end, connecting St. George's Field to Tower Gardens, which is sometimes flooded.

5.3.3 The only potential new crossing points are Castle Mills Bridge and, if signalised, the junction with Piccadilly. The barrier effect is exacerbated by a near-continuous flow of motor traffic along the corridor. Informal crossing chances are limited and only possible for the fleet of foot and able-bodied.

Figure 5.2: Barriers to walking





Delivery vans block road and pavement at Tower Street



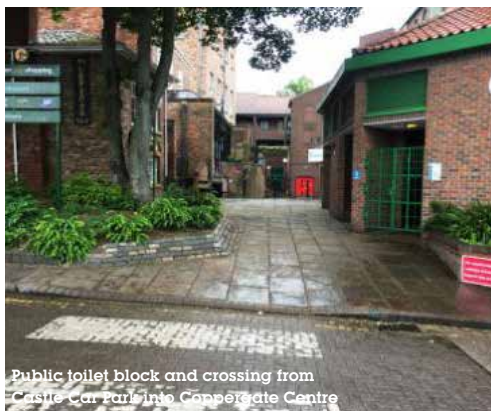
Ring Road presents a significant barrier to movement



Fishergate Gyratory - northern pedestrian crossing



Pavement, cycle lane and highway on Skeldegate Bridge



Public toilet block and crossing from Castle Car Park into Coppergate Centre



Castle Car Park

Piccadilly

5.3.4 Poor quality footways, combined with stretches of underused and derelict buildings make footways feel narrow. In the vicinity of Coppergate (Piccadilly) Car Park, the combination of narrow footways, dedicated lanes for accessing the multi-storey car park, and bus stops, compromises the pedestrian environment and as a result pedestrians spill out onto the carriageway. The northern end of the street has broken frontages and has no sense of place or of being a street for people.

River Foss

5.3.5 The River Foss Navigation is a significant linear barrier, and prevents east-west connectivity between the Castle and Piccadilly / Fossgate. The barrier effect is exacerbated by the high walls of the Coppergate Centre, which presents its back to the river. A footpath runs alongside the shopping centre but this does not feel inviting or safe at night. The rear walls of properties on Piccadilly also form a barrier, especially given their close proximity to the river and varying roof heights.

River Ouse

5.3.6 The Ouse is an attractive but significant barrier to east-west movement. On Skeldegate Bridge pedestrians must walk adjacent to heavy traffic as shown in the adjacent images. To the south of the city centre, the Millennium footbridge over the Ouse was well received and is very well used and an excellent precedent for new crossings over the Foss, along with the new bridge in the Hungate development.

Coppergate Centre

5.3.7 Coppergate Centre is a popular shopping centre which incorporates the Jorvik Viking Centre a major tourist attraction. However it is rather inward

looking and poorly connected to the rest of the city centre. Whilst alleyways provide permeability, these routes often lack active frontages. The most direct route to Clifford's Tower from the Coppergate Centre has poor sight lines and passes an unattractive block of public toilets. The Jorvik Centre which is accessed from the central open space within the Coppergate development, feels isolated and unrelated to the city. There is significant unrealised potential to create a visual narrative and routes that link the Jorvik Centre to the heritage attractions of Clifford Tower and the Castle Museum. Northern approaches to the Coppergate centre including Coppergate Street and Parliament Street are satisfactory though crossings could be further enhanced.

Castlegate

5.3.8 Castlegate is a beautiful medieval street, part of the footstreets with motor traffic restricted between 10:30 and 17:00. During these times access is for blue badge owners only. It is narrow and gently curved; as you walk along it, views of the Castle Museum and, eventually, Clifford's Tower open up. However it is full of motor vehicles, and not linked in any meaningful way with York's famous Footstreets. Castlegate is a footstreet but does not feel like one, with no priority for pedestrians.

Castle Car Park, Clifford's Tower and Eye of York

5.3.9 The castle car park presents a considerable barrier to pedestrian movement, with circulating traffic. The buildings are disconnected and isolated, creating an environment that does not make sense. The lack of enclosure (partly achieved by the loss of the original surrounding wall) is exacerbated by wide expanses of asphalt constituting roadways and car parks.

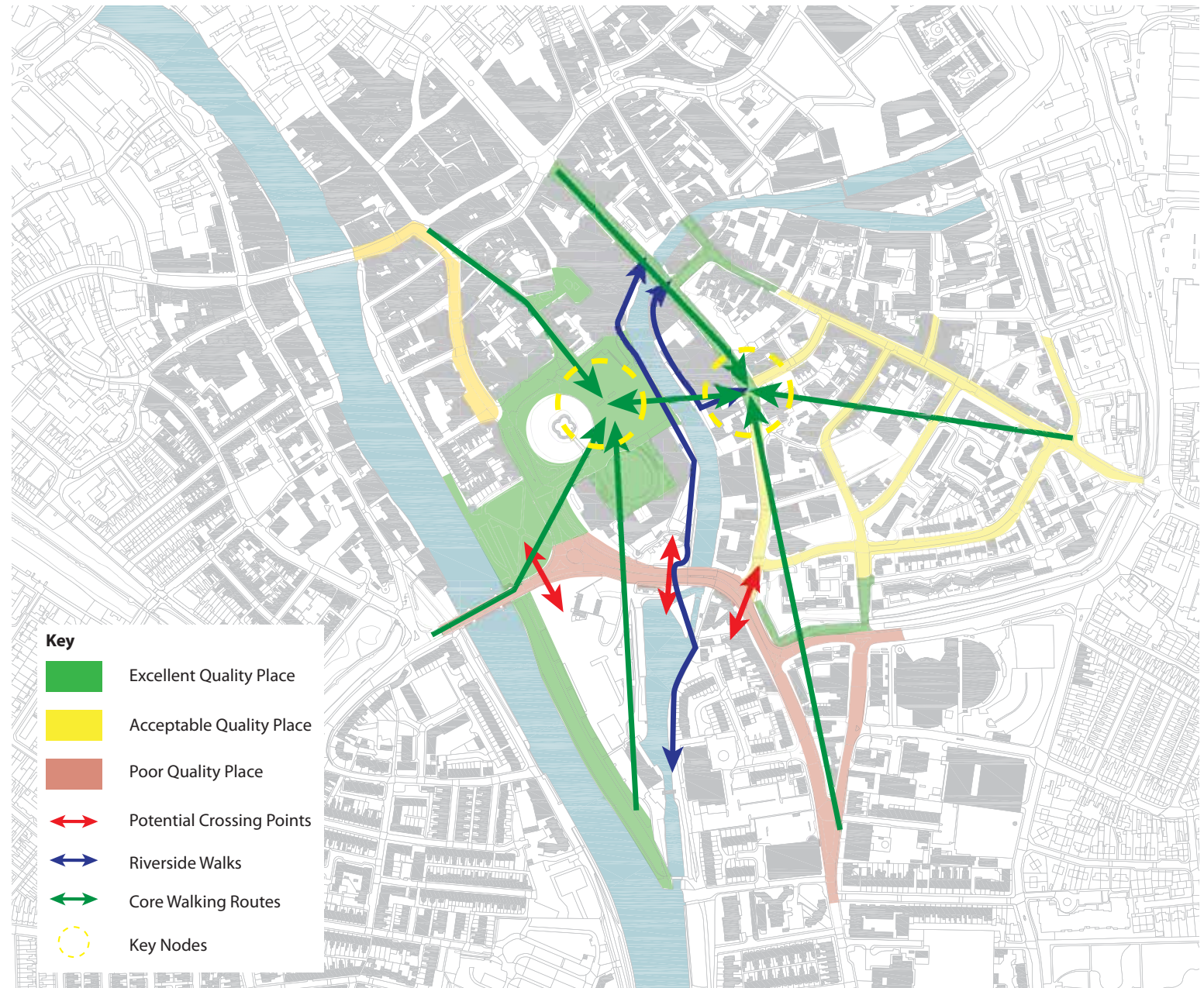
Potential Walking Route Opportunities

5.3.11 York and Castle Gateway are nevertheless well suited to movement on foot and there are a number of opportunities to improve pedestrian networks through the area.

5.3.12 Overall, the walking network needs to tell a narrative about the area. It needs to link the Jorvik Centre, one of York's most popular destinations, with Clifford's Tower, York Castle Museum and the rivers Ouse and Foss. New north-south and east-west connections would place Clifford's Tower at the centre of this network.

5.3.13 Figure 5.3 indicates that connections could run north and south, with better connectivity across a potentially remodelled Tower Street towards St. George's Field, and a Footstreets 'bridge' between Castlegate and Spurriergate. The connection from the Coppergate Centre, though far from ideal, needs to be made more accessible and inviting; alternatively Castlegate could become an attractive and worthwhile diversion.

Figure 5.3: Potential Connections and Crossings



Converting roads into streets for people

5.3.14 Piccadilly and Tower Street north of the half-roundabout could be remodelled to increase available pedestrian space, making them more inviting to pedestrians and stimulating new business and residential development. This may be achieved by narrowing the carriageway and setting back new frontages to provide new public realm and landscape scheme that stimulates footfall whilst providing space for bus stops. The public realm design needs to reduce the dominance of spaces for driving and reflect the historic setting of the Tower and Listed Crown Court, Museum and former debtor's prison.

Riverside Walk

5.3.15 Potential for a route along the Foss for pedestrians and cyclists, was discussed with the Environment Agency on 19th July 2017. The EA's view is that the Foss needs to be capable of as much water throughput as possible, and any potential obstructions and eddies should not be introduced. This obviates the potential for a route directly adjacent to the river and under Tower Street, adapting existing infrastructure, a crossing will therefore need to be provided on Tower Street. A further crossing point could be provided at the signalised junction where Tower Street meets Skeldergate Bridge.

5.3.16 A new pedestrian / cycle bridge is proposed across the River Foss to connect Piccadilly with the Castle precinct. A potential location for a new bridge link has been identified between 46-50 Piccadilly and Ryedale House as an alignment with St. Denys Road.

5.3.17 An indirect crossing may be more feasible than a direct one, given the likely presence of archaeological remains. The bridge would provide a useful east-west link for pedestrians and cyclists, avoiding Tower Street, and it would also fulfil the planning requirement to provide a flood escape route to higher ground from Piccadilly.

5.3.18 The bridge would provide an east west link in this area of the city providing access from Tower Gardens and the River Ouse to the strategic routes on Piccadilly and to the east via Dixon Lane and George Street. The bridge would need to facilitate access to a multi-storey car park, if one were to be provided on Piccadilly as a replacement for the Castle Car Park.



5.4 CYCLING AND THE CASTLE GATEWAY

Routes

5.4.1 York offers great potential for cycling - it is largely flat, and features some very pleasant riverside routes that offer fresh air and a calm environment. It is possible to cycle quickly into the surrounding countryside and to connect with most areas from a network of quiet greenways. This geography, combined with restricted access for private motor traffic, makes cycling an ideal mode of transport across the city. It provides door-to-door transport and convenient access to the city centre.

5.4.2 Figure 5.4 (below) shows the current cycling network in the city which incorporates a mix of existing and proposed routes. In the vicinity of the site is the orbital cycle route. A route from Tower Gardens leads cyclists into the city centre. The northern two-thirds of Piccadilly is a signed route.

Figure 5.4: York Cycle Network



Barriers

5.4.3 Figure 5.5 shows the main barriers to cycling in the study area. As with walking, cyclists encounter significant barriers in the area of Clifford's Tower and Piccadilly. Particular barriers are Tower Street, Skeldergate Bridge, the River Foss and Piccadilly along its length. The ban on cycling on the city centre Footstreets restricts access to the area from the north. During times of flood, the most important route - along New Walk adjacent to the Ouse - is inaccessible.

5.4.4 The network can be assessed against the Department for Transport's 'Bikeability' standards, an indicator of people's tolerance of risk when cycling. Whilst this is a desktop analysis it nonetheless indicates the extent of barriers in the study area.

- The crossing of Skeldergate Bridge is problematic as it is one of few crossings of the Ouse. The cycle lanes are below the 1.5m ideal minimum standard (as recommended in the London Cycle Design Guide).
- North-south journeys are difficult without knowing the riverside route - which is at times flooded.
- Several routes including Piccadilly are off-putting to novice cyclists with abilities equivalent to Bikeability Level 2 (off peak).
- Fishergate gyratory is particularly hazardous for cyclists, particularly at the southern end where there is an unexpected arrangement of traffic lanes.

Figure 5.5: Bikeability Map

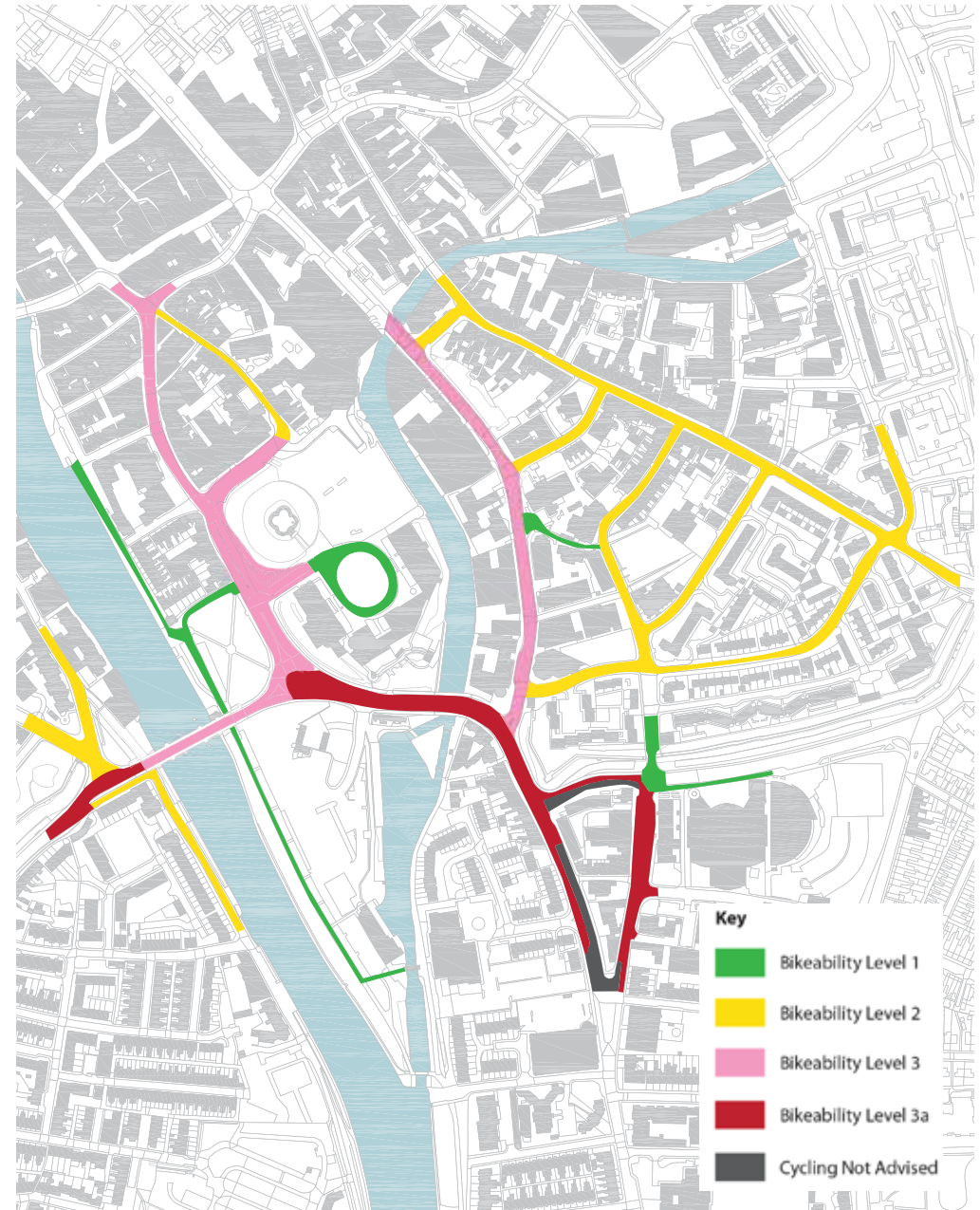


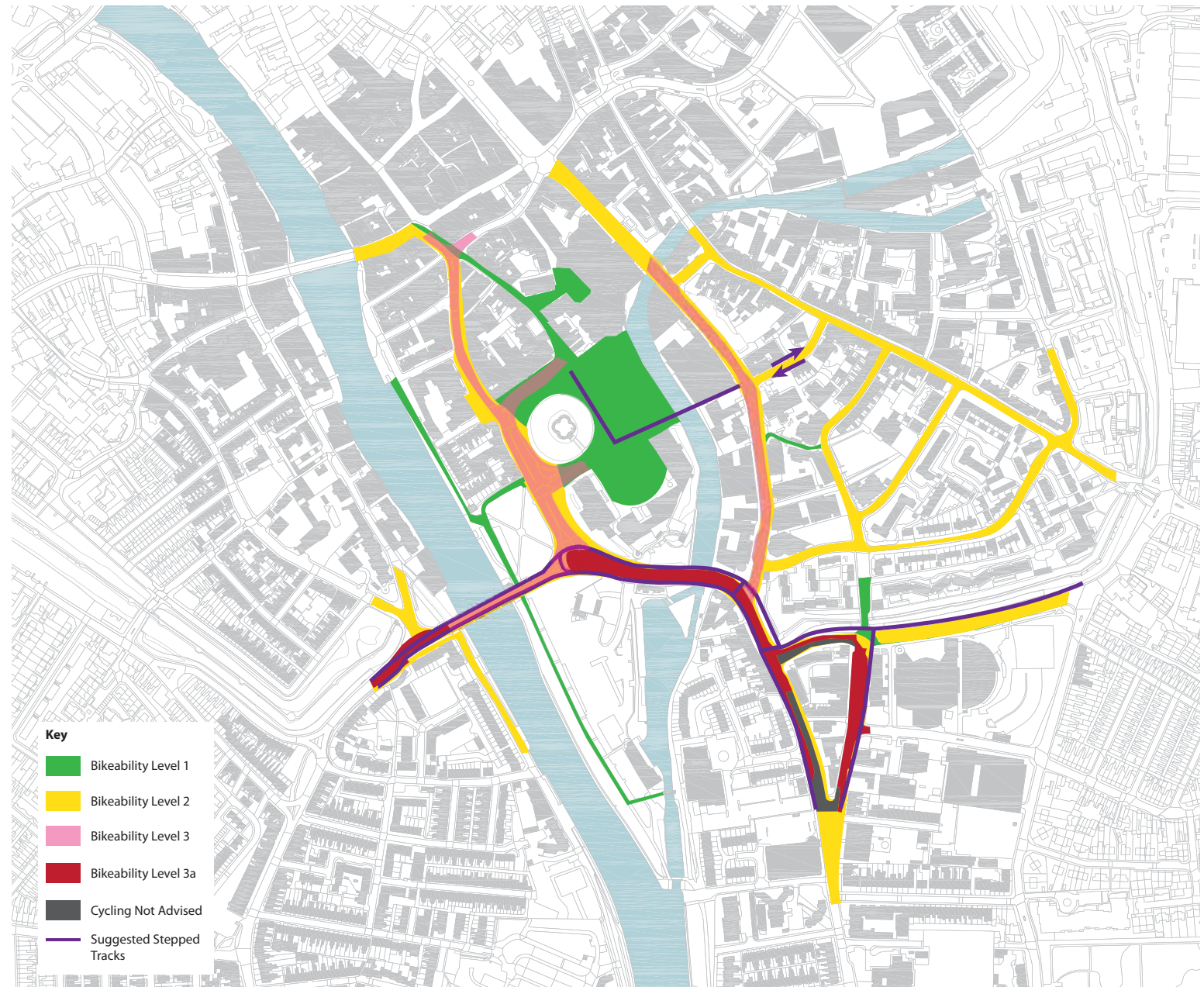
Figure 5.6: Potential New Route Opportunities

Potential New Route Opportunities

5.4.5 Figure 5.6 provides an indication of potential to deliver a comprehensive cycle network in and around the study area. Planned and potential projects include:

5.4.6 The proposed new cycle-foot bridge across the River Foss will provide the missing east-west connection linking to wide routes. Consideration could be given to the following:

- Amendment or, preferably, the removal of the Fishergate Gyratory, coupled with a lower speed limit and dedicated cycle infrastructure or alternative routes.
- Widening the existing cycle lanes on Skeldergate Bridge or providing 1.5m stepped tracks each way. Modifications at the eastern end to improve cyclists' safety including segregated cycle tracks (utilising existing footway and lane narrowing) and giving consideration to the potential of a bolt-on bridge for pedestrians on the northern side to allow a two way cycle track to be provided on the existing footway.
- Signalisation or other measures (to be discussed in relation to bus movements) at the Piccadilly junction with the Inner Ring Road.



5.5 BUSES

Routes and Stops

5.5.1 Figure 5.7 shows that approximately 40 bus services use either Tower Street or Piccadilly. The most frequent services use Piccadilly, which has stops located in the vicinity of Coppergate Car Park. The bus stops are not staggered, so the overall carriageway is wide and this limits pedestrian space. There are also bus stops the vicinity of Clifford's Tower, serving Park and Ride and three other routes.

5.5.2 Bus infrastructure causes considerable severance; busy bus routes penetrate the city centre's historic streets largely because of the need to reach the rail station which is a key destination for passengers travelling from the south and east of the city.

5.5.3 To access Piccadilly from Fishergate, buses must travel westbound along Tower Street and turn around at the roundabout just east of Skeldergate Bridge before making the turn left into Piccadilly. Sometimes buses are held up by other buses exiting Piccadilly.

5.5.4 The Council has plans to make Coppergate one way in a westbound direction, this would mean buses turning left from Clifford Street into Coppergate would continue south on to Tower Street which would need to be considered as part of any scheme.

5.5.5 Bus reliability is a function of the level of congestion in the city; through quieter periods of the day the reliability is good, however, through congested periods this can drop of significantly due to traffic on the road network.

5.5.6 There is congestion at the Piccadilly bus stops on adjacent to the Coppergate Centre due to the number of buses. There are also passenger congestion issues at the Clifford Street bus stops due to limited road space for traffic to pass and also due to limited footway space for pedestrians to alight.

Potential Opportunities for Change

5.5.7 York's road network restricts the number of changes that can be made to existing bus routes. However, the Council have worked hard, in the absence of a York bus station, to create 'interchange hubs' across the city centre. Spacing out the stops, whilst potentially improving the streetscape, would make interchange between buses more difficult. The Council is considering making Coppergate one-way westbound but it is unclear what implications this would have for bus services. Since buses would not be travelling in both directions it could become harder for passengers to work out where the outbound and return stops are.

5.5.8 A one way circulation of buses could be considered, as could terminating or diverting some routes so that they 'glance off' the edges of the Footstreets area rather than going through the city. However this needs to be considered in the light of the commercial and operational need to serve the station, as well as the mobility requirements of users.

5.5.9 Providing a signalised right-turn pocket at the junction of Piccadilly and Tower Street may assist, since northbound bus services from Fishergate could turn right into Piccadilly rather than having to go to the roundabout east of Skeldergate Bridge to perform a U-turn.

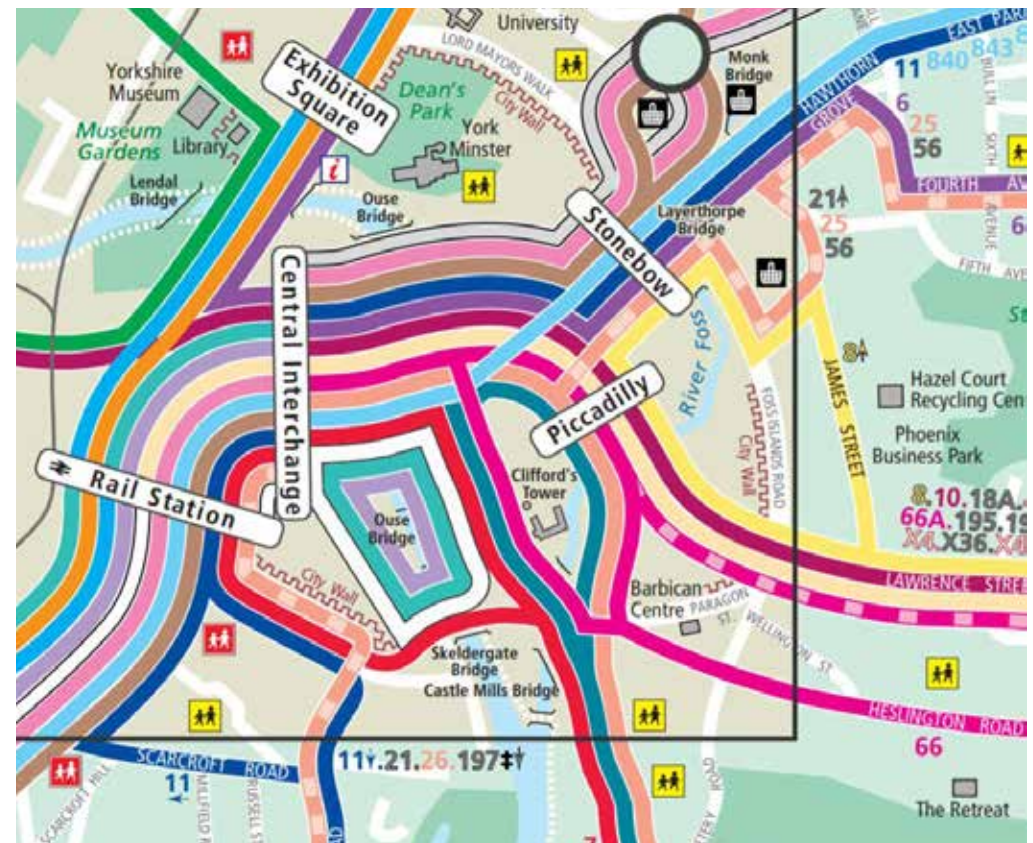


Figure 5.7: York Bus Network

5.6 ROADS AND GENERAL TRAFFIC

Traffic Network

5.6.1 The principal traffic routes in the area are the A19 and the Inner Ring Road comprising the Fishergate Gyratory, Tower Street and Skeldergate Bridge. The main secondary route is Clifford Street. The Tower Street section has four lanes (two in each direction) and has the feel of an urban motorway. Between Skeldergate Bridge and Fishergate, the road performs the function of a one way gyratory with motor traffic obliged to travel some considerable distance to 'turn right', notably traffic approaching the city from the A19 seeking to reach Piccadilly.

Traffic Levels and Congestion

5.6.2 The two main routes for motor traffic are Tower Street and Clifford Street. Piccadilly is a busy bus street, although many services divert along Walmgate.

5.6.3 Traffic on Tower Street travelling across the Ouse and Foss is almost continuous as might be expected of a Ring Road. Analysis of Google Traffic shows frequent or continuous congestion particularly on Skeldergate Bridge, which has just one lane in each direction. However Google does not show congestion on the four lane section - and neither does the Council's own analysis of congestion as shown in the 2011 LTP. Arguably therefore Tower Street east of Skeldergate has excess capacity since one lane westbound is reserved for turning movements (buses U-turning and right turning at the half-roundabout towards Clifford Street).

Traffic Management Measures

5.6.4 Motor traffic in the area is restricted in speed and direction by the junctions in the area and the vehicular restrictions in place, for example there is restricted access (buses only) at the northern end of Piccadilly. From onsite observations traffic volumes are not significant on Piccadilly although the wide road does encourage higher speeds.

Urban Traffic Control (UTC)

5.6.5 A UTC system is in place in the city centre and works as well as it can, based on limited road space. The council is currently going through a renewal programme of the key signal junctions in the city which is due to last three years; this may increase capacity at certain junctions around the city.

5.6.6 Through previous experience with the Council all options regarding increasing capacity with the existing road space have been reviewed and developed. In this part of the city the Fishergate Gyratory is congested during peak periods. Although the IRR to the south of the site is relatively free flowing the junctions either side are congested.

Potential Opportunities for Change

5.6.7 A number of transport infrastructure proposals could be considered in the masterplan options:

- Installing new right turns for Piccadilly and St. George's Field, and modifying the right turn towards Clifford Street to incorporate a pedestrian and cycle crossing.
- Reducing the number of traffic lanes on Tower Street in order to accommodate right turning lanes, particularly into Piccadilly and also into St. George's Field Car Park. The arrangement could be light controlled, incorporating pedestrian and cycle crossings.
- Restricting traffic on Clifford Street to buses, pedestrians and cycles only, in order to facilitate a better city centre environment with wider footways.

5.6.8 Whilst outside the scope of the Castle Gateway Masterplan, completing the dualing of the outer ring road would reduce the temptation to drive through the city centre and would increase network resilience. More generally accepting that reductions in capacity for motor traffic are consistent with background decreases in car travel demand and are a desirable outcome for a city that wants to become more successful and liveable, and facilitate expansion of the city centre.



5.7 CAR AND COACH PARKING

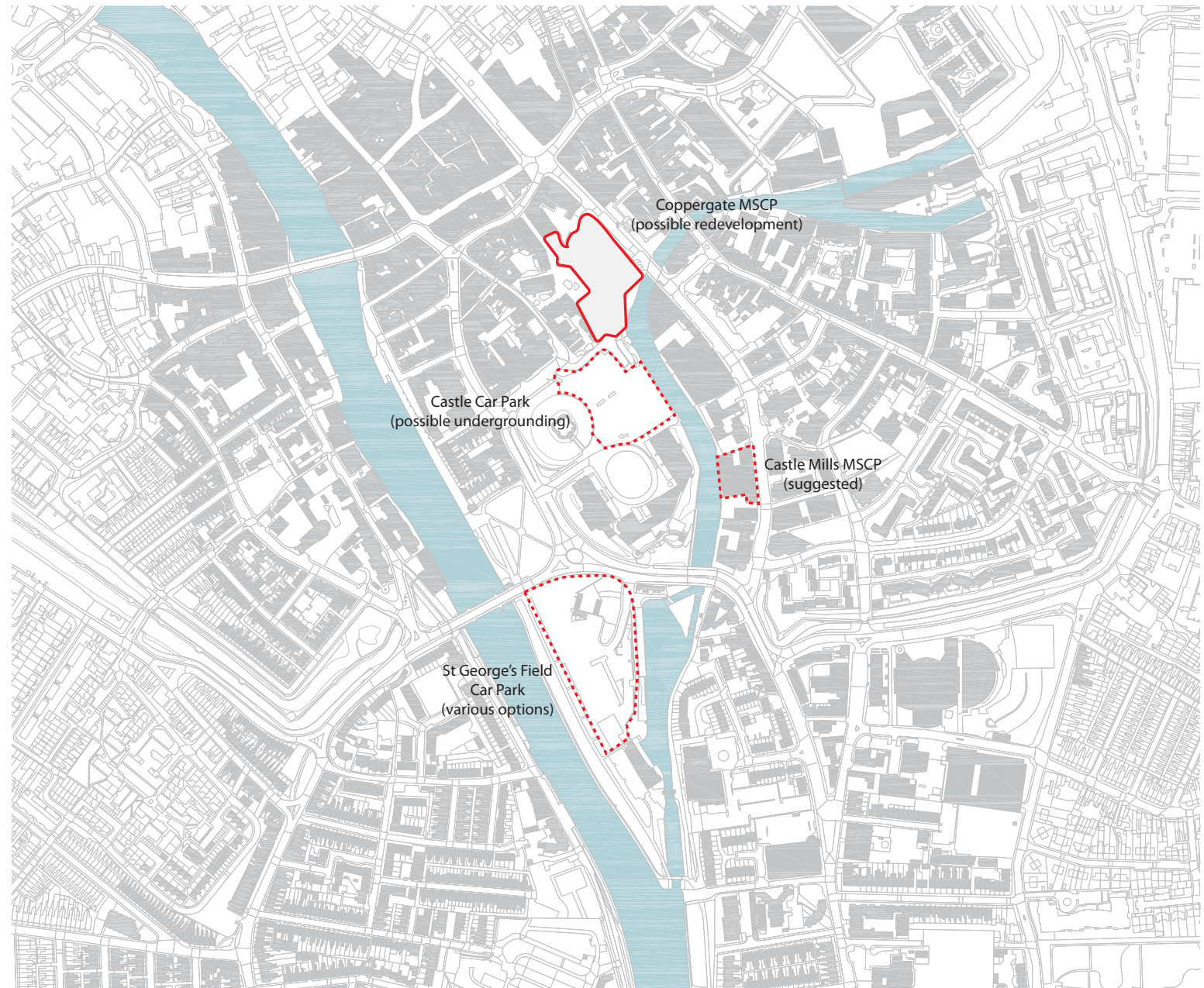
5.7.1 Figure 5.8 indicates changes that could apply to parking in the Castle-Piccadilly area. The main options are the closure of Castle Car Park or its rebuilding as an underground car park, the intensification of the use of St. George's Fields and construction of car parking at the Castle Mills site.

Castle Car Park – Underground Option

5.7.2 The Council is considering options for 'undergrounding' the car park and a feasibility study has been completed by Arup. This shows that it is possible to create a 2 level basement car park, accessed from Tower Street, freeing up the site for enhanced public realm at grade or possibly new buildings. This would undoubtedly remain a popular car park attracting premium charges (and providing revenue for the Council) for as long as bringing a car into the city centre remains an attractive option. However, there are significant costs and risks associated with this option:

- High development costs.
- Unknown ground conditions, for example the risk of foundations from the 1930's start on the new civic offices on the prison site (never completed) being more extensive than assumed.
- Flood risk may require construction of a flood barrier across the access ramp (this is an unwanted feature since motorised gates break down or need annual or ad-hoc maintenance and testing which may require periodic closures of the garage). The only realistic option is to build the ramp up to a level above flood risk.

Figure 5.8: Parking Options



Coppergate (Piccadilly) Car Park

5.7.3 Coppergate Car Park is not well designed by modern standards and is rarely fully occupied despite its location closest to the city centre. Nevertheless it is currently felt to be critical to the operation of the Coppergate Centre offering shopmobility services from the top floor. Investment in and reconfiguration of the Coppergate Centre could however consider alternative car parking options:

- An improved or new car park, meeting modern standards and incorporating better ground floor uses and animation of the Piccadilly, River Foss and Castle Car Park frontages.
- If the Coppergate Centre Car Park was closed altogether this may provide the opportunity to deliver larger retail floorplates and provide an active frontage to Piccadilly, River Foss and Castle Car Park as above.

5.7.4 Moving car parks out towards the ring road (e.g. to the Castle Mills site) fits a wider objective of drawing pedestrian traffic along Piccadilly to bring life to the street, which could increase the viability of frontage development and create a retail and tourism circuit via the proposed new Foss bridge.

St. George's Field

5.7.5 St. George's Field currently has space for 150 cars and is generally only 30% occupied. A number of spaces are occupied by coaches. Toilet facilities are provided and there is an attractive pedestrian link to the city centre via Tower Gardens. There is currently no right turn into the car park from Tower Street. Right turns out are achieved via the half-roundabout.

5.7.6 The option exists to retain the current arrangement or to increase capacity, through a decked or multi-storey solution, providing a satisfactory road access and measures to manage flood risk can be agreed. The intensification of car parking at the site presupposes the coach park can be relocated, perhaps to peripheral Park and Ride facilities, providing pick up rendezvous points are established around the city. Travelling fairs which set up on St. George's Field may have to be accommodated on other city centre sites. Coach parking may be the preferred use of the car park, with private motor traffic displaced to either Castle Mills or the park and ride system. This would be consistent with York's stated ambition to be a coach-friendly city.

Castle Mills Car Park

5.7.7 The operation and success of a new multi-storey car park at the Castle Mills site would be optimised if the junction at the southern end of Piccadilly was amended to allow right turn movements into Piccadilly and if a pedestrian bridge could be provided to give access from the Castle Mills site to the west bank of the Foss. As noted above, a multi-storey car park might even displace Coppergate Car Park.

Castle Car Park



5.8 KEY TRANSPORT PRINCIPLES FOR THE MASTERPLAN

5.8.1 The analysis above suggests a number of key masterplanning principles relating to transport to be embraced by the masterplan options, summarised in Table 5.3 adjacent:

Table 5.3: Key Transport Principles for the Masterplan

Walking	Cycling	Public Transport	Driving / Street Network	Parking
<ul style="list-style-type: none"> • Improve connectivity between Clifford's Tower and Piccadilly via a new foot / cycle bridge. • Improve or create routes that tell a 'narrative' story for the history of the Tower. This includes extending the influence of the Footstreets along Castlegate. • Create public realm and development solutions that serve to join the currently disjointed components of the study area, creating logical routes, connections and circuits that invite people to spend time in the area. • Create public realm solutions that respect and enhance the setting of historic buildings. • Narrow the carriageways of Piccadilly and Tower Street / Clifford Street. • Address key barriers, particularly Tower Street and Fishergate gyratory. The Inner Ring Road section to receive additional pedestrian (and cycle) crossings and to be converted from a street to an attractive boulevard. • Provide riverside walkways along the Foss at the higher level. • Consider introducing a new iconic pedestrian and cycle bridge over the River Ouse. 	<ul style="list-style-type: none"> • Construct a new pedestrian and cycle bridge across the River Foss. • Facilitate safer cycling alongside the Inner Ring Road. • Provide cycling infrastructure or slower speeds / reduced traffic volumes along Piccadilly and Clifford Street. • Review the Fishergate gyratory incorporating cycling infrastructure. • Integrate cycling into new junctions and crossings. 	<ul style="list-style-type: none"> • Retain good penetration of buses into the city centre but remove buses from Coppergate. • Provide bus only routes (Ouse Bridge) and other bus priority measures. • Consider route reviews that incorporate reasonable bus access to York Station. This includes routes that 'glance' off the edges of the city centre. • Provide a right turn facility to access Piccadilly. • Stagger bus stops to release space for walking and cycling. 	<ul style="list-style-type: none"> • Amend Tower Street to accommodate new right turns • Reduce through traffic and local traffic through other measures to promote modal shift. • Convert roads into boulevards, with landscaping improvements • Push forward with investment in dualing the outer ring road 	<ul style="list-style-type: none"> • Preference for locating parking in the park and ride sites, in tandem with reduction of city centre car parking. • CYC is not seeking to retain parking but it does require equivalent or better revenues. • Provide a new multi-storey car park at Castle Mills. • Improve or close Coppergate Car Park and redevelop / convert the site to accommodate larger and additional retail units and mixed commercial uses • Close Castle Car Park and redevelop as an underground facility or relocate parking elsewhere. • Prioritise coach parking in St. George's Field but consider future 'phase 2' uses.



River Foss from Castle Car Park



New Walk



St. George's Field Car Park



View north along Clifford Street



Castle Car Park



Junction at Tower Street and Skeldergate Bridge

6.0 INFRASTRUCTURE AND FLOOD RISK

6.1 INTRODUCTION

6.1.1 The project area is part of the historic city centre of York and located on the confluence of the rivers Ouse and Foss. Flood risk plays an important role in the master planning of the area. This note contains the initial analysis of the site and first thoughts about solutions.

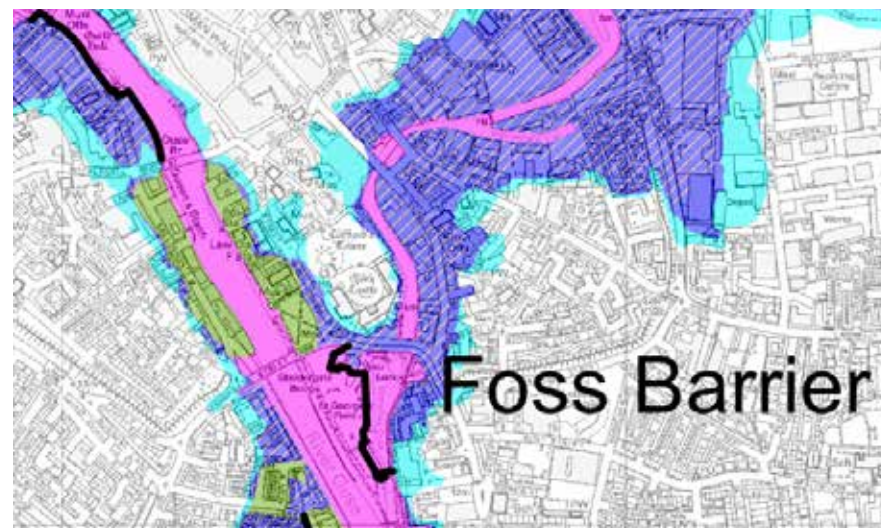
6.1.2 The River Foss has a highly urbanised catchment area and therefore the river level rises quickly in response to high rainfall along the course of the Foss and contributory watercourses. The River Ouse has a larger, more rural geographical catchment. The rural nature of much of the catchment area means that the Ouse can be slower to rise, but the scale of the catchment means that ultimately heavy rainfall from the Pennines will result in significant increases in the river level through the city.

Both rivers are categorised as 'main rivers', maintained by the Environmental Agency (EA) and CYC, forming part of the EA's River Humber Basin Management Plan. The EA is responsible for the flood walls, gates, embankments and River Foss Barrier flood defences.

6.2 FLOOD RISK AND THE CASTLE GATEWAY AREA

6.2.1 Figure 6.1 shows the Environment Agency Flood Risk Zones across the Castle Gateway as identified within the Council's 2011 Strategic Flood Risk Assessment. This should be read alongside the EA flood risk definitions set out in Table 6.1

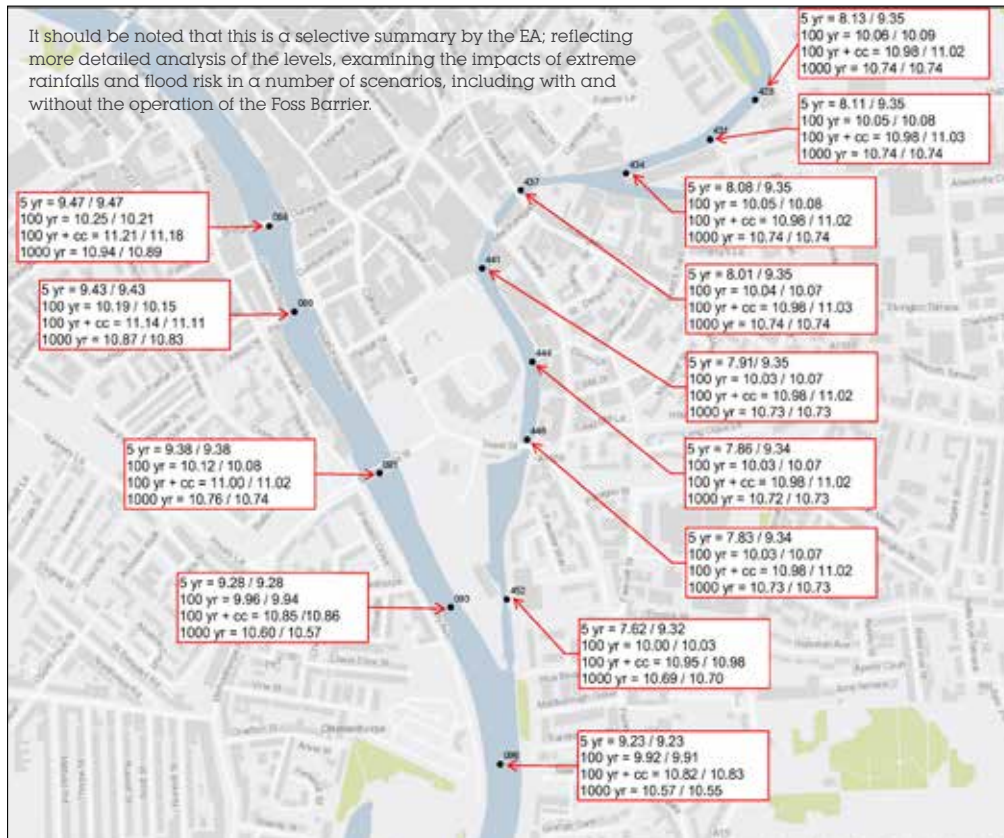
Figure 6.1: Flood risk map



Flood Zone	Colour On Map	Definition
Zone 1 Low Probability	No colour	Land having a less than 1 in 1,000 annual probability of flooding in any year.
Zone 2 Medium Probability	Light blue	Land having between a 1 in 100 and 1 in 1,000 annual probability of flooding in any year.
Zone 3a High Probability	Dark blue - solid	Land having between a 1 in 25 and 1 in 100 annual probability of flooding in any year with flood defence up to 1 in 50
	Dark blue - hatched	Land having between a 1 in 25 and 1 in 100 annual probability of flooding in any year with flood defence up to 1 in 100
Zone 3b Highest Probability	Green: Developed areas	Land with up to a 1 in 25 or greater annual probability of flooding in any year.
	Pink: Undeveloped areas	

Table 6.1: Flood risk definition

Figure 6.2: Summary of EA Modelled Flood Levels across the River Foss and Ouse



6.2.2 As shown in Figure 6.1, large parts of the project area are located in high risk flood zones. EA records show extensive flooding in March 1947, March 1968, December 1978 and January 1982. Much of the area within the City of York at risk of flooding is not along the River Ouse, but along the River Foss, including Piccadilly, Walmgate and Foss Island caused when higher levels within the Ouse restrict outflows from the Foss, restricting the outflow of the Foss into the Ouse and so causing water levels to back upstream. Following the 1982 floods, the Foss Barrier (see 6.4.1 overleaf) was commissioned and

opened in 1998 to protect more vulnerable areas within the city. This effectively created two distinct flood risk scenarios within this area of the city: Land at risk of flooding from the Foss which benefits from flood defences but retains a residual risk of flooding; and land outwith the defences on the Ouse side which are not defended from the flood risk presented by the River Ouse.

6.2.3 Since installation of the Foss Barrier there have been further significant flooding events; in February 1991, Autumn 2000, June 2007 and September 2012 which have effected high risk flood areas

on the Ouse side, but generally, have not led to substantial flooding within the protected areas. Limited flooding of New Walk adjacent to the Ouse parts of St. George's Field and roads along the Ouse's frontage occurs on an annual basis approximately 2/3 times a year. The Foss Basin would be inundated on a more regular basis if the Foss Barrier was not utilised several times a year. However, the residual risk of flooding on the defended side of the defences remains illustrated in the Boxing Day floods of 2015, when the barrier was unable to adequately protect the defended areas, and substantial flooding occurred with parts of the city centre, including; the Foss Basin, Piccadilly and Walmgate, which are within the Castle Gateway.

6.3 FLOOD LEVELS

6.3.1 The EA has modelled flood levels along the Ouse and the Foss to examine the impacts of extreme rainfalls and flood risk in a number of scenarios. These are shown in Figure 6.2.

River Foss

6.3.2 As measured at the Foss Barrier, typical water levels for the River Foss range from between 5.05m and 7.90m. The 1 in 5 year protected level at the Foss Barrier is modelled at 7.62m compared to an unprotected level of 9.32m.

6.3.3 These compare to average ground levels of approximately 6.7m AOD within the Foss Basin, 8.5m AOD across St. George's Field, 9m AOD at Walmgate, 9.1m AOD at Piccadilly, 9.4m AOD at the entrance to St. George's Field Car Park and 9m AOD at Tower Street (adjacent to Clifford's Tower). This demonstrates the susceptibility of the Castle Gateway area even to a 1 in 5 year flooding event. It is only through effective management of the

River Foss that acceptable water levels within the Foss Basin can be maintained against substantially higher levels within the Ouse.

River Ouse

6.3.4 The average level of the River Ouse as measured at the Foss Barrier ranges from between 5.10m and 6.82m AOD. Modelled river levels in the Ouse are 9.28m for the 1 in 5 year event, increasing to approximately 10.9m during a 1 in 100 year event when taking account of climate change predictions.

6.3.5 These compare to average ground levels of approximately 7.3m AOD across Tower Gardens and South Esplanade, 8.5m AOD across St. George's Field and 9m AOD along Tower Street, adjacent to Clifford's Tower. This illustrates the susceptibility of the unprotected areas outwith the Foss Barrier to frequent flooding, and also the importance of the Foss Barrier in resisting flooding within the Castle Gateway.



6.4 FLOOD DEFENCES AND FLOOD MANAGEMENT

Foss Barrier

6.4.1 The Foss Barrier was constructed in 1986/1987 and brought into operation in 1988. It is a floodgate designed to prevent the backing up of floodwater from the River Foss meeting with surge water from the River Ouse. The Barrier comprises a 16 tonne floodgate and a pumping station. When in use, the Barrier directs the flow of the River Foss into pumps which discharge the water into the higher River Ouse. On average, the Foss Barrier is operated five times per year.

6.4.2 When the River Ouse reaches a water level of 7.6m AOD, the barrier is lowered (barrier level 10.35m AOD). Visible and audible alarms are activated to warn navigation craft. The pumps are run for a few minutes to clear any rubbish and silt from the riverbed at the barrier so that the barrier is a watertight fit. The electrically driven barrier is then lowered, which takes approximately four minutes.

6.4.3 Once the barrier is in place, the flow from the River Foss is transferred around the barrier and into the Ouse by up to eight pumps. These pumps automatically maintain the water level of the River Foss at around 7.5m AOD and are capable of pumping approximately 30m³/s. When the flood subsides and the level of the River Ouse drops to 7.5m AOD, the levels on either side of the barrier are equalised. A second audible/visual warning is given before the gate is opened and the pumps shut down.

6.4.4 On 26 December 2015 intense storms to the north of York caused very high levels in the River Ouse, bringing the Foss Barrier into operation. However, as the storms moved south they fell on the catchment of the River Foss with an intensity thought to be in the region of a 1:200 year event. Falling on saturated ground, this intense rainfall led to outflows from the Foss which severely tested the capacity of the Foss Barrier pumps, such that water levels in the River Foss continued to increase.

6.4.5 At the same time, water was entering the Foss Barrier pumping station because of leakage in the service tunnel (as a result of a cracked construction joint) and water entering the via an open access cover on the interceptor chambers (which had been opened to install a mobile pump for removal of leakage water). The water ingress was threatening to flood the electrical equipment of the building which would have potentially led to a situation where the pumps failed with the barrier in the lowered position (i.e. causing levels to rise up to 10.35 AOD). To prevent even more widespread flooding upstream, the decision was made by the EA's emergency committee to open the barrier and shut down the pumps. This allowed water levels in the Ouse to impact the Foss, causing the flooding of Fishergate, Piccadilly, Walmgate and Foss Islands.

6.4.6 Besides the Foss Barrier, other flood defences and storage areas are present in catchment area of the River Foss and River Ouse as shown in Figure 6.3.

Flood Management Strategy

6.4.7 According to York's local flood management strategy, the EA's well established catchment-wide monitoring for the River Ouse enables warnings for York to be issued approximately 14 hours ahead of the peak flood level through the city. As such, river flood events across the Castle Gateway are relatively predictable with slow increases in river levels allowing for consistent and effective multi-agency response to be provided in accordance with the Councils Emergency Flood Plan.

6.4.8 However the floods in 2007, 2012 and 2015 demonstrated the complexity of flood risk in York because of the inter-relationship with the River Foss and other (including surface water) flood risks. As noted in the introduction above, the catchment of the River Foss is much smaller than the River Ouse and more urbanised in character, meaning a relatively immediate impact of heavy rainfall events, meaning less accurate flood predictions with shorter notice.

6.4.9 Traditional flood defences against rising river levels and inadequate management and maintenance of flood protection and drainage infrastructure bring a risk of surface water flooding and flash flooding which contributed to 2015 and was a key cause in 2007 and 2012.

Flood Protection Measures

6.4.10 The EA proposes several flood protection measures in the 5 year York Flood Action Plan (2016). Figure 6.4 contains a summary.

Figure 6.3: Flood Management Strategy.

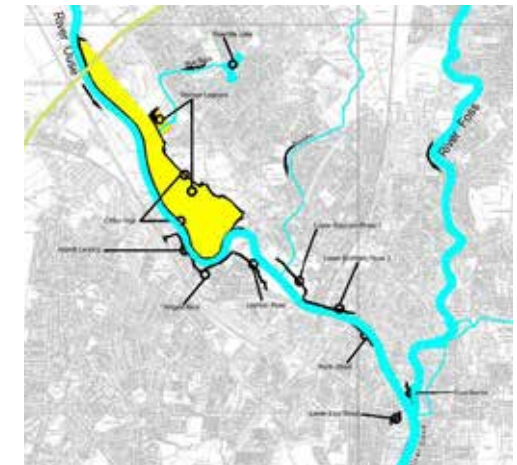


Figure 6.4: Summary of the EA's Proposed Flood Protection Measures.

Possible work could include:

● Raise land

Increase the height of the footpath between Scarborough Bridge footbridge and Earlsborough Terrace and the roundabout on Tower Street.

● Construct new flood walls or gates

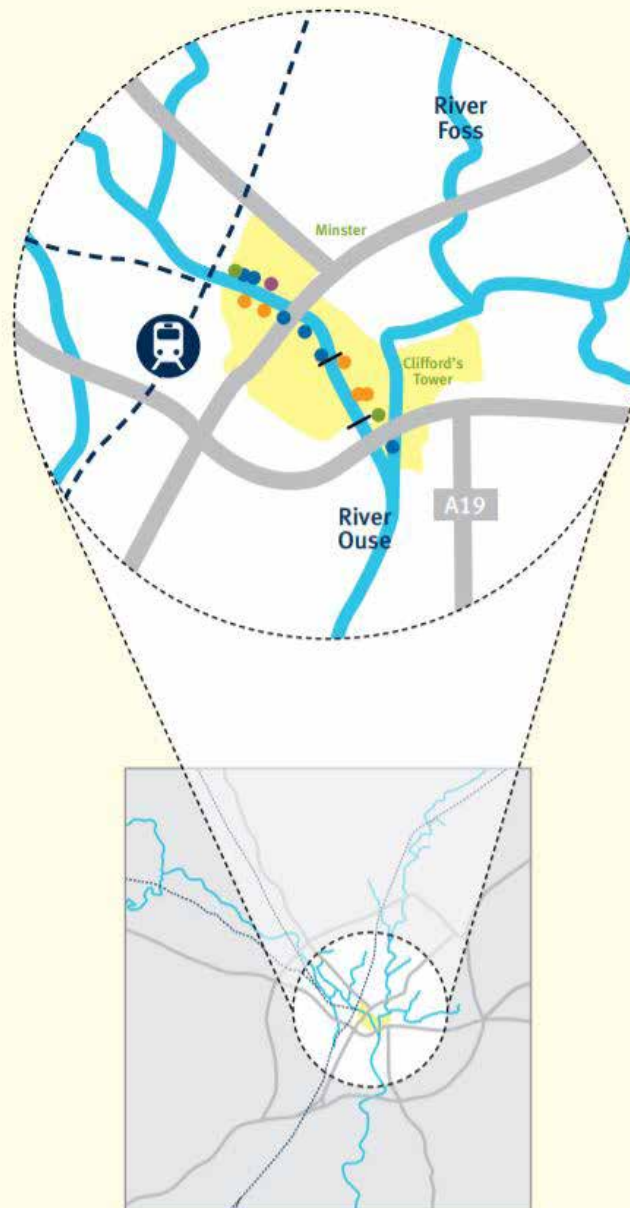
Build new flood gate and 1.3 metre high wall in the post office car park; build a 0.9 metre high wall and gates at Memorial Gardens; build demountable walls along Skeldergate, Queen Staithes and Kings Staithes; install new defences from Lower Friargate to South Esplanade and install flood gates; build a 0.8 metre high wall and flood gates along edge of Tower Gardens

● Raise embankments

At Museum Gardens by up to 1 metre.

● Raise existing flood walls/gates

Replace the existing gate at Marygate with one that has a height of up to 2.1 metres; replace 12 flood gates at Earlsborough Terrace; raise the wall at Earlsborough Terrace by up to 0.6 metres; increase the height of the flood gate at Lendal Bridge by 0.7 metres; raise the wall at Wellington Row and North Street and inside the car park at Park Inn by 0.55 metres; raise the wall at St George's Field car park and access ramp by up to 0.5 metres.



6.5 OPPORTUNITIES AND CHALLENGES

6.5.1 The following opportunities and challenges are considered relevant across the Castle Gateway with regards to flood risk:

Opportunities

- Turning threat into opportunity. Making flood resilience a theme in the design and branding of the area.
- Increasing the use and benefit of the rivers, for example by creating an accessible and attractive riverfront for the Castle Gateway area in the design of public realm (steps, walkways, bridge) and new buildings.
- Embracing flood protection measures proposed by the EA and the city.
- Enhancing flood defences through development: new buildings and infrastructure should be flood resistant, but new development could also lead to an increase in flood safety across York. This could include measures proposed by the EA such as widening the Foss and compensating for the loss of conveyance in the flood plain by lowering the banks of the Ouse at St. George's Field.

Constraints

- Taking into account recent flood risk protection measures upstream and downstream to establish design levels for new infrastructure and buildings.
- The need to avoid increasing flood risk outside the project area due to the master plan proposals.
- Protecting new buildings and infrastructure in the flood zones against flooding.
- Risks to development posed by sequenced and exceptions test.

6.6 PRINCIPLES AND IMPLICATIONS FOR THE MASTERPLAN

6.6.1 The following principles and implications for the Masterplan have been established:

- Maintain the capacity of the Foss to carry high flows (assisted by 'pinning back' the lock gates in advance of flood events).
- Undergrounding of car parks may present public safety issues unless the car parks are sealed from flood events.
- Surface level car parking is an appropriate use of the functional flood plain.
- Adequate escape arrangements, making the proposed pedestrian / cycle bridge an essential piece of infrastructure for development along the east bank of the River Foss.
- Potential for Tower Street to be raised between Skeldergate Bridge and the Foss Bridge crossing to prevent ingress of water.
- Provided new flood protection at Tower Gardens to prevent water ingress to historic properties.
- Maintain capacity in the River Foss channel to prevent water from backing up and to facilitate quick ejection of water - a walkway at river level through the bridge under Tower Street would constrict flows in a flood event.
- Flood water coming down the Foss should be held in the rural hinterland in order to control flow levels.
- Behind the Foss Barrier, precautions could include; a level of flood resilience, no ground floor sleeping areas and emergency evacuation procedures.
- In front of the Foss Barrier, development should be highly flood resistant, flood resilient and include flood management and evacuation plans.

7.0 MARKET AND SITES REVIEW

7.1 INTRODUCTION

7.1.1 This section of the report provides an economic and development context for the Castle Gateway Masterplan. This section draws on the following sources in particular:

- *York Economic Strategy 2011-2015*
- *Castle Gateway Development Site Review*, by Deloitte Real Estate, June 2017
- Site surveys and analysis undertaken by the BDP team.

7.2 YORK ECONOMIC STRATEGY 2016-2020

Context

7.2.1 Over a number of years York has successfully re-invented itself from a railway and confectionery manufacturing city into an international destination and hub for science and technology, and a national centre for financial and business services. Today, the city is home to internationally competitive industry, universities and research expertise in the biosciences, healthcare and medicine, bio-renewables, the environment, IT and digital, and creative technologies. The city now supports more than 110,000 jobs and contributes £3bn to the national economy.

7.2.2 York now benefits from a highly resilient economy, and an attractive built environment and quality of life, which helps to attract and retain a skilled workforce, as well as generating a significant visitor and tourism business. As one of the fastest growing cities in the country and as one of the most attractive places to live and visit, York can be both a nationally competitive and an internationally leading city economy.

7.2.3 However, as a result of the 2008 global recession and associated credit crisis, the international economy has become increasingly competitive – for individuals, for business and for governments around the world. Economic growth has slowed and there is less public money available. The result is an uncertain and volatile economic climate with increasing competition between cities around the UK and globally for investment, talent and jobs. The economic forecasts underpinning the 2011-2015 economic strategy showed the city growing at a much lower rate than prior to the recent recession, and the conclusion drawn was that the city was “punching below its weight” both nationally and internationally.

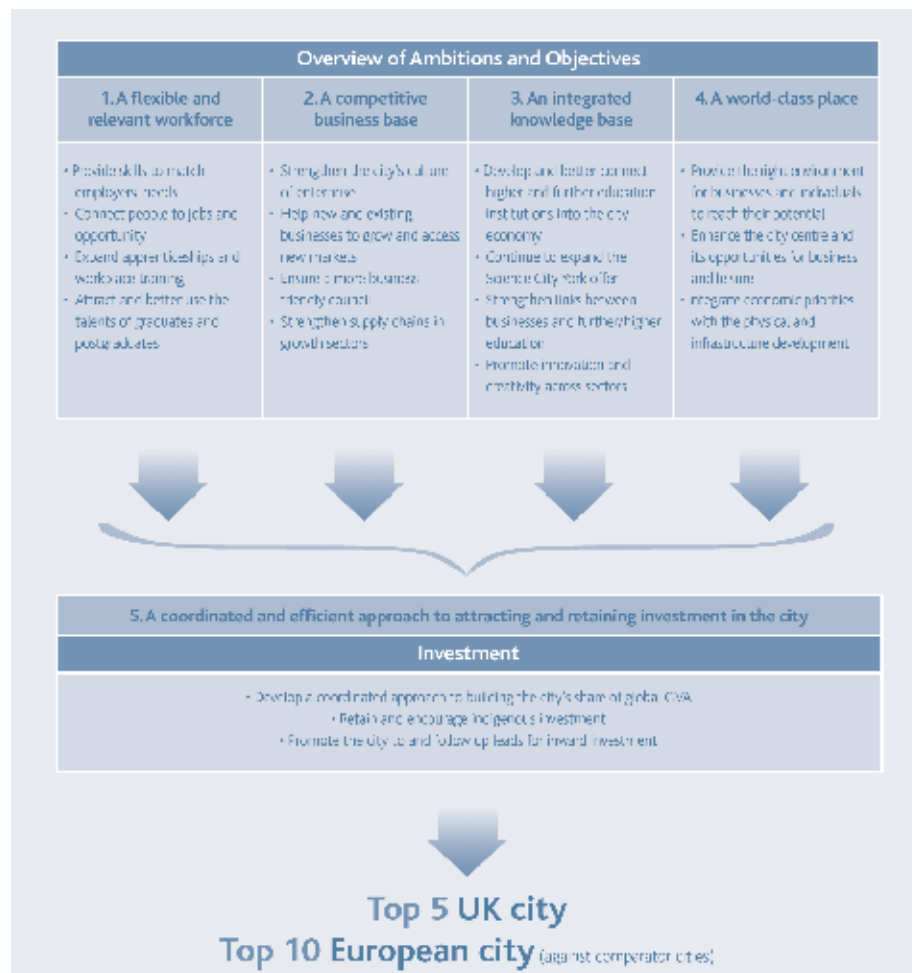
Economic Vision

7.2.4 The Economic Vision is as follows:

“Our simple economic vision is for the City of York to become an international and enterprising city, and in time, the most competitive city of its size, not only in the UK but globally, leading to increased sustainable and inclusive growth in the overall economy and jobs. On the way to achieving this vision, by 2015, the city will aim to become a top 5 UK city economy that sustainably delivers both Gross Value Added (GVA) and jobs growth, and a top 10 European city, as measured against comparator cities”.

7.2.5 This vision is to be realised through 5 key ambitions, set out in Figure 7.1 opposite:

Figure 7.1: York Economic Strategy 2011-15 – Overview of Ambitions and Objectives



Implications for the Castle Gateway area

7.2.6 The masterplan for the Castle Gateway area should embrace the economic development objectives of City of York Council, as much as it should consider the heritage of the area and other stakeholder aspirations.

The following Table suggests how the Castle Gateway area can contribute to the realisation of the city's economic vision.

Table 7.1: How Castle Gateway can contribute to the Vision.

	OBJECTIVE	RESPONSE OF CASTLE GATEWAY MASTERPLAN
1.	Flexible and relevant workforce	The masterplan will help realise the enhancement of the Castle Gateway area, which is currently not realising its full potential as a major contributor to the civic, cultural and economic life of the city. This will further improve the 'quality of life' which will continue to attract and retain students and other residents.
2.	Competitive business base	The Castle Gateway area, particularly the Piccadilly area, offers great potential for creating the conditions where enterprise and new business could grow and flourish, complementing other areas of the city.
3.	Integrated knowledge base	The Castle Gateway area sits between areas with significant university and student presence and the core retail and commercial areas. The masterplan can therefore create the conditions where stronger linkages can be developed between universities and business. The Castle Gateway area can also be a place that is used and shared by residents, visitors, students and business.
4.	A world-class place	The masterplanning approach will ensure the integration of infrastructure investment with economic priorities, whilst contributing significantly to the enhancement of the cultural and leisure facilities in the city centre, to the benefit of residents, businesses and visitors.
5.	Co-ordinated and efficient approach to attracting and retaining investment in the city	The masterplan approach is an important tool in encouraging and securing indigenous and inward investment to the city, by setting out a clear and comprehensive vision and ambition for the future of the Castle Gateway area that is complementary to the citywide vision.

7.3 DELOITTE MARKET REVIEW

Context

7.3.1 Castle Gateway comprises a number of underused and dilapidated sites on the edge of the prime shopping area in York, which have significant redevelopment potential. Despite its central York location, pedestrian footfall around Castle Gateway is limited: the River Foss impedes permeability and there is no retail offering in the area to draw in shoppers from the Coppergate Centre. Increasingly, the area around Piccadilly is dominated by residential buildings. The retail offering is limited to convenience stores and estate agents, and there are few offices to speak of, following a number of office to residential conversions. There are a number of hotels in the area around Castle Gateway, with two budget hotels located towards the southern end of Piccadilly.

7.3.2 There are significant heritage assets in Castle Gateway, including Clifford's Tower and three court buildings, as well as three major tourist attractions: the Castle Museum, Fairfax House and the Jorvik Viking Centre. Redevelopment of the four sites in question has the potential to renew interest in the area and create a more attractive setting for the heritage assets.

7.3.3 Deloitte Real Estate (DRE) was commissioned by CYC, which owns a number of sites in the Castle Gateway area, to advise how these assets can be leveraged to:

- Encourage wider private sector investment in the Piccadilly area;
- Improve pedestrian and cycle access throughout the area, including a new footbridge across the River Foss;
- Improve the setting of Clifford's Tower and Castle Museum;
- Improve the Coppergate Centre;
- Explore options for the future use of the St. George's Field Car Park and St. George's Field; and to
- Preserve Council income from the area.
- Improve the quality of the public realm throughout the area.

7.3.4 Whilst the following market review is focused on the CYC assets, the analysis forms a reasonable basis for understanding the general market demand and conditions in the area.

Market Review - Residential

7.3.5 York is a historic city with a number of heritage assets and Listed buildings making it an interesting place to live and work. The city itself is small and living within the city centre allows residents to walk/cycle to work, or access other labour markets such as Leeds which is easily accessible by train.

7.3.6 The City of York Council produced a Strategic Housing Market Assessment (SHMA) in June 2016 which set out the current position and priorities for housing in the future, the pertinent points being that York is still a popular place to live for residents who work

within York, but also those who work in different labour markets. The SHMA detailed the need for a further 841 dwellings per annum between 2012 and 2032.

7.3.7 In terms of market sentiment, there is demand for city centre housing within York, despite indications from lower sales rates; agents cite three primary drivers of demand for residential units in York: first-time buyers, buy to let and holiday lets.

7.3.8 In terms of new-build developments there are a number of smaller schemes within the city centre being brought forward, and also larger schemes, such as Hungate. DRE note that York has seen a wave of office-residential conversions; the former Crown Prosecution Service office on Piccadilly has been converted to the new 'Piccadilly Residence' and another conversion is planned for the Ryedale Building, immediately adjacent to the Castle Mills site on Piccadilly.

7.3.9 DRE note that there is a strong appetite for residential units in York, driven by first-time buyers, buy to lets, and holiday lets. Both the rental and the sales market appear strong, with the average house price in York being above the UK average, at £250,000. DRE also conclude there is good evidence of investor confidence in residential units around Piccadilly, particularly from office conversions such as those at Piccadilly Lofts, Piccadilly Residence and in the near future, the Ryedale Building.

7.3.10 DRE therefore conclude that residential for both rental and sales will be a strong driver for development in the Castle Gateway area.

Retail

7.3.11 The York retail environment is generally attractive with an abundance of historic shop frontages. The prime pitch is along Coney Street and Spurriergate, both of which are pedestrianised. Davygate and Parliament Street also make up the prime retail area with a good range of upper/ middle quality fashion retailers. Stonegate, to the north, has become an increasingly popular destination for quality fashion retailers.

7.3.12 York retail area has not seen any new retail development since 1996, with a lot of the retail on offer in the city centre not necessarily catering for modern retailers. Despite this the retail area remains well occupied with a vacancy rate of around 7%, much below the average for a 'regional centre' shopping area.

7.3.13 The Coppergate Centre is situated south of the prime pitch for retail and houses 'Fenwicks' as the anchor tenant, Topshop and most recently Primark who opened in December 2016.

7.3.14 Piccadilly is situated to the south of the city leading from prime retail area to the outer ring road. It is on the fringes of the prime retail area and as a result, retailers are mostly limited to

convenience stores and estate agents. In order to encourage retail driven footfall down Piccadilly, CYC has facilitated a 'box park' style development on 17-21 Piccadilly: Spark: York have signed a three year tenancy agreement to create a space for start-ups and street food.

7.3.15 DRE conclude that whilst York has a thriving retail market attractive to both residents and visitors, the Castle Gateway area is located on the fringes of York's prime retail area and therefore it is assumed that retail in this area would be convenience led, or a food and beverage 'destination' development. This market will be significantly enhanced through complementary improvement to the public realm including the bridge installation across the river.

Office

7.3.16 The dominance of retail in the city centre means that office space is commonly ancillary to a retail unit, or a second-storey office above a shop-front. York has also seen a wave of office to residential conversions, taking advantage of the permitted development right. This trend has exhausted the already small stock of office space in the city centre.

7.3.17 Supply of office space is extremely low in York, and the evidence collated by DRE indicates that occupiers are frustrated with the lack of availability, choice and quality of office space. As a result, take-up of new office space is strong.

7.3.18 Larger offices are commonly located around the station, where occupancy is driven by the rail industry. Smaller units are located in pockets dispersed across the rest of the city and occupancy is led by professional firms such as accountants and solicitors. There exists a plethora of business parks around the outskirts of York, which attract tenants who seek the short to medium term benefits that out of town office space can offer, such as space to expand and parking spaces. Nevertheless DRE note that transactional and anecdotal evidence suggests that demand for inner-city office space is buoyant and that occupants are prepared to sacrifice accessibility by car for a more central location.

7.3.19 Critically, the 72 hectare York Central site, immediately west of York Railway Station is CYCs preferred location for new office development within the city centre. The development has potential to deliver over 100,000m² of Grade A office space and is likely to come forward in the next five years.

7.3.20 In summary, supply of office space is poor in York, both quality and volume are both low and as a result there is occupier demand for good-quality space. However the prohibitive factor for bringing forward is that the rental level is not as strong compared to more established office locations in regional cities. Moreover the York Central project is likely to provide the primary supply of new office space for the medium terms, in a highly accessible location that will support stronger rental levels.

Exemplar mixed-use, sustainable and heritage projects



Newbury Town Centre



Holbeck Round Foundry, Leeds



Victoria Centre, Belfast



Oldham Town Hall



BDP's Manchester studio



Navigation Warehouse, Wakefield

7.4 HOTELS

7.4.1 As a popular tourist destination, the hotel offering in York is unsurprisingly plentiful, as. There exists a mix of small, boutique hotels (a number situated in historic buildings) and national operators. A recent Visit York’s Hotel Occupancy Survey states an average occupancy of 77.2% in 2015, which peaked in July that year at 88.6%, above the national average (Source: DRE 2017).

7.4.2 Existing hotel provision around Piccadilly includes Hotel 53, which is a modern purpose built facility with 100 rooms, and a modern Travelodge further down Piccadilly, near to the inner ring road. On Walmgate, parallel to Piccadilly, Hotel Indigo is a high-quality boutique hotel of 100 rooms. Facing onto Castle Car Park there is a Hilton Hotel with 426 rooms.

7.4.3 DRE conclude that there is a good and varied hotel offering in York, at present with good occupancy rates and room rates and further unrealised demand in the market for hotels.

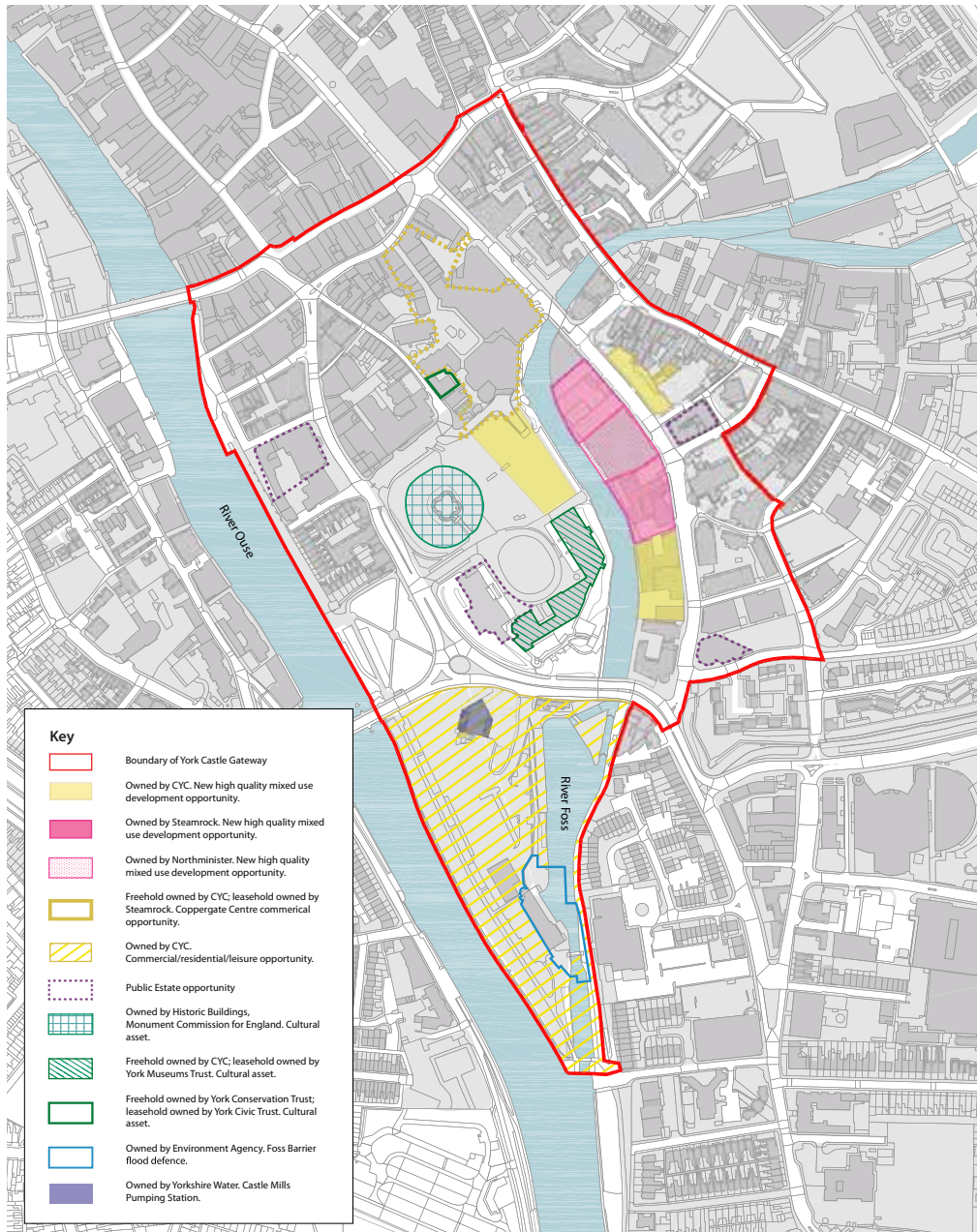
7.5 DEVELOPMENT OPPORTUNITIES

7.5.1 This work on the CYC sites draws on the DRE 2017 report, undertaken for CYC. The CYC sites under consideration are: 17-21 Piccadilly, Castle Car Park, St. George’s Field and Castle Mills Car Park (see Table 7.2: Opportunity sites). There are also potential development sites in private ownership or under long lease and these include Coppergate Centre, Ryedale House, 36-44 Piccadilly and 50 Piccadilly.

REF	SITE	DESCRIPTION
CYC1	17-21 Piccadilly 0.13 ha / 0.32 acres	17-21 is the site of the former Reynard’s Garage, which was demolished in September 2016 and is owned by CYC. The site is now fenced and concreted. The Site sits on Piccadilly, further in toward Central York compared to Castle Mills Car Park. It is adjacent to the Red Lion pub at the north, also on Piccadilly. The Site sits alongside residential units to the east and south. A three year tenancy agreement has been signed with Spark:York, which received planning permission in May 2017. The development is for start-up space and street food and CYC hope this will drive footfall in the area.
CYC2	Castle Car Park 0.37 ha / 0.92 acres	This site is owned by CYC and is currently used as a 318 space car park. The Castle Car Park is situated in between the Coppergate Shopping Centre to the north, the River Foss to the east, and various heritage assets, including Clifford’s Tower, to the south and west. There is a service ramp down to the basement of the Coppergate multi-storey car park to service the shopping centre with a connecting access tunnel but this is currently not in useable.
CYC3	Castle Mills Car Park 0.27 ha / 0.67 acres	Castle Mills Car Park is a single-storey former car park of 84 spaces which closed in January 2017. The Site lies on the southern end of Piccadilly, near to the Inner Ring Road, and is bounded by the River Foss to the west and Piccadilly to the east. At the time of its closure, the car park was only 20% occupied during the working week.
CYC4	St. George’s Field Car Park 1.14 ha / 2.83 acres	St. George’s Field Car Park is a surface level car and coach park with 276 spaces situated to the south of the city off the York City Inner Ring Road. The Site forms a peninsula between the Rivers Ouse and Foss and is generally under utilised; maximum occupancy during the week is 15% and reaches its peak of 45% on a Saturday. The site is designated as Flood Zone 3b which is known as a ‘functioning floodplain’. The Foss Barrier is situated on site but is owned and maintained by the Environment Agency. There is also a sewage pumping station to the north of the site, owned by Yorkshire Water.
SR1	Coppergate Centre	Freehold of Coppergate is held by CYC. The lease is held by Steamrock. The centre is peripheral to the retail core and the general look and feel of the centre is somewhat dated. Nevertheless there are some strong retail tenants including Primark, Top Shop and Fenwicks. There is an opportunity to enhance the centre and better link it to the Castle and Piccadilly areas.
SR2	Ryedale House	Owned by Steamrock. Benefits from Permitted Development consent for conversion to residential apartments.
SR3	Banana Warehouse, 36-44 Piccadilly	Owned by Steamrock.
NM1	50 Piccadilly	Owned by Northminster. Current application for hotel and apartments.
MoJ1	Magistrates’ Court	4 courts in current use but may be possibility of consideration of relocation to a new location.

Table 7.2: Opportunity sites

Figure 7.2 Land Ownership Plan



8.0 SWOT ANALYSIS AND MASTERPLAN PRINCIPLES

8.1 INTRODUCTION

8.1.1 The concluding section of this report draws on the preceding chapters to present an overarching SWOT analysis and to suggest a reference framework for the development of masterplan options, through Stage 2 of the commission. As this report is one of several that relate to the Castle Gateway area, this analysis is also informed by those reports (listed at Appendix 1: Bibliography) and the various stakeholder meetings and workshops and the emerging themes of the My Future York 'My Castle Gateway' community engagement.

8.1.2 This section of the report is structured as follows:

- SWOT Analysis
- Emerging themes and masterplan principles
- Next steps: Masterplan Options

8.2 SWOT ANALYSIS

8.2.1 The following SWOT analysis provides an overview of the Strengths, Weaknesses, Opportunities and Challenges of the Castle Gateway area.

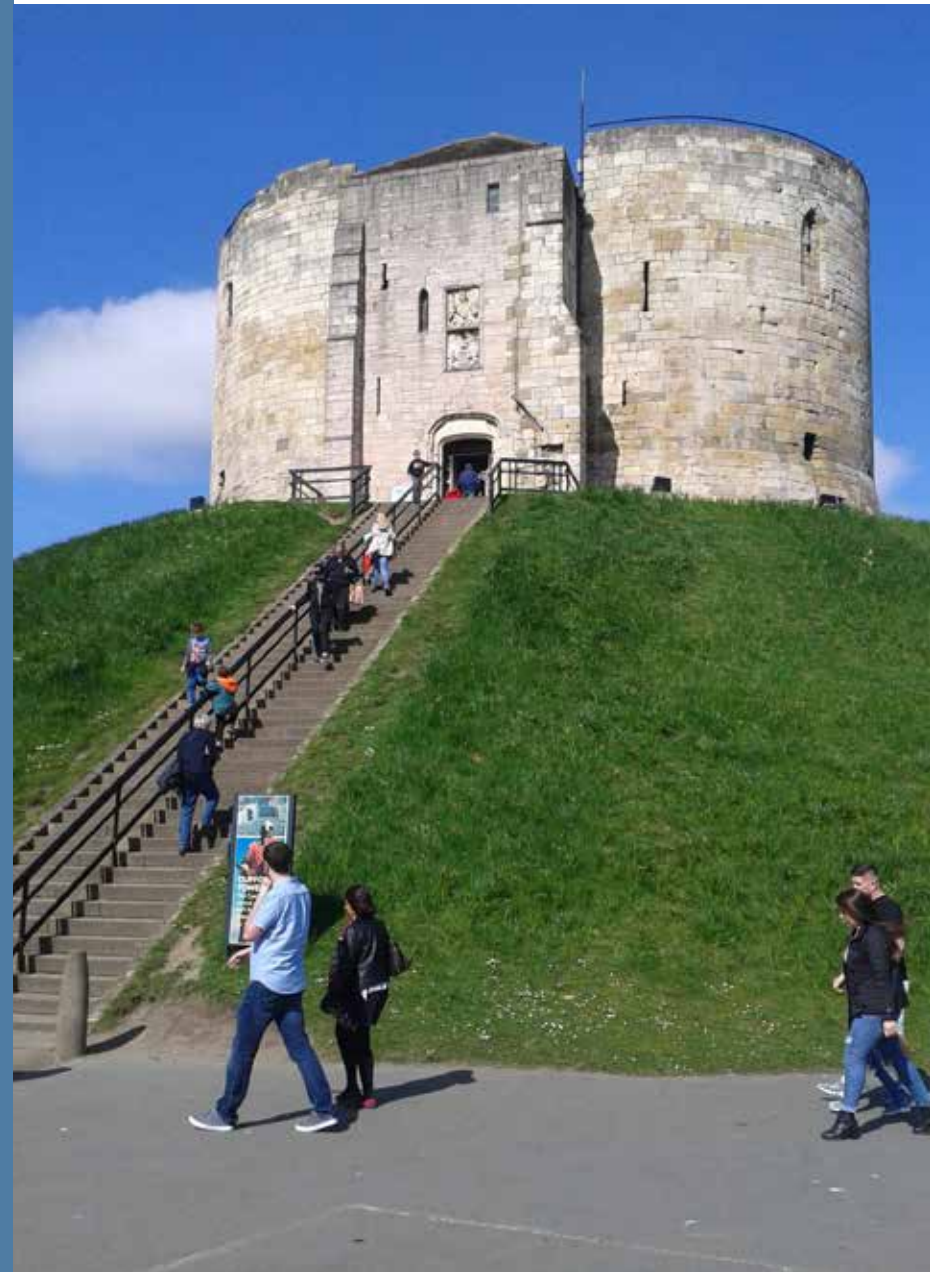


Table 8.1: SWOT Analysis

STRENGTHS	WEAKNESSES	OPPORTUNITIES	CHALLENGES
<ul style="list-style-type: none"> • Contains some of York's best known historic assets, including stretches of City Wall, Clifford's Tower and Castle Museum. • Importance of the history and use of the area, especially as a civic, administrative and cultural focus throughout York's history. • Very visible from key access points including the A19 Fulford Road from the south, the Inner Ring Road carrying traffic around the southern part of the city centre, and the visitor coach park. • Fossgate / Walmgate has been regenerated as an attractive and lively street of shops, bars and cafes. • Jorvik, a lasting and very popular York tourist attraction (which has just re-opened following refurbishment), is located in the area. • Good supply of car parking in central locations. • Engaged community contributing through 'My Castle Gateway'. • University accommodation encourages footfall through the area to the city centre. • Strong market and demand for development, including residential, retail and hotels. • Location - proximity to the city centre and just 10 minutes walking distance from the station and Minster. • Existing pedestrian and cycling route along the River Ouse that goes through the masterplan site and acts as a link between the residential community to the south and the city centre. • Coach and visitor parking on St. George's Field encourages footfall through the area. • Presence of water (two rivers) • Foss Basin is a key point of arrival to the city centre. 	<ul style="list-style-type: none"> • Castle Car Park and access roads provide a very poor quality setting for Clifford's Tower. • Poor unattractive pedestrian access routes to the Castle area. • The Inner Ring Road (Tower Street) severs the historic Castle site and is difficult to cross. • The River Foss is difficult to access. • Piccadilly is an underused and unattractive street. • The Coppergate Centre is dated and does not provide good connections to the Castle, Piccadilly or the River Foss. • Current bus routes and stops (e.g. Coppergate) make some streets and junctions hazardous for pedestrians and cyclists. • Poor east-west permeability, limited by existing river crossing points. • Planning policies limit CYCs ability to deliver preferred uses and development forms. • Limited public sector funding and land ownership. • Area is geographically and historically fragmented. 	<ul style="list-style-type: none"> • Co-ordinated development of sites along Piccadilly. • Rediscover York industrial past by introducing a new building typology along the River Foss that will allow views of and access to the river. • Introduce new cultural/leisure uses that will be beneficial for the Castle area and exploit the setting of the River Foss. • Increase the 'foot streets' in the central area and relocate car parks to the periphery. • Better access to the Ouse and the Foss, including creating walkways along one or both banks of the Foss and integration with existing riverside routes. • Allow the public realm to 'touch' the water. • Remodel St. George's Field to increase flood protection. • Create an events space and civic setting and for Clifford's Tower residents. • Provide better facilities for visitors to this part of York • Improve the relationship of the Coppergate Centre to the Castle. • Provide new river crossings. • Tower Street and Piccadilly are wide streets with space for more activity and public realm improvement. • Improve pedestrian and cycle access across the inner ring road • Better use of the rivers as an attraction • Potential for improved evening economy with appeal to all age groups. 	<ul style="list-style-type: none"> • Compromise of the heritage assets and heritage significance. • Visitor number growth driven by better / new attractions and hotels. • Incremental development of individual sites, reducing the opportunity for a co-ordinated approach, for example to increasing access to the Foss. • Retail led development weakens the central retail area. • Office led development competes with York Central. • Flood risk. • Increased traffic leads to increased congestion in the Castle Gateway area. • Infrastructure and public realm investment not affordable if limited development and site value is realised. • Over development around Clifford's Tower detract from the appeal of the area for visitors and city residents. • Security and access concerns cannot be reconciled with attractive design solutions. • Perception of overdevelopment may raise objections.

8.3 EMERGING THEMES AND MASTERPLAN PRINCIPLES

8.3.1 The Stage 1 work has enabled the BDP team to identify a series of emerging themes and masterplan principles that follow. These should be reflected in all the masterplan options that are developed at Stage 2.



Table 8.2: Masterplan Themes

REF	THEME	IMPLICATIONS FOR MASTERPLAN OPTIONS
1	Understanding the Castle Gateway area as 4 distinct localities: Castle, Piccadilly, Coppergate and King's Staith	<p>Develop clear and distinct strategies for each of the 4 sub-areas, within a public realm and movement framework that reduces barriers and provides permeability and wider connectivity.</p> <p>The masterplan should knit together the components of the four character areas as a series of pedestrian 'circuits' linked together by improved public realm treatments on Piccadilly, the proposed new bridge and in the area surrounding Clifford's Tower.</p>
2	Respecting the heritage significance of the area	<p>Use the understanding of heritage significance as part of the narrative and justification for the masterplan proposals for each sub-area. The heritage significance is being informed by community views collated by My Castle Gateway so grounding masterplan options in this way will ensure proposals reflect a common understanding of the value of the area.</p>
3	Protecting and enhancing key city assets	<p>The Castle Gateway area contains a number of significant city assets, from the historic, such as Clifford's Tower, to the environmental, like the River Foss and the practical, such as car parking and bus infrastructure. The masterplan options should all seek to make better use of underutilised assets whilst ensuring that the city's infrastructure continues to underpin city life on a day to day basis.</p> <p>The form as well as the function of the proposed developments and the supporting infrastructure must also serve to protect and enhance rather than detract from city assets. The form of new development should also facilitate an effective extension of the 'Footstreets' area, supporting new businesses and creating an accessible, vibrant and successful district of the city centre. A high quality of design is anticipated to create a viable future heritage for the area.</p>
4	Sustaining economic success	<p>The continued economic success of the city is critical to all that live and work in York and indeed, the region. Investment in the city centre is also necessary to respond to the challenges of out of town and internet-based retailing and services, suburban office parks and cities competing for inward investment.</p> <p>The masterplan options should deliver measurable economic benefits and respond to a number of the economic strategy themes, including enterprise, business growth, attracting and retaining talent and the visitor economy.</p> <p>The plan should stimulate growth in high density urban living and working that will deliver a daytime population of residents with disposable incomes to spend in the city centre.</p>

REF	THEME	IMPLICATIONS FOR MASTERPLAN OPTIONS
5	A masterplan for everybody: Resident, business, visitor	As with many historic cities, strong growth in domestic and international tourism has led to some criticism from residents that parts of cities become dominated by visitors, almost to the exclusion of residents. Whilst this may be perception as much as reality, the masterplan options should strive to create shared places, where residents, visitors and business can co-exist, albeit some users may dominate the spaces at different times.
6	The need to reduce the impact of traffic whilst enhancing connectivity	The masterplan options should promote people-centred places, where traffic and movement networks service rather than dominate. This may not mean exclusion of any mode of movement but it does set a clear objective for urban and public realm design.
7	Value open and green space	York is densely developed and opportunities for the city to 'breathe' and for residents and visitors to enjoy open air places and activities are limited. The masterplan options should make a net positive contribution to the capacity of open space and public realm to support recreational and leisure activity in the city. This may include looking at better use of river corridors as well as the flexibility and function of the open spaces in the vicinity of the Castle.
8	Flexibility in implementation	The masterplan is a framework, not a blueprint. The masterplan options should allow for some flexibility in implementation.
9	Flood resilience as a design feature	The flood risk should be embraced in a positive way by the masterplan options. The masterplan should showcase innovative and best practice approaches to urban design in areas liable to flood.
10	The masterplan should adapt climate change	The masterplan should incorporate spaces where water can infiltrate, trees to give shade, good public transport, walking and cycling streets will help provide this, together with sustainable buildings.



8.4 NEXT STEPS: MASTERPLAN OPTIONS

8.4.1 The report finally turns to Stage 2 of the commission, which is to identify masterplan options for the Castle Gateway area, leading to a Preferred Masterplan for approval by the CYC Executive Committee. The process to be followed is set out below.

Developing Masterplan Options

8.4.2 The study methodology requires the development of a long list of options before reducing the masterplan options to a maximum of 3, for wider consultation. As this report has shown, the Castle Gateway area is in fact a combination of 4 discrete areas: Eye of York, Piccadilly, Coppergate and King's Staith. Therefore the correct approach is in the initial masterplanning phase, to look at up to 3 options for each of these sub-areas, together with the linking connectivity and public realm strategies.

8.4.3 Whilst this need not be prescriptive, a reasonable driver of differentiation of each of the options could be the degree of intervention proposed. The BDP team will make an initial masterplanning assessment of these options, working with the client team to exclude options which do not meet the masterplan objectives. In this way the number of options for each sub-area will be reduced, to the point that three masterplan variants for the whole Castle Gateway area can be prepared for wider consultation. Figure 8.2 illustrates this approach.

Figure 8.3: Masterplan Options Matrix

	< LESS CHANGE		MORE CHANGE >
The Eye of York	Does not meet objectives	Meets masterplan objectives	
Piccadilly			
Coppergate			
King's Staith			
Roads / Bridges / Car Parks			
Foss Corridor			

Evaluation of Options

8.4.4 In addition to testing the masterplan options against the masterplan themes listed in Section 8.3 above, the following factors should all be considered:

- Fit with My Castle Gateway aspirations
- Fit with CYC objectives as per reports to Executive Committee
- Deliverability, including:
 - Funding
 - Council control of assets
 - Attraction of private sector investment
 - Viability
 - Planning certainty
 - Potential for quick wins
- NPPF compliance

8.4.5 It is anticipated that the various factors listed above will be consolidated into an agreed set of evaluation criteria, enabling the comparison of the masterplan options and informing the selection of preferred options in due course.



APPENDICES

I. BIBLIOGRAPHY

II. PLANNING POLICY MATRIX

Appendix I: Bibliography

DOCUMENT	AUTHOR	DATE
City of York Council Castle Piccadilly – Engineering Constraints Study	ARUP	15th September 2015
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Appendix II: Planning Policy Matrix

Relevant Policy Guidance

The following table presents a summary of the main policy guidance considered relevant to this masterplan.

SAVED POLICIES OF THE DEVELOPMENT CONTROL LOCAL PLAN 2005		
Policy Ref.	Policy Title	Relevance to Castle Gateway Masterplan
SP3	Safeguarding the Historic Character and Setting of York	Seeks to safeguard the Historic Character and Setting of York by protecting the key historic townscape features, particularly in the city centre.
SP6	Location Strategy	Sets out how development is to be concentrated on brownfield land within the built up urban area of the City and urban extensions.
SP8	Reducing Dependence on the Car	Supports a reduction in the dependency upon the car and seeks to reduce or minimise the use of the private car where possible. The policy also supports higher density residential development.
SP9	Action Areas	Identifies Castle Piccadilly for 2.2ha of mixed use retail, residential and employment, public transport facilities, cycle parking and quality civic open space. Restricts any development that may prejudice the implementation of this development.
GP1	Design	Covers the design requirements of new development in the context of the existing historical nature of the city. The policy aims to improve the quality, sustainability and amenity provided by good design.
GP3	Planning Against Crime	Requires development and planning to support Crime Prevention in the design of buildings, walkways and open spaces and supports the implementation of CCTV and other technologies to assist on the required goals.
GP4b	Air Quality	Requires development proposed in Air Quality Management Areas (AQMA's) to have regard to potential impact on air quality.
GP7	Open Space	Restricts development on land designated as open space unless no detrimental effect on local amenity can be demonstrated.

GP9	Landscaping	Requires development proposals to incorporate suitable landscaping.
Policy Ref.	Policy Title	Relevance to Castle Gateway Masterplan
GP15a	Development and Flood Risk	Sets out a presumption against built development within functional floodplain unless no net loss of storage capacity and impediment of water flows can be demonstrated. Development must not increase flood risk elsewhere, considering flood heights, existing or proposed alleviation measures and access for emergency services and users of the land.
NE2	River and Stream Corridors, Ponds and Wetland Habitats	Restricts development likely to have a detrimental impact on the natural features of river and stream corridors.
HE1	Housing Allocations	Allocates Castle-Piccadilly under Policy H1.17 and S1 for 27 housing units and a mixed use scheme incorporating significant civic/open space.
HE2	Development in Historic Locations	Requires development proposals within or adjoining conservation areas, the setting of Listed buildings, SAM's and archaeological remains to respect buildings, open spaces, landmarks, views, local scale, proportion, details and materials.
HE3	Conservation Areas	Requires proposed development within conservation areas to have no adverse effect on the character and appearance of the area.
HE4	Listed Buildings	Requires development to have no adverse effect on the character, appearance or setting of Listed buildings.
HE9	Scheduled Ancient Monuments	Requires development to have no adverse effect on the setting of a Scheduled Ancient Monument.

HE10	Archaeology	Requires any development likely to involve the disturbance of existing ground levels on sites of Archaeological importance to disturb/destroy less than 5% of any deposits.
HE11	Trees and Landscape	Requires existing trees that are part of the setting of conservation areas, Listed buildings and SAM's to be retained. Replacement will be imposed where consent is granted for removal.
T3	New Pedestrian/ Cycle Bridges	Supports the development of a new pedestrian/ cycle bridge between.
Policy Ref.	Policy Title	Relevance to Castle Gateway Masterplan
T12	Coach and Lorry Parking	Restricts planning permission for development that would result in the loss of any existing off street coach parking without the provision of suitable alternative sites.
H5a	Residential Density	Requires the scale and design of proposed residential developments to be compatible with the character of the surrounding area, and not harm local amenity. Development in the city centre should aim for residential densities greater than 60 dph.
L1a	Leisure Development	Considers leisure development appropriate at Foss Island (S1c).
L4	Development Adjacent to Rivers	Only permits development adjacent to rivers where the navigational capacity would not be decreased and existing cycle ways and walkways are retained.
V1	Visitor Related Development	Encourages visitor related development.

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Policy Ref.	Policy Title	Relevance to Castle Gateway Masterplan
DP2	Sustainable Development	Requires development to help create jobs and grow the economy, get York moving, build strong communities and protect the environment.
SS3	York City Centre	Defines the area of the city centre and promotes the area for Retail, Office, Food and Drink, Hotel, Leisure, Arts, Theatres and Residential uses under a number of development principles. Allocates Castle Piccadilly (ST20) for mixed use development.
SS5	Castle Gateway	Allocates Castle Piccadilly (site ST20) as an Area of Opportunity, promoted by the Council as a sustainable regeneration and enhancement opportunity. Sets a requirement for mixed use high quality development with civic and open space that protects views of important locally Listed buildings and the River Foss. Acceptable uses are: retail, leisure, civic and open space, residential and employment.
EC1	Provision of Employment Land	Positions the city centre as the main location for main town centre uses.
EC4	Tourism	Sets ambitions to improve visitor facilities and accommodation, particularly the development of 4* and 5* hotels to encourage overnight and overseas visitors, the provision of new high quality visitor attractions in locations that are easily accessible, and the establishment of a more diverse evening economy.
R1	Retail Hierarchy and Sequential Approach	Seeks to maintain the viability and vitality of the city centre.
R3	York City Centre Retail	Allocates Castle Piccadilly as an Area of Opportunity, promoted for high quality mixed use development, including main town centre uses.
H2	Density of Residential Development	Sets density requirements at a minimum net ambition of 100 units per ha within the city centre.

Policy Ref.	Policy Title	Relevance to Castle Gateway Masterplan
D1	Placemaking	Development proposals will be supported where they improve poor existing urban and natural environments, enhance York's special qualities and better reveal the significances of the historic environment.
D3	Cultural Provision	Supports development proposals where they are designed to sustain, enhance and add value to the special qualities and significance of York's cultural character, assets, capacity, activities and opportunities for access. Development for all strategic sites will need to demonstrate that future cultural provision has been considered in a Cultural Wellbeing Plan.
D4	Conservation Areas	Protects the setting of Conservation Areas.
D5	Listed Buildings	Protects the special architectural or historic interest of Listed buildings.
D6	Archaeology	Protects archaeological features.
GI1	Green Infrastructure	Allocates the River Foss and Foss Basin as sites of local interest for Nature Conservation. Allocates Clifford's Tower, Tower Gardens, The Eye of York, and land south east of Castle Museum as Existing Open Space.
GI2	Biodiversity and Access to Nature	Seeks to enhance York's biodiversity as per the above sites.
ENV4	Flood Risk	Seeks to prevent unacceptable flood risk and for the design of new development to mitigate against current and future flood events. Areas of greater risk may be utilised for appropriate green infrastructure.
T5	Strategic Cycle and Pedestrian Network Links and Improvements	Sets out long-term ambitions for pedestrian/cycle bridges across the River Foss (as part of the redevelopment of the Castle/Piccadilly area).

YORK CENTRAL HISTORIC CORE CONSERVATION AREA	
Central Shopping Area	Improved pedestrian crossing points and junction improvements at the intersections of High Ousegate with Low Ousegate and Parliament Street.
	Public Space Improvements across areas of Low Ousegate, Coppergate and into Parliament Street.
King's Staith and Coppergate Centre	An ambition for increased pedestrian activity along Piccadilly, with the development of an improved retail area east of the River Foss to encourage footfall and investment.
The Castle	Opportunity to create a new open and civic space around the Eye of York and Clifford's Tower.
	Bring more life and activity to the Eye of York.
	Remove the unsightly car parking around Clifford's Tower and replace it with a sympathetic and more appropriate landscape setting.
	Conserve key and local views into the area and the setting of Clifford's Tower and the Eye of York Buildings.
	Potential to reinstate the historic route between Castlegate and the Eye of York to create a more legible, direct pedestrian route to the prison and court buildings – increasing activity and potential for the Eye of York to be used for public events.
	Link appropriate development along the River Foss to redevelopment along Piccadilly.
	Introduce a new footbridge over the Foss, creating a circuit between the Castle, Coppergate Centre and potential new development along Piccadilly.
	Introduce a continuous walkway along the western riverbank of the Foss, linking the Coppergate Centre and Castle Mills Bridge, connecting with development across St. George's Field and addressing areas of landscaping behind the Castle Museum.
	Introduce landscape improvements across St. George's Field to link with the Castle area but at the same time mitigate flood risk.
	Extend high quality pavements adjacent to Clifford's Tower along Tower Street, and improve pedestrian crossing to make pedestrian movement between the Castle and St. George's Fields easier and more pleasant.
	Replace the entrance to the Castle Museum.
	Encourage evening activity through longer opening hours for tourist attractions and nearby retailers, floodlighting the Castle buildings to create an attractive evening backdrop.

YORK CENTRAL HISTORIC CORE CONSERVATION AREA	
Piccadilly	Building heights and layouts along Piccadilly must respond to the sensitivity of views towards the Castle buildings, with building blocks broken up into a series of smaller elements.
	Increase access to the River Foss and protection and habitat for wildlife. N.B a river walk along the Piccadilly bank would not be consistent with the historic character of the Foss.
	Improve connections between Piccadilly and the Castle area with a new footbridge over the River Foss on an alignment with Saint Denys Road.
	Re-design Piccadilly's streetscape to make it more attractive, widening pavements and introducing trees to make it more pleasant for pedestrians.
Building Heights	Views to Clifford's Tower should be maintained in any redevelopment of the Piccadilly/Castle Car Park site. Development along the Foss should predominantly follow the established historic character of the riverbanks with buildings rising vertically from the water.
	No new development should be permitted which would break the skyline of the historic core when viewed from Clifford's Tower.
	No development should be permitted which reduces the amount of the Minster which is visible, or interrupts its silhouette.
	No development should be permitted which interrupts the silhouette of the former Terry's factory, or blocks views of its tower.
	Any development of the Castle Car Park - Piccadilly site should allow views through to the Foss, have full regard for how it is seen from Clifford's Tower, and should make a positive contribution to the quality of the panorama.
	Any development on the King's Staith should follow historic building lines and should be of no more four storeys in order to preserve the historic scale of the riverside.

CASTLE PICCADILLY PLANNING BRIEF 2006	
PR1.1	The present dominance of Clifford's Tower must be maintained by retaining an open carpet around it and providing space beyond this of an appropriate scale.
PR1.2	A substantial area of public civic and open space must be provided in the Castle area.
PR1.3	A shared and comprehensive landscape setting must be provided for Clifford's Tower and the civic complex linked with Tower Gardens, incorporating public open space.
PR1.4	The potential to create a new entrance for the Castle Museum should be taken into account in developing proposals for the site.
PR1.5	The design should address the (northern) side wall of the Female Prison.
PR1.6	Extend and increase pedestrian activity from the Coppergate Centre and Castlegate into the Castle area.
PR1.7	An association between the River Foss and Clifford's Tower should be retained.
PR1.8	Proposals should revitalise and reinforce the amenity and functional value of the Eye of York.
PR2.1	A retail circuit between Coppergate Walk and Piccadilly must be provided whilst also ensuring historic context is paramount.
PR2.2	Piccadilly should become one of the major shopping streets and be a vital link in the shopping circuit.
PR3.1	Connectivity between Coppergate/Piccadilly and the rest of the city centre should be improved.
PR3.2	The impact of the rear elevation of the Coppergate Centre as seen from the Castle precinct should be addressed.
PR4.1	The riverside should become a focal area and be designed to increase public awareness and use of areas in the vicinity of the river as well as maintaining and enhancing its wildlife interest.
PR4.2	The potential of the River Foss should be enhanced and any buildings must not be detrimental to the river environment.
PR5.1	The area should be a vibrant 'living space' with pedestrian activity and an area for informal recreation and civic enjoyment.
PR5.2	A landscape scheme should integrate the area with the city centre and increase pedestrian activity and accessibility.
PR5.3	The proposals must be of high urban design quality and provide a place that people will want to use.
PR5.4	Any buildings should be of high architectural quality, respect the scale and massing of adjoining areas and the historic setting of the area.
PR5.5	Views and connectivity should be enhanced.
PR5.6	Scale, Massing and Height - Design solutions should be urban in character and of a form that reflect their location, especially within the proximity of the Castle precinct. The actual scale and maximum acceptable heights will be dependent upon these factors.

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