



Bootham Park Hospital, York

Site Development Report



Prepared by IBI Group on behalf of City of York Council and York Teaching Hospital NHS Trust
April 2019

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Selby & York **NHS**
Primary Care Trust

Welcome to
Bootham Park Hospital

← Reception

← Car Park

 DO NOT CLIMB ON SIGNAGE
OR REMOVE ANY INFORMATION



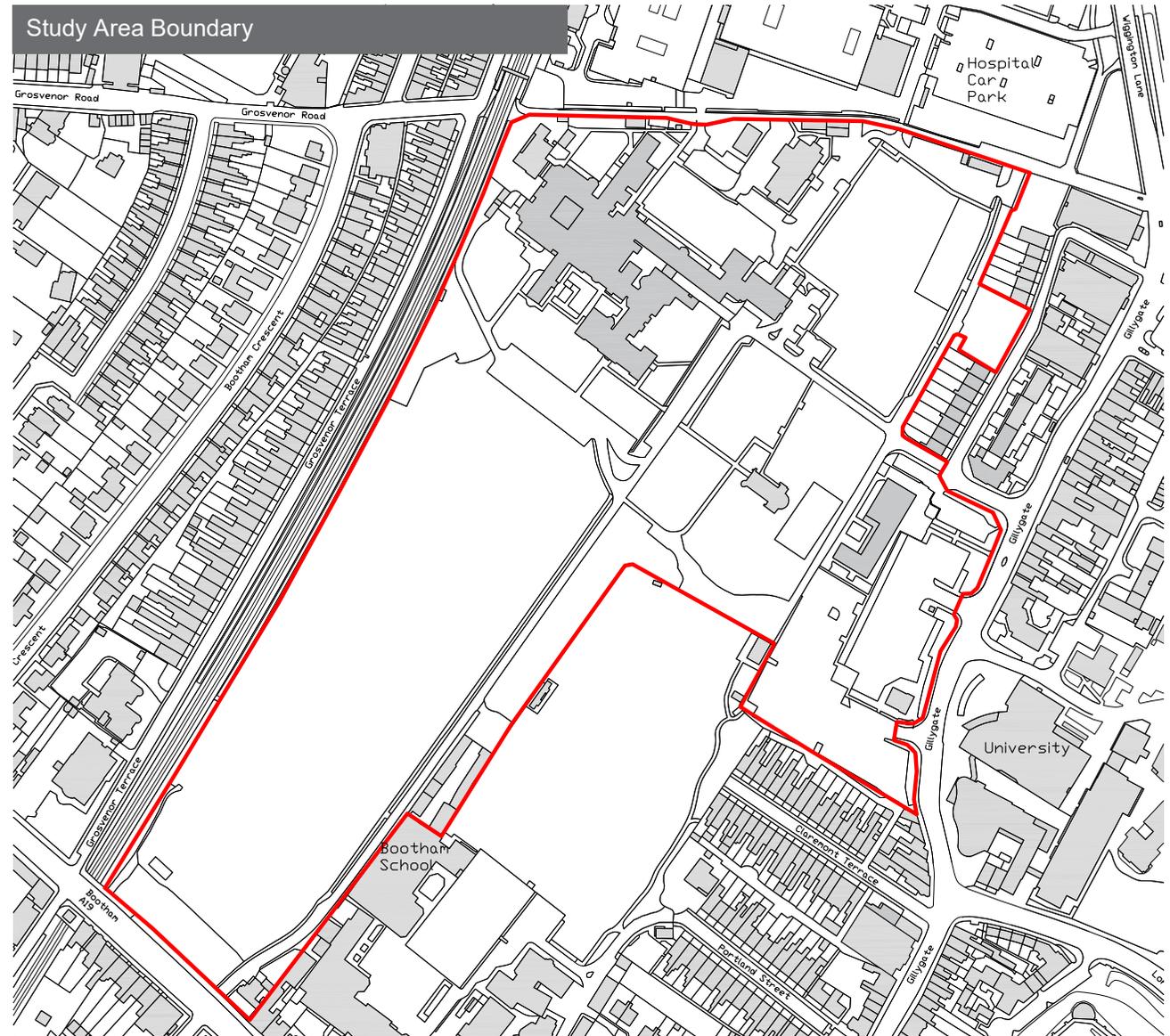
1. Introduction

Background

This study considers three adjoining pieces of land:

- The site of the former Bootham Park Hospital, now owned by NHS Property Services and being marketed for sale;
- Land along the northern edge of the former hospital site, owned by York Teaching Hospital NHS Foundation Trust (YTHT);
- A car / coach park immediately to the east of the former hospital site owned by City of York Council (CYC).

Collectively these form an important area on the edge of the city centre of York and the Hospital Trust and City Council are keen to consider beneficial uses for the land and what advantages a comprehensive development approach could deliver. In considering these issues the Hospital Trust and City Council are also keen to understand the views of key stakeholders and the public.



A draft “vision” for the site was articulated in a successful joint CYC/YTHT bid to the Cabinet Office One Public Estate Programme in October 2016 which sought to use Bootham Park Hospital inter alia to achieve the following outcomes:

a) Best use of land immediately adjacent to the York Teaching Hospital site in order to deliver elder care accommodation, including step down and rehabilitation services, in partnership with an independent sector partner. This would alleviate pressure on the Acute Care System and support the hospital in addressing Delayed Transfers of Care with the potential to release between 30 and 60 hospital beds for other use.

b) Delivery of new rented and affordable shared ownership dwellings for medical staff and other key workers in York, built on some of the Bootham site, as part of a wider mixed tenure development and delivered with Homes England and other grant support. This provision would help the York Teaching Hospital to attract and retain staff and allow it to reduce its £30m annual spend on temporary staff.

c) Provision of Extra Care accommodation (independent living with care) or residential care for older people, including accommodation for those living with dementia in order to meet a significant under provision of this type of accommodation in York. This will allow the continuation of mental health care on at least part of this site.

d) Make a virtue of the retained “parkland” setting for the historic Hospital by presenting this as sports facilities and sustainable public open space, working with local residents and potentially in partnership with the neighbouring school.

e) Enhance traffic flow and, in particular the access for emergency vehicles and public transport, onto the York Teaching Hospital site, utilising shared land owning and access points under the control of City of York Council. This will improve access to the site and alleviate traffic congestion and air pollution difficulties in the immediate vicinity.

f) Deliver increased and much needed housing and commercial development on the site by leveraging the use of adjacent public sector land holdings and land on the Bootham site in order to secure improved access and accommodate necessary car parking provision.

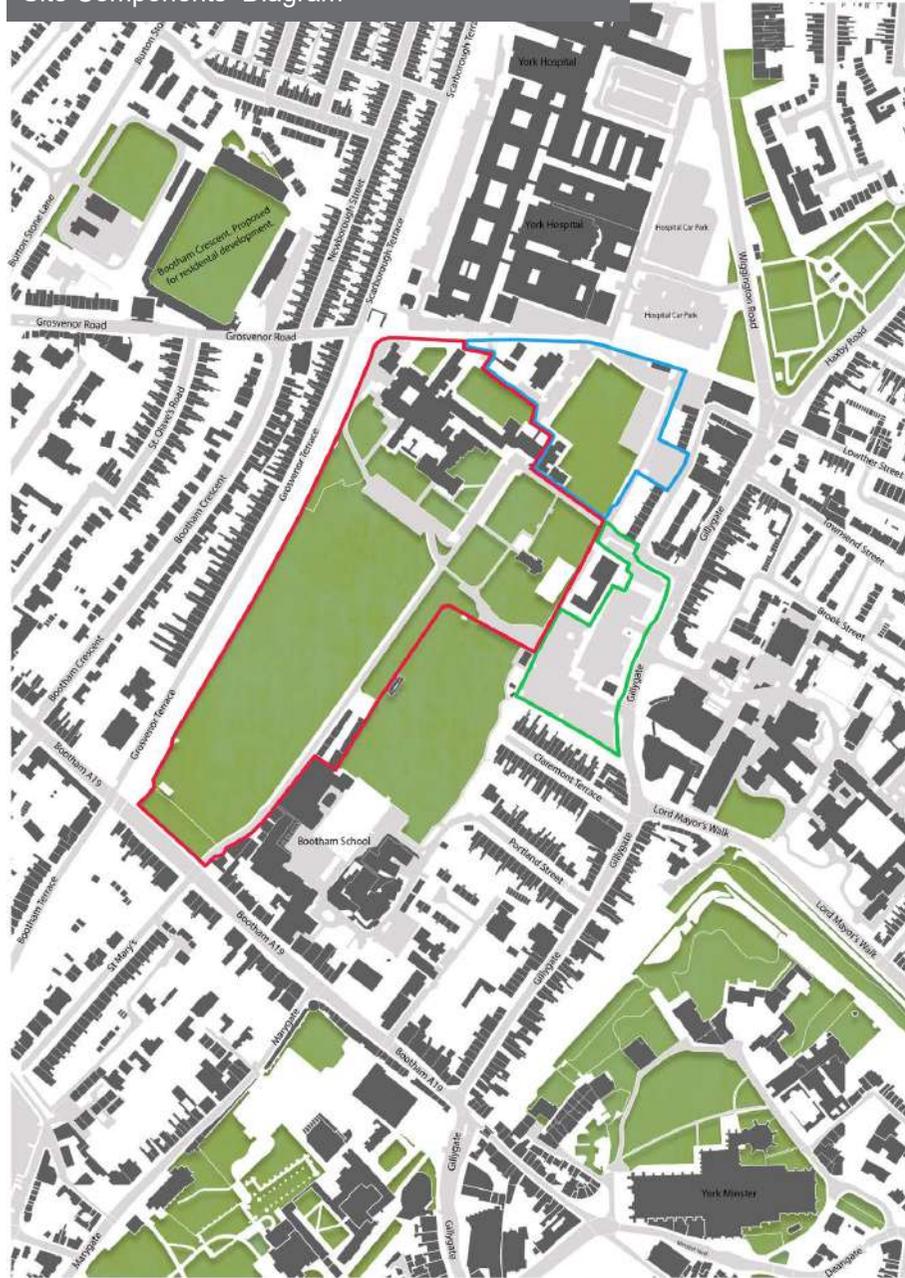
g) The creation of at least 180 new jobs.

An outline brief for a masterplan study of the site, building on the points above, was written in March 2018 entitled “A New Life for the Bootham park Hospital Site”. This sought to commission a jointly supported and “tested in public” Master Plan will help to enhance the re-use value of the NHS Property Services holdings while also delivering much needed additional public estate benefits. Key points were that:

This large site (17.85 acres owned by NHS Property Services but up to 24.2 acres when neighbouring public sector land is included) is in the heart of the city and, subject to sensitive & imaginative redevelopment, is a valuable asset that should be realised for the social and economic benefit of York, namely:

- provision of facilities which will benefit the York Teaching Hospital Trust next door;
- potential for shared ownership and micro-flat dwellings targeted at essential workers including hospital staff;
- the potential for continued use of the historic building for mental health use, potentially as a care home or Extra Care facility;
- improved emergency vehicle and public transport access to the Hospital site via a new road; and
- a new “public park” on the historic parkland in front of the Regency building, delivering much needed sports facilities and sustainable public open space.

Site Components Diagram



- NHS Property Services
- City of York Council
- YHTH - Former Nurses' Home Site and Surroundings.

Instruction for this Study

Whilst recognising that NHS property Services is seeking to sell the former hospital site CYC and YTHT commissioned IBI Group (IBI) to consider redevelopment options for the combined sites in response to the March 2018 brief, in parallel with the sale process.

IBI was appointed through the One Public Estate process and reported to a steering group which comprised of officers from City of York Council; representatives from York Teaching Hospital NHS Foundation Trust, Vale of York Clinical Commissioning Group, One Public Estate Team and representatives from NHS Property Services.

The group was chaired by CYC / YTHT to whom IBI reported and were instructed by.

Consultant Team

IBI acted as consultant team lead and provided masterplanning and landscape architecture inputs. Other inputs were provided by S K Transport (access and transport); Turner and Townsend (cost planning); Colliers International (viability) and Constructive Individuals (engagement); all as sub-consultants to IBI.

In addition Purcell provided extended heritage input and Vale of York Clinical Commissioning Group provided a Health Impact Assessment: both directly procured by CYC.

Objectives

The Objectives of this study are to examine a range of development options that respond to the constraints and opportunities of the site and the potential benefits outlined in the March 2018 brief.

The intention is that the outcome of the study should enable the client group to exercise some influence over the future development of the site for the benefit of health, care, housing and public services in York.

Public and Stakeholder Engagement

Engagement with a broad range of stakeholders and meaningful engagement with the public are key elements of this study. CYC has established a reputation for high quality engagement on projects such as York Central and My Castle Gateway, and whilst this study is smaller in scope and the engagement process necessarily brief, there is a clear intent to ensure that proposals emerge from a robust engagement process.

This was addressed in three ways:

- I. Key stakeholder engagement via direct approach by IBI.
- II. Political stakeholder liaison by CYC.
- III. Public engagement through a strategy designed by CYC and delivered by a combination of CYC and engagement specialists My Future York/ Constructive Individuals.

The objectives of the engagement process included that:

- Partners and stakeholders participate and own a shared vision for Bootham Park site, informed by the needs and wishes of local communities.
- Key stakeholder groups feel informed and understand the dilemmas and associated compromises which will inform the One Public Estate proposals.

Outcome Summary

The partners have worked together to draw up this Site Development Plan for the Bootham Park Hospital site and adjacent publically owned land. This plan has been devised following extensive public and stakeholder engagement and demonstrates that the following could be achieved on the combined site while also generating value for owners:

- 147 dwellings.
- 52 key worker apartments.
- A new physiotherapy suite, medical training and research centre of excellence.
- A 70 bed care home.
- 60 assisted living/supported living apartments.
- A new children's nursery.
- A 250 space multi storey car park.
- Extensive public open space.



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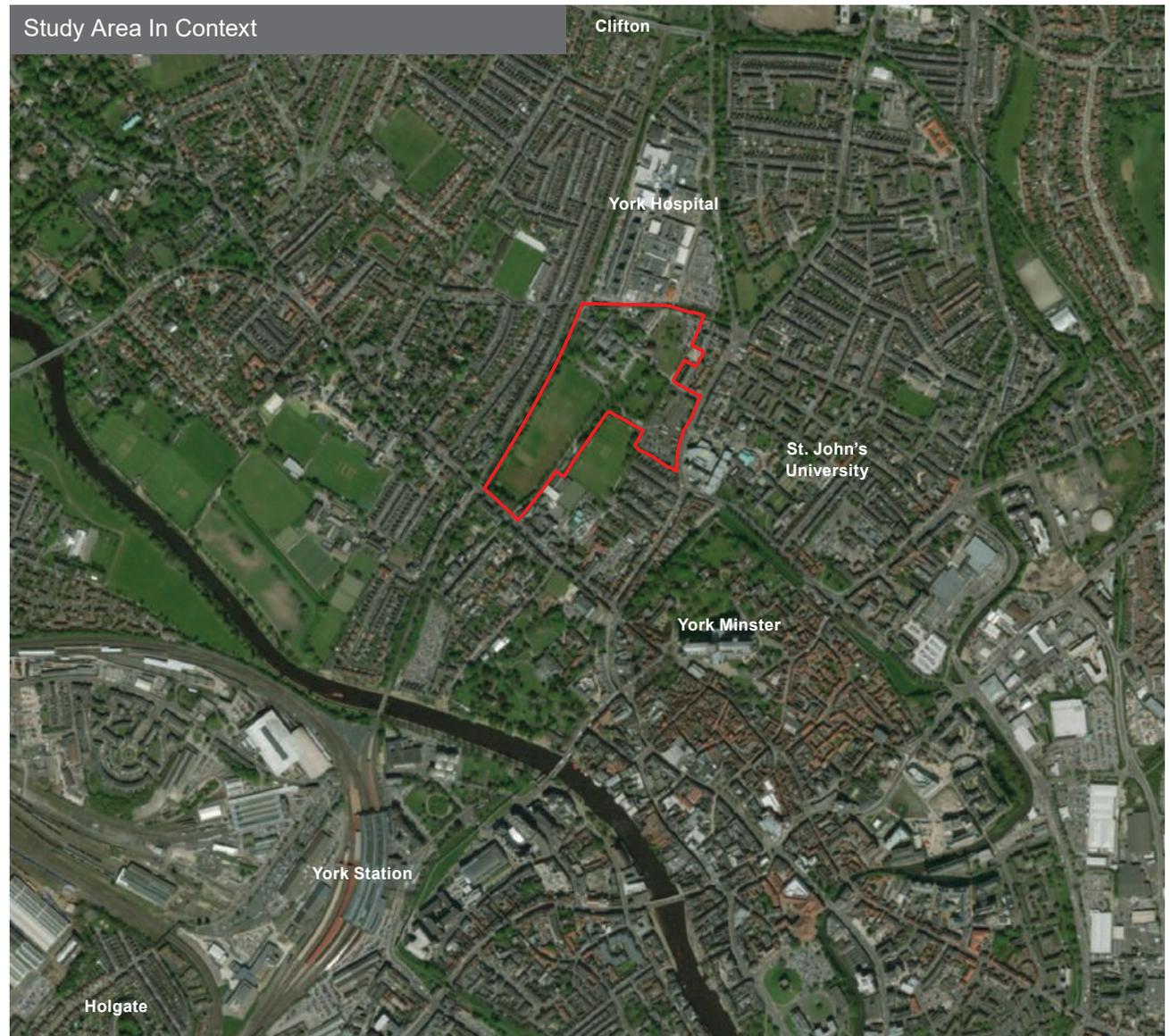
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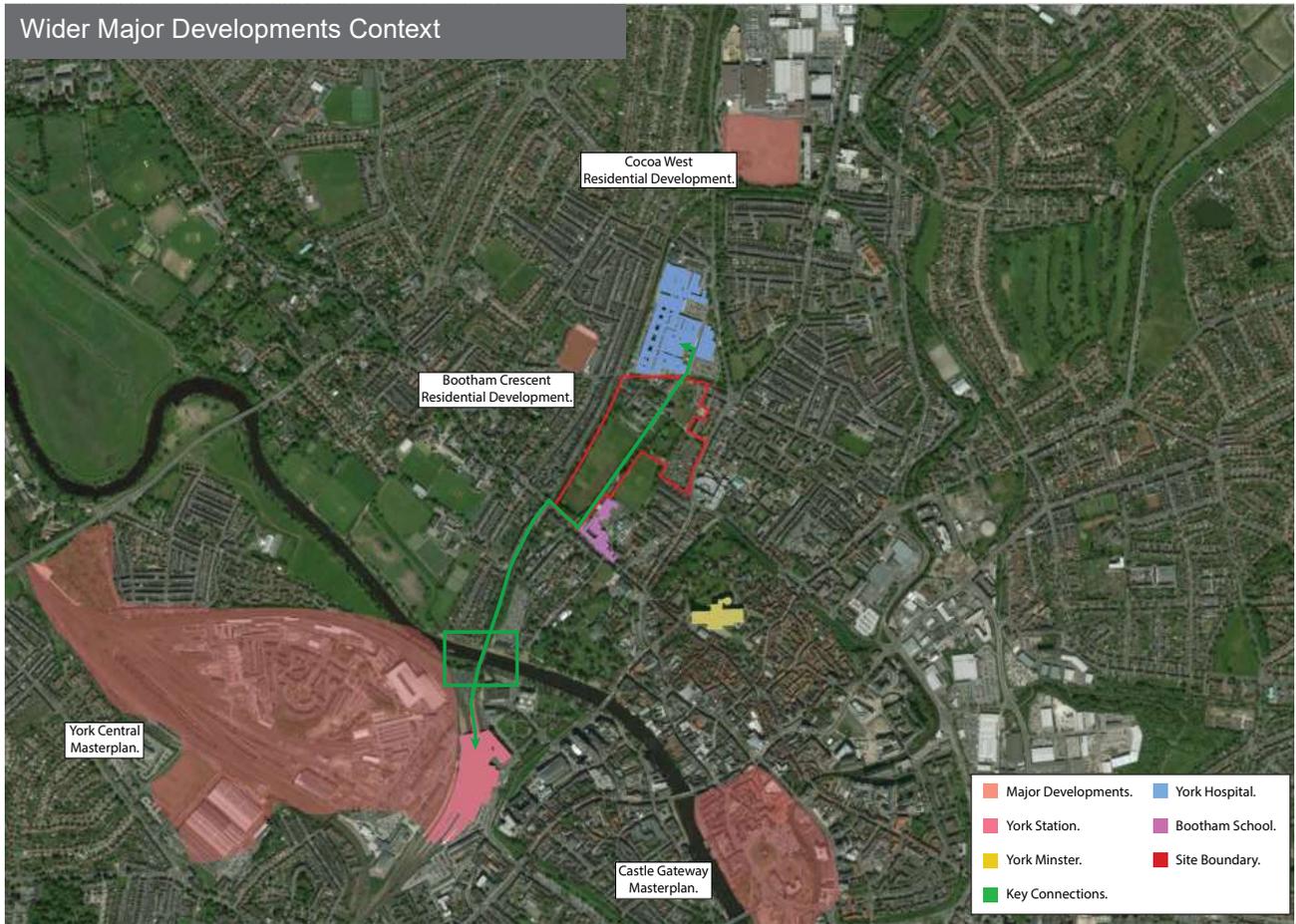
2. The Site

Location

The study area comprises 9.8 ha of land approximately half a mile north of York Railway Station and one third of a mile north west of York Minster. York Hospital borders the site to the north.

The site sits along an important north/south pedestrian/cycle route which connects the hospital to the north with the railway station and city centre to the south, crossing the River Ouse via an improved pedestrian crossing along Scarborough Bridge. This route also plays an important role in connecting the hospital, city and a number of committed, major development areas.





Description

Former Hospital Site

The major part of the site, an area of approximately 7.3 ha in the ownership of NHS Property Services, forms the curtilage of the former Bootham Park Hospital. The former hospital itself is a group of connected buildings to the north of the site which cluster around the original building of the 1770s. The original building and other later, central additions are Grade 1 listed, with some of the other, later elements Grade 2 listed (see plan in section 5).

A separate Chapel from the 1860s (Grade 2 listed) sits in isolation on the eastern part of this ownership. A single lodge building (Grade 2 listed) forms a gatehouse at the main historic site entrance onto Bootham, and a row of "cottages" (not listed) sit mid-way along a tree lined avenue approach from the gatehouse to the main buildings.

A substantial area of the ownership is open grassed land which forms a 'parkland' setting for the historic buildings. A main railway line runs along the western edge of the site, separating it from a residential area of Victorian terraced streets. Bootham School borders the southern part of the ownership to the east, and further north the area east of the chapel borders a surface coach / car park and the site of a hostel building.

Vehicular access to this ownership is via a link from Clarence Street/Gillygate to the east, passing the southern end of Union Terrace and via the original site main entrance off Bootham to the south. This crosses CYC owned land.

APRIL 2019

Listed Buildings and Grounds



Unlisted Cottages off Driveway



Chapel



Bootham Entrance and Gatehouse



York Teaching Hospital Trust land

An area of approximately 1.5 ha north of the NHS PS land and south of York Hospital is owned by YHTH.

This is the location of Park House, a contemporary office building used by York Hospital finance and systems departments; temporary buildings housing hospital departments and a number of substation buildings. The majority of the ownership is an open lawned area and adjacent surface car parking, this being the site of a former nurses' accommodation built as two interlinked courtyard developments.

A tall, brick 'estate wall' of some heritage value runs along the northern boundary separating the ownership from 'Bridge Lane', a pedestrian/cycle link that runs between the hospital and study area. Limited openings allow access through the wall at key points.

On the eastern edge of this ownership a plot of land projects onto Union Terrace, breaking the line of properties along the street. This is used as surface car parking but also access for a major surface water storage tank which lies under this plot.

Vehicular access to this ownership is via a link from Clarence Street/Gillygate to the east, passing the southern end of Union Terrace and also from the hospital site to the north at access points through the 'estate wall'.

Site on Entry from Union Terrace



Northern Boundary Wall



Car Park on Former Nurses' Home Site



Union Street Car Park

An area of approximately 1 ha on the eastern side of the study area, fronting onto Clarence Street/ Gillygate lies in the ownership of the City of York Council. This is used for coach parking and public car parking and also houses a small public convenience building.

A line of trees runs along the frontage to Clarence Street/Gillgate to the east and a tall brick wall separates this ownership from the curtilage of the former hospital site to the west.

A contemporary building providing hostel accommodation sits to the north of this ownership, separating it from the area surrounding the chapel on the former hospital site.

Car Park Public Conveniences



Entrance off Gillygate



Boundary along Gillygate

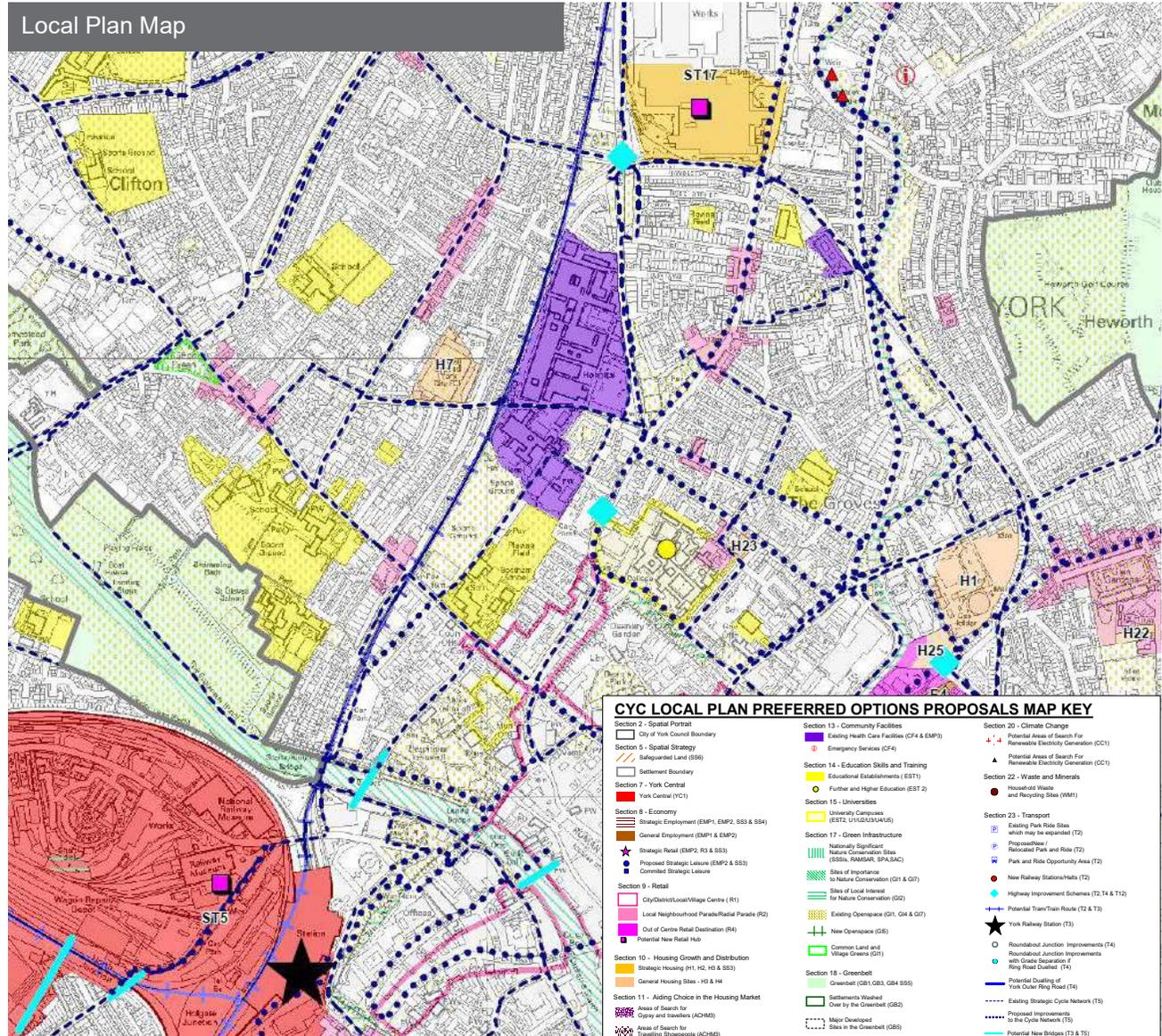


Coach Parking



Policy

The Local Plan identifies the open area south of the former Bootham Hospital buildings as “Existing Openspace” and the land on which the former hospital buildings and chapel sit as “Existing Health Care Facilities”. The site of the former nurses’ accommodation and Union Terrace car park are unallocated. The plan identified a north – south route through the site as part of the “existing Strategic Cycle Network”.



With the exception of the Union Terrace Car Park site, the study area sits within the York Central Historic Core Conservation Area and is designated as the 'Bootham Park Hospital' character area categorised as an area of Georgian civic and religious land uses.

A link to the Conservation Area Appraisal is included in the appendix to this report. Summary strengths, weaknesses and opportunities identified in the appraisal include:

Strengths

- An attractive landscape setting has been maintained for Carr's splendid building.
- This is one of the few large areas of green space in the Conservation Area and given the important relationship between the grounds and the hospital, any development of the playing fields would not be appropriate.

Weaknesses and opportunities

- The large playing field is run by the NHS and is not accessible as a public park. Although the space is used by Bootham School, it is vacant for large amounts of the day. If clinical and other management considerations permit, greater public access should be explored so that the grounds could be better used by the local community.
- Poorly maintained railings, overgrown trees and remnants of an old tennis court present a poor front onto Bootham. The poor condition of these railings and those at the north-eastern boundary of the Bootham School, means they will soon be 'at risk' - restoration and ongoing maintenance is required to prevent this. Improved landscape management would re-instate intended views of Carr's building from Bootham.



3. Landscape

In order to ensure future interventions on the Bootham Hospital site respect the local landscape character and visual receptors, existing publications were reviewed to gauge an understanding of open space typologies and what may be appropriate to support long term, sustainable use.

This review called upon a wide range of publications and policies as well as a site visit to understand of the most sensitive receptors based on their value and susceptibility to change and this would inform discussion about opportunities and constraints of the site.

Open Space Setting

In order to holistically review open space in and around the site and maximise its future potential for the wider community, IBI reviewed existing provision inside the study area and its adjoining neighbourhoods, utilising the findings of Open Space Audits completed by others.

The key findings of this review are appended to this report, a summary of which is in the box below and should be read in conjunction with the Open Space Context Diagram which shows the geographical arrangement of existing provision and Accessibility of Open Space Diagram which uses best practice standards to illustrate how easily the community can reach each space.

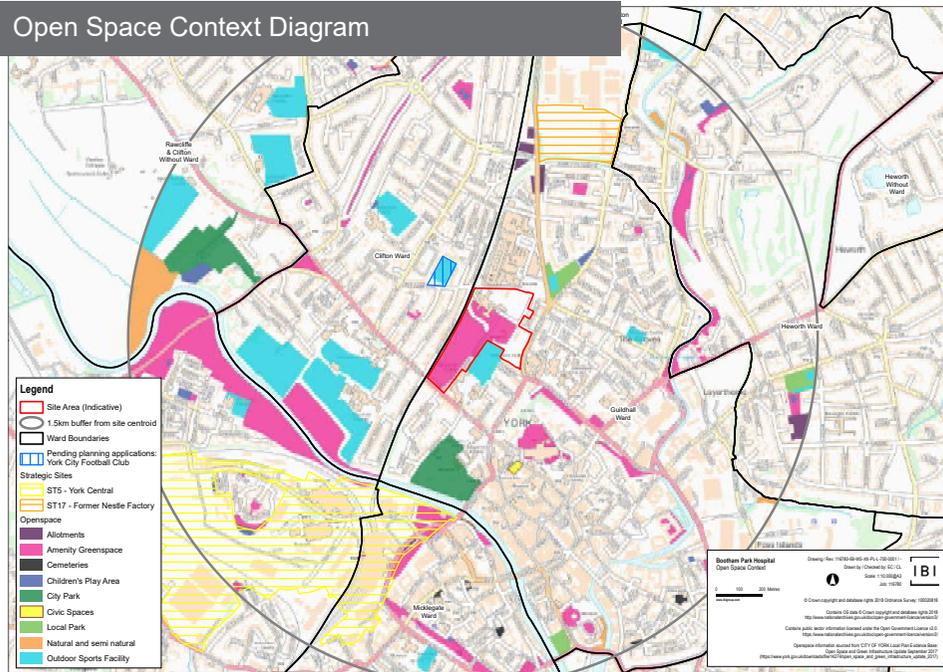
The site is located in Guildhall which is documented as having a surplus of parks and a deficit of all other typologies, most notably natural/semi natural space and outdoor sports facilities.

The adjoining ward of Clifton is in close proximity to the site separated only by the railway line. This ward demonstrates a deficiency of all typologies with the greatest lack of provision being natural/semi natural space.

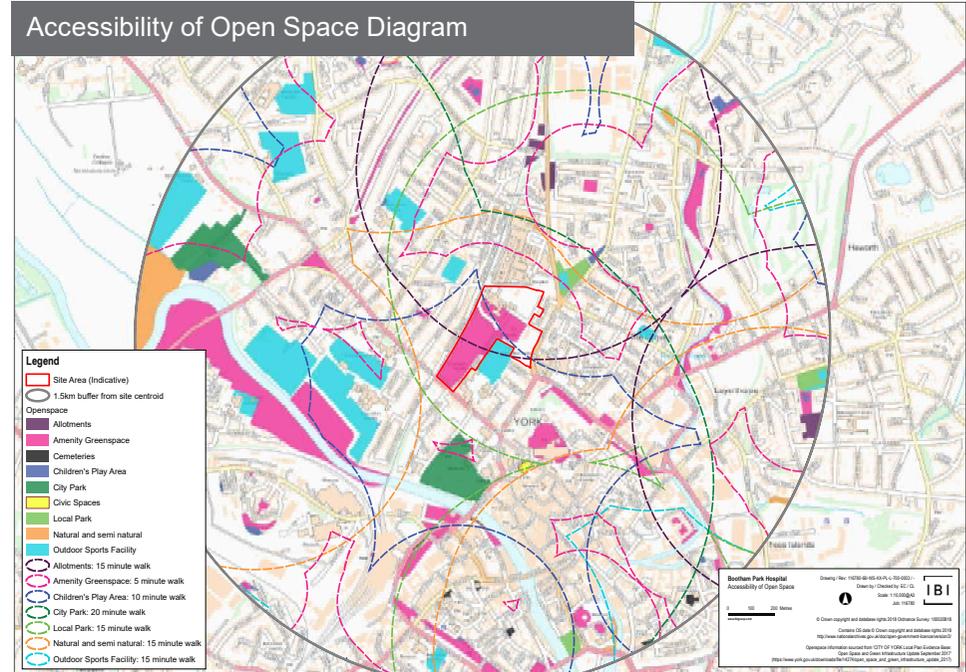
Considerations Going Forward:

- Loss of amenity greenspace on the hospital site will increase the level of deficiency within the Guildhall ward.
- Change to the use within the hospital grounds could mean reclassification that would better balance local deficiencies and provide a more diverse range of outdoor assets for the local community.
- Included within this, the adjacent Bootham School has expressed its desire to use the open green space as sports playing fields.

Open Space Context Diagram



Accessibility of Open Space Diagram



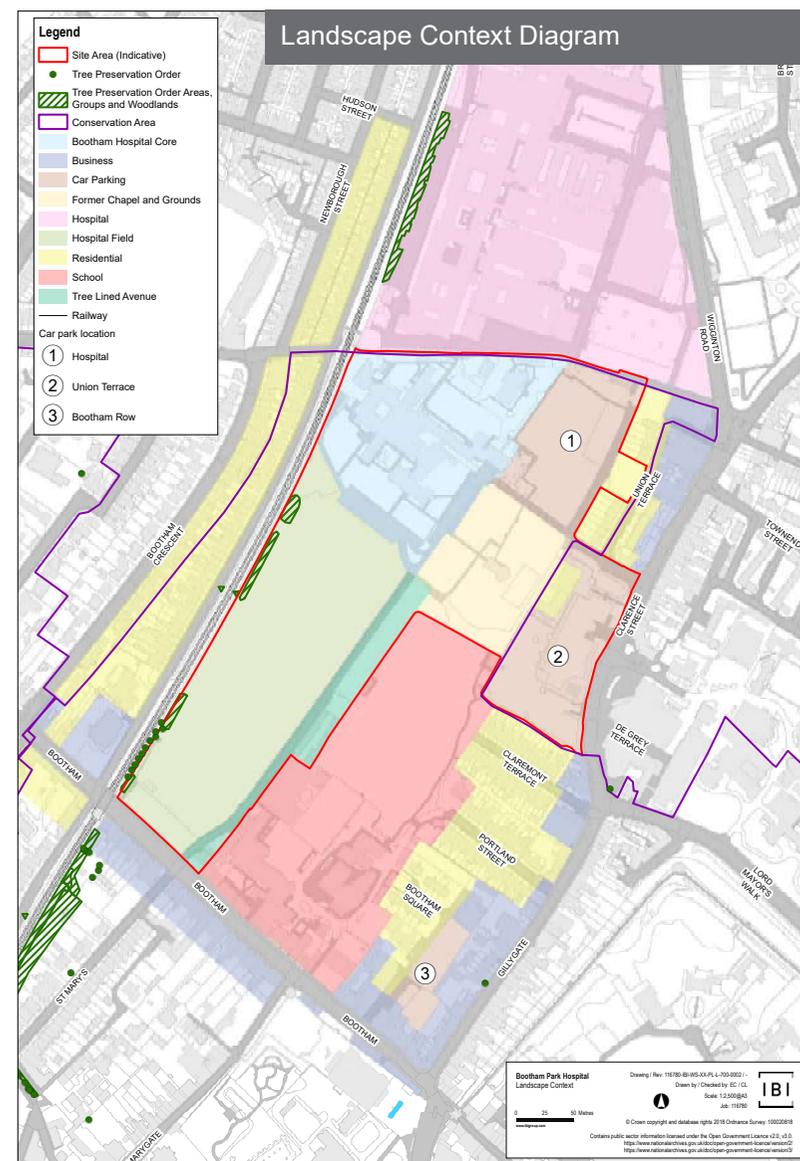
Historic Landscape Review

In response to the historic context of the hospital, IBI reviewed two key documents, York Historic Core Conservation Area Appraisal and Historic Designed Landscape at Bootham Park Hospital. The Landscape Context Diagram below shows the landscape character around the site

York Historic Core Conservation Area Appraisal: Character Area One: Bootham Park Hospital

Adopted in 2011, this appraisal was the first in depth review of the city's Central Historic Core Conservation Area and formed part of the evidence base for the Local Development Framework. Bootham Park Hospital is one of 24 character areas subject to the appraisal and is grouped together with a series of other "grand institutions and monuments set in green space." The document describes the issues and opportunities as:

- The grounds of the hospital provide an "Attractive Landscape Setting" and are one of the few large areas of greenspace in the Conservation Area. There is an important relationship between the grounds and the hospital, and therefore any development of the playing fields would not be appropriate.
- The large playing field is run by the NHS and is not accessible as a public park. The space is used by Bootham School, but is vacant for large amounts of the day.
- Greater public access should be explored so that the grounds could be used be better used by the local community.
- Maintenance of the Bootham frontage is lacking and improved landscape management would re- instate intended views of the building from Bootham.
- The northern approach into the hospital across the railway bridge is not pleasant and could be enhanced by better maintenance of the bridge.



- The late 20th century hospital blocks are of utilitarian design and are described as an eyesore. If they are to be re-developed, any replaced, buildings need to be thoughtfully and sympathetically designed in relation to the listed hospital buildings. (these former nurses' accommodation buildings have been demolished since publication of the document)

Considerations Going Forward:

- Redevelopment opportunity.
- The openness of the main field enables clear views of the primary frontage of the listed building and these should be preserved.
- The grounds have potential as a community resource.

Historic Designed Landscape at Bootham Park Hospital, York

Produced in 2017 by Purcell on behalf of NHS Property Services Ltd, the report is a heritage statement to understand the significance of the designed landscape at the hospital site. It provides context by an earlier Historic Buildings Appraisal also carried out by Purcell.

- York Historic Core Conservation Area
- Bootham Park Hospital, Grade 1 (1259396)
- Former Chapel at Bootham Park Hospital, Grade II (1259398)
- Railings enclosing playing field approximately 95 meters south of Bootham Park Hospital, Grade II (1259405)
- Lodge at Bootham Park Hospital, Grade II (1259404)
- Gateway , Gates and railings to Bootham Park Hospital, Grade II (1259400)

The institution grounds are not registered by Historic England as being an historic designed landscape of special interest in England.

As identified by the Historic Buildings Appraisal, there are six landscape character areas within the hospital site:-

- The hospital field
- The hospital building, site airing courts and small gardens
- The Avenue
- The former chapel and grounds
- South entrance, lodge and railings
- North east entrance.
-

Within this document Bootham Park Hospital and grounds are described as being valued for the contribution they make to the city as and eighteenth century institutional building with extensive grounds which are planted with a wide range of trees. The grounds are described as being tranquil despite the surrounding busy pedestrian and vehicular traffic.

This report echoes the findings of the Historic Buildings Appraisal in terms of key views, the significance of the landscape and its capacity for change.

In terms of protected trees, The Tree Survey completed by Enviroscope in 2015 and noted in Purcell's report identifies that there are trees are protected under:

- TPO57 – Scarborough Railway Line (22nd July 1994)
- TPO58 – Scarborough Railway Line No. 2 (4 August 1994)

The protected trees cover the western and southern boundary to The Site, to the south of the hospital building extending south to Bootham Road, as shown on the Landscape Context Diagram.

Visual Receptors

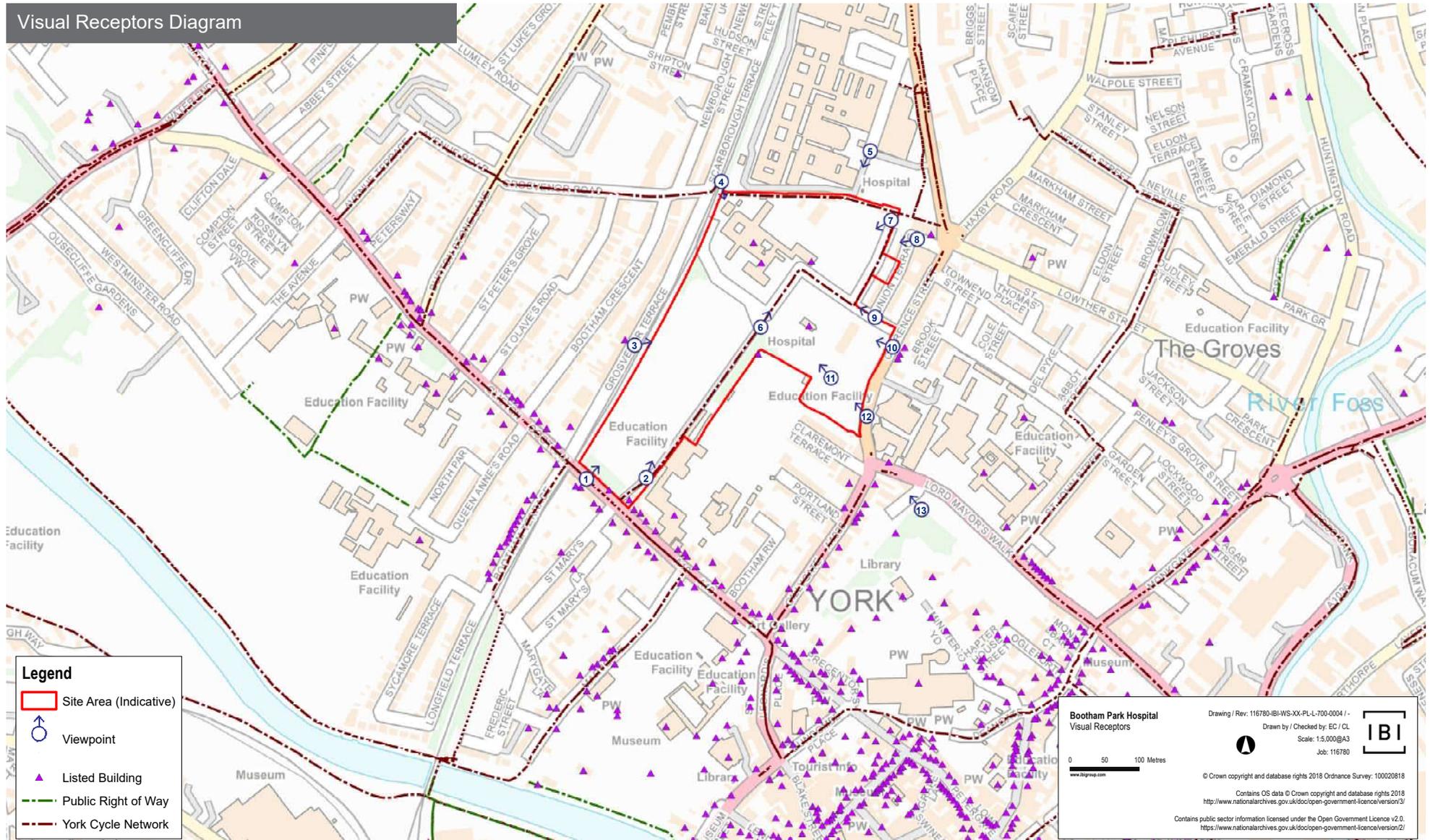
In order to respect the heritage context and wider environmental setting, future development plans should consider potential effects on local visual receptors to highlight any positive or negative impacts from locations such as residential properties, public rights of way, open space and heritage destinations.

The Visual Receptors Diagram below illustrates thirteen locations from which future development within the study area should be reviewed

Considerations Going Forward:

- Future development should consider the key views set out by this report.
- Ideally, development should avoid areas of the highest landscape significance and be focused where capacity for change is at its highest.
- Maintaining a connection to the history of the site as an institution for mental health is important.
- Historic tree cover and a sense of tranquility should be retained in at least part of the site.

Visual Receptors Diagram



← Wheelchair Access

← Main Entrance

← 

No Parking- This roadway must be kept clear
at all times for access by Fire Appliance Vehicles

NO PARKING
This roadway must
be kept clear at all
times for access by
Fire Appliance Vehicles

4. Accessibility, Traffic and Transport

An assessment of the Traffic and Transport Opportunities and Constraints within and surrounding the study area was undertaken by SK Transport Planning, including site visits and meetings with City of York Council highway officers. The outcome is a technical note reviewing the existing access arrangements by all modes of transport to and from the site, and identification of traffic and transport opportunities and constraints that should be considered in progressing a development strategy for the site. Key points are summarised below with reference made to a locations identified on the 'Movement Interventions' diagram.

Driveway at Entrance off Gillygate



Union Terrace Entry Point



Bootham



Site Internal Roads



Existing Access Arrangements

The site benefits from pedestrian, cycle and vehicular access from its south-western boundary onto the street known as Bootham, a classified road (the A19) which links with Gillygate/St Leonards Place at a signalised junction. Bootham routes northwest from this junction past the Bootham Park site and then across the York to Scarborough rail line. The A19 is a strategic route north-westwards from the city centre towards Thirsk.

The A19 corridor benefits from good pedestrian routes and street lighting is present along this corridor. Close to the site frontage a controlled pedestrian crossing is provided on this route, to allow safe and direct crossing of this classified road.

The development site benefits from pedestrian and a vehicular access onto Bootham along its southwestern boundary (location 1). A set of double gates in the far southwestern corner of the site (adjacent to the telephone box) has historically provided pedestrian access to the site. The site visit has confirmed that these gates have not been used for a number of years.

The City of York Council holds a 125 year lease granted on May 20th 1992 which secures the current cycle route through the site from the gated access onto Bootham.

Further eastwards along the southwestern boundary, the site benefits from a separate pedestrian and vehicular access to the site (location 3). Pedestrian and vehicular access is provided to the site via two sets of separate gates; the vehicular access is wide enough for private car and service vehicle access, but the listed gate pillars restrict vehicular access to a single vehicle passing through the gates at any one time.

Discussions with the development team and COYC have confirmed that due to the gates, pillars and fencing being listed, there are very limited opportunities to enhance or upgrade these access points, or deliver a new access along this section of site frontage.

Turning to the eastern site boundary, the site frontage is limited onto Gillygate by the presence of a public Pay and Display car park and the Union Street coach park (location 13). Immediately to the north of the coach park, Union Terrace provides the main vehicular access to the site (location 11), crossing over council-controlled land. This access has segregated pedestrian access via footways on the north and south sides of the carriageway, as well as a circa 6m wide carriageway, which then routes westwards via internal vehicular access routes through the site. These internal vehicular routes narrow in places to restrict two-way vehicular traffic. Pedestrians have segregated routes through the site; a number of routes are directly adjacent to vehicular corridors, and others meander through the site on no clearly defined desire lines.

It is understood that this vehicular access from Gillygate historically accommodated all the vehicular traffic associated with the former use on the site. Whilst there is no historic traffic flow data available to confirm the volume and type of vehicular traffic that used this access as part of the former use, if the future development proposals retain the access strategy via Union Terrace, then a clear assessment will need to be made as to any material change to traffic volumes over and above those historically generated by the site. Commentary on future assessment work is provided later in this report.

Along the northern boundary of the site, pedestrians and cyclists can access Bridge Lane via a narrow, gated access (locations 8 and 9). This access point through the listed wall is not wide enough for pedestrians and cyclists to use at the same time, and the access point lacks inter-visibility from both sides of the wall between pedestrians and cyclists.

Whilst there is an obvious access point constraint for pedestrians and cyclists using this route, the Bridge Lane corridor is seen as a key sustainable transport corridor on the northern side of the city. This corridor provides a crossing point for pedestrians and cyclists across the railway line (location 5) to the west, and also connects into the existing Wigginton Road/Clarence Street signalised junction to the east.

Movement Interventions Diagram

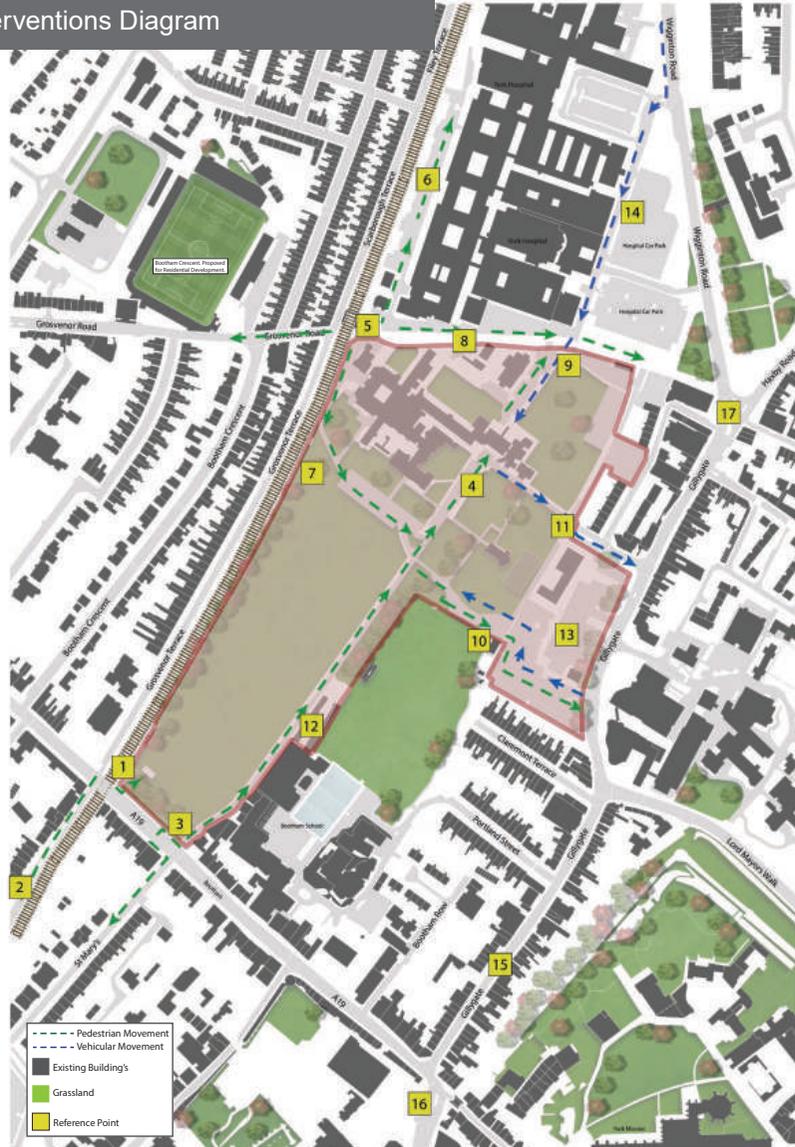


Figure 1.

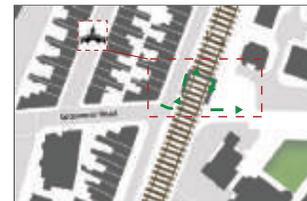


Figure 2.

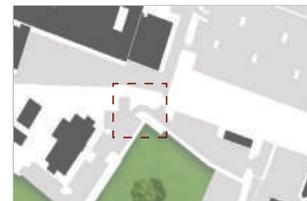


Figure 3.

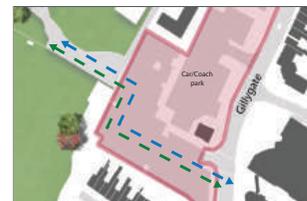


Figure 4.



11 Opportunity to create new pedestrian / cycle access, linking to route to the north via existing gates within the boundary fence. (See fig.1).

2 Continuation of pedestrian / cycle route to the south to connect with an improved strategic link over Scarborough Bridge to the York Central.

3 Opportunity to improve pedestrian / cycle access through main gates, as opposed to side gates, linked to relocated pedestrian crossing over Bootham (A19) (See fig.1), better linking to routes towards enhanced Scarborough Bridge.

4 Opportunity to create a more direct north - south pedestrian / cycle route through the site, providing a better connection between the A19 and York Hospital.

5 Opportunity to improve the bridged crossing from Grosvenor Road into the site (See fig.2) for pedestrian-cycle users.

6 Potential continuation of the pedestrian / cycle route to the north, along the west of the hospital.

7 Potential for additional pedestrian / cycle routes to be created through the site to improve east - west connectivity to the surrounding areas.

8 Enhance the pedestrian / cycle corridor with improved lighting, signage and surfacing.

9 Potential to develop an improved gateway through the boundary wall for pedestrian / cycle use. (See fig.3).

10 Potential to enhance access to the site through the introduction of a new points of entry, to be used by both pedestrians and vehicles. (See fig.4).

11 Enhanced vehicular access road that improves both emergency services and public transport access to the site.

12 Potential redevelopment / repurposing of existing cottages to include facilities that enhance the use of public space and the walking / cycling experience through the site.

13 Opportunity to develop the existing car / coach parking site, including both additional site access points and improved car parking provisions for the hospital. (See fig. 4).

14 Potential to improve bus route through the site to ensure users have access to a reliable, high quality bus service. New bus routes would ensure the site is directly connected to the wider city.

15 Opportunity to improve the public realm along Gillygate (See fig.5), including wayfinding and improvements to the pedestrian experience.

16 Improvements to Gillygate linked to improvements to this junction – focus on improving the pedestrian / cycle experience and "sense of arrival".

17 Existing signalised junction to be improved by City of York Council.

The ability to link the pedestrian and cycle Bridge Street route through the Bootham Park site (location 7) southwards to Bootham (the A19), is seen by the Council as a key strategic route for pedestrians and cyclists to link travel from the northern side of the city southwards towards York Central via Bootham Terrace, St Marys and Marygate to the south of Bootham. Further commentary on the opportunities to enhance connectivity through the site is provided later in this report.

The development site also provides parking and servicing space for the adjacent York Hospital. Whilst vehicular traffic access to the site via Bridge Street is restricted, there is a pedestrian and vehicular access from the internal hospital access route into the Bootham Park site. The close proximity of the hospital site also raises the matter of the use of the existing parking on the development site. With the closure of the psychiatric facilities on the site in 2015 there is still a high demand for vehicular parking on the site by motorists visiting the adjacent hospital. This parking is assumed to be driven by staff demand from the adjacent hospital site.

This existing parking demand, and potential for displaced parking when the Bootham site is redeveloped will need to be considered as part of any future development strategy for the site. Commentary is provided later in this document on this matter.

Traffic, Transport and Access Opportunities

The section below considers the opportunities that are available to enhance access for all modes of travel to, from and through the site. A number of these opportunities may impact on other Council operations. They may also require further technical work from other disciplines to confirm whether the enhancements can be delivered.

Considering the access arrangements to the site from Gillygate to the east, this document has already confirmed that whilst the Union Terrace access was historically the main access to the site, if the proposed development traffic volumes are materially higher than the previous use, then this access and junction onto Gillygate may need to be upgraded. In addition, where the existing access road enters the site the internal access routes narrow and cannot accommodate two-way vehicular traffic.

Whilst pedestrian routes are in place, many of the routes are not DDA compliant and are not on pedestrian desire lines. Any development scheme will need to carefully consider how appropriate access on foot can be delivered through the site and connect into Gillygate to the east.

The opportunity to deliver an enhanced access through the Union Street car park/coach park has also been considered (location 10). The Council has been clear that any changes to these parking facilities will need to be carefully considered, with the understanding that both facilities should be retained in their current location, and there should be no net loss of car/coach parking in this location. The site visits have confirmed that both parking areas provide at-grade facilities for drivers.

Whilst it is accepted that these car and coach parking facilities are an important element of the overall parking stock for the city, at-grade parking for both cars and coaches in this location is an inefficient use of this land in such a strategic location.

Whilst it has been agreed with the Council's highway officers that the optimum location for the development site access remains at the Union Terrace/Gillygate junction (due to the separation distances between this existing junction and junctions to the north and south), as part of the emerging ideas from this study, consideration should also be given to the reconfiguration of the car and coach parking facilities to provide an improved access to the Bootham Park site, as well as more efficient use of both at-grade parking areas.

The Council has provided some high level daytime parking data for the coach park in September. A summary of this data is provided in table 3.1 (see full technical note in the appendix), which confirms that the coach parking demand for this time period was significantly lower than the 35-coach space parking provision on the site.

It is recommended that further survey work is undertaken for the car and coach park facilities to understand the actual parking demand throughout the day for weekday and weekends. The surveys should cover early morning (from 0800 hours) through to late evening (2300 hours) during the week and weekends, to ensure an accurate parking accumulation survey is undertaken. Car and coach parking surveys should also be undertaken on bank holidays, to understand the parking demand at the busiest holiday times.

The emerging ideas from this study consider opportunities to provide a new pedestrian and vehicular access to the site, retain the coach parking on the site and then deliver a new decked car parking arrangement over the coach park to replace the existing at-grade car park facility.

The reordering of car and coach parking will allow part of the existing parking area to be redeveloped for residential/commercial use, adding value to the development site and also assisting in screening the parking along the Gillygate corridor.

Opportunities to enhance the Gillygate corridor through public realm works have also been identified (locations 15 and 16). The consultant team has acknowledged that the relationship between the car/coach park location, Gillygate and the historic city centre is an important one, and opportunities to enhance this corridor for pedestrian and cycle access should be considered.

To the south, this report has already identified that there are limitations to access improvements that can be delivered from Bootham. With the gates, pillars and fencing being listed, this limits the ability to provide a new or upgraded access in this location. In addition the existing trees on both the public highway and within the site will preclude a new vehicular access and visibility splays being delivered in this location.

The consultant team has also been advised that a new access route crossing the rectangular open space would not be acceptable, indicating that improvement works would be limited to the reuse and upgrade of the existing access points onto Bootham.

With the above in mind, and to dovetail into the Council's aspirations to strengthen the pedestrian and cycle connectivity in this location, it is recommended that as part of any future development scheme, the pedestrian and cycle infrastructure should be enhanced through the site to connect into the eastern and western gated accesses onto Bootham.

With regard to the western access, this would require a new pedestrian/cycle link to be provided across the open space within the site, to connect back into the existing north/south tree lined access route running from Bootham, north to the existing buildings. It is also recommended that the existing vehicular access to the site from Bootham is retained and left permanently open for pedestrians, cyclists and for service/emergency vehicles to use.

Measures to restrict general vehicular traffic from using this route may also be required, but this could be incorporated immediately to the north of the existing gates and pillars, so as to not impact on the structures themselves.

Alongside improving pedestrian and cycle corridors to and from Bootham, the issue of passive surveillance and the delivery of safe, attractive corridors have been discussed with the Council's highways officers. With the southern section of the site being linear in nature there is a need to deliver improved lighting, access points eastwards towards Gillygate (potentially through the car/coach parking area) and potentially install some form of use (café, local orientation centre, cycle hub etc) to deliver an end use on this corridor that also delivers some passive surveillance (location 12).

Improving the pedestrian and cycle connectivity on the southern end of the site will unlock opportunities to improve connections to Bridge Street to the north, which already forms a strategic east/west link between the development site and the hospital.

The potential to provide a new pedestrian/cycle route around the western side of the existing buildings (location 7), to then connect into the existing rail overbridge (location 5) would enhance connectivity by these sustainable modes, and create a more attractive, segregated route through the area that avoids the need to route via Gillygate to access the city centre.

The provision of a new route to the west of the existing buildings (location 7) could also help unlock aspirations to deliver a new pedestrian/cycle route between York hospital to the north and the railway line. Providing this new link, that could then link into a northern corridor (location 6), would strengthen opportunities to create longer distance pedestrian and cycle trips from the residential areas to the north of York Hospital.

Opportunities to enhance Bridge Street for pedestrians and cyclists through improved signage and lighting should also be considered to encourage the use of this corridor. In addition, the opportunity to deliver an improved pedestrian/cycle gateway through the brick 'estate wall' on the northern boundary of the site (location 9), would help unlock the pedestrian and cycle routes from the hospital to the north with the Bootham corridor and beyond to the south.

With the Wigginton Road/Clarence Street junction (location 17) being upgraded shortly, but the pedestrian/cycle arm being retained, there is the potential to attract greater numbers of pedestrians and cyclists on the routes through the site.

As discussed with the Council's highways officers, the ability to enhance public transport accessibility to both the site and York Hospital immediately to the north, should also be considered as part of any emerging development proposals. From discussions with the Council there are aspirations to improve accessibility from the existing bus routes past the site, potentially diverting or re-routing into the hospital site, to allow patients, staff and visitors easier access to the healthcare provision.

Opportunities to re-route buses into the site from Wigginton Road (location 14) are being considered by the Council, but a further enhancement could be to divert services from Gillygate through either a new access via the car/coach park or through the existing access on Union Terrace (location 11). This would allow improved accessibility to public transport by the end occupiers of any new use on the Bootham Park site, and also deliver a dedicated bus corridor into the York Hospital site that avoids part of the Gillygate/Wigginton Road signalised junction.

Any potential access route between the two sites would need to route through the existing 'estate wall' (location 9). This design would need careful consideration but could be incorporated into an enhanced pedestrian/cycle route between the two sites.

The final element that needs to be considered is the parking requirement for site development proposals, as well as any additional parking for York Hospital, which appears to already take place on the site.

The Council's highways officers have confirmed that whilst the hospital has an effective travel plan, there is also a high demand for staff, visitor and outpatient parking on the site. This leads to competition for the finite parking spaces on the site, and it is understood that hospital-related parking also displaces into surrounding streets and the Union Street car park. The hospital is understood to have acquired/leased land off-site to accommodate staff parking.

With the hospital being located immediately adjacent to the Bootham Park site there is the potential for the site to provide an appropriate level of parking to assist with the hospital's parking needs. In addition, any development proposals need to ensure an appropriate level of parking is provided on site, and that adequate parking controls are in place to ensure that no displaced hospital parking occurs on the Bootham Park site, outside of any areas that may be designated for hospital use.

To understand the existing parking demand on the site from the adjacent hospital, it is recommended that parking surveys be undertaken of the existing parking demand. These surveys will advise on the baseline parking demand and provide information on the need (or otherwise) of provided parking for the hospital use on the Bootham Park site.



5. Heritage

As previously noted the majority of the area considered in this study forms the curtilage of the former Bootham Hospital which, together with the former nurse's home site, forms part of the York Central Historic Core Conservation Area. The former hospital site contains a number of listed buildings and structures, including the primary building on the site: the Grade I Listed Mental Asylum built in 1777 by John Carr.

Heritage is therefore an important consideration in any study of this area and the consultant team was given access to a number of baseline reports which had previously been commissioned by NHS Property Services, and ensured that key heritage organisations were consulted as part of the study baseline consultation process.

This provided important insight into the opportunities and constraints surrounding the heritage status of the study area which was carefully considered in the subsequent development of proposals – see section 8 below.

Reports included:

Bootham Park Hospital Conditions Survey, June 2016 by Purcell

This provided a high level condition survey of Bootham Park Hospital and associated buildings: the Grade I Listed Mental Asylum built in 1777 with various extensions to the rear of varying dates, including the lodge, chapel, cottages and workshops. The chapel and lodge are both grade II listed buildings.

The survey covered inspection of the built fabric of each element and the internal state of repair of fixed decoration and fittings. Recommendations are made for maintenance and repair as necessary.

Bootham Park Hospital Historic Buildings Appraisal, February 2017 by Purcell

This report provides a historical review of the former hospital and assesses the heritage significance of the buildings, structures and landscape within the former hospital site, considering the 'capacity for change' for each element.

The report notes that Bootham Park Hospital is Grade I listed and is of exceptional interest. The site is protected by the York Central Historic Core Conservation Area and is recognised for its setting and amenity value in local planning policy.

The list description for Bootham Park Hospital states that it is listed Grade I for the following principal reasons:

- Bootham Park Hospital was only the fifth public asylum to be founded in England. It was designed in the manner of a grand country house.
- Plan form as the only early public asylum to have subsequently continued in its role as a mental health hospital in its original buildings.
- Principal building designed by John Carr and York architects Watson and Pritchett.
- The principal range is set within the context of later additions and refurbishments.

- A remarkably unified internal scheme from the late 19th century with some surviving 18th century fixtures and fittings.

The report states that *“robust design process and early consultation with stakeholders will ensure that change is managed in a way that sustains and, where possible, enhances significance. Many areas of Bootham Park Hospital have capacity for change and there is much potential to develop the site in a way that enhances significance, increases amenity value and seeks to retain an element of NHS use.”*

It should be noted that this report was written at a point when the site was still in medical use but was being considered for closure – this having subsequently occurred.

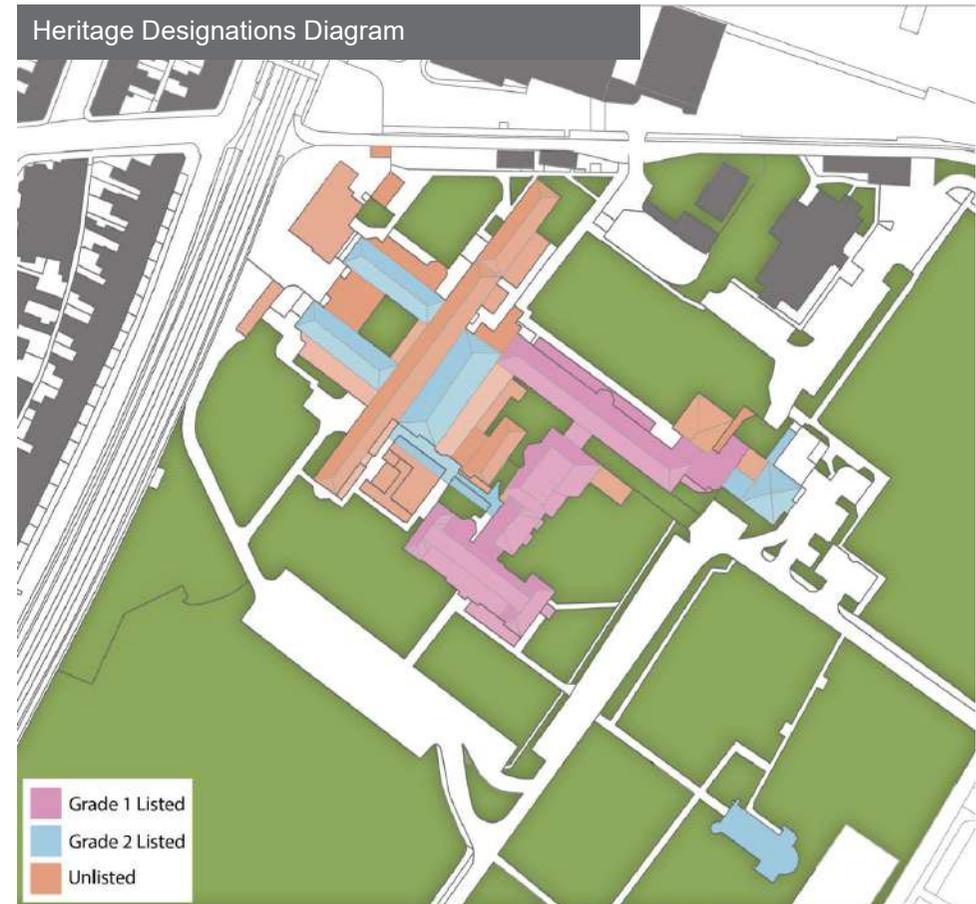
Historic Buildings Appraisal Addendum, November 2018 by Purcell

Purcell's 2017 Historic Buildings Appraisal only considered the curtilage of the former Bootham Hospital; it did not include the site of the former nurse's accommodation nor the Union Terrace Coach / Car Park site. In order that the heritage value of these areas could be properly considered on an equal basis Purcell was requested to prepare a short report using the same approach as the 2017 report. This was commissioned by the client steering group for the wider study area.

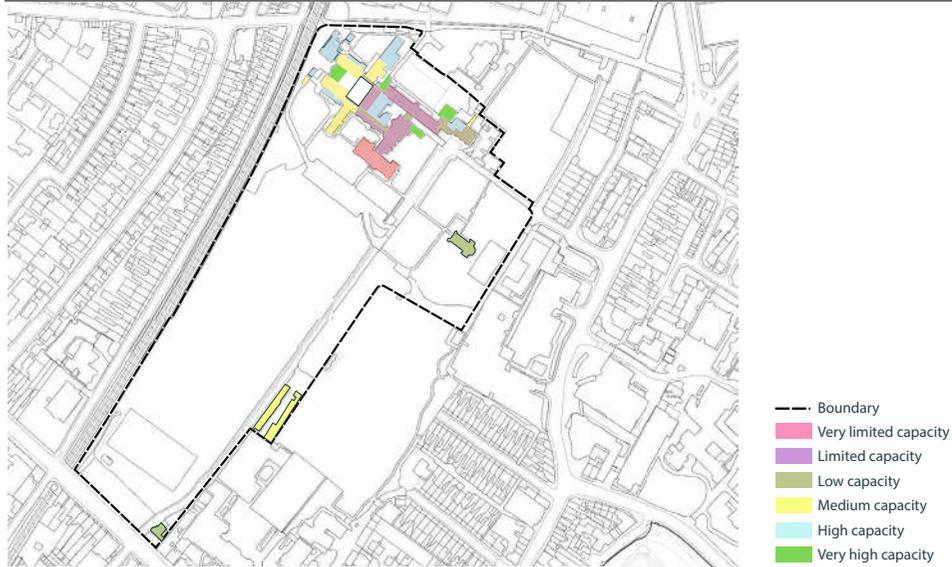
Conservation Principles and Options for the Informed Management of Change, 30th August 2018 by Purcell.

This document relates only to the curtilage of the former Bootham Hospital. It builds upon the Historic Buildings Appraisal and provides a set of conservation and design principles and parameters to be used to inform future development and reuse of the site.

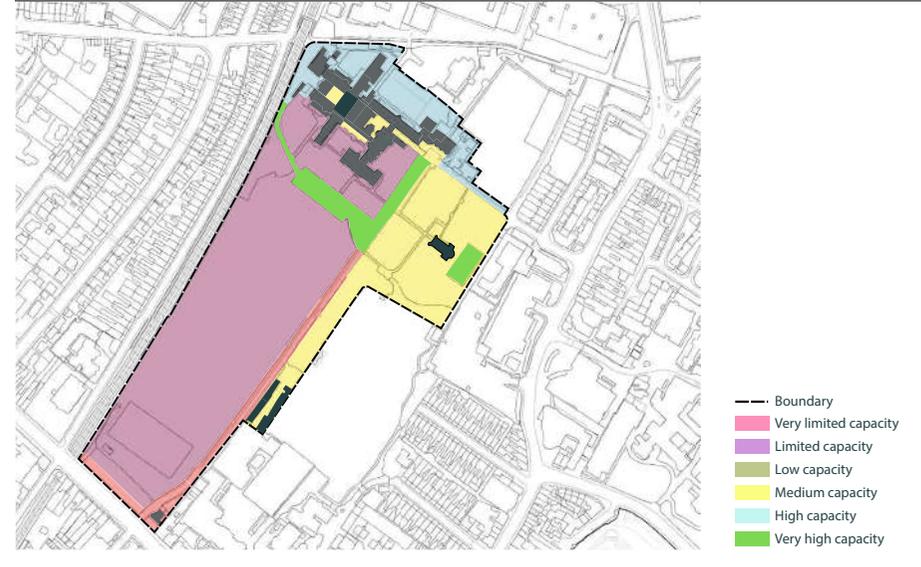
The images below are selected from the Historic Buildings Appraisal and Addendum and identify the areas of greater or lesser “capacity for change”, this being the corollary of heritage significance.



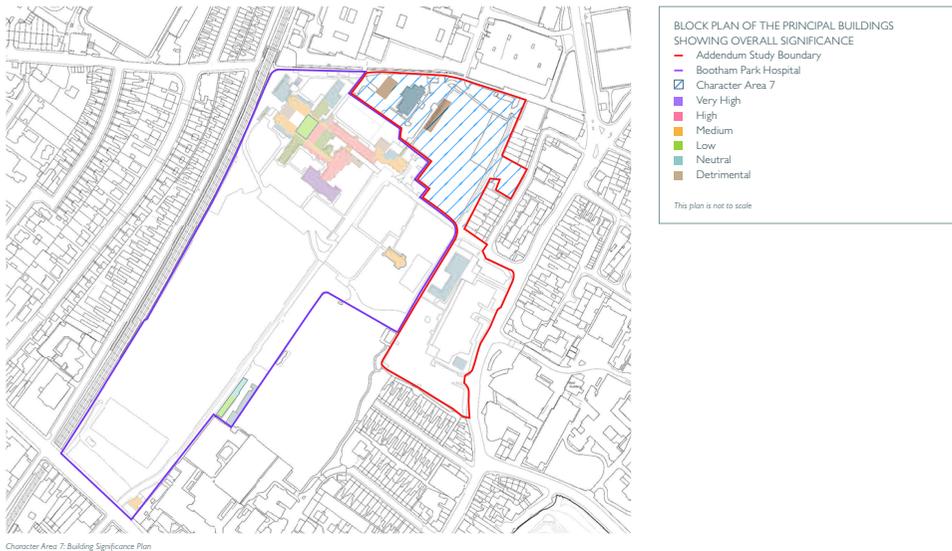
Capacity for Change - Buildings (from Purcell Historic Buildings Appraisal)



Capacity for Change - Landscape (from Purcell Historic Buildings Appraisal)



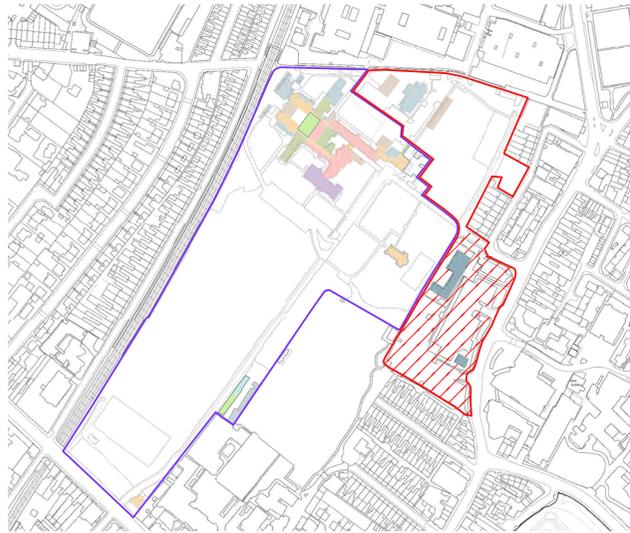
Building Significance – YHTH land (from Purcell Historic Building Appraisal Addendum)



Landscape Significance – YHTH land (from Purcell Historic Building Appraisal Addendum)



Landscape Significance – Union Terrace Car Park (from Purcell Historic Building Appraisal Addendum)



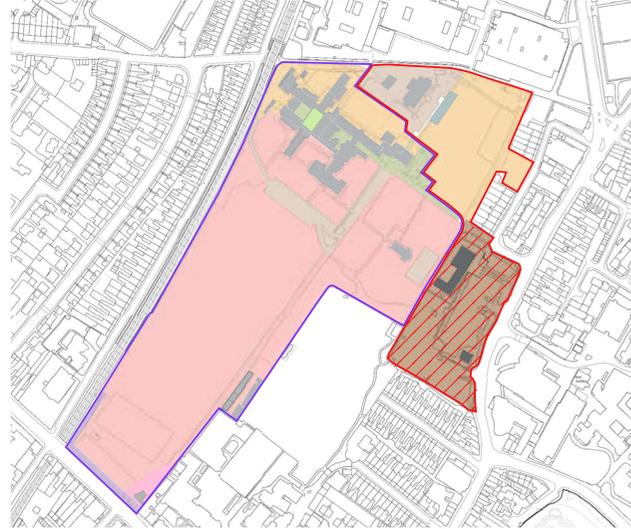
BLOCK PLAN OF THE PRINCIPAL BUILDINGS SHOWING OVERALL SIGNIFICANCE

- Addendum Study Boundary
- Bootham Park Hospital
- ▨ Character Area 8
- Very High
- High
- Medium
- Low
- Neutral
- Detrimental

This plan is not to scale

Character Area 8: Building Significance Plan

Building Significance – Union Terrace Car Park (from Purcell Historic Building Appraisal Addendum)



BLOCK PLAN OF THE LANDSCAPE SIGNIFICANCE

- Addendum Study Boundary
- Bootham Park Hospital
- ▨ Character Area 8
- Very High
- High
- Medium
- Low
- Neutral
- Detrimental

This plan is not to scale

Character Area 8: Landscape Significance Plan

Consultation

Heritage organisations consulted included:

- Historic England
- CYC - Conservation
- CYC – Archaeology
- York Civic Trust
- York Conservation Trust

Key points and themes raised:

- Consultees recognised that the safeguarding of the listed buildings and surrounding landscape will only be achieved by enabling viable, long term re-uses of the site.
- General recognition that the heritage significance of the site is more than the presence of historic buildings but is intrinsically bound to the continuous use of the site for delivery of mental healthcare. Whilst it is accepted that clinical uses are now better provided elsewhere there is a desire to see some “link” to the site’s historic uses maintained.
- A more flexible approach to interventions to the listed buildings could be justified with more appropriate future uses (possibly linking to previous – see above).
- Maintenance of the “openness” of the land to the south of the main listed buildings and the long views that this enables is an important consideration.
- Public access (at least in part) and opportunities for interpretation of the site’s history should be considered.



6. Engagement

An important part of the brief from the CYC / YTH client team was the inclusion of meaningful engagement with the public and key stakeholders as part of the process leading to the development of a shared vision for the site.

CYC has recently established a new approach to public engagement on projects such as York Central and Castle Gateway which has set new standards and expectations among communities, political leaders and other stakeholders. The council was keen that some of the practices and principles established by this approach be applied at Bootham Park, whilst recognising the shorter timeframes of this study.

The experiences of My Castle Gateway, My York Central and engagement through other regeneration schemes is creating better briefs and final projects; anticipating and mitigating issues, promoting compromise and quickening delivery. Most relevant to Bootham Park, the approach has the power to produce outcomes which reflect and are owned by a diverse range of stakeholders.

The client team also recognise the importance of appropriate engagement to One Public Estate. *“Generating a shared vision: Engaging with public sector partners at the earliest possible stage to jointly develop a vision that meets the needs of local communities, and satisfies the requirements land-owning bodies, is a vital step to a successful scheme.”* OPE 2018

A three part approach was taken at Bootham Park:

- I. Key stakeholder engagement via direct approach by IBI.
- II. Political stakeholder liaison by CYC.
- III. Public engagement through a strategy designed by CYC and delivered by a combination of CYC and engagement specialists My Future York/ Constructive Individuals.

Wider Context

This study, which aims to explore the benefits of an holistic development approach to land which includes the former Bootham Park Hospital site, has taken place in the context of a wider debate about the future of the former hospital. That site’s owner, NHS Property Services, is engaged in a process of marketing and disposal with a focus on achieving best value through a suitable reuse.

In response to that process, and before the start of this study, a public debate over the future of the former hospital site had already begun. A campaign to retain the former hospital site in public ownership and focus its redevelopment towards public benefits is championed by local MP Rachel Maskell and is associated with an online petition.

Engagement for this study, which includes land additional to the former hospital site, aimed to include a wide range of views and draw on current user and community insight in order that these are heard and considered in holistic development proposals.

Public Engagement

A public engagement process was designed by IBI Group and CYC Communication Team.

This included a range of engagement processes delivered by consultation specialists My Future York:

- A one-day event on site on 27th October in partnership with Coaching York, preceded with networking and site visits with a number of groups and individuals who brought specific skills, understanding or agendas for change.
- Consultation exhibitions at York District Hospital, West Offices and the Citadel.
- Consultation at other events such as the Save Bootham Park Hospital evening event and the Guildhall ward meeting.
- On line questionnaire.
- Social media channels – Twitter and Facebook.

Bootham Park Open Briefing Notes created using the nearly 2000 comments received during the consultation are included in the appendix to this report.

The themes emerging from this exercise include:

- A desire for reuse that includes local input and benefit.
- Recognition of the importance of the heritage assets of the site, particularly the main listed building.
- Recognition of the important role of the site in developing mental health services and include potential for new uses to include therapeutic benefits of green space, sport, culture and the arts.
- Opportunities for new uses to include benefits for the adjacent main hospital.
- The value of the site for pedestrian and cycle routes, both now and in future.
- The value of the site as an open amenity space close to the city centre.
- The opportunity of the site (which includes the former nurses' accommodation site and coach/ car park) for a mix of uses, given its scale and potential for areas of different character within it.
- The opportunity to provide new homes, including affordable.
- The need for further dialog and engagement as the development of the site is considered.

Public Consultation Panels Used in Exhibitions and Online

1 Bootham Park Site

Welcome

From your planning this exhibition, we hope you will find it an interesting and useful experience. Please visit our website for more information on the plans for the site.

The Council is working with local and national health partners to guide redevelopment of the publicly owned assets on the Bootham Park site and adjacent land.

We are exploring the use of a site featuring three acres of land including the old hospital, the early site of the former nurses accommodation, and the residential park. Bringing these together allows a more comprehensive approach to the redevelopment, with a potentially larger benefit to the city.

We can come together under the government's One Public Estate programme, which supports public bodies to work together to reuse land and property and to boost economic growth, support housing and regeneration and improve public services.

We want to make sure that future developments continue to protect the significant heritage assets on the site. We are also exploring how these sites interact with a wider area at the heart of York.

Background

The Bootham Park site is extremely important to the city. When the hospital opened its doors in 1777, it was one of the first purpose-built mental health facilities in England. During the long history of mental health services on the site there have been many changes to the way care has been provided and just as many changes and additions to the building themselves.

The hospital has now closed after proving invaluable to provide a safe and appropriate environment for people with mental health services. Following public engagement and planning approval in 2017, a new 60 bed hospital which will meet current high standards of care will open on Hasty Hill in 2020.

The NHS has an obligation to make sure that assets like former hospital sites are either re-used or, where there is no longer an NHS related healthcare use for the site, sold to ensure that the maximum value is realised from the site in terms of services instead of property costs.

We need your views to help us shape the site, protect its heritage and consider what potential uses for the site may be appropriate. We've included some steps for how the site could be used and the considerations that need to be considered when thinking about the site's future.





2 Bootham Park Site

The Site

We are exploring the reuse of three pieces of land. These are:

- 1 The main hospital site
- 2 The site where former nurses' accommodation was located
- 3 The residential park (Hasty Hill)

Shaping the three pieces of land together into one whole offers a chance to create a more comprehensive approach to redevelopment, with a potentially larger benefit to the city.







3 Bootham Park Site

History

The site features a mixture of Grade I and listed buildings and structures. The cornerstone is the Grade I listed hospital building designed by John Carr, an architect responsible for some of York's finest buildings and interiors. The historic use of the building for delivery of mental health care has increased in historical significance. It included the first psychiatric ward, a bathroom containing hand painted tiles of convalescers and a bowing saloon.

The main building is now a sprawling 3000 square metres, on a site of 2.6 acres. The 19th century chapel, former cottages and a bridge. The 19th Century Chapel and hospital outbuildings are also protected by its listing, as are the buildings facing Bootham.

NHS Property Services Ltd owns the majority of the 2.6 acre site, including the historic hospital building, parkland and 16th Century Chapel.

Bootham Park Hospital's history is firmly linked to the district hospital, which was built on its grounds and adjacent to York Teaching Hospital NHS Foundation Trust owns the three acres of land which used to be the site of the nurses' accommodation, while the council owns around three acres next to the site including an access route and coach and car park at Long Terrace.








4 Bootham Park Site

What are the opportunities?

Health care needs in York

Health care and health partners wish to establish how a sensitive and imaginative redevelopment could secure the next chapter in the Bootham Park story services to York. After looking at a range of potential challenges facing our health and public services, we believe that amongst a whole range of possible functions benefits of the wider site could:

- Provide intermediate / transitional care accommodation for patients who need to leave hospital, giving them appropriate care and accommodation before returning to independent living, while also relieving pressure on hospital beds.
- Provide longer-term care particularly supporting the fast-growing numbers of people living with dementia in York to stay as independent and full lives as possible.
- Contribute towards improving recruitment and retention of high quality clinical staff for local NHS services in two ways:
 - Building key worker accommodation on site
 - Providing more education medical facilities. The hospital is looking for space to create more high quality education facilities in York, which may be able to reuse some of the existing buildings including the hospital itself, or be developed on site.

Other public services

We're actively engaging all providers who can help York to meet the challenges of delivering high quality public services for all our residents. For example, the Police and Crime Commissioner for North Yorkshire and voluntary sector organisations champion a continuing health and wellbeing use focused on the needs of women.





5 Bootham Park Site

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6 Bootham Park Site

What are the opportunities?

Better connections

The study is also exploring the possibility of improving the screened transport links to the district hospital and surrounding area. Access points and car parking spaces are within the boundaries of the site. Any future arrangements need to retain both roads and car parking. This would also include how transport links to and through the site could support leisure and commercial activity nearby, such as at Bootham and Oldgate.

There is an opportunity to improve pedestrian, cyclist, emergency vehicle and bus connections through and into the Bootham Park site. The plan shows the working links.







7 Bootham Park Site

How will we pay for it?

Working in partnership and jointly delivering services will bring financing. It's a highly unlikely that high quality public services on the site can be funded solely through development on the site.

If viable to develop it is possible that housing for low and mid cost could be a feature of any proposed redevelopment. As well as providing money to pay for public services on the site any redevelopment could help to meet York's need for more housing of all tenures.

Any redevelopment will also have to be open to other commercial uses such as offices, enterprise spaces or a hotel to ensure more investment in the site. This is in part to fund to preserve Bootham Park or bring the site back into use as a high standard of delivery mental health services. Any future use of the site buildings will be required to meet the same quality. The history the NHS currently works in the existing buildings will be used to inform the future plans.







8 Bootham Park Site

Next Steps

We need your views by **9:00am on Thursday 1 November 2018.**

We will produce a summary of all responses, and share these along with this 'brief' for the area in November.

You can help to shape these proposals in a number of ways.

Exhibitions

These exhibition boards will be on display at:

- City of York Council's West Offices, Station Rise, YO1 6GA
- The foyer of York District Hospital, Wigginton Road, YO31 8HE

Grab a post-it note and add your views to these boards - just place the responses next to the questions, on the maps or on the spaces on this board.

We'll stick it regularly for your comments don't get lost.

Meet the team

You can talk through the proposals with a member of the team at:

- Wednesday 10 October 2pm to 4pm
Guldhall Ward Committee, West Offices, Station Rise, YO1 6GA
- Monday 18 October 1pm to 4pm, York Explore, Library Square, York YO1 7DS
- Saturday 20 October, 12:30pm to 4:00pm, York City Church, Citadel YO31 7EA
- Monday 22 October 10:30pm - 11:30pm, Guldhall Ward event focusing on regeneration proposals in the ward, York Explore, Library Square, York YO1 7DS
- Wednesday 24 October, 3pm-7pm, York City Church, Citadel YO31 7EA

You can also join the conversation:

- Online at www.york.gov.uk/BoothamPark
- On twitter @boothamparkyork On facebook /BoothamParkYork





Stakeholder Engagement

A range of key stakeholders was agreed between CYC and IBI Group. These includes council officers, NHS groups, heritage organisations, local amenity and business groups and education organisations. Importantly this list also included NHS Property Services.

IBI Group consultation included telephone interviews, one to one meetings and group sessions. The approach was open and only loosely structured in order that consultees could freely express opinions and ideas about the future of the study area (i.e. the three land ownerships).

A summary of stakeholder consultations is included in the appendix to this report. Key themes include:

- Importance of heritage and opportunity for interpretation.
- Positives of consultation and opportunity for continuing dialog.
- Importance of landscape and potential for a broad range of amenity uses, as well as improved pedestrian/cycle linkages.
- Broad range of uses possible on site – some emphasis to continuing health related in some form.
- Opportunity for residential (inc key worker) and training facility.
- Recognition that reuse must be viable in the long term.

NHS Property Services

It should be noted that NHS PS stood out as a consultee in expressing strong concerns about the engagement process and the remit of the study in general. This was also noted through NHS PS attendance at the study steering group progress meetings. This stance reflects NHS PS's remit to dispose of the former hospital site and concern that the wider CYC/YTHT instructed study could delay or impact upon this.

York Teaching Hospital Trust

The Hospital Trusts ambition, expressed via engagement, for the following:

- A care home to help facilitate the discharge of elderly patents from hospital.
- Space for a medical training centre and the opportunity for the relocation of services such as physiotherapy.
- Key work accommodation and other staff welfare facilities such as a child care nursery can cycle storage and associated lockers, showers and changing facilities, to help with staff recruitment and retention and reduce car journey by staff.
- Securing the landing spot for the air ambulance.



7. Process

Overview

The initial, agreed approach to this study was based on a degree of baseline study and analysis together with brief stakeholder and public consultation leading to the definition of sketch approaches to the site. From these a preferred approach would be determined and used to illustrate a vision for the future of the site. This over a four month timescale.

The approach was subsequently amended to include a more comprehensive public and stakeholder consultation process and then to incorporate a brief for a Medical Training and Centre of Excellence and Physiotherapy Department.

From an inception meeting at CYC offices in July 2019, the study timeframe was extended to 9 months and the process focussed on the iterative development of one preferred approach (as opposed to options), in response to public and stakeholder consultation, with costs and value appraisal of this undertaken in greater detail.

Throughout the study period CYC, YTHT and others had petitioned the Department of Health for a pause in the former hospital site disposal process in order that the results of this study could be used to inform developer's proposals. However in late February 2019 it was announced by the Department of Health that the sale of the site would not be paused. IBI and other consultants were asked to draw together a final report of the process and findings reached up to that point.

Reporting

Previous sections of this report have summarised baseline analysis covering transport/access; landscape and heritage, together with public and stakeholder consultation. Progress through these stages was reported to the study steering group at regular progress meetings in at CYC offices in York and instruction on changes to the scope, direction and timescale of the study taken accordingly.

Throughout the consultant team was mindful that NHS Property Services was engaged in a parallel site disposal process, with both NHS PS and CYC/ YTHT ultimately seeking a suitable, long term sustainable reuse of main site that respects and protects its heritage value.

There was however a difference in emphasis with NHS PS remitted to achieve 'best value', i.e. financial return, set against a CYC/YTHT brief to consider benefits of more holistic view, wider public benefits, options to maintain a link with healthcare uses, benefits of linkage between main site, all across larger study area.

Relationship to previous studies by Purcell

This study's understanding and consideration of the heritage value of the site is informed by studies undertaken by Purcell and made available by NHS PS in relation to 'main site' i.e. the former hospital site. During the course of the study Purcell was commissioned to extend its historic buildings assessment work to include the additional parcels of land owned by CYC and YTHT. In general the points made and conclusions reached in Purcell's Historic Buildings Assessment (Feb 2017) and subsequent Addendum (Nov 2018) form an agreed heritage baseline.

A key difference from the Purcell work is the degree of public and stakeholder engagement undertaken to inform the later phases of the study.

End of process

The joint statement below notes the decision not to pause site disposal. It also notes intentions to continue to influence the development of proposals for the site for the benefit of the people of York.

A joint statement from Mary Weastell, Chief Executive of City of York Council, Phil Mettam, Accountable Officer at Vale of York Clinical Commissioning Group and Mike Proctor, Chief Executive of York Teaching Hospitals NHS Foundation Trust

"We have been notified by the Department of Health and Social Care that they plan to proceed with the sale of the Bootham Hospital site. We have worked hard together to develop an alternative plan to make the site deliver for York, so we are very disappointed with this outcome.

Our efforts certainly don't end here. We will continue working together to help NHS Property Services work with any bidders to understand the importance of the site and the opportunities it could offer the people of York.

We would like to thank residents and the local community for contributing to discussions about the future of this site. We understand that you will share our disappointment at this news.

We have many opportunities as a partnership, neighbouring landowners and planning authority to represent your many comments and ideas for Bootham Park, from transport links to respecting the site's heritage, in our discussions with bidders to shape their plans for the site."





8. Preferred Development Option

Overview

The baseline stage of this study identified a series of development opportunities and constraints and the public and stakeholder engagement process identified a broad consensus for the development of the site to include local community benefits. Mindful of this a high level approach to the site was developed through discussion between the consultant and client teams, progress reporting to the steering group, and initial review with Historic England as a key heritage consultee.

The final output was a plan identifying development opportunities and other interventions used to inform a high level cost plan and, in turn, a high level viability report for a “preferred” development approach.

The preferred development approach is notional and represents an illustration of how the site could be developed in a manner that is commercially viable, but also meets the aspirations of the CYC/YTHT vision for the site set out in the joint bid for OPE funding. The notional, preferred approach is also informed by baseline study and public/stakeholder engagement.

Finally a series of design principles and development parameters were drawn from this exercise – underpinned by evidence of their deliverability from the development and viability testing of a notional preferred development option. These are set out in Section 9. below and are offered as a mechanism to assess and steer future development proposals.

Site development opportunities and constraints (summarised from baseline)

Opportunities

- Opportunity to redevelop and secure the future of the former hospital site listed building complex.
- Opportunity to redevelop YTHT land, including the former site of nurses' accommodation and (partly) the Union Terrace gap site.
- Other opportunities for limited development on the former hospital site including the Bootham gatehouse, driveway cottages and land around the chapel.
- Potential to redevelop the Union Terrace car park to make better use of the site and visually improve this 'gateway' into York (mindful of the need to retain existing coach and car parking capacity here).
- Opportunity to create new and improved vehicular access points into the site from the west.
- Opportunity to improve pedestrian and cycle linkage through the site both north to south and east to west, including improving the safety and attractiveness of these routes.
- Opportunity to improve 'blue light' access, and potentially public transport connectivity, to York Hospital by facilitating limited access through the site (from the south off Bootham and from new access point to the west off Gillygate).
- Opportunity to rationalise surface car parking on the former hospital site and YTHT land, including removing some car parking areas detrimental to the heritage value of the site.
- Opportunity to improve public access to and amenity use of the landscape surrounding the former hospital.
- Opportunity to use the open land south of the main listed building complex for more formal sports, including access for the adjacent Bootham School.
- Opportunity to recognise and interpret the history of the former Bootham Hospital.

Constraints

- Listed Building status, Conservation Area status and constraints associated with heritage value are considerations across much of the site.
- The degree of development intervention accepted in heritage terms may vary dependent upon proposed use.
- Landscape value, including open views and mature trees are development constraints on the former hospital site.
- Development viability, mindful of the need for long term stewardship of listed buildings and historic landscape over much of the site, is a challenge.
- The current three part ownership of the (study area) site and differing priorities between owners is a challenge in delivering an holistic approach.
- The perceived requirement to retain current coach and car parking capacity on the Union Terrace car park site is a constraint.

Stakeholder and public aspirations for development

With the exception of NHS PS whose position has been noted in Section 6 above, the stakeholder and public consultation processes revealed strong, general support for development proposals to:

- provide local, public benefits;
- increased public access and
- a mix of uses that include community, public amenity, affordable residential and health related uses.

Initial preferred option

The composition of uses for a preferred site approach was discussed with the client team during November 2018 and presented at a Steering Group meeting on 28th November – see slides below. The aims of this were:

Old Hospital site

- Enhance linkages.
- Improve hospital access (blue light and public transport to York Hospital).
- Enhance access to and use of open space
- Maintain a link to healthcare use.
- Provide complimentary uses – functional link between uses and between uses and open space.
- Maintain key elements of listed building – opportunity for interpretation.
- Remove detrimental structures and surface parking.

Union Terrace car park and YTHT land

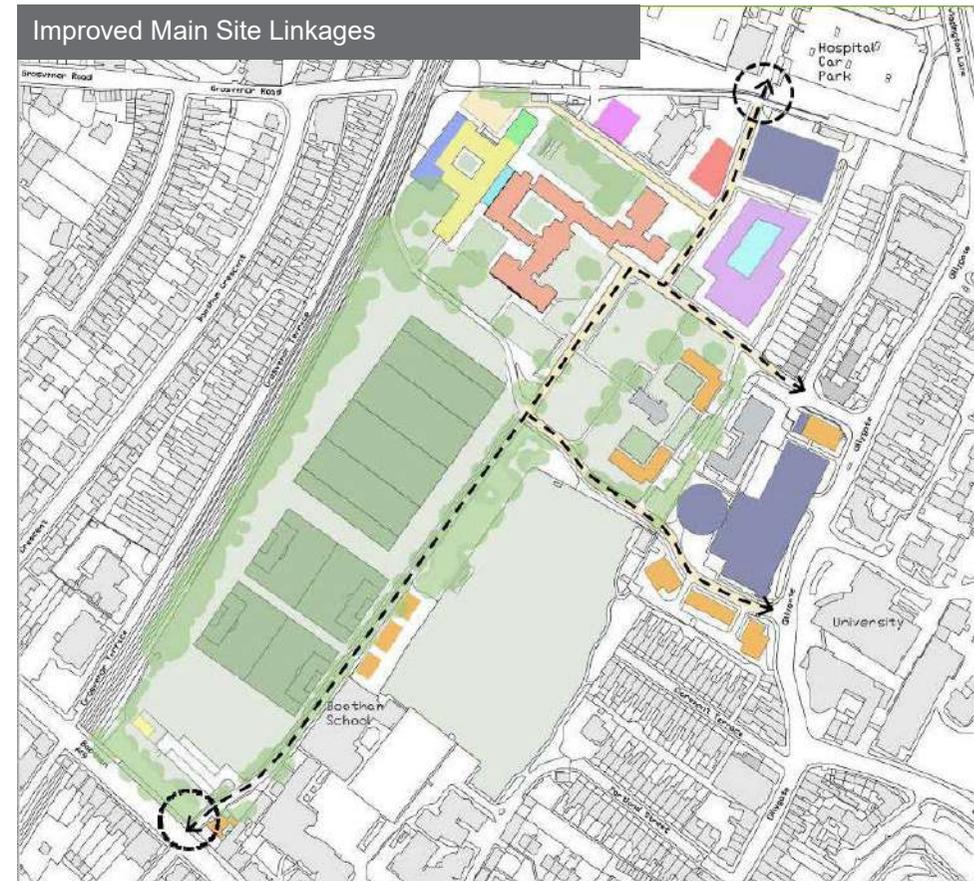
- Use to improve access to the whole site.
- Better use current surface car park land – improve gateway to York.
- Improve access to north of listed building complex.
- Create opportunity to develop on York Hospital surface car park site.

A further instruction was to consider how a brief for a Medical Training and Research Centre of Excellence could be included – this providing an obvious link to continued healthcare use.

The images and commentary below are from the presentation of the Initial Preferred Option to the client team/steering group on 28th November 2018.

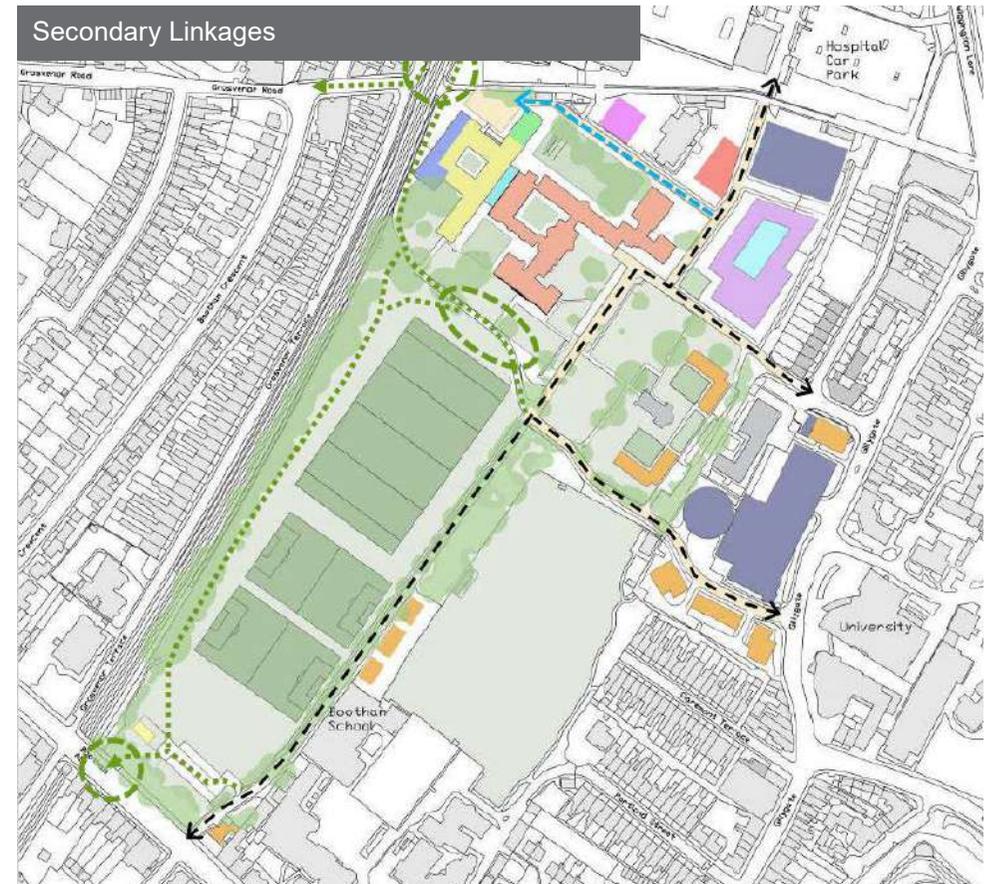
Improved Site Linkages

- Improved access for pedestrians, cyclists and potentially emergency vehicles at access off Bootham.
- New vehicular access to the north linking to York Hospital site (enlarging existing pedestrian access through boundary 'estate wall').
- Improvements to north – south (pedestrian/cycle/blue light) link through the site between Bootham and York Hospital. This to include amendments to route to closer align to desire lines, improved surfacing, lighting and signage.
- New site access through re-planned Union Terrace Car Park onto Gillygate.
- Improved site access onto Gillgate north of Union Terrace car park.



Secondary Linkages

- Opportunities for new footpaths/cycleways on the western side of the site, potentially linking to a reopened access to the south west onto Bootham.
- Potential for linkage to railway bridge in north west corner of site.
- New access route to north of main listed building group running along southern edge of YTHT land.



Access to Open Space

- Footpath / cycleway network to connect to open spaces of differing landscape character and function:
 - Quiet, contemplative space around the chapel
 - Landscape spaces associated with the main listed building group and inspired by the original 'airing courts' of the historic buildings. These linked to sensory landscape design and potentially memorial/interpretation.
 - A play, fitness, wellbeing trail connected to circular routes through the landscape.
 - Play / amenity spaces.
 - Formal sports pitches.

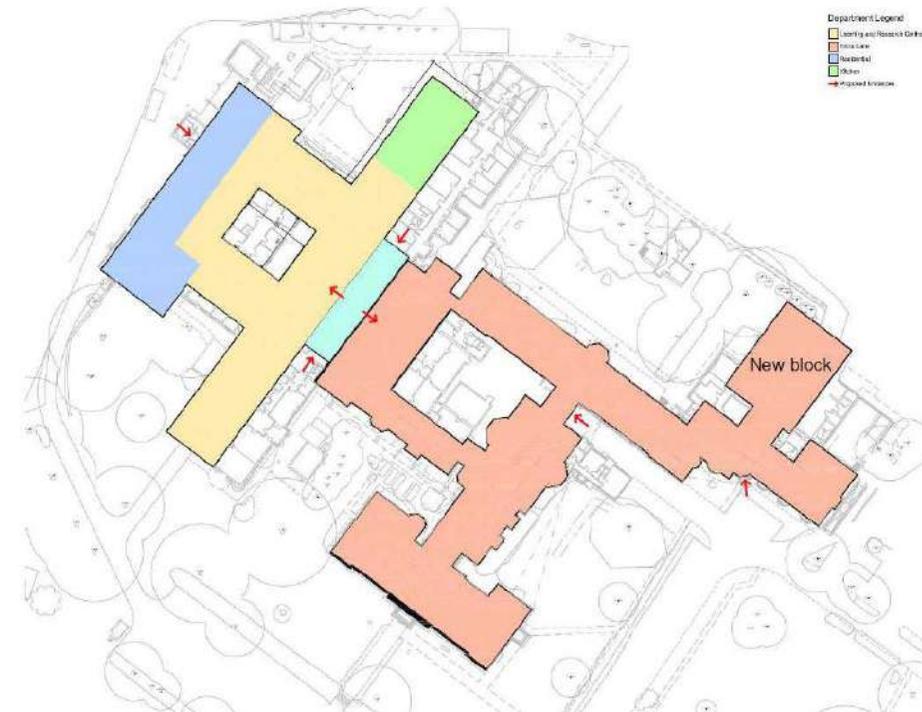
Access to Open Space



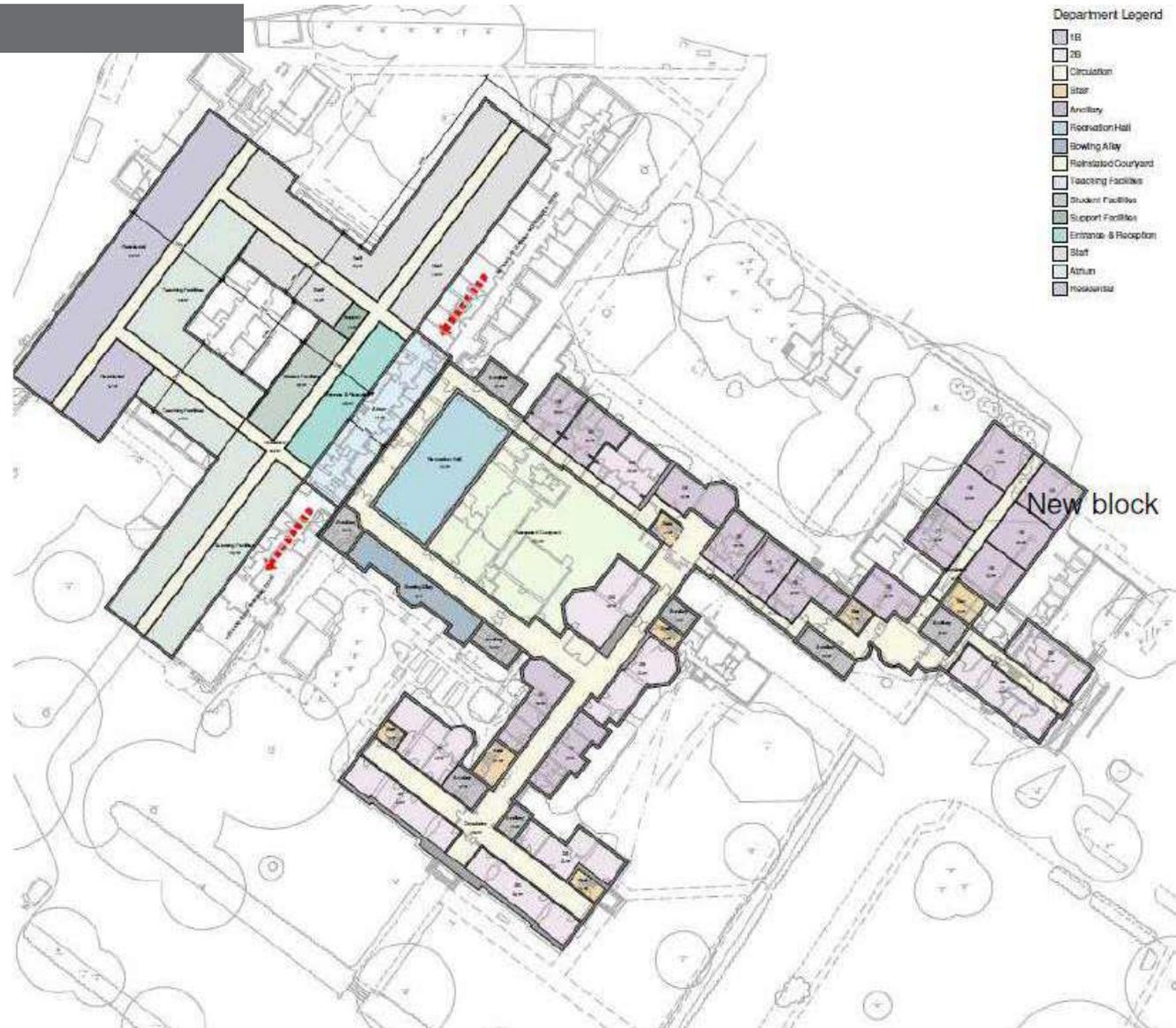
Links to Healthcare

- The main former hospital building to be converted to extra care apartments (potentially incorporating step down care linked to York Hospital). Unlisted elements to be removed and a new block built to the north east in order to provide a viable number of units.
- Unlisted and some grade 2 listed elements to the west removed in order to accommodate a Medical Training and Research Centre of Excellence with associated Key Worker Accommodation (medical staff).
- A linear “atrium” provides a main access and control point but also visually separates the form of old and new elements.
- Landscaped area to the north redesigned to provide a semi private garden and courtyard space in the centre of the listed building group reinstated as landscape open space.

Links to Healthcare

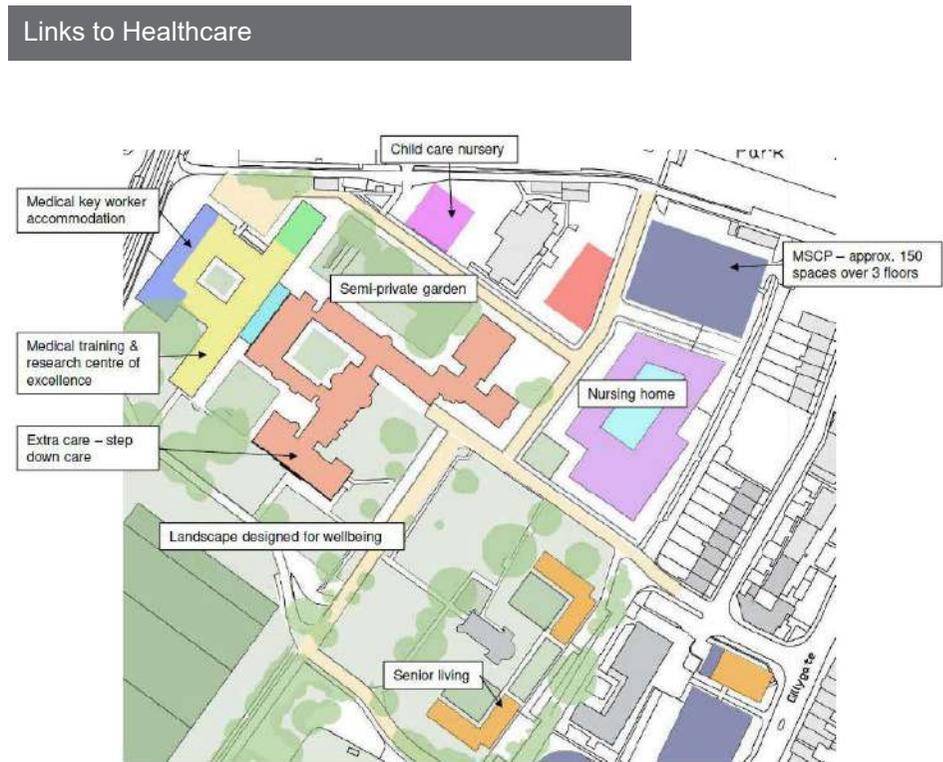


Links to Healthcare



Links to Healthcare - other uses

- Nursing home included on YTHT land (part of former nurse's accommodation site).
- Residential development aimed at the senior living market to the east of the chapel.
- Child care nursery located on northern edge of YTHT land – directly accessible to the York Hospital site.
- MSCP on YTHT land provides opportunity to rationalise car parking around heritage buildings and also provide additional spaces for proposed uses.



Union Terrace Car Park

- Existing coach park retained and reconfigured at grade.
- Existing surface car parking removed and replaced as part of a MSCP over the coach parking.
- Apartment buildings proposed on former car park site.

Union Terrace Car Park



Other elements – southern end of site

- Unlisted cottages off driveway entrance from Bootham removed and replaced with apartments.
- Existing listed gatehouse reinstated as residential accommodation.
- Potential café/pavilion proposed adjacent to reopened pedestrian access off Bootham.

Other Elements - Southern End of Site



The preferred option was further iterated including:

- Addition of proposals for a physiotherapy department within the new wing west of the main listed building.
- Reconfiguration of the Medical Training and Research Centre of Excellence with associated Key Worker Accommodation.
- Amendment to the proposed nursing home.
- Removal of the MSCP on YTHT land and replacement with additional residential accommodation.
- Removal of the café/pavilion and car parking to the south of the site.
- Addition of an apartment building to the 'gap site' on Union Terrace (YTHT land)
- Increase in residential footprint to south side of chapel
- Removal of work to provide new sports pitches
- Further work to support provision of a childcare nursery as detailed in "NHS Staff Childcare Survey Results", January 2019, City of York Council

Heritage Consultation

An important stage in the development of the option was a review of emerging proposals with Historic England and CYC Archaeologist at a meeting at CYC offices in early January 2018. A massing study and justification for the remodelling of the western wing of the old hospital buildings group was presented. Feedback on the day, and subsequently in a written response, was supportive of the approach.

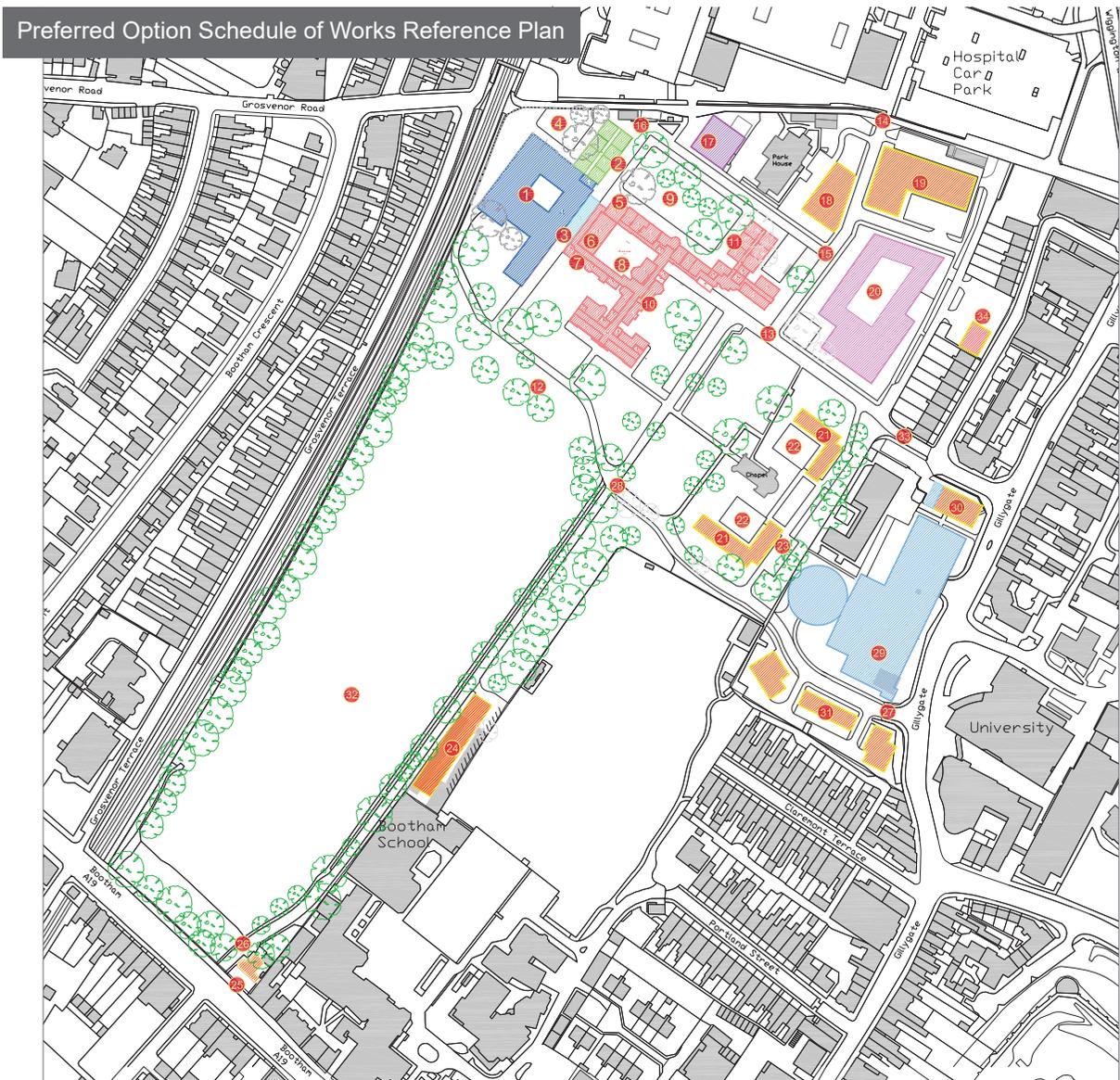
Sample Slides from Massing Study



Final iteration and preparation of high level costs and values

The final iteration of the preferred development option is reflected in the reference plan below which shows a schematic layout of the site with a series of reference points, each relating to a proposed intervention.

This was used by Turner and Townsend to prepare a high level cost report and subsequently by Colliers International to prepare a high level Viability Report. Both documents are included within the appendix to this report.



| Ref on 'Schedule of work reference plan' | Intervention | Car parking strategy (if applicable) |
|--|---|---|
| 1 | Ground floor physiotherapy suite First floor Medical Training and research Centre of Excellence | Drop off/pick up provided to entrance areas but no car parking (poss. exception being limited dis. Spaces). Car parking to be found in existing multi storey and surface car parks on York Hospital Trust site. |
| 2 | Key worker apartments over Gd, 1 st and 2 nd floors: 6no.2bed @ 58sqm and 18 1bed @ 44sqm. 24 units total. | Drop off/pick up provided to entrance. Car parking spaces available (via separate lease arrangement?) in proposed new mscp off Gillygate (ref 29 below) |
| 3 | Glazed atrium space / entrance between new and retained building | - |
| 4 | New and reinstated hard surfaced area as service / drop off to new building elements | - |
| 5 | New build single storey catering block | Service area provide adjacent |
| 6 | Existing "ballroom" 184 sqm | - |
| 7 | "bowling alley" 75sqm - together with "ballroom" refurbished as principal spaces as part of the refurbishment and conversion of the listed building complex. These to be used as multi-functional social/dining areas | - |
| 8 | Recreation of open landscaped courtyard | - |
| 9 | 'Light refurbishment' of existing courtyard garden. | - |
| 10 | Refurbishment of existing listed building to provide an 'extra care' facility of approx. 60 1 and 2 bed apartments. | Drop off/pick up provided at building entrance. 24 cp spaces retained to the east side of the building accessed off 'the avenue', a further 16 spaces available to the eastern side of the new build block (ref 11 below) i.e. 40 spaces total adjacent to the building. 66%. Ample mobility scooter parking will be provided in a number of locations around the building. |
| 11 | New build 3 storey block as part of the extra care facility | Covered in the above |
| 12 | Existing tarmacked surface car parking (approx. 1,000 sqm) removed and re-instated as grassed landscape area | - |

Summary Schedule of Interventions

| | | |
|----|---|---|
| 13 | Point 13. to point 14. 125 meter length of new internal access road, 5.5m width, 2m footpath to one side, inc. new street lighting. | - |
| 14 | ditto | - |
| 15 | Point 15. to point 16. 116 meter length of new access route, 4.3m wide. No footpath. New perimeter fence to run along northern edge. | - |
| 16 | ditto | |
| 17 | Child care nursery | No dedicated parking provided. Car parking spaces available in proposed new mscp off Gillygate (ref 29 below) |
| 18 | New 4 storey apartment building (Gd., 1 st fl, 2 nd fl, 3 rd fl) 3no. 2bed @ 65sqm and 4no 1 bed @ 65 sqm per floor. 28 units total. Assume key worker. | Drop off/pick up provided to entrance. Car parking spaces available (via separate lease arrangement?) in proposed new mscp off Gillygate (ref 29 below) |
| 19 | New 4 storey apartment building (Gd., 1st fl, 2nd fl, 3rd fl) 5no. 2bed @ 65sqm and 9no 1 bed @ 65 sqm per floor. 56 units total. | 30 spaces available adjacent to building = 53%. Other car parking spaces available (via separate lease arrangement?) in proposed new mscp off Gillygate (ref 29 below) |
| 20 | New 3 storey care home designed as 30 no. 24 sqm en-suite rooms on gd and 1 st (60 total) with 6 no 1 bed apartments (50sqm) and 4 no 2 bed apartments (60 sqm) on 2 nd floor, all organised around a central internal atrium space including communal facilities. 70 units total | 25 spaces available adjacent to building along eastern side, accessed from existing road. |
| 21 | New 2 storey terraced 'alms house' style 2 bed units, each of approx. 70sqm. 8no units in the northern block, 10no units in the southern block. 18 total. | 18 spaces available adjacent to blocks (ref 23 below) |
| 22 | New 'lawned' landscaped areas associated with the alms house blocks. | - |
| 23 | Gravel surfaced access and parking areas. | - |

| | | |
|----|--|--|
| 24 | <p>14 'maisonette' style apartment units over 2 floors: 10no 2bed @ 70 sqm and 4no 1bed @ 50 sqm.</p> <p>Allow for 750 sqm of hard surfaced parking/external works. 14 units total.</p> | 14 spaces available to rear of block |
| 25 | Extg gatehouse | Space for 2 car parking spaces |
| 26 | New automatic access control at southern end of existing driveway. | - |
| 27 | Point 27. to point 28. 187 meter length of new access road built off existing car park junction on Gillygate. This 5.5m width with 2m footpath along one side and new lighting. This route built along the line of an existing surface car park within the listed hospital curtilage. | - |
| 28 | ditto | - |
| 29 | Existing at grade coach park retained with new multi deck car park built over the top. 3 levels of car parking provide approx. 250 spaces. This is accessed by a spiral ramp as the initial ground to 1 st level rise is a double height in order to provide sufficient clearance for the coach park. | |
| 30 | <p>New 4 storey block:</p> <p>Gd fl = 100sqm commercial unit and approx.. 100 sqm to replace the public toilets lost from the current car park site – this being redeveloped for residential use:</p> <p>1st floor to 3rd floor = 4no 1bed per floor. 12no total.</p> | Car parking spaces available (via separate lease arrangement?) in proposed new mscp adjacent. (ref 29 above) |

| | | |
|-----|---|---|
| 31 | <p>3no. 4 storey apartment buildings:</p> <p>West – gd fl. = parking, 1st fl to 3rd fl = 2no 1bed @ 45sqm and 2no 2bed @ 65sqm per floor.</p> <p>Central – gd fl to 3rd fl = 3no 1bed and 1no 2bed per floor. Parking to rear.</p> <p>East - gd fl. = parking, 1st fl to 3rd fl = 4no 1bed @ 45sqm per floor.</p> <p>40 units total.</p> | <p>26 units available adjacent to blocks.</p> <p>Other car parking spaces available (via separate lease arrangement?) in proposed new mscp adjacent. (ref 29 above)</p> |
| 32 | Open space | - |
| 33 | Point 33. to point 13. 70m of existing access road to be widened. Allow for a widening of 1.5m to the north and incorporation of a 2m wide footpath to the north side and street lighting. | - |
| 34 | <p>New 3 storey apartment building approx 136 sqm GEA</p> <p>1 no 1b @ 45sqm and 1no 2b @ 65 sqm per floor. 6no units in total.</p> | <p>1 space per unit on adjacent site.</p> <p>A further 8 no spaces are also available.</p> |
| End | | |

It should be noted that assumptions about each intervention, including development use, scale and quantum are high level and, at this stage, untested by detailed design. All intervention/development assumptions are untested against CYC planning input.

Viability Assessment

From Colliers viability report (see Appendix):

The planned development includes:

- 147 dwellings.
- A new physiotherapy suite, medical training and research centre of excellence.
- A new children's' nursery.
- 52 key worker apartments.
- A 70 bed care home.
- 60 assisted living/supported living apartments.
- A 250 space multi storey car park.

The highest value development mix produces a gross development value of circa £99.6million (Table 3 of Colliers report). This compares with the construction cost estimate prepared by Turner & Townsend of circa £58.5 million.

Alternative options for some parts of the masterplan were evaluated and adopted where they added value to the overall scheme.

The high-level viability exercise undertaken shows a development surplus of circa £9.37 million after allowance for utilities costs, developer's profits, finance and other costs of development, but without any allowance for land value or planning contributions.

All elements of the masterplan proposal show a surplus with the exception of the children's day nursery and the key worker accommodation. The multi storey car park/coach park produces a positive surplus on the basis that the Council develop and operate it and are then prepared to offer a 35 year annuity lease into the investment market, all of which improves the yield and hence the value significantly.

The use of grant/commuted sums to support the 20% affordability discount, will naturally improve the viability of the development. Colliers tested the extreme case of 100% support for the affordability discount which swung the viability into surplus for both key worker blocks. However this should be considered to be a purely hypothetical scenario and much more detailed consideration would be required which is beyond the scope of this report.

Using standard methodology, the adoption of 20% affordable housing across the residential elements of the site has the effect of reducing the GDV of the whole development by circa £0.8m to £91.6m and reduces the viability of the entire scheme by approximately £5.4m to £5.4m. After the deduction of the unallocated utilities costs of £1,45m, the viability surplus for the scheme option with affordable housing reduces to approximately £4m from £9.37m.

The key worker accommodation, if discounted at 20%, could however contribute towards the affordable housing requirement for the site as a whole and therefore offset some or all of the reduction in GDV and reduction in viability highlighted above. This would require more detailed consideration outside the scope of this report.

The pricing adopted throughout Colliers report assumes unfettered access across the site between the three land ownerships and does not take account of any cross ownership of car parking arrangements which may be necessary to deliver some elements of the development. It also ignores the fact that there is only circa 80 years remaining on a lease to NHS Property Services of access into the site from Union Street.

Health Impact Assessment

At the point that the preferred option for the site was fixed York's Clinical Commissioning Group commissioned a Health Impact Assessment to assess the plan. This is the first of such assessment to be produced in York. A full version of the assessment forms an appendix to this report.

From the assessment -

The main health benefits of the proposal are:

- a) The preservation of existing green space, improving its usability for both individuals and communities by providing a range of features that will benefit health and wellbeing for people of all ages.
- b) Improving access to healthcare by: providing greater accessibility to the hospital site for patients/staff/emergency services; providing accommodation and facilities to increase staff recruitment and retention that will support existing services; providing step-down facilities to expedite hospital discharges and free up acute beds; and providing training facilities for current and future staff to ensure that a high standard of care can be delivered.
- c) Providing targeted improvements to meet the needs of older people, who are the fastest-growing part of the York population and are often vulnerable and at risk of needing further health and social support. This includes a range of housing options to meet various levels of need, which should also increase individuals' safety with appropriately designed housing and on-site support.

d) Site improvements to promote active travel and public transport, which will increase connectivity across the city as well as positively benefiting both physical and mental health and wellbeing.

Additional benefits include a positive effect on sustainability and the potential to decrease air pollution and increase safety on Gillygate.

The health risks identified include:

- a) High impact issues around on-site traffic increases and potential safety risks if the proposed walking, cycling, car and emergency vehicle (including air ambulance) usage are not properly segregated.
- b) Medium impact issues around safety and environmental issues during construction, the effect of providing car parking on air pollution/active travel/sustainability/inequalities, lack of community space isolating on-site residents, minor loss of green space and the risk that other vehicular traffic would use the route onto the site from the A19 as a cut through.
- c) Low impact issues around environmental noise, isolating physiotherapy as the only clinical service on site, and the impact of increasing the local population size on local services.

The HIA recommends prioritising several key areas for action to improve the health impact of the Bootham redevelopment proposal:

- a) (Re)developing buildings that are safe, sustainable and designed with the needs of residents and other users in mind.
 - b) Promoting the safety of residents and visitors by appropriately segregating pedestrian, cycling, motor vehicle, ambulance and air ambulance traffic on site.
 - c) Minimising the environmental and health impacts of car travel to the site whilst ensuring that those who need to access the site are able to do so.
 - d) Maximising the impact of green space for physical and mental wellbeing, including provision of recreational facilities and promoting active travel.
 - e) Encouraging community usage of the site, including exploring the potential for the site to act as a community hub.
- It is recommended that the Health Impact Assessment should be included in any briefings to developers of the site and planners considering proposals for redevelopment.



9. Study Conclusions

This study concluded in the context of NHS PS's sale of the former Bootham Hospital site to a preferred bidder. This is the largest of the three land parcels considered in this study and the majority of the total area. Whilst the preferred developer's proposal for the former hospital site are not known there is concern that this disposal will limit the comprehensive development of all three land parcels and may circumscribe delivery of wider community benefits.

However the joint statement noted in Section 7 of this report indicates that City of York Council, Vale of York Clinical Commissioning Group and York Teaching Hospitals NHS Foundation Trust, as a partnership, neighbouring landowners and planning authority, want to work with any bidders to understand the importance of the site and the opportunities it could offer the people of York.

This study has demonstrated that:

- There exists broad stakeholder support for the inclusion of uses that deliver local community benefits.
- There is support from heritage consultees for uses that maintain some link with the former hospital site's history of pioneering healthcare.
- There is an opportunity for the site to contribute to city wide walking and cycling linkages as well as improving more local permeability.
- There is an opportunity for the site to contribute to local open space needs.
- There are potential benefits in a comprehensive redevelopment approach that includes all three land ownerships including site access, plot access, parking strategy and mix of uses.
- A high level assessment based on a notional 'preferred' mix of uses suggests that a comprehensive scheme that delivers a number of local community benefits is viable.
- Health impact assessment of the notional preferred option provides a number of positive benefits for both potential development residents and other user groups.

In developing proposals for the site there are benefits in a meaningful engagement process that includes the public, key stakeholders and the local authority. Consultation undertaken as part of this study has helped to identify interested parties and provide a 'baseline position'.

Considerations for Development

This section sets out a simple set of principles and opportunities that should be considered in bringing forward development on within the study area. These have been derived in response to the process set out above in this report, including consultation, constraints analysis and development option appraisal. They are arranged first as site wide considerations and then focussed on specific areas.

Site Wide considerations

Principles

- Maintain openness of historic hospital landscape
- Recognise value of existing mature trees
- Aim to improve public access and amenity
- Aim to enhance the understanding and interpretation of the site's history

Opportunities

- New access points into the site from the west (if the landholdings are considered collectively).
- Improve the existing cycle and pedestrian access through the site - both safety, amenity and alignment
- Remove surface car parking from the historic landscape surrounding listed buildings on the former hospital site, to be re-provided in new mscp on CYC or YTHT land (if the landholdings are considered collectively).

Specific Area Considerations

1. Open 'hospital field' south of main listed buildings leading south to Bootham

Principles

- Maintain openness
- Protect existing trees
- Improve access and amenity value
- Avoid permanent structures and lighting

Opportunities

- Improve safety (pedestrian/cyclist clash) at main gates onto Bootham.
- Bring Lodge House back into residential use.
- Provide more formal sports provision on 'hospital field', potentially in collaboration with Bootham School.
- Remove surface car parking to south of listed buildings
- Refurbish boundary wall, railing and gates

2. Cottages accessed from main driveway

Principles

- Unlisted buildings can be considered for replacement
- Create live frontage onto driveway in order to improve perception of safety for pedestrians/ cyclists.

Opportunities

- Redevelop for appropriate use
- Increase unit density

3. Land surrounding the Chapel

Principles

- Protect listed Chapel Building
- Protect existing mature trees
- Any new development must create a well-considered relationship with the Chapel, both in terms of built form and surrounding spaces
- Maintain pedestrian footpath permeability

Opportunities

- Development of appropriate use and scale on land surrounding the Chapel
- Opportunity for new development to screen the Arc Light building
- Opportunity for development to create an area of unique character, differentiated from other parts of the site.

4. 'John Carr' building and central/eastern listed buildings

Principles

- Recognise and protect the architectural and heritage value of the listed building group and setting.
- Aim to enhance the understanding and interpretation of the building's history, if possible allowing some public access to the most important parts of the building
- Determine an appropriate reuse that secures the building's future

Opportunities

- Removal of detrimental 20th century features and extensions
- Limited opportunity for high quality development
- Reinstatement of inner landscaped courtyard
- Removal of surrounding surface parking
- Creation of new access to north of building (if the landholdings are considered collectively)

5. 'Pauper wings' and western buildings

Principles

- Maximise opportunities for change to the benefit of the whole site
- Provide redevelopment of the highest quality

Opportunities

- High quality refurbishment/redevelopment. Degree of acceptable intervention may be linked to proposed reuse.
- New high quality external space.
- Opportunity for this area to unlock access/servicing for John Carr building and central/eastern listed buildings (greater opportunity for this if the landholdings are considered collectively).

6. Union Street Car Park

Principles

- Maximise opportunities for change to the benefit of the whole site
- Retain current coach parking capacity and at least current car parking capacity.
- Provide a stronger built form / landscape frontage onto Gillygate.
- Respect privacy/amenity and access for ArcLight building and properties along Claremont Terrace
- Respect important views

Opportunities

- New vehicle/pedestrian/cycle access into the wider site to the east.
- Opportunity for this area to provide car parking and access to the benefit of the whole site
- Opportunity to provide residential development

7. YTHT Land north of main listed buildings

Principles

- Maximise opportunities for change to the benefit of the whole site
- Retain and enhance existing pedestrian/cycle link
- Respect heritage context

Opportunities

- Opportunity for a complimentary mix of uses
- Opportunity to improve access and linkages to the north
- Precedent for scale and density established by former nurses' accommodation on part of the site



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