

# YORK MINSTER PRECINCT NEIGHBOURHOOD PLAN

A Sustainable Future 2020–2035

Pre-Submission Draft

January 2020



Draft

Produced by York Minster Neighbourhood Forum with  
the support of York Minster and Alan Baxter



Alan Baxter

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# Preface

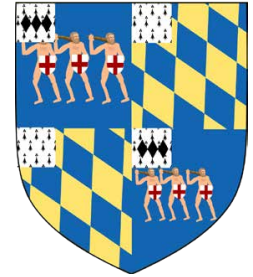
I have followed the preparation of the York Minster Neighbourhood Plan with enormous interest. The Plan has been developed with great care to ensure as many people as possible have had an opportunity to shape the emerging proposals for the future, which have at their core, the sustainable care of York Minster over the next 15 years. It is very clear that the plan has been developed through solid partnership between the Neighbourhood Forum, York Minster, City of York Council and Historic England – this is to be commended.

I wish the Neighbourhood Forum and the Chapter of York all good wishes for the successful implementation of their vision:

*“In 2035, York Minster Precinct continues to be a welcoming and special place loved and used by the local community and visitors from around the world. It is acknowledged as a lynchpin in the cultural identity and daily life of the City of York and reaches out to engage the community in discovering God’s love.”*



The Rt Hon Earl of Halifax  
High Steward of York Minster





# Neighbourhood Plan: Foreword

The Metropolitan Church of St. Peter in York, or York Minster as it is more widely known, is one of England's most iconic buildings. The Precinct in which the Minster stands has borne witness to prayer, pilgrimage and the Christian story since the 7<sup>th</sup> Century. The current Minster is built on the foundations of the Roman forum and in the environs of its wooden Anglo-Saxon predecessor. This small corner of the City has consistently undergone changes to its built environment and in each generation has been treasured by those who come to worship, live, work or visit each year.

York Minster is both a place of living worship, echoing with the footsteps of the countless pilgrims, and an organisation which contributes to the economic flourishing of the City. The Neighbourhood Plan has been conceived to enable the Chapter of York, the Minster's governing body, to deliver its responsibilities towards the fabric, daily life and future flourishing of the Minster. Those who live and work in or around the Precinct share a sense of their responsibility to hand on to future generations a treasure of exceptional beauty. The process of developing a Neighbourhood Plan has drawn in our neighbours and friends: it has been designed to enable key stakeholders in the life of the Minster, for example residents and business people within the Precinct, to embrace the opportunities that this moment in time holds out before us.

The Minster is a Grade I listed building and land beneath the Precinct is a Scheduled Monument. The Precinct extends to approximately six hectares and consists of open space and a rich mix of diverse properties, many of them Grade II\* or Grade II listed. The estate is also a site of national archaeological significance. This factor, amongst others, gives York Minster and its Precinct a special character to which sensitive and highly skilled attention has been given. This proposed Neighbourhood Plan is the fruit of expert, scholarly and professional attention.

The Chapter of York benefits from no regular source of funding to care for the Minster and Precinct. It is, therefore, reliant upon income streams it can generate and the exceptional generosity of funding bodies and individuals. The Chapter of York seeks to secure a sustainable financial future to ensure the flourishing of York Minster and its Precinct. It is with this intention that the Neighbourhood Forum offers its Neighbourhood Plan. Proposed areas of change, although modest, will need to be carefully managed within local planning policy, to protect the distinctive character of the Precinct. Our extensive and well supported consultations, through exhibitions, workshops, presentations, surveys and countless conversations, leave us in no doubt that the local community wishes to see York Minster flourish for future generations. Contributions have been listened to; they have made a difference. Our Neighbourhood Plan sets a clear trajectory in delivering this aspiration enabling residents and those who work within the Precinct to have a positive role in shaping the area in which they live and work.

Vitality, the Neighbourhood Plan ensures that residents and business owners within the Precinct will have a more attractive and safer space in which to live and work. Once adopted, this Plan will form part of the Development Plan for the City of York. It will sit alongside the City of York Council's Local Plan. Future decisions on planning applications will be considered using both the Local Plan and Neighbourhood Plan. The Neighbourhood Plan is offered in the knowledge that it will need to be updated over the coming years in accordance with the Local Plan reviews and as projects are delivered.

We commend to you this Neighbourhood Plan.

**Rt Rev Dr Jonathan  
Frost, Dean of York  
Minster**

**Mark Calvert,  
Chair, York Minster  
Neighbourhood Forum**





Draft



# 1 INTRODUCTION



# 1.0

## INTRODUCTION

- 1.1 The York Minster Precinct Neighbourhood Plan (YMPNP) is a community-led planning document. Neighbourhood Plans are part of community powers to enable local communities to better shape their area introduced by the Government through the 2011 Localism Act.
- 1.2 A Neighbourhood Plan can be used to decide where new development takes place: what use it should have and what it should look like. It can also consider other issues such as open space, public realm and community facilities. It cannot be used as a tool to prevent development and must reflect the strategic policies of the Local Plan. Neighbourhood Plans can also provide an opportunity to set out strategic policies for an area voicing the aspirations of the local community for the future.
- 1.3 The York Minster Precinct Neighbourhood Plan is the first time the future care and development of a heritage estate has been brought forward as a Neighbourhood Plan. Once adopted, the plan will form part of the statutory development plan framework for the City of York and will carry significant weight in decision making on future planning applications. This is of particular importance to the Chapter of York, the governing body of York Minster and its Precinct, as it will provide clarity on development parameters when securing funding for the various projects set out within this Neighbourhood Plan.
- 1.4 The decision to create a York Minster Precinct Neighbourhood Plan followed the need to create clarity around planning for future change in such a complicated and sensitive area of the city. It also forms a key objective of Chapter's Strategic Plan 2015-2020 where Chapter acknowledged it needed a Precinct wide Masterplan. Policy SS3 of the draft Local Plan lends it support to developing a plan for the future. The Chapter of York has led the process of establishing a Neighbourhood Forum which was formally ratified by City of York Council on 14th March 2019. It was seen as a positive opportunity to create a genuinely community-led plan for the Precinct with everyone's priority being the care and future sustainability of York Minster.
- 1.5 The Neighbourhood Plan will provide a long term policy framework and a co-ordinated spatial plan. This will guide Chapter in managing its limited resources appropriately to maintain both a viable and sustainable Precinct and business model, ensuring that future generations can enjoy the Minster. Importantly, the Neighbourhood Plan gives residents and businesses the opportunity to create a shared sustainable vision of how they would like the Precinct to develop over the next 15 years. This will ensure new development or change fits in and contributes to conserving the character of the Precinct so valued by those who hold this special place in such high regard.

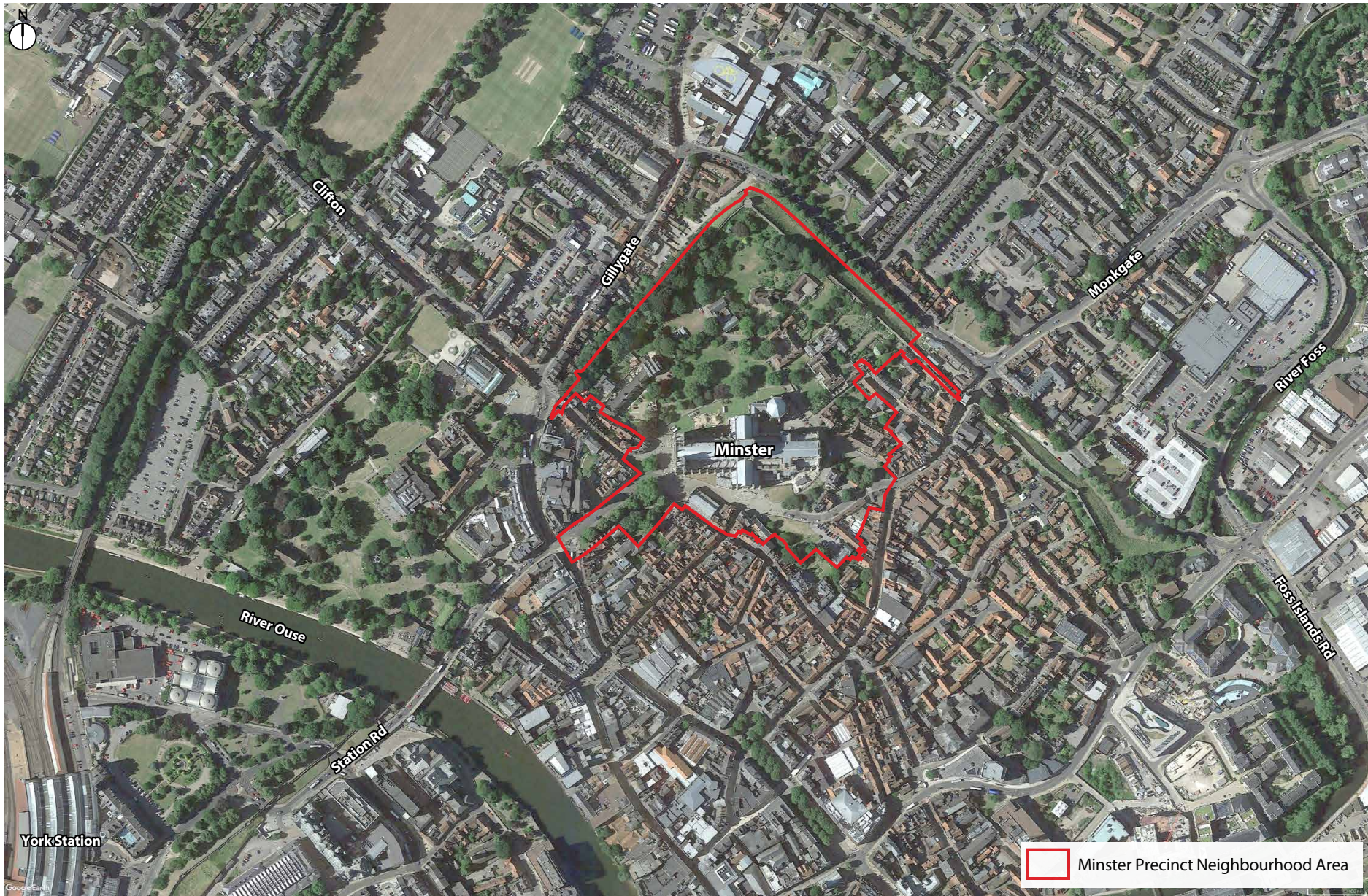


Figure 1: Location plan

1.6 The Neighbourhood Plan responds to a number of challenges:

- Unlike many other cathedrals York Minster has no dedicated café to offer its visitors refreshments.
- York Minster is the only cathedral with Museum Accreditation but Chapter has to manage complex environmental issues in the undercroft which can be harmful to the collection of artefacts. New facilities are needed to display the collection as well as share with other museums on a reciprocal basis.
- The Minster has no dedicated community space which the Canon Pastor can use for youth groups, community meetings etc.
- The Minster does not sit in a clearly defined Precinct which presents challenges both in terms of security and presenting a distinct sense of place, quite different from the other parts of the city.
- The Minster School and the Learning Centre need new facilities to support continued education and outreach learning.



York Minster, view to the south door

- 1.7 The Precinct is not unaccustomed to change; indeed the area has been continually evolving and changing since the Romans founded the city. It is of the utmost importance, however, that any plans for the future are focused on the care of York Minster and that the vision is carefully articulated to reinforce the message of care, welcome and sustainable change. This Neighbourhood Plan will provide a route map to support Chapter in sustaining and enhancing the significance of the Precinct and its buildings and continuing to make a positive impact on the community and wider city.
- 1.8 Securing planning permission and providing certainty to funders and future donors is essential. Because of the complicated nature of the Precinct, the medieval masterpiece that is York Minster, and the attachment people, from all over the world, place on the Minster, the Neighbourhood Plan must offer a credible route map to delivering the vision for the next 15 years.

DRAFT



## 2 POLICY CONTEXT





## 2.0 POLICY CONTEXT

### 2.1 The National Planning Policy Framework

- 2.1.1 The requirements for Local and Neighbourhood Plans are laid down in the National Planning Policy Framework (NPPF, February 2019). This states that the purpose of the planning system is to contribute to the achievement of sustainable development. Furthermore, the planning system should take into account local circumstances to ensure that economic, social and environmental gains can be delivered in a sustainable manner according to the needs and opportunities of different areas. The NPPF states:

*“Neighbourhood plans should support the delivery of strategic policies contained in local plans or spatial development strategies; and should shape and direct development that is outside of these strategic policies... Neighbourhood plans can shape, direct and help to deliver sustainable development, by influencing local planning decisions as part of the statutory development plan. Neighbourhood plans should not promote less development than set out in the strategic policies for the area, or undermine those strategic policies.”*

### 2.2 York’s Local Plan

- 2.2.1 Ensuring compatibility between the YMPNP and the City of York Local Plan is complicated by the fact that York does not have an adopted Local Plan. At present, the 2005 ‘City of York Draft Local Plan Incorporating the 4th Set of Changes’ is used for the purpose of development control.
- 2.2.2 A new Local Plan for York is currently under development. This was submitted to the Secretary of State in May 2018, and is in the process of independent examination and consultation on proposed changes.
- 2.2.3 The most recent draft version of the new Local Plan is the Local Plan Publication Draft, published in February 2018. Although not formally adopted, publically available correspondence between the Planning Inspectorate and Council strongly indicates that the primary areas of contention are housing needs, Green Belt development and infrastructure. As these policies have limited relevance to the Minster Precinct, it is reasonable to use this Draft Local Plan for the purposes of ascertaining compatibility with the strategic policies contained therein.

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### 3 THE MINSTER PRECINCT IN CONTEXT



## 3.0 THE MINSTER PRECINCT IN CONTEXT

### 3.1 Introduction

3.1.1 York Minster and its surrounding Precinct form a highly sensitive and complicated area of the City of York, whose future care must be carefully planned.

3.1.2 Its focus is the Cathedral and Metropolitan Church of St Peter in York, better known as York Minster, the centre of Christian life in the north of England. The current Minster is more than 800 years-old; a Gothic masterpiece of stone and stained glass, and home to the largest collection of medieval glass in the UK. Of international architectural and artistic importance, the Minster is a magnet that draws visitors to York, a defining symbol of the North, and a place of prayer and pilgrimage that welcomes over 700,000 visitors per year.

3.1.3 The Minster sits within a Precinct of approximately 6 hectares of land, bound by the historic City Walls to the north and west, and by city streets to the south and east.

3.1.4 For such a small area, the Minster Precinct contains a high concentration of areas of interest:

- more than 60 listed buildings including three at Grade I;
- a large area of open green space (Dean's Park);
- two smaller open green spaces;
- residential housing;
- retail units;
- a school;
- a hotel;
- the Stoneyard;
- a parish church; and
- a library/archive.

3.1.5 The Precinct also sits within a Conservation Area and is designated below ground as a Scheduled Monument.

### 3.2 The history of the Minster Precinct

3.2.1 The Minster Precinct sits atop the remains of Eboracum, the Roman legionary fortress and town founded in 71 AD. The site is bound by the City Walls between Bootham Bar and Monk Bar, which follow the Roman lines, and Petergate, which was the main street of the fortress. The headquarters building or Principia lies under the Minster itself.

3.2.2 After the collapse of the Roman Empire, York was revived as an important city in the Anglian kingdom of Northumbria. The first Minster was built in 627 AD for the baptism of the Anglian king Edwin, and later rebuilt in stone. The site of this building is believed to have been close to the present Minster, but no trace of it has yet been found. However, archaeological discoveries indicate that this area of the city was an important part of Anglian and subsequently Viking York.

3.2.3 After the Norman Conquest, a magnificent new Minster was built on the site of the present building, traces of which can be seen below ground. This was surrounded by a Precinct, extending from the City Walls to Petergate, which was administered by the Minster and subject to its own laws. This area, known as the Liberty, was walled off and densely built up, and included The Archbishop's Palace, numerous houses and chapels, as well as its own prison. At its heart remained the Minster church, which over the course of the 13th, 14th and 15th centuries was rebuilt to create the present Gothic masterpiece.

3.2.4 In the centuries following the Reformation, the character of the Precinct changed significantly. At first shops and other buildings were built against the walls of the cathedral, but from the mid 17th century onwards these structures, much of the abandoned Archbishop's Palace and numerous other buildings and three of the gates were demolished to create what was considered a more appropriate setting for the Minster. This process culminated in the 19th century with the laying out of Dean's Park and the creation of a west prospect of the Minster

and Duncombe Place, at the head of new approach to the cathedral from the railway station via Lendal Bridge. Deangate, created in 1903, formed part of the main road to Scarborough and Hull, before being closed in the late 1960s.

3.2.5 To the north and west of the Minster the sense of separateness survives behind the railings of Dean's Park and Minster Court, in the enclosure of the City Walls. To the south and east, however, the streets and life of the city now encroach closely to the Minster. As part of the York Minster Revealed Project, a refurbished public space was reclaimed from the highways at the south transept. It serves as both as a pedestrian square and as a buffer between the Minster and the buildings of Minster Yard/Minster Gates. To the west, however, Duncombe Place remains an underutilised part of the city.



Drawing by James Malton in 1794, showing the newly revealed north side of the Minster following the demolition of medieval buildings

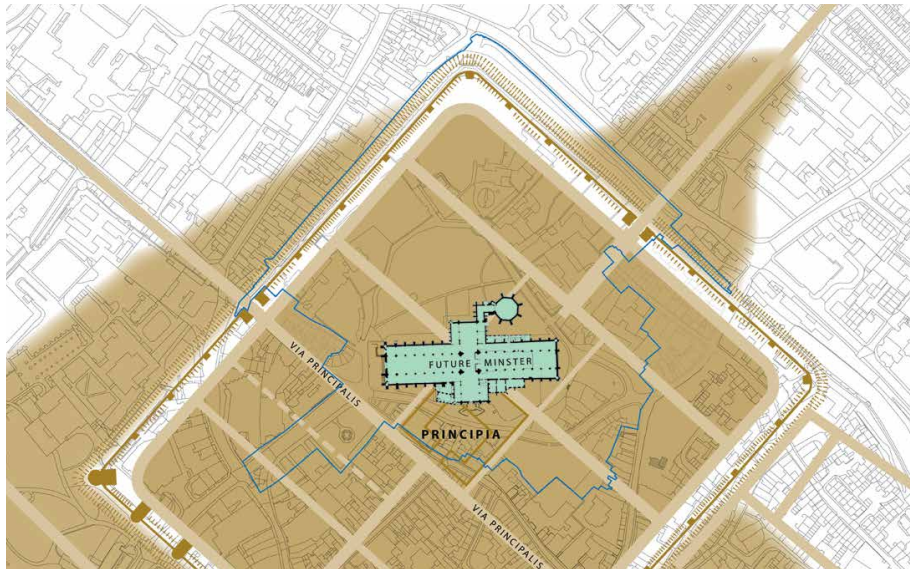


Figure 2: Eboracum, 200AD

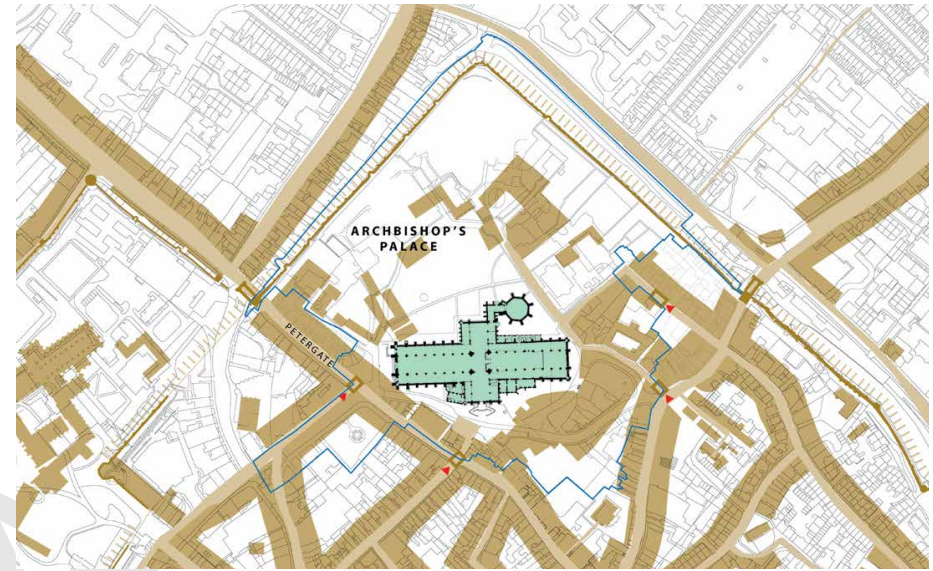


Figure 3: York, 1500

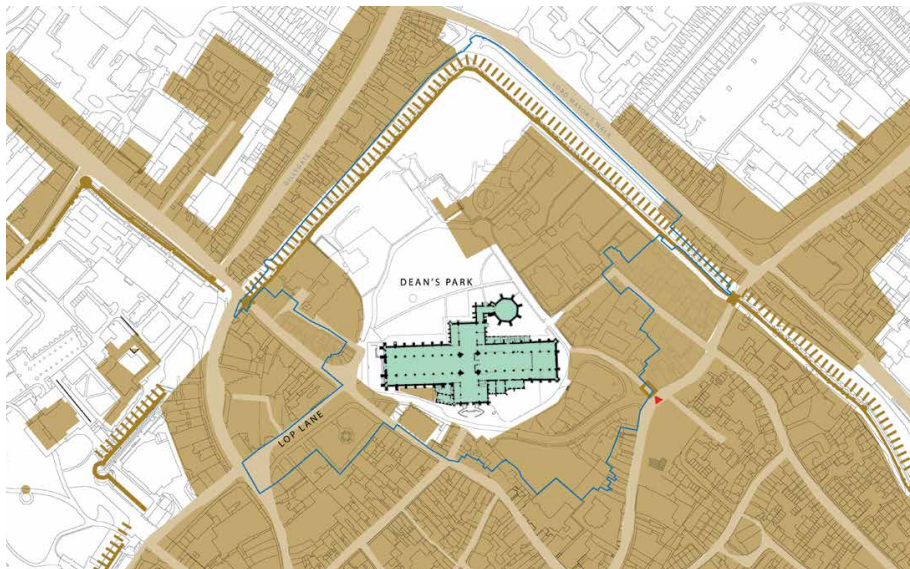


Figure 4: York, 1850

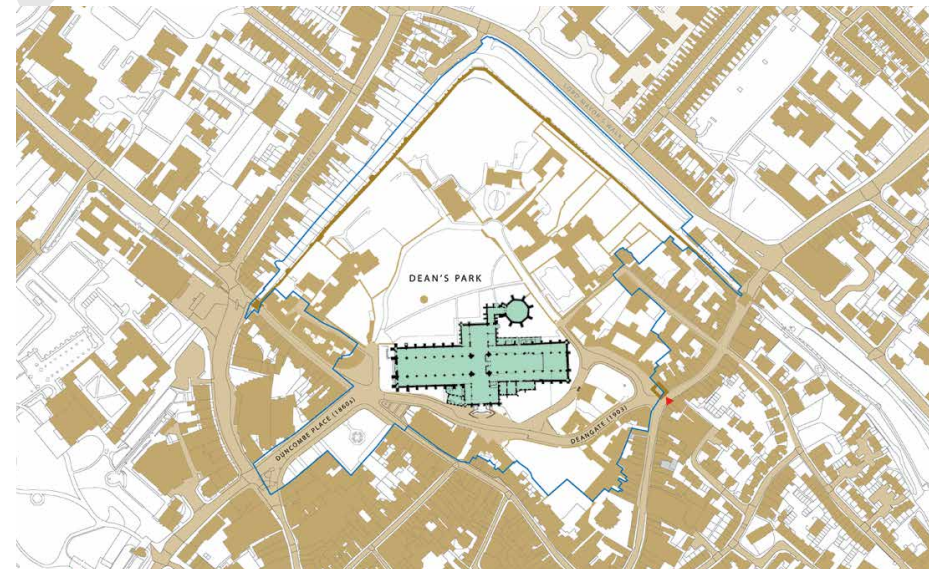


Figure 5: York, 2019

- ▭ Surviving gateway into the Precinct
- Neighbourhood Plan boundary
- Historic buildings
- Historic streets

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 Mapping based on the British Historic Town Atlas of York (Historic Towns Trust and York Archaeological Trust)

3.3 The Minster Precinct today

3.3.1 Today, the Precinct welcomes thousands of people a day including worshippers, pilgrims and paying visitors to the Minster, visitors to the National Trust Treasurer’s House, employees, school children and many who simply pass through the Precinct on their way through the city or to visit Dean’s Park.

3.3.2 The Minster Precinct is dominated by the Minster at its centre. The surrounding landuses include:

- those associated with the operations of the Minster such as Minster offices, learning centre, Minster School, Old Palace library and archive, Stone Mason’s Yard and Deanery;
- small businesses including retail and cafes;
- Grey’s Court Hotel;
- the National Trust Treasurer’s House; and
- small areas of residential use including:
  - Minster Yard, from the Deanery up to St William’s College, consists of 12 residential properties, owned by the Chapter of York and largely occupied by its own staff;
  - The Purey Cust, a residential development on the west side of Dean’s Park, contains 12 residential properties; and
  - a small number of isolated residential properties scattered around the Precinct.

3.3.3 There are large areas of public greenspace within the Precinct owned by the Chapter of York and which form the setting for the Minster:

- Dean’s Park and College Green are both open to the public, Dean’s park is open between dusk and dawn and is a valued part of the city for people to use and enjoy.
- Large parts of the Precinct’s green spaces are currently private and Chapter wish to increase public access to some of this space through the Neighbourhood Plan.

In addition, Duncombe Place provides a further green space at the Minster’s West End.





- Minster Precinct Neighbourhood Area
- Minster
- Minster welcome: tickets, shop, toilets (no café)
- Chapter of York staff housing
- Minster support uses: offices, Stoneyard, police, storage
- Minster owned residential and commercial buildings
- Minster learning: The Minster School, music centre, learning centre, library, archive, museum
- Vacant - St William's College
- Publicly accessible green space
- Private gardens
- Buildings outside Minster ownership



Figure 6: Existing land uses

### 3.4 Access and movement

3.4.1 Access to the Precinct is via Duncombe Place to the south west and Goodramgate to the north east. There is currently no access from the City Walls into the Precinct. The walls form an impenetrable boundary on the Precinct's western and northern sides.

3.4.2 Vehicular access is via Goodramgate and College Street. There is a restricted vehicle access to the west via Duncombe Place and High Petergate. Minster Yard to the south of Minster is shared space and a busy pedestrian area and contains a demarcated cycle route. Deangate provides access to the Minster School, Stoneyard and York Glaziers Trust and has a vehicle turning circle at Minster Yard.

3.4.3 Parking for Minster staff is provided within Chapter House Yard and on the cobbled lane to the north. The latter has a negative impact on the setting of Dean's Park.

3.4.4 Duncombe Place accommodates taxi parking, together with parking for businesses, space for a horse-drawn carriage and a turning circle for the National Railway Museum train.

3.4.5 There are security issues posed by such a large gathering space so close to a public highway. In 2017, in light of the wider security environment, temporary measures were put in place to protect a small part of this gathering space on the basis that a permanent solution would be incorporated in the design for a new civic square.

3.4.6 Providing a safe and welcoming environment is a priority of this Neighbourhood Plan.



View of York Minster from Museum Street



Public space to the west of the Minster



### 3.5 The Precinct's economy

- 3.5.1 York profits greatly from tourism. With major York attractions such as the Minster, the National Railway Museum and Jorvik Viking Centre it provides a cluster of high quality facilities. York's wider economy is primarily based around services, especially healthcare and education with York boasting a large NHS hospital and two universities.
- 3.5.2 The Minster Precinct is a vibrant economic area, with activity primarily based around tourism and retail. In 2019 the Minster welcomed over 700,000 visitors in addition to the many thousands of people we welcome to services every day. The Minster itself receives no regular funding from the government or Church of England, and is therefore largely responsible for covering its own maintenance and running costs.
- 3.5.3 The Precinct contains a library and archive jointly run by the Minster and University of York, and the Minster School which includes the music school supporting the Minster's choral tradition.
- 3.5.4 The Minster itself is the largest employer in the Precinct with 263 employees, equal to 164 full-time posts in 2018, paying £5 million in wages and pensions from a total expenditure of £8.5 million.
- 3.5.5 The Precinct contains a large number of businesses, primarily shops and restaurants/cafes. These are mostly local small businesses, though branches of large chains also exist in the Precinct.

### 3.6 Community and wellbeing

- 3.6.1 Guildhall Ward (which the Minster Precinct sits within) includes the relatively affluent city centre, but also less affluent areas of the Groves and Layerthorpe, and student housing near York St John University. As such, there is significant disparity within the local area between affluent and more deprived areas. The Ward as a whole is significantly younger than the York average, with below-average levels of children and 35+ year old people, and a larger number of 15-34 year olds.
- 3.6.2 Pockets of deprivation inside the Guildhall Ward mean that it exhibits higher than the York average levels of income support claimants, fuel and child poverty, and access to work, training or education and people on Jobseekers Allowance.
- 3.6.3 The Precinct, due to its small size and the fact that residential accommodation is either of high-end type or connected to employment at the Minster, is not representative of the wider ward. The population of the area is generally of settled family age i.e. 35+, with some children living at home. There is a virtually non-existent level of deprivation inside the Precinct itself.
- 3.6.4 The Minster Precinct is, therefore, a quite distinct socio-economic space compared to the surrounding area.

### 3.7 Environmental quality

- 3.7.1 The Minster Precinct, while small, includes a number of valued green spaces and a substantial tree population. Consultations have revealed the great importance placed on both of these by residents of the Precinct and York residents. While there are no statutorily designated sites of nature conservation value. There are a number of areas, such as the City Wall embankments, which have biodiversity value. The Precinct as a whole supports a variety of trees and wildlife, including foraging bats, birds, hedgehogs and invertebrate life. There is a family of Peregrine Falcons which nest each year on the north west Tower. Dean's Park houses two beehives.
- 3.7.2 The Minster Precinct abuts an Air Quality Management Area along Gillygate, a result of poor quality air caused by traffic congestion.
- 3.7.3 There are no watercourses in the Precinct, and the Precinct sits within Flood Zone 1.
- 3.7.4 The entire Precinct is classified as 'built up area'.
- 3.7.5 Extreme weather events, as well as changes such as increased rainfall, linked to anthropogenic climate change represent one of the biggest threats to conservation of the fabric of York Minster over the course of the next century.

### 3.8 Historic environment

- 3.8.1 The Precinct of York Minster is a place of international cultural importance. As Figure 8 shows it contains an exceptionally high concentration of heritage assets. The conservation and enhancement of these assets is an opportunity addressed by the Neighbourhood Plan.
- 3.8.2 The outstanding cultural importance of the Precinct is recognised by these designations and controls:
- The York Minster Cathedral Precinct Scheduled Monument (National Heritage List entry included as Appendix 3) applies to the ground beneath the Precinct, to conserve its exceptional archaeology, the arcade of the former Archbishops' Palace and those parts of the City Walls bounding the Precinct, including Bootham Bar. All other structures and buildings, including the Minster, are excluded, as well as above ground roads, paths and fixtures.
  - More than 60 listed buildings and structures, including three buildings (York Minster, St William's College and the Old Palace) listed at the highest Grade, Grade I. A full list can be found in Appendix 4.
  - York Minster itself, along with the Minster Library (Old Palace), is subject to Ecclesiastical Exemption. Under the Ecclesiastical Exemption (Listed Buildings and Conservation Areas) order 2010, any building in ecclesiastical use by the Church of England is exempted from listed building control. In its place, these areas are regulated by the Care of Cathedrals Measure 2011. Under this legislation, which as a Measure passed by the General Synod of the Church of England has equivalent status to an Act of Parliament, heritage control is exercised by the Cathedrals Fabric Commission

- for England (CFCE) and local Fabric Advisory Committees (FACs). These bodies, in consultation with the Local Planning Authority, Historic England and national amenity societies, receive applications for any works which might materially affect the architectural, archaeological, artistic or historic character of such a building or its setting. They also exert control over a cathedral's Inventory and any archaeological or human remains in its precinct.
- Inclusion in the York Central Historic Core Conservation Area, where it forms Character Area 24 (The Minster Precinct). The Conservation Area Appraisal notes:
    - The contrast between the secluded north side and more open south side of the Precinct.
    - The highly pedestrianised nature of the Precinct.
    - The strong case for further pedestrianising the area between Deangate and through Duncombe Place.
    - The visual dominance of the Minster and importance of the prospects and spot-view around the Precinct.
    - The Conservation Area Appraisal character assessment for the Minster Precinct is included as Appendix 2.

3.8.3 Visually, the historic environment is primarily experienced as a dynamic sequence of views. Some of the most important of these are identified in Figure 8. This is not an exhaustive list – the selection is representative and illustrates the characteristics that are important. These characteristics include:

- The dominant presence of the Minster in the city
- The presence and form of the City Walls and uninterrupted views out from them
- The Roman street grid, for example Petergate
- Post Roman land divisions and street layouts, often important evidence of the medieval setting of the Minster and form and land use in the Precinct
- The picturesque juxtaposition of the Minster, townscape and landscape
- The role of historic roof forms and roofscape in this juxtaposition.

- Minster Precinct
  - Neighbourhood Area
  - Listed buildings within NP boundary
  - Grade I
  - Grade II\*
  - Grade II
  - Listed buildings in the setting
- 
- Archaeology
  - Area of Scheduled Monument
  - Area of excavation
  - Area of geophysical survey
  - Evaluation and excavation
  - Watching briefs, observations and recording projects
  - Antiquarian investigation/observation
  - Earlier buildings (S. F. Perring)
- 
- Conservation Area
  - Central Historic Core
  - Conservation Area boundary
  - 13c Key views
  - ✱ Landmarks
  - Other notable views

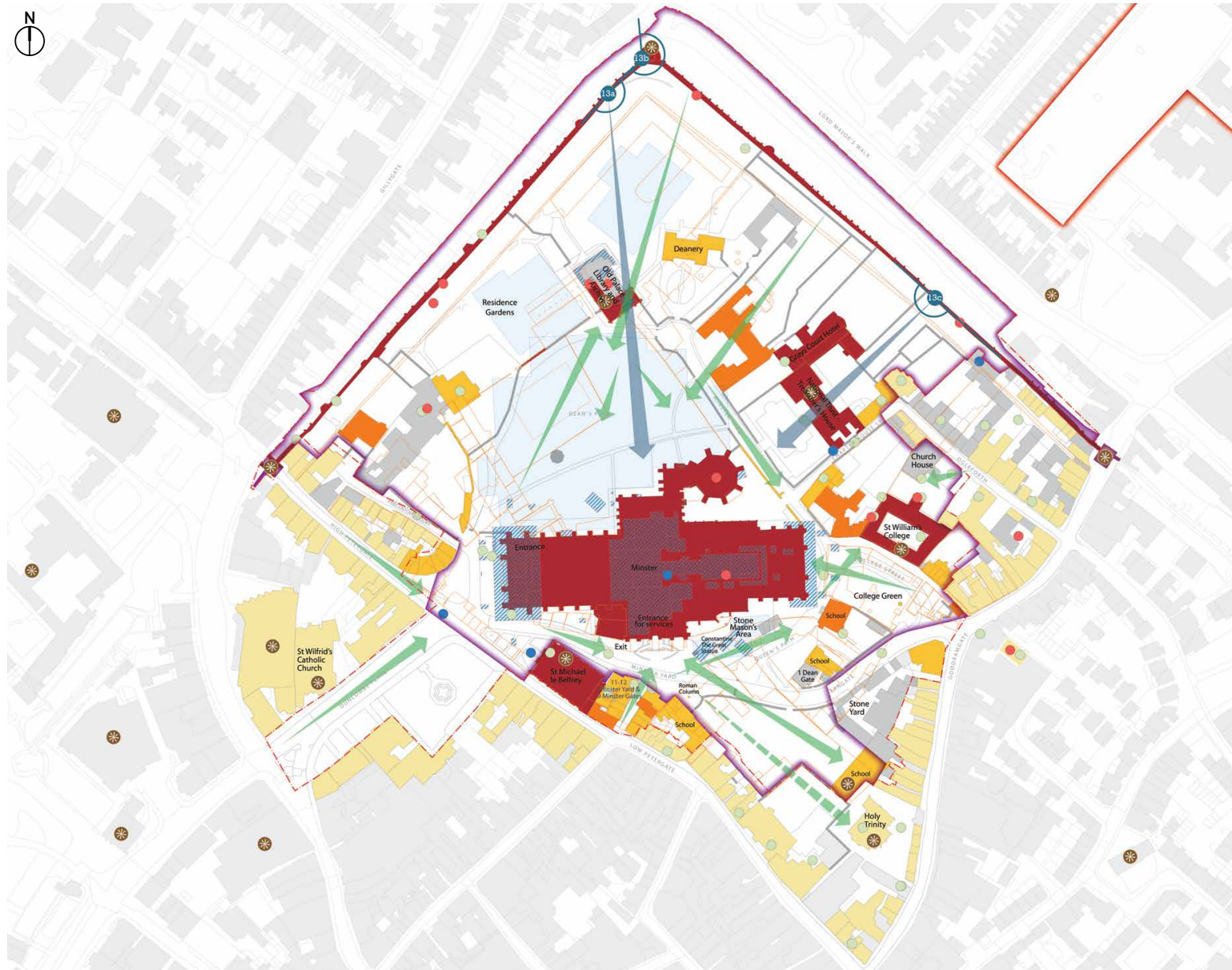


Figure 8: Historic environment

### 3.9 Summary of challenges

3.9.1 The Precinct has a number of shortcomings which affect the daily operations of the Minster and Precinct and which the Neighbourhood Plan must address:

- It costs over £22,000 a day to care for and operate the Minster. The Minster receives no ongoing Government funding or central Church of England financial support towards the care of the fabric and relies entirely on the generosity of our community, paying visitors and funding bodies to sustain its care and operations. Ensuring a viable and sustainable business to underpin the care of the Minster lies at the heart of how we plan for the future.
- In 2019 York Minster welcomed over 700,000 visitors, a new record. To maintain these numbers and offer a visitor experience which is comparable to competitor attractions, the Minster requires necessary facilities to support the visitor department.
- Ticketing for the Minster is currently located inside the West Door. This is cramped and insufficient for visitor numbers. Its location detracts from the initial experience of the Minster.
- Unlike many other cathedrals the Minster has no dedicated café to offer refreshments to visitors. This has been a recurring criticism during public consultation.
- The Minster is the only cathedral with museum accreditation but has no purpose built, fit for purpose space within which to exhibit the collection or share with other museums on a reciprocal basis. Exhibitions are primarily held in the undercroft which is unsuitable in the long-term given the high humidity levels and associated damp.
- The Minster has no dedicated community space which the Canon Pastor can use for youth groups, community meetings and other outreach.
- Toilets for Minster visitors are located within the Minster and also used by choristers. For that reason, they are closed at certain times of the day.
- The Minster does not sit in a clearly defined Precinct which presents its challenges both in terms of security and presenting a distinct sense of place, quite different from the other parts of the city, as it did historically.
- The Minster School and learning team need additional teaching space.



- Minster Precinct
- Neighbourhood Area
  
- Listed buildings
- Grade I
- Grade II\*
- Grade II
  
- Area of Scheduled Monument
- The City Walls District Green Corridor
- Earlier buildings (S. F. Perring)
- Important building frontage
- ✱ Church tower
- Existing high quality trees (no survey available for Duncombe Place)
- Existing wall/columns
- Sensitive edge to adjacent property rear
- Existing access to adjacent properties
- 13c → Conservation Area Appraisal key view
- Other notable views

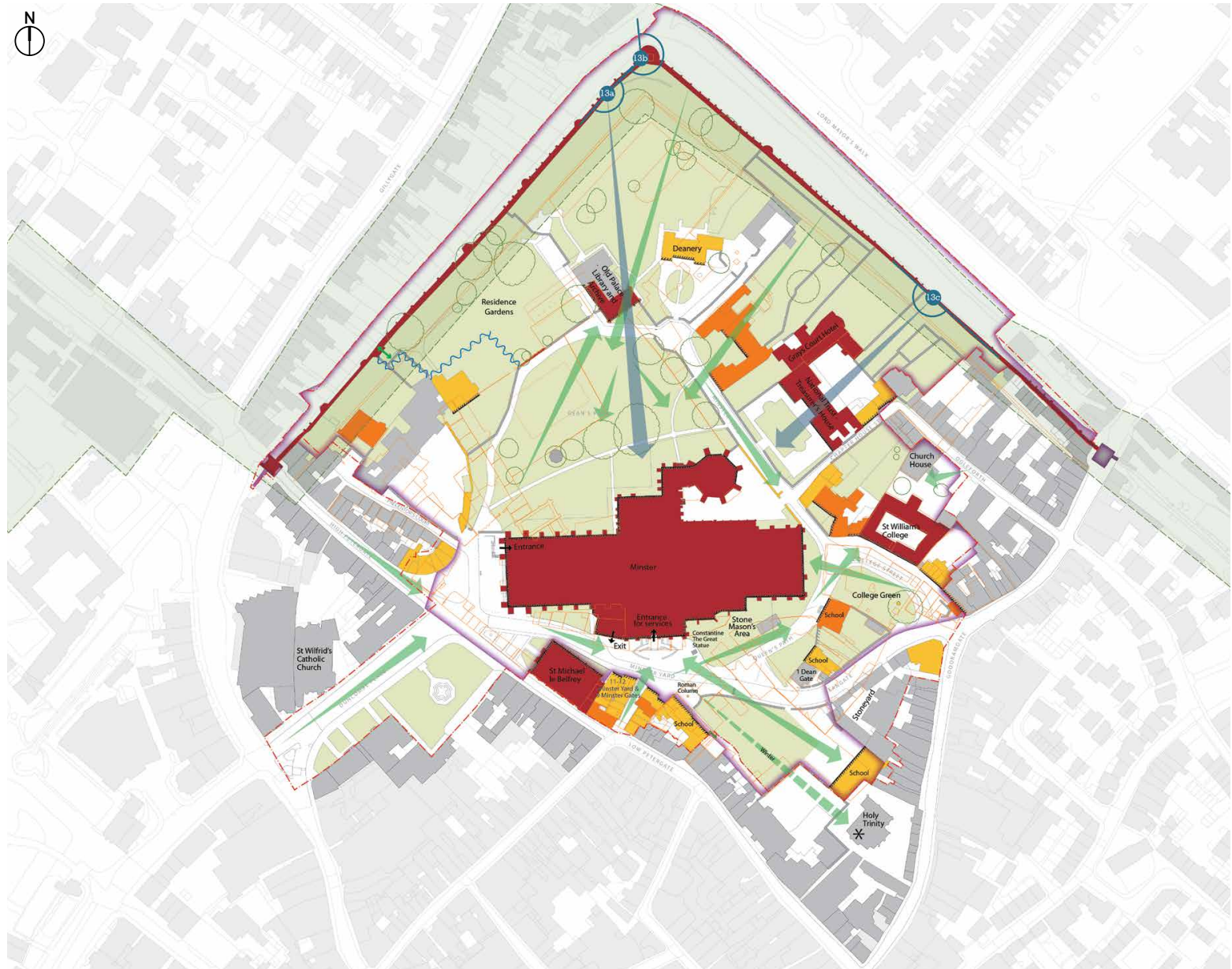


Figure 9: Constraints



- 3.9.2 One example of the costly but necessary and never-ending conservation work at the Minster is the restoration of the South Quire Aisle. This part of the Minster dates from 1361 and its construction took around 60 years to complete. This side of the Minster bears dramatic evidence of six centuries of exposure to the elements and pollution which includes extensive cracking and erosion of the stonework and serious damage to the fragile medieval stained glass. The current project involves work to repair and replace stone and glass in 15 window bays, rebuild buttresses and replace grotesques. The project is estimated to take 14 years and cost £16M. Following this, the same level of repair and conservation must be carried out on the North Quire Aisle.



## 4 PREPARING THE PLAN



## 4.0 PREPARING THE PLAN

### 4.1 A long term approach

- 4.1.1 The initial proposal to create a Precinct wide masterplan was laid down in the York Minster Strategic Plan (2015 – 2020) prepared and published by the Chapter of York. Chapter is responsible for maintaining and operating York Minster, as well as owning a large proportion of land (including Dean’s Park) and a large number of properties in the Precinct.
- 4.1.2 Chapter needed a plan which was both community and stakeholder-led, but would also provide planning certainty and coordinate future change in an incredibly complicated part of York City Centre. It was therefore agreed with the City Council that a Neighbourhood Plan would be an appropriate route to bring forward a community-led plan which would ultimately form part of the Development Plan for the city.
- 4.1.3 Chapter decided, therefore, to work closely with City of York Council and the local community to develop a Neighbourhood Plan. This required the establishment of a Neighbourhood Forum, a body independent to Chapter and made up of those working or living in the Minster Precinct.
- 4.1.4 The York Minster Precinct Neighbourhood Plan has been prepared by the York Minster Neighbourhood Forum with the express aim of promoting or improving the social, economic and environmental well-being of the Minster Precinct Neighbourhood Area. The work has been supported by Alan Baxter, Savills, Curtins and Boyd-Thorpe Associates. The process has involved a number of key steps.

### 4.2 York Minster Neighbourhood Area

- 4.2.1 The first step in the neighbourhood planning journey was to define the

extent of the area the plan will cover (“Minster Precinct Neighbourhood Area”). An application to City of York Council was made on 23 January 2018. The Neighbourhood Plan Area was approved by the Councils’ Executive on 14th March 2019.

- 4.2.2 The majority of the Neighbourhood Plan Area is taken from the draft Local Plan policies map, however it was agreed with City of York Council that the boundary would be widened slightly to include Duncombe Place given the importance of public realm and security improvements in this area.

- 4.2.3 The designated Neighbourhood Plan Area is illustrated on Figure 10 overleaf. The Neighbourhood Plan and its policies only apply to this area, not beyond.

### 4.3 Neighbourhood Forum

- 4.3.1 An invitation was extended by post and email to all residences and businesses in the Precinct, as well as to all Chapter employees to introduce the proposal to establish a Neighbourhood Forum. A briefing and Q&A session was held on 24th October 2018, which made it clear that there was sufficient interest in establishing a Forum. Accordingly, the founding Annual General Meeting was held on 27th November 2018, at which the Forum’s constitution was established, the executive members nominated, and a formal decision made to apply to City of York Council for Forum/Area designation.
- 4.3.2 The Minster Precinct Neighbourhood Forum is the ‘responsible body’ making this Neighbourhood Plan. While the impetus and funding for development of the Plan were provided by the Chapter, it is the Neighbourhood Forum who have approved and submit this Plan.
- 4.3.3 The designation of the Minster Precinct as a Neighbourhood Area, and of the Minster Precinct Neighbourhood Forum as the Neighbourhood Forum for that area were made by the Executive Member of the City of York Council for Transport and Planning on 14th March 2019.



Figure 10: Boundaries

4.4 Consultation and evidence gathering

4.4.1 An initial 'Issues and Options' consultation session was held in May 2018. This invited members of the public to provide comment on the emerging vision and Spatial Plan for the future of the Precinct (see Figure 11) and how we might address some of the shortcomings of the Precinct. Members of the public were also invited to put forward their own ideas for the use of the Precinct to help support the care of York Minster. Over 200 responses were received.

4.4.2 Discussions were held with City of York Council staff, including the Chief Executive and representatives of the Planning and Highways teams. Historic England and York's Fabric Advisory Committee (who's duty it is to advise Chapter on the care, conservation, repair or development of the cathedral or Precinct under the Care of Cathedrals Measure 2011) were also consulted.

4.5 Emerging Draft Plan consultation

4.5.1 The responses to the 'Issues and Options' consultation were used to prepare an Emerging Draft Plan for consultation in May 2019 focusing proposed visitor facilities to the south of the Minster. 315 responses were received either online or via written representation. A public exhibition held over the weekend of 18th/20th May was supported by a number of workshops as well as numerous presentations to key stakeholders in the city.



- Key feedback points received during May 2018 public consultation:
- The tranquility of Dean's Park is highly valued. Dean's Park should not be the location for major visitor attractions.
  - A café, toilets and better outdoor spaces would encourage people to visit the Precinct more frequently
  - Visitors agreed that access to the City Walls from the Precinct was a good idea
  - Cyclists and pedestrians sharing the public space can be a problem

Figure 11: Emerging Spatial Plan - Initial Public Consultation May 2018



- Key feedback points received during May 2019 public consultation:
- Support for locating visitor facilities to south but concerns about the impact of a ticket office located in close proximity to the south quire aisle of the Minster
  - Support for sensory garden and focus on learning at the Old Palace
  - Access to the City Walls through sensory garden raised concerns about the tranquility of the new garden
  - Reordering of Duncombe Place was widely supported
  - Importance of Precinct trees noted
  - Ongoing concerns about conflict between cyclists and pedestrian movement in Minster Yard

Figure 12: Emerging Spatial Plan - Second Public Consultation May 2019

#### 4.6 Pre-Submission Draft, examination and adoption

4.6.1 This current Pre-Submission Draft Plan will be subject to amendment, following detailed analysis of the consultation responses. The revised Submission Draft plan will be formally submitted, as required, to City of York Council for a six week Regulation 16 publicity period, accompanied by a Strategic Environmental Assessment, Habitat Regulations Survey and Consultation Statement. There will then follow an Independent Examination by the Planning Inspectorate. Subject to a successful outcome and any amendments required by the Inspector, the plan will proceed to a community referendum of all registered Forum Members. If a majority are in favour, the Neighbourhood Plan will then be 'made' (i.e. adopted) by City of York Council as part of the statutory development plan for the city. From that point onwards, the Plan will become the starting point for decisions on future planning applications within the York Minster Precinct Neighbourhood Plan Area.

4.6.2 Full information on all of the consultations undertaken is provided in the Consultation Statement which accompanies this Pre-Submission Draft Plan.

#### 4.7 The structure of the Plan

4.7.1 The core of the Neighbourhood Plan that follows comprises 3 main chapters and a set of appendices:-

- Chapter 5: Vision and objectives – explains the Neighbourhood Forum's ambitions for the Precinct over the next 15 years.
- Chapter 6: The Plan policies – sets out the detailed planning policies, under five key themes which have been developed to meet the Plan's overall aims and objectives. It also covers monitoring, review and implementation, recognising that the Neighbourhood Plan, once adopted, is a living document which will need to be updated in accordance with the Local Plan reviews.
- Chapter 7: Project Areas – provides further detailed policies relating to the four principal project areas.
- The appendices provide further information on local and national planning guidance which underpin the policies of this Plan and heritage assets.

4.7.2 There is in addition a detailed evidence base, held by the Chapter of York and to be found online at [neighbourhoodplan.yorkminster.org](http://neighbourhoodplan.yorkminster.org) which contains many of the detailed references and links to other documents which have been drawn on in order to produce this plan.





## 5 VISION AND OBJECTIVES



## 5.0 VISION AND OBJECTIVES

### 5.1 Vision

- 5.1.1 The inaugural Annual General Meeting of the Minster Precinct Neighbourhood Forum agreed to adopt the following vision as a basis for preparing the Neighbourhood Plan:

*“In 2035, York Minster Precinct continues to be a welcoming and special place loved and used by the local community and visitors from around the world. It is acknowledged as a lynchpin in the cultural identity and daily life of the City of York and reaches out to engage the community in discovering God’s love.”*

## 5.2 Objectives

5.2.1 The Vision informs all Neighbourhood Plan policies and is underpinned by the following objectives:

- To better preserve and celebrate the historic environment of York Minster and its Precinct;
- To create new and improved visitor facilities to improve the welcome to York Minster;
- To create a defined Minster Precinct which is safe and welcoming to all;
- To create new public realm of exemplary design quality which reflects the special character and history of the Minster Precinct;
- To make best use of Chapter's assets within the Precinct for the good of the Minster;
- To create a dedicated museum to display the Minster's collection and create opportunities to host temporary exhibitions including touring exhibitions of national and international importance;
- To create new flexible community space with improved facilities for learning and participation;
- To invest in facilities to support the Minster School and its choral tradition, creating a centre of excellence for music;

- To ensure financial and environmental sustainability, sit at the heart of how we care for the Minster over the Plan period with the target of achieving Eco Gold Church status by 2025; and
- To enhance the stock of trees within the Precinct and improve the publicly accessible parts of the Precinct to support the wellbeing of our community and the people of York.

5.2.2 The objectives have helped inform and shape the policies set out in Section 6 and 7.



## 6 THE POLICIES



## 6.0 THE POLICIES

### 6.1 Introduction

6.1.1 The York Minster Precinct Neighbourhood Plan policies support the Vision and Objectives (Chapter 5). The 10 objectives have been set by the Chapter of York in consultation with the Neighbourhood Forum and in consultation with City of York Council, York Civic Trust and Historic England. The policies have all been informed by extensive public and stakeholder consultation over a period of 2 years.

6.1.2 The context for each policy section is provided by reference to relevant objective(s) and an introduction. The individual policy wording is followed by a justification for the policy.

6.1.3 Evidence for each policy section is contained in separate background documents including:

- National Planning Policy Framework
- The submission draft Local Plan (2018)
- Catering Report by Boyd Thorpe
- Precinct Tree Survey
- 2015 Strategic Plan
- Statement of Consultation
- Visitor Survey
- Duncombe Place Report
- Conservation Management Plan 2020

6.1.4 The policy sections are as follows:

- A. General Principles
- B. Sustainable Environment
- C. Historic Environment
- D. Wellbeing
- E. Movement and Place
- F. Monitoring & Review

Chapter 7 contains detailed policies relating to the principal project areas.

## 6.2 Section A – General Principles

- 6.2.1 In considering the pattern of future development within the Precinct, the Neighbourhood Plan supports a sustainable form of land-use. The Chapter of York wishes to enhance the quality of life for existing and future residents, and seeks to achieve a pattern of development which improves the use of its existing assets. It is important to ensure that the vitality and viability of the Minster Precinct community is maintained and where possible, enhanced, within the overall context of conserving the natural environment and unique cultural heritage of the Precinct. Importantly, a principal reason for creating this Plan is to ensure the future economic vitality of the Minster’s Visitor Experience operation, ensuring ongoing and urgent conservation projects are funded during the plan period.

### Relevant policies contained within City of York Local Plan - Publication Draft (February 2018)

- Policy DP2:** Sustainable Development
- Policy DP3:** Sustainable Communities
- Policy SS1:** Delivering Sustainable Growth for York
- Policy SS3:** York City Centre
- Policy SS4:** York Central
- Policy EC4:** Tourism
- Policy H10:** Affordable Housing
- Policy HW2:** New Community Facilities
- Policy ED6:** Preschool, Primary and Secondary Education
- Policy D1:** Placemaking
- Policy D11:** Extensions and Alterations to Existing Buildings
- Policy D12:** Shop fronts
- Policy CC1:** Renewable and Low Carbon Energy Generation and Storage
- Policy CC2:** Sustainable Design and Construction of New Development

### Policy GP1 – Sustainable Development

A presumption in favour of sustainable development will be exercised across the Precinct through the overarching objectives of the NPPF:

Economic objective: the Minster needs to be financially sustainable to pay for the running and restoration of the Minster and its Precinct.

Social objective – to offer community access and a safe and welcoming Precinct with accessible open space which contributes to the social and cultural wellbeing off the city and offering access to green space.

Environmental objective – to contribute to protecting and enhancing the natural and historic environment of the Minster Precinct. York Minster will play its part in improving biodiversity, minimising waste and pollution and reducing its carbon footprint over the Plan period.

New development within the Precinct will be supported which:

1. Conserves and enhances the internationally acclaimed historic environment and cultural heritage of York Minster and its Precinct;
2. Conserves and enhances the landscape character of the Precinct and contribute to local distinctiveness through inspired high quality design and public realm;
3. Aspires to incorporate as many sustainable features as is financially viable to do so with a focus on reducing energy and water consumption;
4. Contributes positively to the health and wellbeing of our community and wider city. Proposes renewable energy features including PV cells where appropriate; and,



5. Sustains and enhances the important visitor experience operation south of the Minster to ensure the important conservation projects are funded during the Plan period.

#### Justification

- 6.2.2 Development that meets the needs of the present without compromising the ability of future generations to meet their own needs, is central to the economic, environmental and social success of the country and is the core principle underpinning national planning policy. Simply stated, the principle recognises the importance of ensuring that all people should be able to satisfy their basic needs and enjoy a better quality of life, both now and in the future.
- 6.2.3 Within the context of York Minster, sustainable development goes wider. One of the overarching aims of this Neighbourhood Plan is to ensure the care of York Minster is planned for carefully to ensure it has the right facilities to underpin the operational side of caring for a medieval building. The essential income to fund the maintenance and restoration of the Minster and its Precinct must be sustained for the benefit of the City of York and our many visitors.
- 6.2.4 York Minster has set a target of securing Eco Gold Church Status by 2025 in recognition of the significant changes required to reduce its carbon footprint and ensure the Minster and Precinct are as sustainable as possible. York Minster will lead by example to ensure everyone who lives and works within the Precinct plays their part in helping to address the Climate Emergency declared by City of York Council in 2019.

#### Policy GP2 – Achieving Sustainable Development

The Chapter of York will work closely with the Neighbourhood Forum, City of York Council, Historic England, York Civic Trust and other key stakeholders to deliver this Plan.

Development proposals established in this Plan will be supported if they:

- (1) Accord with the Vision and Objectives;
- (2) Comply with other material Development Plan Policies, and;
- (3) If it is demonstrated that they will achieve sustainable development.

#### Justification

- 6.2.5 There is a pressing need to deliver the facilities needed to support the visitor experience operation at York Minster and to improve the security of the Precinct. In doing so we will work closely with key stakeholders to ensure effective and timely delivery of the Plan. To deliver sustainable development, proposals will need to accord with Policy A1 and the draft Local Plan.

### Policy GP3 – The Spatial Plan

Development and enhancement of the Precinct will be brought forward in four principal project areas, in line with the comprehensive Precinct-wide spatial plan:

**Area 1:** Minster Yard to the south of the Minster will be developed to create comprehensive visitor experience facilities including ticket office, café and the main entrance to York Minster. This area will provide a welcoming entrance for York Minster’s many visitors in the same location as the original Roman forum.

**Area 2:** Queen’s Square offers an opportunity to create a new civic and ceremonial space for the city, the first square to be created in over 200 years. The new square will create improved public realm in a safe and usable space.

**Area 3:** The Old Palace and Library will be redeveloped as a centre of excellence for music, education, learning and as York Minster’s new dedicated museum space. The adjacent area of land, currently closed to the public will be opened to create a formal sensory garden for the wellbeing of the local community and wider city.

**Area 4:** Investment and moderate redevelopment of facilities to the rear of York Minster will provide the much needed facilities to run York Minster. This will include affordable housing for our own community, additional storage facilities, improved access and investment in Church House and St William’s College which are being brought forward in parallel to this Plan.

Within these areas of change, proposals which accord with these principles and policies PA1, PA2, PA3 and PA4 will be supported.

### Justification

- 6.2.6 We want the planned care of York Minster and its Precinct to be an inspirational example of planning for the care of an important heritage estate. We want to develop a proactive approach to enhance the existing cultural heritage of the Precinct and to maximise the many benefits of investment for both York Minster, our community and for the wider benefit of the city and our environment. By managing Chapter’s resources wisely and ensuring we have the necessary facilities to support the visitor experience we will ensure that the Minster and its Precinct is handed over in a better condition for future generations to enjoy.
- 6.2.7 To that end, the spatial plan for the Precinct, has been developed as an overarching framework which sets out the key zones of activity and areas of change. The plan responds to the challenges and objectives for the Precinct, and seeks to make best use of the available land and property, and minimise the impact of necessary built development.
- 6.2.8 By refocusing visitor facilities to the south of the Minster making use of the south facing public square, the tranquillity of Dean’s Park is preserved and extended into a new sensory garden. The Old Palace retains its association with learning and education through the provision of new facilities, while the west end becomes of the Minster the focus for civic and ceremonial activities.
- 6.2.9 Figure 14 indicates how the pattern of land use within the Precinct would change with the implementation of the policies and Spatial Plan contained within the Neighbourhood Plan.

-  Minster Precinct Neighbourhood Area
-  York Minster Precinct boundary
-  Improved public, semi-public spaces
-  Improved welcome and learning
-  Improved Minster support uses
-  Residential
-  Existing cycling and walking routes
-  Potential cycling and walking routes



Figure 13: Spatial Plan: improving the Minster's welcome and setting

-  Minster Precinct Neighbourhood Area
  -  Minster
  -  Minster welcome: tickets, shop, café, toilets
  -  Chapter of York staff housing, storage
  -  Minster support uses: offices, Stoneyard, police, storage
  -  Minster learning: The Minster School, music centre, learning centre, library, archive, museum
  -  Minster owned residential and commercial buildings
  -  Publicly accessible green space
  -  Private gardens
  -  Buildings outside Minster ownership
  -  Public realm improvements
  -  Reconfiguration of public and private open space and boundaries
  -  New public green space (Sensory Gardens)
- Hatched areas indicate proposed change



Figure 14: Indicative proposed land uses

### Policy A4 – Design Excellence

All development coming forward will be required to demonstrate design excellence and is to be inspired by and contribute to the distinctive and historic nature of the Precinct, to be resilient to climate change and extreme weather events, and reduce carbon emissions.

Planning applications will be supported where development:

1. Complies with Policy SS3 of the draft Local Plan;
2. Reinforces the importance of the distinctive character of the Precinct by having regard to scale, height, density, layout, appearance and materials;
3. Complies with the Parameter Plans (Policies PA1-4) within this Neighbourhood Plan;
4. Creates a safe environment for visitors, residents of York and our local community;
5. Promotes accessibility to all parts of the Precinct and improves the public realm around the Minster; and
6. Includes suitable accessible space for waste management facilities of a scale and type appropriate to the proposal and location.

Development should:

- be inspired by the historic environment and use innovative design and established materials to reflect the immediate character of the Precinct;
- achieve the highest practicable energy efficiency where financially viable to do so;
- use low-embodied carbon building materials where appropriate to do so;
- minimise water demand;
- where possible, reuse existing buildings rather than constructing new ones;
- be designed to be flexible to prolong the useful life of the development; and
- conserve, enhance or create new green infrastructure.

### Justification

6.2.10 York Minster is a magnet that draws people to York from all over the world. It is the pre-eminent structure in the City of York and, for many residents, one of the most important and well recognised symbols of our city. How we manage the estate to support our care of the Minster over the coming decades is crucial. New developments must respect the special character of the Precinct and detailed design be consulted on widely to ensure those who live and work within the immediate area have an opportunity to influence change in accordance with the parameters for development set out in this Neighbourhood Plan.

### 6.3 Section B – Sustainable Environment

- 6.3.1 In March 2019 City of York Council declared a 'Climate Emergency' and a target for carbon neutrality by 2030. The York Minster Neighbourhood Forum are fully supportive of this target and the Neighbourhood Plan supports this through its policies. York Minster, as the most iconic building in the city has an important role to play in changing attitudes towards how we care for the environment and minimise our footprint on the planet. Chapter's target is to become an Eco Gold Church by 2025 and supported by the polices in the Plan want to be a key player in the city in promoting sustainability and an agenda of caring for the environment.

#### Relevant policies contained within City of York Local Plan - Publication Draft (February 2018)

**Policy DP2:** Sustainable Development

**Policy DP3:** Sustainable Communities

**Policy SS1:** Delivering Sustainable Growth for York

**Policy SS3:** York City Centre

**Policy D2:** Landscape and Setting

**Policy GI1:** Green Infrastructure

**Policy GI2:** Biodiversity and Access to Nature

**Policy GI3:** Green Infrastructure Network

**Policy GI4:** Trees and Hedgerows

**Policy GI5:** Protection of Open Space and Playing Fields

**Policy GI6:** New Open Space Provision

**Policy CC1:** Renewable and Low Carbon Energy Generation and Storage



Figure 15: View of the Old Palace from Dean's Park

### Policy SE1 – Landscape & Biodiversity Net Gain

Where development proposals effect existing trees, any planning application will be expected to be supported by:

1. A tree survey in accordance with BS 5837:2005 Trees in Relation to Construction Recommendations.
2. Layout drawings which show the position of the trees and other landscape features, existing and finished site levels; services and sight lines.
3. An arboricultural method statement for works that may affect trees, which should include the type of construction and positioning of protective fencing on a Tree Protection Plan and any other techniques to minimise damage, such as details of 'no dig' paved surfaces, site compounds and any arboricultural works.
4. An arboricultural impact assessment for more complex parts of the Precinct.
5. Enhancing biodiversity, protect and maintain open spaces, and other areas with landscape, wildlife or historical interest on all the property it manages, in partnership with the local community.

As climate change becomes a reality, planting and caring for trees in towns and cities will become even more important. But, we will also need to consider which types of trees will be able to cope with a changed climate projected to be hotter with drier summers and warmer with wetter and windier winters. There is still uncertainty about the degree and timing of such climate changes and as such more research is needed to determine which trees should be planted and when.



Figure 16: Dean's Park

#### Justification

6.3.2 Biodiversity is a term that has been used since the Convention on Biological Diversity was signed by 159 governments, including the UK Government, at the first Earth Summit in 1992 and refers to the variety of life on earth. This life includes all plants and animals as well as the habitats, soils and rocks in which they occur. Wildlife and development are often assumed to be in conflict. This does not have to be the case and Policy SE1 of the Neighbourhood Plan aims to encourage design for biodiversity gain alongside new development. This can be both within the building design and the adjoining open spaces.

## 6.4 Section C – Historic Environment

- 6.4.1 The Minster Precinct is a key repository in York’s cultural heritage, containing buildings and archaeology of international importance. A popular saying is that ‘the history of York is the history of England’, and the Minster Precinct, with its 2,000 year history, epitomises this. The importance – or ‘significance’ of the area is a combination of the buildings, the buried archaeology and its exceptional history as a place of governance, faith and learning for two millennia. The Precinct has profound value to many communities for its close association with the culture of the Christian faith, expressed in music, liturgy and ceremony, and as a towering symbol York and Yorkshire.
- 6.4.2 Therefore, though the significance of York Minster and its Precinct may seem obvious, but it means different things to different people. An archaeologist may focus on the evidence it provides about Anglian Britain, whereas someone attending Evensong will expect to find spiritual meaning in its architecture and worship, and residents and visitors might seek tranquillity and reflection in Dean’s Park, away from the hurly-burly of the city. There are many thousands of people who visit the Precinct or pass through it on a daily basis and take something from the character of this special part of the city.
- 6.4.3 The primary focus for this Plan is the sustainable management of the internationally significant cathedral church and the buildings and spaces that form its setting. In 2019 it cost £22,000 per day to operate York Minster and fund its care and maintenance. Improved facilities for visitors and a new museum and learning centre will provide an enhanced and more robust income flow to support the conservation and operation of the cathedral. These facilities will also allow the Minster to increase its welcome to more people, better explain the history and stories of the cathedral and the Precinct, and reach larger and more diverse audiences.

Relevant policies contained within City of York Local Plan - Publication Draft (February 2018)

**Policy DP2:** Sustainable Development

**Policy DP3:** Sustainable Communities

**Policy SS1:** Delivering Sustainable Growth for York

**Policy SS3:** York City Centre

**Policy SS4:** York Central

**Policy D1:** Placemaking

**Policy D4:** Conservation Areas

**Policy D5:** Listed Buildings

**Policy D6:** Archaeology

**Policy D7:** The Significance of Non - Designated Heritage Assets

**Policy D8:** Historic Parks and Gardens

**Policy D9:** City of York Historic Environment Record

**Policy D10:** York City Walls and St Marys Abbey Walls (York Walls)

**Policy D11:** Extensions and Alterations to Existing Buildings

**Policy CC1:** Renewable and Low Carbon Energy Generation and Storage

**Policy CC2:** Sustainable Design and Construction of New Development

The Heritage Policy will be further refined with partners, including Historic England, before submission of the draft Neighbourhood plan, following positive engagement at a local and national level.



### Policy HE1 – Historic Environment

Applications will be supported where they:

- respond positively to, and reinforce, the significance and distinctiveness of heritage assets and the internationally important historic environment of the Precinct and City of York.
- Include opportunities to enhance understanding, through research, access or interpretation.

Applications should show due regard for 2020 York Minster Conservation Management Plan.

In cases where development might result in harm to the significance of a heritage asset, including its setting:

- applicants are strongly encouraged to engage in pre-application discussions with City of York Council and Historic England.
- the extent of harm must be properly and accurately assessed and understood, and justified by demonstrating clear and convincing public benefits.
- measures should be incorporated into the proposal, where appropriate, to mitigate, reduce or compensate for any harm.

Applications leading to substantial harm will not be supported.



Figure 17: Historic setting

The Heritage Policy will be further refined with partners, including Historic England, before submission of the draft Neighbourhood plan, following positive engagement at a local and national level

### Policy HE2 – Listed Building Consent

Where development proposals effect listed buildings, any application will be expected to be supported by:

1. Site Plan
2. Design & Access Statement
3. Statement of Significance and Impact Assessment, including analysis of setting
4. Existing and proposed elevations
5. Existing and proposed floor plans
6. Existing and proposed sections and finished floor and site levels
7. Roof plans
8. Detail drawings as required
9. Schedule of materials and finishes
10. Other documents specifically requested by City of York Council through pre-application consultation.

All works requiring listed building consent should be accompanied by appropriate historic building recording, agreed with City of York Council and the Cathedral Archaeologist.

### Policy HE3 – Scheduled Monument Consent

Where development proposals affect the Scheduled Monument an application must be made to Historic England for Scheduled Monument Consent.

When Scheduled Monument Consent is granted, it is usually subject to certain conditions that may specify methods of working, or arrangements for prior archaeological investigation and recording. These conditions are listed in the consent letter and are applied in order to safeguard the scheduled remains.

#### Justification

- 6.4.4 Heritage assets are an irreplaceable resource and their effective conservation delivers wider social, cultural, economic and environmental benefits; therefore, decisions affecting their future must be taken with full understanding of the consequences.

The Heritage Policy will be further refined with partners, including Historic England, before submission of the draft Neighbourhood plan, following positive engagement at a local and national level

## 6.5 Section D – Wellbeing

- 6.5.1 The impact of our environment on the health and wellbeing of our communities is being increasingly recognised in strategies and policy statements and in national planning policies.
- 6.5.2 The York Minster Precinct, particularly Dean’s Park and the proposed sensory garden offer unrivalled opportunities for the city and local community to enjoy outdoor recreation and experience spiritual refreshment, elements that can contribute positively to the health and wellbeing of our communities. This Neighbourhood Plan places great importance on the benefits the special character of the Precinct brings to those who live and work within the Neighbourhood Plan area as well as the people of York and the many visitors to our Precinct
- 6.5.3 A principal part of this Neighbourhood Plan is increasing the amount of publicly accessible space within the Precinct with a focus on the importance of open space in improving wellbeing, particularly mental health.

### Relevant policies contained within City of York Local Plan - Publication Draft (February 2018)

- Policy DP2:** Sustainable Development
- Policy DP3:** Sustainable Communities
- Policy SS3:** York City Centre
- Policy HW1:** Protecting Existing Facilities
- Policy HW2:** New Community Facilities
- Policy HW7:** Healthy Places
- Policy GI1:** Green Infrastructure
- Policy GI2:** Biodiversity and Access to Nature
- Policy GI3:** Green Infrastructure Network
- Policy GI4:** Trees and Hedgerows
- Policy GI5:** Protection of Open Space and Playing Fields
- Policy GI6:** New Open Space Provision
- Policy ENV1:** Air Quality

### Policy W1 – Wellbeing

Development which supports the wellbeing of York’s residents by increasing public access, creating new public spaces and supports the Minster’s Mission of welcome will be supported.

Development proposals should:

- Inspire people to visit York Minster and its Precinct
- Create new spaces for people to enjoy
- Promote partnership with public, voluntary, business and community sectors
- Provide universally accessible buildings and public spaces
- Respect the importance of the Minster as a place for worship and reflection.

### Justification

- 6.5.4 Wellbeing is defined by the Oxford English Dictionary as *“the state of being comfortable, healthy, or happy”*. However, it is important to realise that wellbeing is a much broader concept than moment-to-moment happiness. While it does include happiness, it also includes other things, such as how satisfied people are with their life a whole, their sense of purpose, and how in control they feel. Having access to greenspace and cultural heritage is proven to have a positive impact on our lives and these policies have been prepared to keep wellbeing at the heart of the plans for the Precinct, particularly how greenspace, the natural environment and cultural heritage have the ability to enrich people’s lives.

## 6.6 Section E – Movement and Place

6.6.1 The Minster Precinct is an important part of the City of York. A principal theme of this Neighbourhood Plan is caring for the building at its heart as well as ensuring its setting is improved to realise all of the benefits the Precinct can bring to the city and region as a whole. Place making is therefore a fundamental part of this Plan and through 2 years of consultation the vision and policies reflect the feedback we have received to help shape this much loved part of the city for future generations to enjoy.

### Relevant policies contained within City of York Local Plan - Publication Draft (February 2018)

**Policy DP2:** Sustainable Development

**Policy DP3:** Sustainable Communities

**Policy SS1:** Delivering Sustainable Growth for York

**Policy SS3:** York City Centre

**Policy SS4:** York Central

**Policy D1:** Placemaking

**Policy D2:** Landscape and Setting

**Policy GI3:** Green Infrastructure Network

**Policy GI6:** New Open Space Provision

**Policy HW7:** Healthy Places

**Policy ENV1:** Air Quality

**Policy ENV2:** Managing Environmental Quality

**Policy T1:** Sustainable Access

**Policy T5:** Strategic Cycle and Pedestrian Network Links and Improvements

**Policy T7:** Minimising and Accommodating Generated Trips

**Policy T8:** Demand Management

**Policy T9:** Alternative Fuel Fuelling Stations and Freight Consolidation Centres

### Policy MP1 – Public Realm

York Minster's public spaces should be secure, accessible, inclusive, connected, easy to understand and maintain, relate to local context, and incorporate the highest quality design, landscaping, planting, street furniture and surfaces.

The quality of the public realm has a significant influence on quality of life because it affects people's sense of place, security and belonging, as well as having an influence on a range of health and social factors.

The public realm should be seen as a series of connected spaces that help to define the character of the Precinct. The Precinct is a distinctive part of the city, however, improvements to public realm will help to significantly improve a sense of area.

### Policy MP2 – Accessibility

It is a key aspiration of the Neighbourhood Plan that the Minster Precinct becomes accessible for all by ensuring improvements in public realm and through any new development recognise the needs of all abilities at all stages of their lives. York Minster welcomes over 700,000 visitors on year in addition to its many statutory services, consequently accessibility needs to be considered.

### Policy MP2 – Movement & Access:

The York Minster Precinct is an increasingly busy part of the city. The reordering of Duncombe Place (Policy PA2) and improvements to Deangate (Policy PA1) will place a greater emphasis on pedestrian safety and priority over vehicles.

Within the rest of the Precinct pedestrian movement will have priority.

The Neighbourhood Forum recognises that the Minster Precinct is an important route for cyclists and will continue to work with City of York Council and key stakeholders to ensure appropriate routes through the Precinct for cyclists to travel at low speeds.

Improvements to public open space and existing footpaths for the benefit of all pedestrians regardless of ability will be supported.

### Policy MP3 – Parking

Applications for electric charging points which are appropriately positioned will be supported.

The Chapter of York will begin to introduce electric charging points within the Chapter House Car Park to encourage visitors and staff to use electric or hybrid cars. In the future, priority for parking will be given to visitors and staff using electric cars.

### Policy MP3 – Green Travel Plan

York Minster will work towards reducing unnecessary vehicle movement and parking within the Precinct by providing alternative modes of transport to be articulated in a York Minster Green Travel Plan.

Other businesses and institutions within the Neighbourhood Plan Area will be encouraged to collaborate in a joint Green Travel Plan strategy.

#### Justification

- 6.6.2 The Minster Precinct is an important and busy part of the city. Consideration of movement through the Precinct forms a vital part of the Plan with an emphasis on greater pedestrian safety and priority over vehicles. The majority of the footpaths and roads within the Precinct are adopted highway and therefore any future changes will be subject to both the Town and Country Planning Act (1990) and Highways Act (1980). City of York Council, in its capacity as Local Highways Authority will play a key role in working delivering any change involving the adopted highway.

## 6.7 Section F – Monitoring and Review

6.7.1 This section of the plan sets out the approach to implementing the Neighbourhood Plan to ensure delivery of the Vision, objectives and detailed policies. It is based on two fundamental approaches:

- Continued collaboration between City of York Council, Historic England and other key stakeholders in the city.
- An understanding that York Minster is a building of regional, national and international importance and that, at the heart of this plan, the care and sustainable future of the Minster is a priority to ensure future generations can enjoy the building and its Precinct as we do today.

### Relevant policies contained within City of York Local Plan - Publication Draft (February 2018)

Policy DM1: Infrastructure and Developer Contributions

### Policy M1 – Monitoring and Securing Delivery

The York Minster Precinct Neighbourhood Plan will be delivered and implemented over the plan period 2020 – 2035. It seeks to provide the focus for change within the Precinct but is not a rigid 'blue-print', rather a framework for change. The Plan will be subject to annual monitoring by the Neighbourhood Forum and periodic review in consultation with the Chapter of York before the end of the Plan period, or earlier if required.

Where necessary, the Chapter of York will work closely with City of York Council and Historic England to prepare development briefs. In the case of Queen's Square, the design competition will include public consultation before a preferred architect is selected.

With all planning application and applications for Listed Building Consent, the Chapter of York will consult as necessary in accordance with legislation.

Throughout the plan period, the York Minster Neighbourhood Forum and Chapter of York will continue to work in partnership with City of York Council, Historic England and other stakeholders as necessary.

### Justification

6.7.2 The core policies of the Plan will be delivered through their application by officers of City of York Council, Historic England and Members of City of York Council Planning Committee.

6.7.3 The results of monitoring will be used to assess:

- There are any obstacles to development the Neighbourhood Forum, in consultation with Chapter can act upon.
- Whether there is a significant risk to the delivery of the Plan's requirements.
- Delivery progress.



7 PROJECT AREAS





# 7.0 PROJECT AREAS

Figure 18 identifies where the four principal project areas described in Policy GP3 are located within the Minster Precinct.

Detailed policies for each of the four project areas are presented in this section by short description, policy table and a parameter plan.

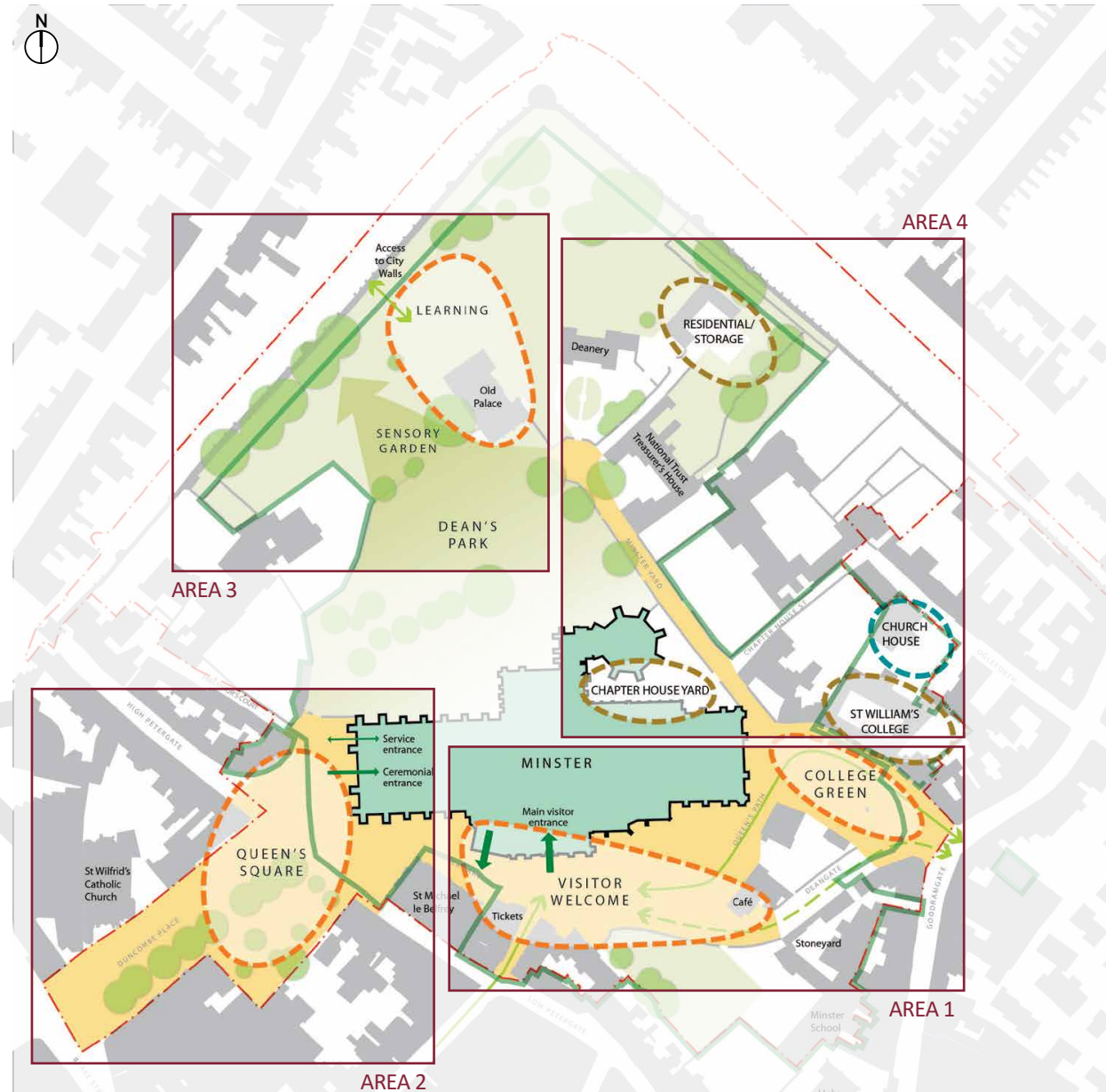


Figure 18: Project areas location plan

## 7.1 Area 1 – Minster Yard and College Green

- 7.1.1 The focus of the busy, visitor welcome facilities will be at the south of the Minster reflecting consultation feedback received during the 'Issues & Options' Stage in May 2018. The main visitor entrance will be moved to the South Transept. Chapter will redevelop its existing properties to provide a new ticket office at 11-12 Minster Yard and 9 Minster Gates and a new café with limited new build at 1 Deangate.

### Policy PA1 – Minster Yard and College Green

Development at Minster Yard will be supported in accordance with the parameters plan (Figure 19):

- A. Zone for built development of maximum 1 storey to accommodate Minster visitor facilities (such as café, toilets, exhibition space). To be visible across Minster Yard for intuitive visitor orientation, while retaining and enhancing views to the Minster and Red House/St William's College.
- B. Zone for built development of maximum 2 storey to accommodate Minster visitor facilities. Development should retain 1 Deangate (if feasible). Ground floor to:
  - i. Accommodate necessary commercial and school refuse storage, while providing an appropriate built frontage to the school grounds.
  - ii. maintain an access route (via an archway) to enable controlled vehicle access to school grounds, accommodate a turning circle for refuse collection vehicles, and provide flexibility for use as a pedestrian and cycling route if required.
- C. Change of use at Minster Yard & Minster Gates for Minster visitor facilities
- D. Potential reconfiguration of public / private boundary to reinforce the sense of visual enclosure around the south east side of the

Minster, which has been eroded over the last 200 years. Remove redundant highways alignments, and provide usable outdoor spaces for visitors and the Minster School. Reconfiguration to:

- i. reprovide and/or enhance the area dedicated to school amenity space;
  - ii. provide outdoor seating for the proposed Minster café (zones A&B)
  - iii. remove redundant highways carriageway
  - iv. maintain the potential for a public pedestrian and cycling access along Deangate, and
  - v. create a clear definition between public and private space.
- F. Zone for reconfigured stone mason's working area (indicative boundary) of around 800 sqm. Boundary to be secure, but with appropriate fencing to allow for visitor engagement with stone mason work.
  - G. Queen's Path to be realigned for improved pedestrian access and enhanced views towards Red House and St William's College. Path to incorporate flexibility for a cycle route of minimum 2.5m and emergency vehicle access. Statue of Constantine to be relocated to the west of the South Door.
  - H. Deangate to maintain access to Stoneryard, School (via archway) and servicing to Minster visitor facilities. On road cycling route to be maintained if required.
  - I. No build zone to maintain / strengthen view between historic school building frontage and the Minster.
  - J. Opportunity to improve and reconfigure College Green to provide greater usable public space, an enhanced pedestrian and cycling route and enhanced setting of the Minster incorporating new security measures, while maintaining access for essential vehicles.





- Existing**
-  Private gardens
  -  Public realm layout
  -  High quality tree
  -  Moderate quality tree
  -  Low quality tree or unsuitable for retention
- Proposed**
-  Potential development zone 1 storey for Minster Welcome uses
  -  Potential development zone up to 2.5 storeys for Minster Welcome uses  
*(this does not represent a development footprint)*
  -  Change of use to Minster Welcome uses
  -  Public realm improvements
  -  Reconfiguration of public and private open space and boundaries
  -  Reconfigured Stone
  -  Mason's area
  -  Existing cycling and walking routes
  -  Potential cycling and walking routes
  -  Retained/enhanced key view corridors
  -  Reconfiguration of Minster access



Figure 19: Area 1 Parameter Plan – Minster Yard and College Green

## 7.2 Area 2 – West Front and Queen’s Square

7.2.1 A new civic and ceremonial space will be created for the city and named in honour of the Queen to mark her Platinum Jubilee in 2022. The Chapter of York will place a statue of the Queen in an empty niche at the West Front. Her Majesty has approved the proposal and will ultimately select the design of the statue which will be carved by the Minster’s masons. A Committee will be established to bring forward the detailed design and procurement made up of key city stakeholders.

7.2.2 Detailed proposals for Queen’s Square will be brought forward by way of a Design Competition with public consultation playing an important part in the selection of the preferred design. As the first public square created in York in 200 years, this will be a community led scheme. The successful design will need to consider the many issues which need to be carefully incorporated into any design solution, namely:

- Restricted access along Duncombe Place must be maintained for the Theatre Royal, St Wilfrid’s Church, Dean Court Hotel (drop off and pick up), The Purey Cust, York Minster, St Michael-le-Belfrey, Duncombe Court, and Grays Solicitors. The scheme must make adequate provision for the taxi rank (including late night capacity) and provide a sufficient turning circle for the National Railway Museum train.
- Due regard must be given to the existing trees within any design.
- Design proposals should take account of the perception of the historic Roman route from Bootham to Petergate.
- This is an extremely sensitive area and any detail design will need to be developed in close consultation with Historic England in order to conserve and where possible enhance the significance and understanding of the historic environment here.

- Security measures are designed into the square to restrict vehicle access close to the Minster and create a safety barrier between Duncombe Place and Queen’s Square.

### Policy PA2 – West Front and Queen’s Square

Development at the West Front & Queen’s Square will be supported in accordance with the parameters plan (Figure 20):

- A. A new public square will be created for civic and ceremonial use.
- B. New design of this space should accommodate vehicular access to the existing residential and commercial uses, and necessary security measures to be agreed in consultation with City of York Council.
- C. Relocated Statue of Constantine, and South African War Memorial to be incorporated in the design of the new square and surrounding public realm.

- Existing
- Publicly accessible green space
  - Private gardens
  - Moderate quality tree
  - Existing trees (indicative location)
- Proposed
- Public realm improvements
  - Retained and improved vehicle access
  - Reconfiguration of Minster access



Figure 20: Area 2 Parameter Plan – West Front and Queen’s Square

### 7.3 Area 3 – Learning & gardens

- 7.3.1 During the 2018 'Issues and Options' Consultation, we received a strong message that the quiet oasis of Dean's Park was much valued by the residents of York and this is reflected in this Plan. Dean's Park will be enhanced as an important city centre green space. A sensory garden will be created on land which is not currently accessible to the public. This space for reflection and contemplation is enclosed by the Kohima War Memorial to the Second Division and reflects the Minster's commitment to the wellbeing of its community.
- 7.3.2 Chapter has been very clear that it wishes to invest in learning and participation, which are fundamental to the Minster's Mission. The existing facilities are not fit for purpose and a new building is needed to create a new education and learning centre with space to exhibit the Minster's collection of artefacts. The building will have flexible space for use by the Minster School, visiting schools, community groups and for adult learning.
- 7.3.3 An important function of this new building will be to create a disabled access onto a small part of the City Walls up to Robin Hood's Tower.
- 7.3.4 Dean's Park will continue to host temporary events to support the Minster.

#### Policy PA3 – Learning centre & gardens

Development at the Old Palace will be supported in accordance with the parameters plan (Figure 21):

Zones A – D to become a centre for learning and participation with space to exhibit the Minster's artefacts. It will have multifunctional space for use by the Minster School, visiting schools, community groups and for adult

learning and will include: music hub and teaching space, learning, office, exhibition space, stores and conservation studio, library.

- A. Old Palace to be retained and enhanced with expanded public access as part of the learning and education centre.
- B. Reconfiguration or redevelopment of existing twentieth century extensions to the Old Palace.
- C. Primary zone for new development footprint. The design will be required to respond appropriately to the setting of the Old Palace, Minster and City Walls and key views, developed through heritage impact assessment and 3D modelling.
- D. Zone for outdoor education and learning facilities and additional new built footprint subject to assessment of impact on views towards the Minster and high quality trees.
- E. Enhanced public realm providing access to the Old Palace learning and education centre, sensory garden and City Walls.
- F. Controlled visitor access to City Walls.
- G. Proposed new publicly accessible sensory garden. A small café kiosk could open in the summer months. Healthy mature trees and the Kohima War Memorial to the Second Division are to be incorporated into the overall design. Poor quality trees to be replaced.
- H. Retention of garden storage use with enhanced screening and separation from proposed sensory garden.

- Existing**
- Publicly accessible green space
  - Private gardens
  - The City Walls District Green Corridor
  - High quality tree
  - Moderate quality tree
  - Low quality tree or unsuitable for retention
  - 13c Conservation Area Appraisal key view
- Proposed**
- Potential development for learning and education
  - Outdoor education and learning
  - New public green space (Sensory Gardens)
  - Public realm improvements
  - Storage area
  - Indicative location for new public access to City Walls
  - Retained/enhanced key view



Figure 21: Area 3 Parameter Plan – learning and gardens

#### 7.4 Area 4 – Back of house & storage

- 7.4.1 Many of the buildings to the north, east and south of the Minster house functions which are essential for the daily operations of the Minster.
- 7.4.2 The Neighbourhood Plan provides space for additional facilities to support those who live and work in the Precinct.
- 7.4.3 The existing Deanery garages will be redeveloped to create better storage and new first floor accommodation for Minster apprentices. The restored St William's College will house Chapter's offices and Church House will be converted to residential flats for private rent. Work will be carried out to develop the final bays of the north quire aisle and to improve the appearance of Chapter House Yard. The lane adjacent to Dean's Park will be resurfaced to provide level access to the Park and learning centre.
- 7.4.4 In developing proposals for the Deanery garage site, the scheme should respond positively to the historic character of the site, including:
- Setting of the City Walls
  - Views from the City Walls to the Minster
  - The linear land divisions
  - The characteristics of the historic roofscape
  - The ancillary 'back of plot' history and nature of the site
- 3D modelling of proposals is likely to be necessary to develop appropriate design solutions
- 7.4.5 In 2020 work will commence on the restoration of St William's College. The work will return the building to Chapter's principal offices with the medieval halls returning to conference and banqueting venue.

#### Policy PA4 –Own Use Properties

- A. Existing garages and rear garden space to be redeveloped to provide storage on the ground floor and Minster staff housing on the first floor. Redevelopment to be no higher than the existing ridge line, and its plan, massing, roofscape, materials and details to respond positively to the character and appearance of the site and the setting of heritage assets.
- B. Church House to be reconfigured and extended to accommodate residential uses, following the relocation of Minster offices to St William's College.
- C. General enhancement to the Chapter House car park surface and boundaries.
- D. Consented scheme for additional back of house space for Minster staff and volunteers to be implemented.
- E. Additional space will be identified at St William's College for music outreach.



- Existing**
-  Publicly accessible green space
  -  Private gardens
  -  The City Walls District Green Corridor
  -  High quality tree
  -  Moderate quality tree
  -  Low quality tree or unsuitable for retention
  -  Conservation Area Appraisal key view
- Proposed**
-  Potential development zone for staff housing and storage
  -  Potential development zone for residential uses
  -  Potential development zone for Minster support uses
  -  Potential development zone for additional space at St William's College for music outreach
- (this does not represent a development footprint)*
-  Public realm improvements
  -  General enhancements to the Chapter House car park



Figure 22: Area 4 Parameter Plan – back of house and storage

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# Appendix A



## Appendix A: Planning framework and evidence base

### Planning framework

- Local Plan 2005
- Submission Draft Local Plan 2018
- National Planning Policy Framework
- Other Material Considerations
- Conservation Area Appraisal

### Evidence base

- Archaeology Report, Old Palace
- Tree Survey
- Travel Plan
- 2015 Strategic Plan
- Consultation Report
- Visitor Survey
- Duncombe Place Vision Report
- Conservation Management Plan

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## Appendix B: York Central Historic Core Conservation Area Appraisal

Extracts to be included in final Neighbourhood Plan

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## Appendix C: National Heritage List entry

To be included in final Neighbourhood Plan

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## Appendix D: Listed buildings and structures

To be included in final Neighbourhood Plan

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