

YORK MINSTER PRECINCT NEIGHBOURHOOD PLAN

A Sustainable Future 2020–2035

Pre-Submission Draft

December 2020



Draft

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.”

A handwritten signature in black ink that reads "Halifax". The signature is written in a cursive, flowing style.

The Rt Hon the Earl of Halifax K. St J., D.L.
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 7th Century. The current Minster is built on the site of the Roman forum and in the environs of its 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 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 for 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**

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

Draft



1 INTRODUCTION

1.0 INTRODUCTION

- 1.0.1 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.
- 1.0.2 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.
- 1.0.3 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.
- 1.0.4 The decision to formulate a York Minster Precinct Neighbourhood Plan stems from a recognition that planning for future change in such a complicated and sensitive area of the city requires clarity. It also forms a key objective of Chapter's Strategic Plan 2015-2020, in which Chapter acknowledged the need for a Precinct-wide Masterplan. Policy SS3 of the draft Local Plan lends its 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.
- 1.0.5 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 a viable and sustainable Precinct and business model, so that it can seize the opportunities on offer, take action to meet present and future challenges, and thereby ensure 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

1.0.6 The Neighbourhood Plan responds to a number of challenges which affect the daily running of the Minster and the experience of visitors to the Precinct:

- 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 protect and display the collection as well as to share objects with other museums on a reciprocal basis.
- Unlike many other cathedrals York Minster has no welcome centre and no dedicated café to offer refreshments to its visitors and groups.
- The Minster has no dedicated community space which the Canon Pastor can use for youth groups, community meetings, etc.
- There is a long-established tradition of learning at York Minster. The Learning Centre offers a range of workshops to school groups to help pupils find out about past and present life at the Minster. The Learning Centre needs new facilities to support and build outreach learning.
- York Minster is one of only nine (out of 42) Anglican Cathedrals in the UK to retain its own dedicated body of craftspeople. These nine cathedrals have joined together in the Cathedrals Workshop Fellowship to create a new generation of craftspeople equipped with the specialist skills required to care for the nation's cathedrals and historic buildings in the 21st century. However, the current facilities for craftspeople to work and live in the Precinct are limited. With the support of the York Minster Fund, there is now an opportunity to build upon the renowned reputation of the Minster's Stoneyard and create a national and international centre of excellence within the Precinct to ensure York Minster always has the craft skills needed to conserve and repair this unique building.



York Minster, view to the south door

- 1.0.7 The key areas of change set out in this Neighbourhood Plan are the result of over two years work to identify locations where appropriate development, predominately through conversion of existing buildings but with limited new development, should take place to provide the facilities needed to address existing shortcomings and provide the assets needed to support the functioning of the Minster in the 21st century.
- 1.0.8 The Precinct is not unaccustomed to change; indeed, the area has been continuously 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 the Neighbourhood Forum and Chapter in sustaining and enhancing the cultural significance and environmental value of the Precinct and its buildings, and continuing to make a positive impact on the community and wider city.
- 1.0.9 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 have for the Minster, the Neighbourhood Plan must offer a credible route map to delivering the vision for the next 15 years.



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.”



View of York Minster from Museum Street

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, publicly available correspondence between the Planning Inspectorate and City of York Council (COYC) states that the Local Plan Phase 1 hearings (December 2019) focused on legal compliance, including the duty to co-operate and sustainability appraisal, and matters in principles relating to York's housing requirements and green belt. Matters pertaining to more detailed policies will be discussed in the next phase of hearings. 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.
- 2.2.4 The Neighbourhood Plan Area boundary, the 'Minster Precinct Neighbourhood Area' is taken from the Precinct Boundary as defined by the Policy Map (City Centre Inset) with the addition of Duncombe Place as agreed in discussion with COYC.



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, bounded by the historic City Walls to the north and west and by city streets to the south and east. It is an integral element of the city centre, connected with surrounding streets and surrounded by homes and businesses. Proposals for the Precinct must therefore take account of a much wider context.

3.1.4 For such a small area, the Minster Precinct contains a high concentration of interesting features and areas of activity:

- more than 60 listed buildings, including four at Grade I
- Treasurers House, a National Trust visitor property
- a large area of open green space (Dean's Park)
- two smaller open green spaces
- residential housing
- retail units
- a former 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.

3.1.6 All trees within the Minster Precinct Neighbourhood Area are subject to conservation area protection.

3.2 The history of the Minster Precinct

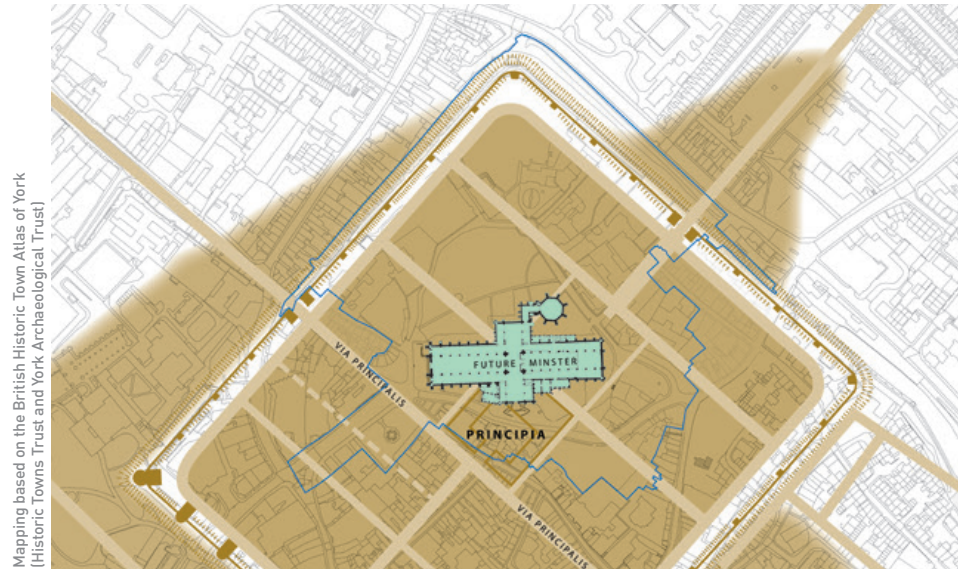
- 3.2.1 The Minster Precinct sits atop the remains of Eboracum, the Roman legionary fortress and town founded in 71 AD. The site is bounded by the City Walls between Bootham Bar and Monk Bar, which follow the Roman lines, and Petergate, which was the main street of the fortress. The headquarters building or Principia lies under the Minster itself.
- 3.2.2 After the collapse of the Roman Empire, York was revived as an important town in the Anglian kingdom of Northumbria. The first church 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 and 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 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 1980s.

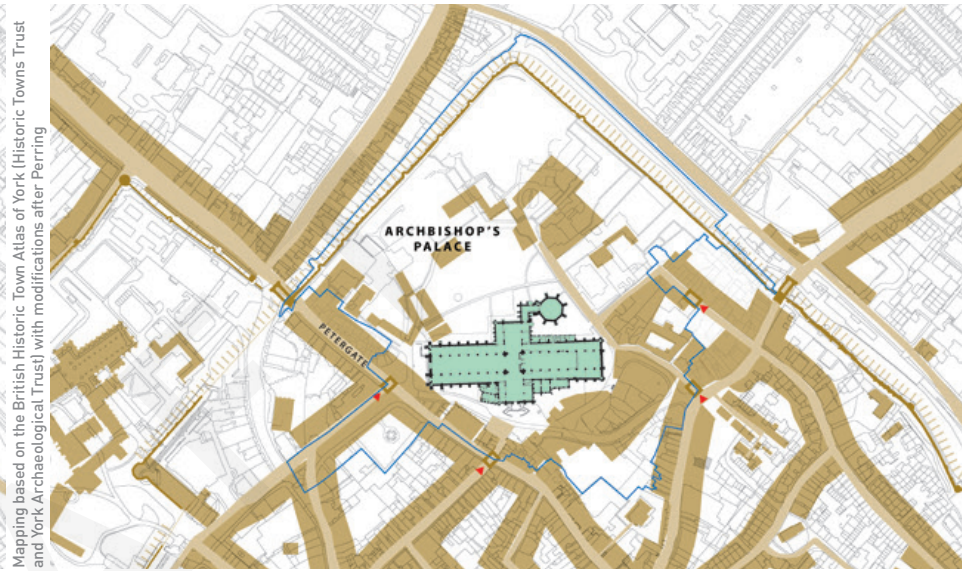
- 3.2.5 To the north and west of the Minster the sense of separateness survives behind the railings of Dean's Park and Minster Court, in the enclosure of the City Walls. To the south and east, however, the streets and life of the city now encroach closely on the Minster. As part of the York Minster Revealed 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. A strategic south-east to north-east cycle route (which forms part of the National Cycle Network Route 658) was incorporated into the refurbished public space at the South Transept. 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



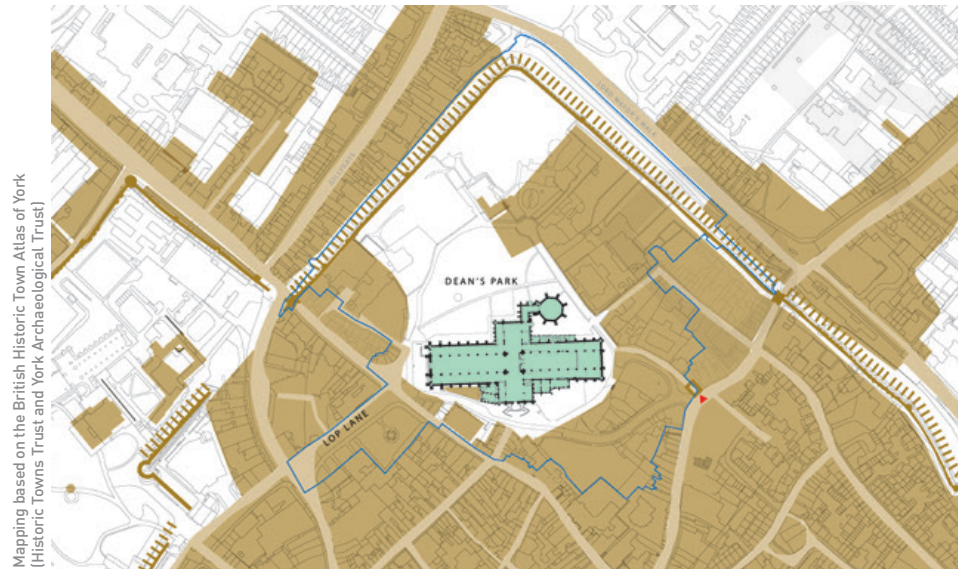
Mapping based on the British Historic Town Atlas of York (Historic Towns Trust and York Archaeological Trust)



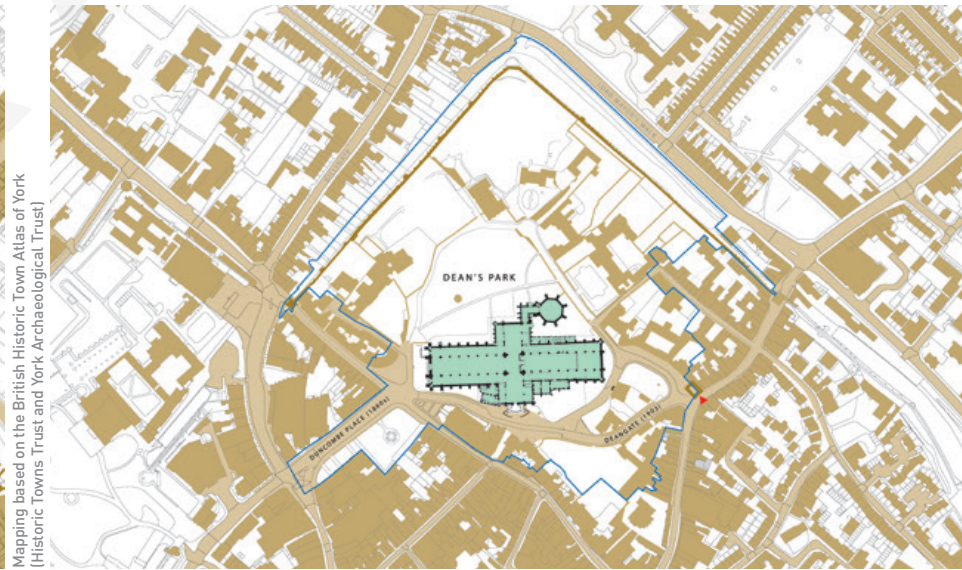
Mapping based on the British Historic Town Atlas of York (Historic Towns Trust and York Archaeological Trust) with modifications after Perring

Figure 2: Eboracum, 200AD

Figure 3: York, 1500



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



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

Figure 4: York, 1850

Figure 5: York, 2019

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

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 land uses include:

- those associated with the operations of the Minster such as Minster offices, Old Palace library and archive, Stonemasons’ Yard and Deanery
- small businesses including retail and cafés
- Grays 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, containing 12 residential properties and
 - a small number of isolated residential properties scattered around the Precinct

3.3.3 There are large areas of public and private green space within the Precinct owned by the Chapter of York and forming 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 green space comprising lawn, mature trees and footpaths offering a sense of tranquillity within a busy part of the city which local residents and visitors enjoy.
- College Green is a smaller space comprising lawn, carriageway and a wide pavement occupied by café seating and fronted by St William’s College and the Minster’s East End. It would benefit from enhancement to create a more cohesive space which is less dominated by the carriageway.
- 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.

3.3.4 In addition, Duncombe Place provides a further public space at the Minster’s West End which is a popular space for people to congregate.



- Minster Precinct
- Neighbourhood Area
- The City Walls District
- Green Corridor
- 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: library, archive, museum, nursery school
- Vacant - St William's College and surplus school estate
- Publicly accessible green space
- Private gardens
- Buildings outside Minster ownership



Figure 6: Existing land uses

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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 direct pedestrian 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 as part of the Council's footstreet zone. Minster Yard to the south of the Minster is shared space and a busy pedestrian area and contains a demarcated cycle route. Deangate provides access to the Stoneyard and York Glaziers Trust and has a vehicle turning circle at Minster Yard.

3.4.3 Limited 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. 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.

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



View of York Minster from Museum Street

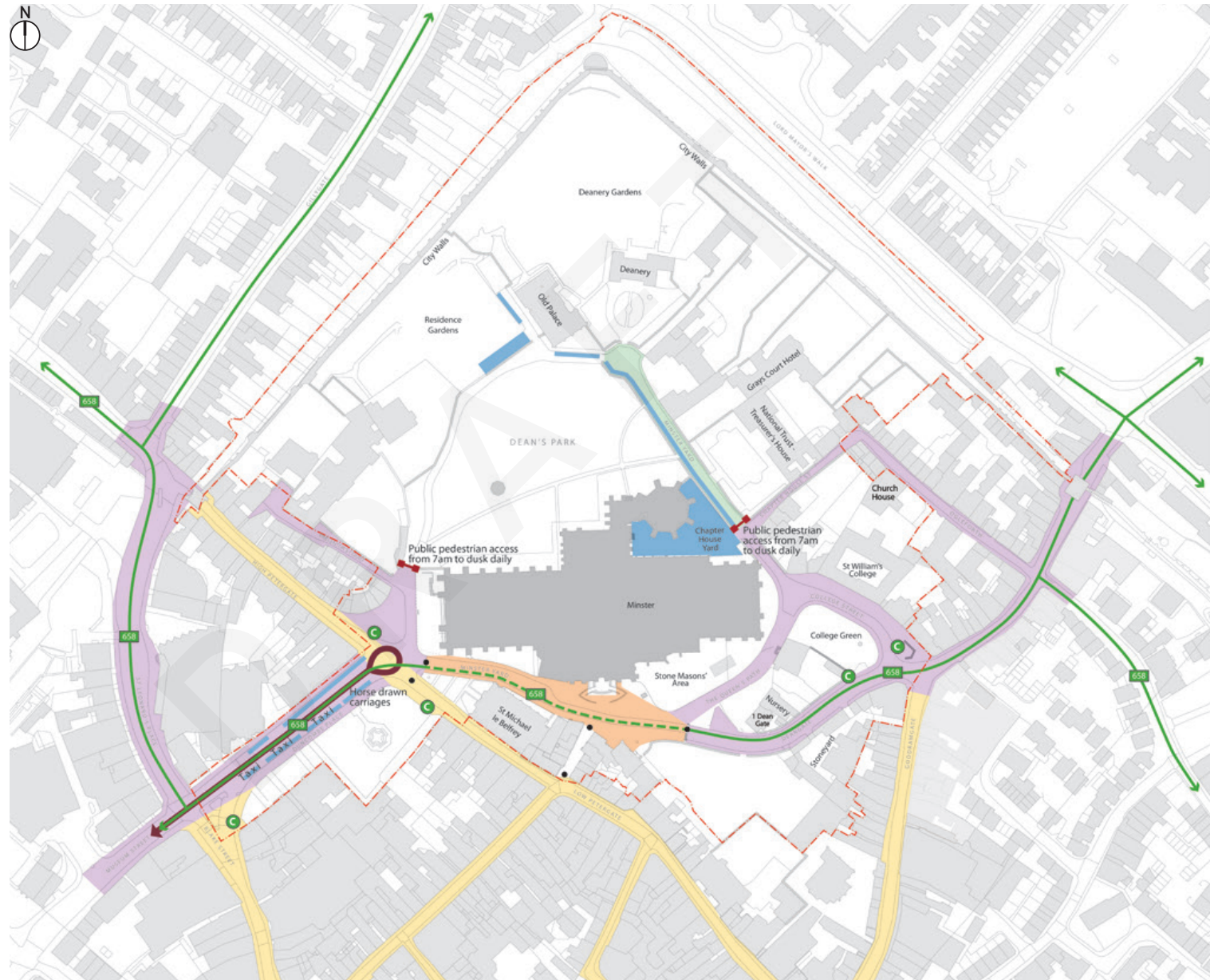


Public space to the west of the Minster

- Minster Precinct
 - Neighbourhood Area

 - Adopted highways
 - Pedestrian zone footstreet*
 - Not footstreet
 - Area closed to motor vehicles at all times, but cycling is permitted

 - Access road only
 - Primary areas of parking
 - National Railway Museum train route
 - Cycle route
 - Shared use cycle track on highway closed to motor vehicles at all times, but on which cycling is permitted
 - SRU National Cycle Route 658
 - C Bicycle parking
 - Bollard
 - Gates
- *Footstreets have restrictions to vehicle access between certain times of the day https://www.york.gov.uk/info/20114/york_city_centre/1434/footstreets



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Figure 7: Movement and access

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 jointly run by the Minster and University of York and an archive.
- 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/café's. 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 the less affluent areas of the Groves and Layerthorpe, as well as 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 numbers of children and 35+ year old people, and a larger number of 15-34 year olds.
- 3.6.2 Pockets of deprivation inside Guildhall Ward mean that it exhibits higher than the York average levels of income support claimants, fuel and child poverty, challenges around 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 While there are no statutorily designated sites of nature conservation value, there are several 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. The Minster Precinct, while small, includes a number of valued green spaces and a substantial number of trees. Because it is in a conservation area, these trees are subject to additional control. Consultations have revealed the great importance placed on landscape and ecology by residents and users of the Precinct.
- 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 meaning the area has a less than 1 in 1,000 annual probability of river flooding (<0.1%). To comply with the draft Local Plan (2018) applications for future development must be accompanied by an assessment of whether the proposed development is likely to be affected by flooding and whether it will increase flood risk locally.
- 3.7.4 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.
- 3.7.5 The entire Precinct is classified as 'built up area'.

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, which contributes towards a historic environment that is unusually complex. Its conservation and enhancement 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 Archbishop's 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 four buildings (York Minster, St William's College, the Old Palace and the Treasurer's House) listed at the highest Grade, Grade I. A full list can be found in Appendix 4.
 - York Minster itself 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, the area defined by the so-called 'red line'. In its place, the Minster is 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, within a precinct defined by the so-called 'green line' 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 within the green line. They also exercise control over a cathedral's Inventory and any archaeological or human remains in its precinct. Outside the red line of Ecclesiastical Exemption (that is, everywhere except the Cathedral itself) works in the Precinct are also subject to normal listed building control.

- Inclusion in the York Central Historic Core Conservation Area, where it forms Character Area 9 (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 extending the pedestrianisation of areas to the south of the Minster including 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 Appraisal
- Central Historic Core Conservation Area boundary
 - Buildings of Merit
 - 13c → Key views
 - ✱ Landmarks
 - Other notable views



Figure 8: Historic environment

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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 the facilities necessary 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, both individuals and larger groups. This has been a recurring criticism during public consultation.
- Toilets for Minster visitors are located within the Minster and also used by choristers. For that reason, they must be closed to visitors at certain times of the day.
- The Minster is the only cathedral with museum accreditation, but it 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.
- The learning team needs additional fit for purpose teaching space.
- Though the Minster's Stoneyard is internationally renowned, the facilities available to the cathedral's craftspeople are constrained and inadequate for the long term task of sustaining the scarce craft skills that are vital to the long term repair and conservation of the medieval building.
- The high cost of housing in York is a major challenge for the apprentices that the Minster takes on to provide the long term skills needed for its care and management.
- 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.

- 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
- Entrance
- ✱ Church tower
- Existing high quality trees* (no survey available for Duncombe Place)
- Existing wall/columns
- Sensitive edge to adjacent property rear
- Other notable views

- Conservation Area Appraisal**
- 13c → Key views

*Tree classification is based on Tree Risk Assessment, Tree Survey 2016, Barnes & Associates

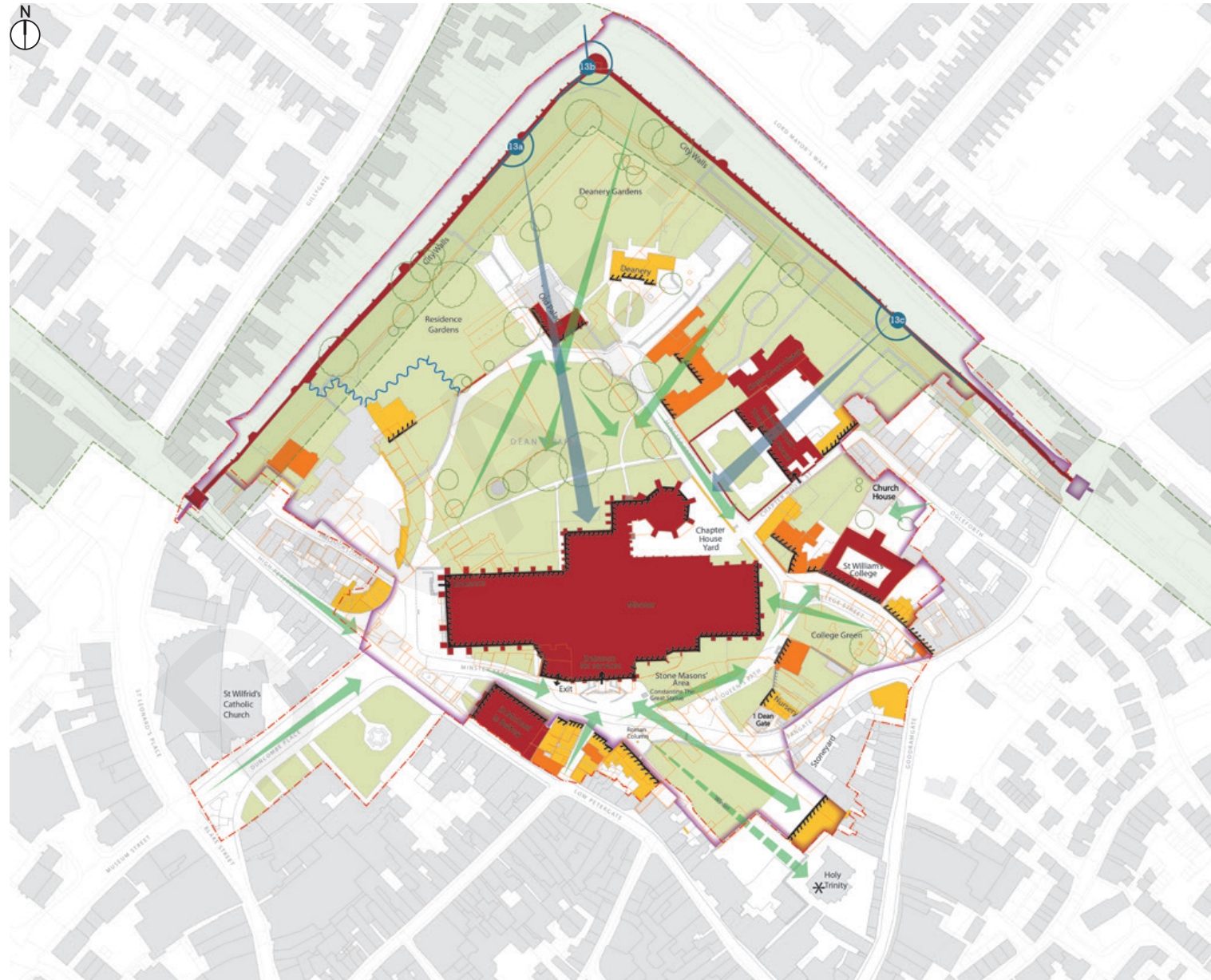


Figure 9: Constraints

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- 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 the fourteenth century 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 and is also the owner of 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 Minster Precinct 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 professional expertise from 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 Minster Precinct Neighbourhood Plan Area is illustrated on Figure 10 overleaf. The policies of the Neighbourhood Plan apply to the entirety of the Neighbourhood Plan Area and 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.




-  York Minster boundary
-  York Minster Precinct boundary
-  Minster Precinct Neighbourhood Area



Figure 10: Boundaries

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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 now 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.

4.4 Consultation and evidence gathering

4.4.1 An initial 'Issues and Options' consultation exhibition was held in May 2018. Members of the public were invited 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 (whose 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.

4.4.3 Key feedback points received during the May 2018 public consultation:

- The tranquillity 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

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 concentrating proposed visitor facilities to the south of the Minster. 315 responses were received either online or via written representation. A public exhibition in May 2019 was supported by a number of workshops as well as by numerous presentations to key stakeholders in the city.

4.5.2 Key feedback points received during the May 2019 public consultation:

- Support for locating visitor facilities to the south but concerns about the impact of a ticket office located in close proximity to the south quire aisle of the Minster.
- Support for a sensory garden and focus on learning at the Old Palace.
- Access to the City Walls through the sensory garden raised concerns about the tranquillity of the new garden.
- Reordering of Duncombe Place was widely supported.
- Importance of Precinct trees noted.
- Ongoing concerns about conflict between cyclist and pedestrian movements in Minster Yard.



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

4.6 Pre-Submission Draft, January 2020

4.6.1 In January 2020 the Pre-Submission Draft Neighbourhood Plan was placed on public deposit for 6 weeks. A public exhibition was held over the weekend of 10th January. 74 responses were received over the course of the consultation period. This was a significantly lower number than in previous consultations, reflecting the fact the Pre-Submission draft was representative of the evolution of the main principles rather than a substantial change. Subsequent discussions with key consultees including COYC and Historic England (HE) have been ongoing to refine the Plan in light of comments received.

4.6.2 Key feedback points received during January 2020 public consultation:

- High level of support for overall vision of the Plan and the location of different land uses.
- Suggestion that detailed design parameters would be better dealt with in a separate design code or development brief.
- Requirement for an overall policies map.
- Policies relating to heritage and green infrastructure need further refinement.
- Concerns that proposals in the Deangate area may not be compatible with vehicle servicing requirements and the cycling network.



Figure 13: Emerging Spatial Plan - Third Public Consultation January 2020

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4.7 Pre-Submission Draft, December 2020, examination and adoption

4.7.1 The end of the Pre-Submission Draft consultation was closely followed by the Covid-19 pandemic. In March 2020, York Minster was put into lock-down and the Neighbourhood Plan paused. As a direct impact of the catastrophic loss of income caused by the crisis, the decision was taken to close The Minster School. As a consequence, a significant area of surplus estate was created which needed to be considered by the Neighbourhood Plan Process prior to a revised Pre-Submission Draft Plan being prepared. Given the material change in content, specific to Area 1 of the plan, a further Pre-Submission consultation was required and is being undertaken from December 2020.

4.7.2 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 Sustainability Appraisal incorporating the requirements of Strategic Environmental Assessment, Habitat Regulations Survey and Consultation Statement. There will then follow an Independent Examination by the Planning Inspectorate.

4.7.3 Subject to a successful outcome and any amendments required by the Inspector, the plan will proceed to a community referendum of all residents on the electoral register within the Minster Precinct Neighbourhood Area. 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 Minster Precinct Neighbourhood Area.

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

4.8 The structure of the Plan

4.8.1 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 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.

4.8.2 There is in addition a detailed evidence base, held by the Chapter of York and to be found online at 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. It is underpinned by the following objectives which have been set by Neighbourhood Forum and the Chapter of York in consultation with City of York Council, York Civic Trust and Historic England:

- 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 without causing unacceptable harm to its neighbours.
- 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 ensure financial, social 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 Church¹ status by 2025.
- 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 Sections 6 and 7.

¹ A national initiative to promote sustainability both in terms of the built and natural environment of a church but also in the lives of its community.



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 policies have all been informed by extensive public and stakeholder consultation since 2018.

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, both national and local planning policy, and the Neighbourhood Plan evidence base 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
- York Minster Conservation Management Plan 2020
- Neighbourhood Plan Heritage Impact Assessment
- Neighbourhood Plan Sustainability Appraisal

6.1.4 The policy sections of this chapter are as follows:

A: General Principles

B: Sustainable Environment

C: Historic Environment

D: Wellbeing

E: Movement and Place

F: Monitoring & Review

Chapter 7 contains 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. This addresses social, economic and environmental sustainability in line with the overarching objectives for sustainable development set out by the National Planning Policy Framework.
- 6.2.2 The Chapter of York wishes to enhance the social and economic sustainability of the Precinct to improve the quality of life for existing and future residents, and 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 are 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 vitality of the Minster’s Visitor Experience operation, ensuring that ongoing and urgent conservation projects are funded during the plan period.
- 6.2.3 In March 2019 City of York Council declared a ‘Climate Emergency’ and a target for carbon neutrality by 2030. The Minster Precinct Neighbourhood Forum is fully supportive of this environmental sustainability 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 policies in the Plan, it wants to be a key player in the city in promoting sustainability and an agenda of caring for the environment.



Relevant Neighbourhood Plan Objectives:

- To ensure that financial, social 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.
- To make best use of Chapter's assets within the Precinct for the good of the Minster without causing unacceptable harm to its neighbours.

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 T1: Sustainable Access

Policy T5: Strategic Cycle and Pedestrian Network Links and Improvements

Policy T8: Demand Management

Policy A1 – Purpose and ambition

The overriding purpose and ambition of this Neighbourhood Plan, with which all policies and proposals are to accord, is for York Minster and its Precinct to fulfil its ordained purpose as a Metropolitan Cathedral, a centre of worship and mission, and to maintain and enhance its role as a cultural lynchpin in the City of York and a home to many residents and businesses, in accordance with the vision and objectives identified in Chapter 5.0.

There are two primary requirements for the Neighbourhood Plan:

1. Stewardship for the benefit of all:

The Minster exists to serve, in partnership with neighbours and partners, all the peoples of the City of York, the Northern Province and visitors from around the world, embracing equality and diversity. The ambition is to sustain and grow the number of people who benefit from and enjoy the cultural and spiritual assets of the Minster and its Precinct and to engage, in new ways, with those who are under-represented, excluded or disadvantaged. The Neighbourhood Plan is therefore founded on a principle of public benefit and ambitious standards of excellence in all parts of the Precinct and for all of the identified Neighbourhood Plan outcomes.

2. Sustaining vitality and viability:

In order for the Precinct and its assets to continue to deliver public benefits for the City of York and the wider public for generations to come, the Neighbourhood Plan is designed around the need for long term, sustainable stewardship of the Precinct and its assets – economically, socially and environmentally. Policies are designed to serve the values, character, biodiversity and heritage significance of the Precinct in accordance with the concepts of ‘sustainable heritage’ and managed change.

In general, proposals will be supported within the Minster Precinct Neighbourhood Area where they:

1. Accord with the vision, objectives and policies of the Neighbourhood Plan and policies map.
2. Comply with other material Development Plan Policies.
3. Accord with the requirements for sustainable development set out in policies A1 and A2.
4. Comply with highway legislation and regulations, and other relevant legislation (e.g. legislation relating to services and utilities).

Policy A2 – Sustainable Development

A presumption in favour of sustainable development will be exercised across the Precinct in line with the overarching objectives of the NPPF and the Minster Precinct vision and objectives, namely:

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 public green space which contributes to the social health and cultural wellbeing off the city.

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:

- Conserves and enhances the internationally acclaimed historic environment and cultural heritage of York Minster and its Precinct.
- Conserves and enhances the landscape character and green infrastructure of the Precinct and supports an increase in biodiversity.
- Contributes to local distinctiveness through inspired high-quality design and public realm.
- Meets and, where it is possible to do so, exceeds current Government standards in relation to energy and water efficiency and carbon reduction, incorporating technologies such as PV cells whilst respecting the significance of heritage assets and their settings.



Dean's Park

- Contributes positively to the health and wellbeing of our community and wider city by sustaining a safe and welcoming Precinct.
- Sustains and enhances the important Minster visitor experience without causing unacceptable harm to neighbours in the plan area, recognising that income from visitors is required to fund the important and ongoing conservation work to the Minster and Precinct.
- Prioritises sustainable forms of travel, in particular walking and cycling, to and through the Precinct and complies with the City's wider footstreets policy.

Policy A3 – Policies Map

The policies map sets out the proposed general distribution of land uses across the Precinct and is a co-ordinated spatial plan to deliver the vision and objectives of the Neighbourhood Plan during the plan period.

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 implement development and enhancement in line with the policies map to deliver:

Area 1: Minster Yard and College Green (PA1). Development of comprehensive visitor experience facilities including ticket office, refectory 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: West Front and Queen Elizabeth Square (PA2). Creation of 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 which incorporates green infrastructure.

Area 3: Learning and Gardens (PA3). Redevelopment of the Old Palace as a centre of excellence for education and learning and as York Minster's new dedicated museum space. The adjacent area of private green space will be opened for public access to create a formal sensory garden for the wellbeing of the local community and wider city.

Area 4: Own Use Properties (PA4). 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 and additional facilities to support the functioning of the Stoneyard. Investment in Church House and St William's College which are being brought forward in parallel to this Plan.

Detailed design parameters for principal project areas (PA2-4) are to be established in development briefs. These are to be prepared in collaboration with and agreed with City of York Council and Historic England.

Development within the four principal project areas (PA1-4) is to be supported by investment in the public realm and green infrastructure of the wider Precinct.

- Minster Precinct Neighbourhood Area
- Project Area policy boundary
- The City Walls District Green Corridor

- Existing**
- Minster
- Minster welcome: tickets, shop, toilets (no refectory)
- Chapter of York staff housing
- Minster support uses: offices, Stoneyard, police, storage
- Minster owned residential and commercial buildings
- Minster learning: library, archive, museum, nursery school
- Publicly accessible green space
- Private gardens
- Buildings outside Minster ownership

- Proposed**
- Minster welcome: tickets, shop, refectory, toilets
- Chapter of York staff housing, storage
- Minster support uses: Stoneyard, storage
- Minster owned residential and commercial buildings
- Extension to Minster learning uses – learning and collection space
- New public green space (Sensory Gardens)
- New public green space / square
- Private gardens
- Enhanced access to City Walls
- Enhancements to City Wall ramparts
- Public realm improvements (hard and soft landscape)



Figure 14: Policies Map

Hatched areas do not indicate proposed building footprints

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Policy A4 – Design Excellence

All development coming forward will, where relevant, 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 to reduce carbon emissions.

Planning applications will be supported where development meets the following essential criteria:

Complies with Policy SS3 (York City Centre) of the draft Local Plan;

Complies with the Parameter Plans (policies PA1-4) within this Neighbourhood Plan and subsequent development briefs (where relevant);

- Reinforces the importance of the distinctive character of the Precinct, as identified in the Heritage Impact Assessment and Conservation Management Plan, by having regard to scale, height, density, layout, appearance and materials.
- Delivers distinctive and innovative design which achieves the highest practicable energy efficiency, uses low-embodied carbon building materials and minimises water demand, where financially viable to do so. Where proposals relate to designated heritage assets, care will need to be taken to ensure that any proposals related to environmental performance are considered against the significance of the heritage asset and do not cause unacceptable harm to the asset's significance.
- Minimises the need for new built development by making use of vacant or underused buildings in the Precinct first, and where necessary, demonstrating that there is a need for new development.

- Delivers flexible and adaptable buildings to prolong the useful life of the development.
- Creates a safe, accessible environment for visitors, residents of York and our local community taking into consideration improved security around the Precinct.
- Improves the public realm around the Minster and conserves, enhances or creates new green infrastructure where relevant.
- Includes suitable accessible space for waste management facilities of a scale and type appropriate to the proposal and location.
- allows for, or incorporates as necessary, appropriate security measures including measures to address hostile vehicle movements, as advised by Government, taking into account City of York Council's city centre strategy.

Justification

6.2.4 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.

6.2.5 Within the context of York Minster, sustainable development goes wider. One of the overarching aims of this Neighbourhood Plan is to ensure that 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.

- 6.2.6 Over the next 15 years the Chapter of York is due to complete works to the value of £30 million to conserve York Minster. All funds that Chapter raises through admission charges and income from the Precinct are invested back into running the Minster and supporting the ongoing restoration and conservation projects that keep the Minster, its collection and Precinct the special place it has always been.
- 6.2.7 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. Climate change poses a substantial long-term threat to the fabric of the Minster and the Precinct, and the benefits of implementing climate adaptation measures will be balanced carefully against the significance of the historic environment in the Precinct in managing any necessary change.
- 6.2.8 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 and 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.
- 6.2.9 To that end, the policies map 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 to minimise the impact of necessary built development.
- 6.2.10 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 of the Minster becomes the focus for civic and ceremonial activities.
- 6.2.11 There is a pressing need to deliver the greatly enhanced visitor and supporting facilities at York Minster outlined in this Plan and to improve the security of the Precinct. The Chapter of York and Neighbourhood Forum will work closely with key stakeholders to enable the effective and timely delivery of the Plan.
- 6.2.12 Wherever possible, vacant buildings within the Precinct are to be given new uses to limit the requirement for new built development and to prolong their useful life. Where development is shown to be necessary, new developments must respect the special character of the Precinct and detailed design must be consulted on widely to ensure that 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.
- 6.2.13 As well as the consideration of the above design and construction issues, the Sustainability Statement in support of the application should also address how the proposals meet all other policies relating to sustainability throughout the plan, including:
- biodiversity and ecology
 - land, water, noise and air pollution
 - transport, mobility and access
 - health and well-being, including provision of open space (where appropriate)
 - culture, heritage and the quality of built form, including efficient use of land

6.3 Section B – Precinct landscape

The Precinct's green infrastructure is a fundamental part of its character, creating a setting for built heritage assets, providing spaces for relaxation and recreation for the City's residents and visitors and supporting biodiversity. Important spaces include Dean's Park, the City Walls ramparts green corridor and private gardens across the Precinct. The Plan supports the enhancement and expansion of public green spaces to support environmental and social sustainability objectives.

Trees are an important component of the Precinct's green infrastructure. Over the past three years the Minster has undertaken various environmental management works to the Precinct's trees. These include an annual inspection of tree condition, the necessary felling or remedial works to unsafe trees and the planting of new trees. Tree planting has resulted in a net increase in tree cover across the Precinct. On the advice of the Royal Horticultural Society, the Minster has adopted the approach of planting slow growing species including Limes, Cherries and Crab Apples. These works will continue throughout the plan period.

Relevant Neighbourhood Plan Objectives:

- To ensure that financial, social 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.
- 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.



View of the Old Palace from Dean's Park

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 G1: Green Infrastructure

Policy G12: Biodiversity and Access to Nature

Policy G13: Green Infrastructure Network

Policy G14: Trees and Hedgerows

Policy G15: Protection of Open Space and Playing Fields

Policy G16: New Open Space Provision

Policy CC1: Renewable and Low Carbon Energy Generation and Storage

Policy T1: Sustainable Access

Policy T5: Strategic Cycle and Pedestrian Network Links and Improvements

Policy T8: Demand Management

Policy B1 – Landscape and Biodiversity Net Gain

Development proposals should seek, where appropriate, to protect and enhance existing areas of biodiversity in the Precinct, including any green corridors.

Development proposals should result in a minimum 10% Biodiversity Net Gain, as measured by DEFRA's biodiversity metric. The use of green roofs will be supported where appropriate.

Where development proposals affect existing trees:

- Any harm should be clearly justified in terms of public gain against the value of these trees, recognising that trees have differing arboricultural, aesthetic, biodiversity and amenity values.

- Measures should be included which mitigate any such harm, including tree planting. Where tree planting is used to mitigate unavoidable and justifiable harm, due regard will be had for the site-specific value of any tree, the genetic diversity of the Precinct's tree population, and the need to adapt to climate change.

Development proposals affecting trees should be supported by:

- A tree survey in accordance with BS 5837.
- Drawings, as appropriate, showing the position of trees and other landscape features, existing and finished site levels, services and sight lines.
- An arboricultural method statement and impact assessment.

In relation to green spaces:

- Development proposals will be supported which protect and enhance existing green spaces in the Minster Precinct, including i) Dean's Park, ii) College Green and iii) the Residence Garden.
- Development proposals will be supported which increase public accessibility to green spaces.

Justification

6.3.1 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. It 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 B1 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 of 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 Precinct, with its 2,000 year history, epitomises this. The importance – or ‘significance’² - of the site is a combination of the buildings, the buried archaeology and its exceptional history as a place of governance, faith and learning for two millennia. This significance is highly complex. It is analysed in detail in the evidence base of the Plan (Heritage Impact Assessment, York Minster Conservation Management Plan).

6.4.2 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. Therefore, though the significance of York Minster and its Precinct may seem obvious, 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 extend its welcome to more people, better explain the history and stories of the cathedral and the Precinct, and reach larger and more diverse audiences.



Historic setting

² Page 73, Annexe 2 Glossary of the National Planning Policy Framework

Relevant Neighbourhood Plan Objectives:

- To better preserve and celebrate the historic environment of York Minster and its Precinct.
- To make the best use of Chapter's assets within the Precinct for the good of the Minster without causing unacceptable harm to its neighbours.

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

Policy T1: Sustainable Access

Policy T5: Strategic Cycle and Pedestrian Network Links and Improvements

Policy T8: Demand Management

Policy C1 – Historic Environment

Development proposals should protect, conserve and seek opportunities to enhance the internationally important historic environment of the Minster Precinct.

In instances where a development proposal would affect the significance of heritage assets (designated or not), including any contribution made by setting, the applicant will be required to prepare a Statement of Heritage Significance incorporating a heritage impact assessment prepared in line with best practice, in a manner proportionate to the significance of the assets affected and the degree of potential change, and having consideration for the complexity, interrelationships and nuances of the Precinct's historic environment. The Statement should:

- Describe and assess the significance of the assets, including their setting, to determine their architectural, historical, landscape or archaeological interest.
- Identify any impact caused by the proposed works on the significance of assets.
- Provide clear justification for the works with reference to legislation, NPPF and local policy, especially if the works would harm the significance of assets and their setting, so that the harm can be weighed against public benefits.
- Show due regard, as appropriate, for the York Minster Conservation Management Plan, which will be subject to Quinquennial updates, and the York Central Historic Core Conservation Area Appraisal.

Development proposals will be supported where they:

- Respond positively to, protect and reinforce the significance and distinctiveness of heritage assets and the internationally important historic environment of the Precinct and City of York.
- Conserve the significance of designated heritage assets (including their setting) by protecting and enhancing architectural and historic character, historical associations, archaeological deposits, landscape interest through consideration of siting, scale, mass, form, layout, design, materials, use, and views both from and towards the asset.
- Promote opportunities to better reveal significance of heritage assets, where possible.
- Take into account the desirability of sustaining and enhancing non-designated heritage assets and their setting.
- Avoid harm to significance, and where harm cannot be avoided, reduce harm to the minimum necessary, and finally mitigate or compensate any residual harm.

Development proposals that will result in harm to, or loss of, the significance of designated heritage assets will not be supported without clear and convincing justification. Any proposals that would cause substantial harm to or loss of:

- Grade II listed buildings will only be supported in exceptional circumstance.
- Scheduled monuments and grade I and II* listed buildings, will only be granted consent in wholly exceptional circumstances.

Change of use of heritage assets will be supported where:

- The proposed use is compatible with the significance and setting of heritage assets.
- Such a change of use will support the sustainable maintenance or enhancement of heritage assets.
- Elements that are fundamental to the significance of heritage assets are not lost or altered to facilitate the change of use.

Environmental changes and extreme weather events brought about by climate change constitute a substantial threat to the conservation of the historic fabric of the Minster and other heritage assets in the medium and long term. City of York Council has declared a Climate Emergency because of the threat climate change poses to the environmental and economic well-being of the city. The Minster is committed to achieving Eco Gold Church status by 2025. In pursuit of these commitments, the public and heritage benefits of works in the historic environment to reduce carbon footprint and mitigate climate change effects are considerable and should be balanced carefully against any possible harm to significance by following best practice and adopting a holistic approach to the climate adaptation of historic buildings and places.

Applicants are strongly encouraged to engage in pre-application discussions with City of York Council and Historic England on any development in the Precinct that would require Planning Permission or Listed Building Consent.

Policy C2 – Listed Building Consent

Consent to alter or extend a listed building will be granted where City of York Council, with advice from Historic England, is satisfied that the proposal is in accordance with the requirements of the relevant legislation, the NPPF, local policy with regard to the conservation of the significance of the affected listed building, its setting and that of the Precinct.

Development proposals that affect the setting of a listed building will be supported if they preserve or better reveal the significance of the Listed Building.

The York Civic Trust should be consulted on applications.

All works requiring listed building consent should be accompanied by appropriate historic building recording, agreed with City of York Council. For applications affecting Minster properties, the Cathedral Archaeologist should be consulted.

Policy C3 – Archaeology & Scheduled Monument Consent

Any development proposals and associated planning applications that may affect the archaeology of the Precinct, whether known or potential, designated or undesignated, should:

- Incorporate every practical and reasonable step to protect and, where possible, enhance its significance.
- Be the subject of a staged archaeological strategy for the development site, agreed with City of York Council. If initial assessment does not provide sufficient information, applicants will be required to undertake field evaluation in advance of determination of the application. This may include a range of techniques for both intrusive and non-intrusive evaluation, as appropriate to the site.

- Include in support of planning applications an appropriate and proportionate assessment to understand the potential for and significance of remains, and the impact of development upon them.
- Wherever possible and appropriate, be subject to mitigation strategies to ensure the preservation of archaeological remains in-situ. Where this is either not possible or not desirable, provision must be made for preservation by record according to an agreed written scheme of investigation submitted by the application and approved by City of York Council.

Where development proposals affect Scheduled Monuments, 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 The national and international important historic environment of the Precinct is exceptionally significant and complex. This significance is highly valued by all those who use and visit the Precinct. It is also an irreplaceable record of the past that must be safeguarded for future generations.
- 6.4.5 The historic environment and its effective conservation deliver wider social, cultural, economic and environmental benefits and are a fundamental contributor to the Precinct's positive identity and character. For these reasons, effective management and enhancement will be central to the future success the Precinct, with wider positive benefits for the City of York as a whole. Therefore, decisions affecting its future must be taken with full understanding of the consequences.

6.5 Section D – Wellbeing F

- 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 to the people of York and the many visitors to our Precinct.
- 6.5.3 A principal aim of this Neighbourhood Plan is to increase 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 Neighbourhood Plan Objectives:

- 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 create new flexible community space with improved facilities for learning and participation.
- To ensure that financial, social 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.
- 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.

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 T1: Sustainable Access

Policy T5: Strategic Cycle and Pedestrian Network Links and Improvements

Policy T8: Demand Management

Policy D1 – 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 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 as a whole, their sense of purpose, and how in control they feel. Having access to greenspace and cultural heritage is proved 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 public and civic life of the City of York. The public realm of the Precinct has both civic and movement functions and is the setting for the Minster and the Precinct's other important historic assets. It is important that this setting is improved to realise all of the benefits the Precinct can bring to the city and region as a whole.
- 6.6.2 It is a key aspiration of the Neighbourhood Plan that the Minster Precinct becomes accessible to all by ensuring that 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 a year in addition to those attending its many statutory services and consequently accessibility needs to be considered with due regard to the need to ensure public safety.



Public space to the south of the Minster

Relevant Neighbourhood Plan Objectives:

- To better preserve and celebrate the historic environment of York Minster and its Precinct.
- 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 ensure that financial, social 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.

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 E1 – Movement and Public Realm

Throughout York Minster Precinct a greater emphasis will be placed upon pedestrian safety and priority over vehicles, particularly in relation to the reordering of Duncombe Place (Policy PA2) and improvements to Deangate (Policy PA1). Proposals to enhance the public realm of the Precinct will be supported where they:

- Create a cohesive series of public spaces that help to define the character and distinctive sense of place of the Precinct and that connect with the wider public realm of the city centre.
- Prioritise pedestrian and cycle movements over vehicle movements and parking.
- Provide appropriate routes throughout the Precinct for cyclists to travel at low speeds.
- Provide spaces which are high quality and flexible to accommodate the public and civic life of the Precinct and City.
- Use high quality hard landscape materials, street furniture and planting which are in keeping with the character of the Precinct and form a high quality setting for the Precinct's heritage assets. Reference should be made to the COYC Streetscape Strategy (2011) to ensure proposals within the Precinct are complementary to enhancements in the wider city centre.
- Are appropriately designed in relation to required security measures.

Policy E2 – Accessibility and Wayfinding

The Minster Precinct is to work towards universal accessibility wherever possible to provide a welcoming environment which recognises the needs of people of all abilities and stages of life.

Improvements to public spaces, existing footpaths and new development will therefore be supported where they are accessible to people of all abilities, inclusive, connected, easy to understand and navigate.

Proposals for wayfinding improvements will be supported where they assist with navigation around the Precinct and support increased footfall to the Precinct's visitor attractions and businesses.

Policy E3 – Electric Vehicles and Parking

In support of environmental sustainability objectives, applications for suitable 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 non-tourist 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 E4 – 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. This will consider the impacts of any proposals on neighbouring streets and car parks and the needs of blue badge holders.

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

Justification

- 6.6.3 The Minster Precinct is an important and increasingly busy part of the city. Consideration of movement into and through the Precinct forms a vital part of the Plan, with an emphasis on greater pedestrian safety and priority over vehicles. These policies intend to appropriately manage this movement. 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 facilitate safe access for cyclists through the Precinct.
- 6.6.4 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.
- 6.6.5 York Minster welcomes over 700,000 visitors a year in normal times, in addition to those attending its many statutory services, and consequently accessibility needs to be considered.
- 6.6.6 The Neighbourhood Forum would support the further expansion of the footstreets network within the Neighbourhood Plan Area to increase pedestrian accessibility. The majority of the footpaths and roads within the Precinct are adopted highway and therefore any future changes including expansion of the footstreets network will be subject to the Town and Country Planning Act (1990), the Highways Act (1980) and other relevant legislation relating primarily to services and utilities. 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 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 that 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 F1 – 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, which will set out design parameters for project areas 2, 3 and 4 in greater detail than is appropriate for this Neighbourhood Plan.

Public consultation will continue to inform the design development of individual projects. For example, in the case of Queen Elizabeth Square, public consultation will inform the selection of a preferred design team as part of a design competition.

With all planning applications 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:

- Whether there are any obstacles to development that 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

- 7.0.1 Figure 15 identifies where the four principal project areas described in Policy A3 are located within the Minster Precinct. policies for each of the four project areas are presented in this section by short description, policy table and a parameter plan.
- 7.0.2 All Neighbourhood Plan objectives are relevant to the policies set out in this chapter.

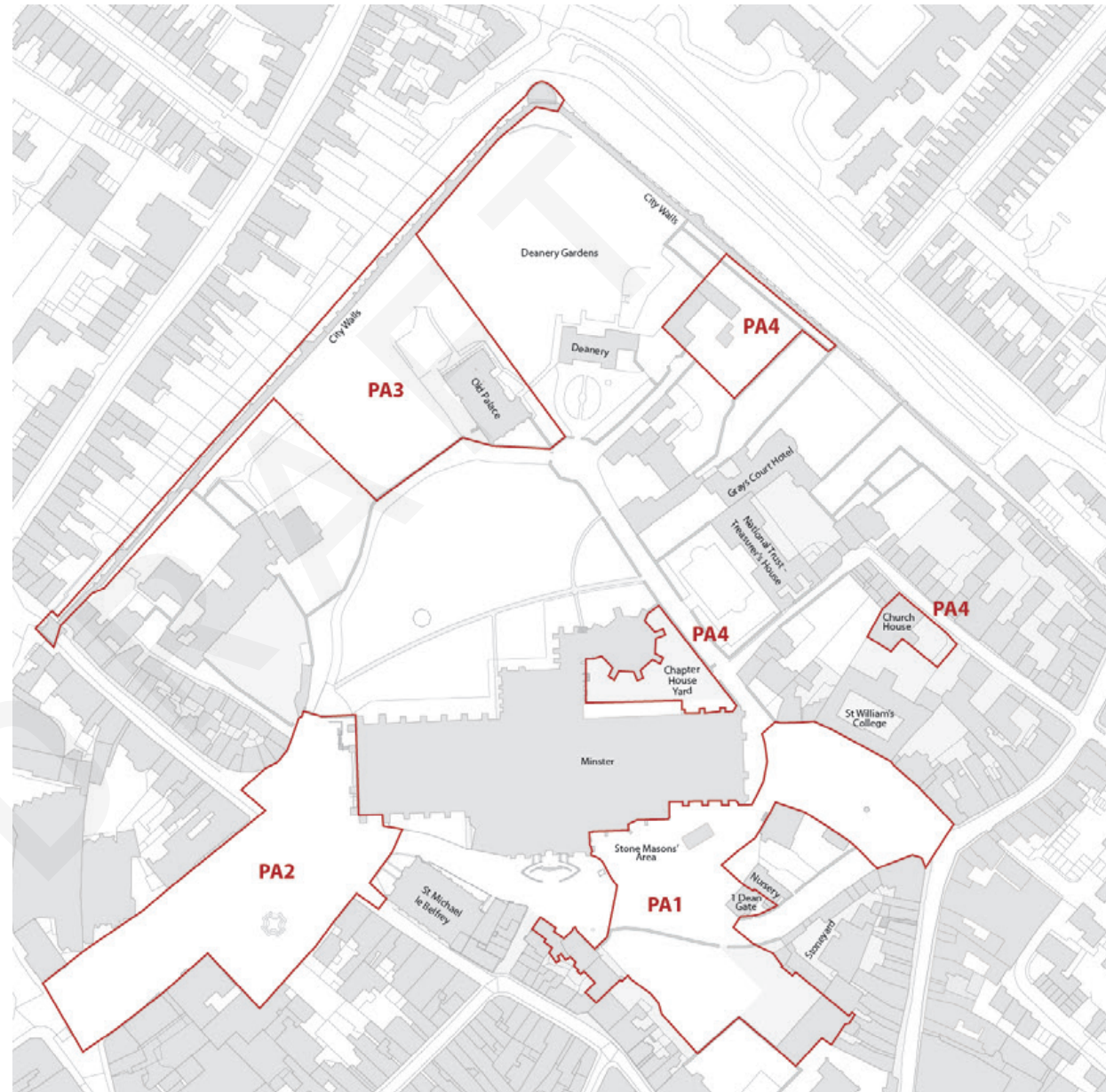


Figure 15: Project areas location plan

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 to the Minster will be moved to the South Transept. Chapter will redevelop its existing property at 1 Deangate to provide a new ticket and box office. The former Minster School will be redeveloped to create a new refectory (café/restaurant), new public open space and opportunities for office, education and residential conversion in the future.

Policy PA1 – Minster Yard and College Green

Development at Minster Yard will be supported in accordance with the parameters plan (Figure 16):

- A. Former song school building (former part of the Minster school) restored and converted with change of use to create a destination refectory suitable for providing refreshment to large and small visitor groups.
- B. New public square with outdoor seating offering visitors and residents a new area within the Precinct to enjoy the incredible views of the Minster.
- C. New public green space to be created by opening up the landscape of the former school field to provide an attractive and safe space for families to enjoy. The area will be used for temporary pop up activities and, when funding allows, improved public realm proposals brought forward to create an attractive flexible landscape.

- D. Potential change of use and conversion to include residential and office. Opportunities for some continued education use.
- E. Change of use to create the new ticket and box office. 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.
- F. 7 Minster Yard to remain in educational use.
- G. Zone for reconfigured Stonemasons' compound (indicative boundary) of around 800m². Boundary to be secured, but with appropriate fencing to allow for continued visitor engagement.
- H. Access to be maintained to the Stoneyard and refectory from Deangate. On road cycling route to be maintained. Longer term opportunity to reconfigure Deangate to enhance the quality and enclosure of the public realm in this area. Any changes to traffic routing will require agreement with COYC as Highways Authority.
- I. Investment in the Stoneyard. The enhanced facilities will not only offer new partnership opportunities with both universities and local heritage organisations; they will further cement the reputation and role of York Minster as a national and international centre of excellence for heritage craft skills.
- J. Enhancement of College Green to provide greater usable public space, incorporating green infrastructure and improved security features 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
(this does not represent a development footprint)
 - Change of use to Minster Welcome uses
 - Public realm improvements (hard and soft landscape)
 - Minster residential and commercial buildings
 - Minster learning: nursery school
 - Reconfigured Stone
 - Masons' area
 - New public green space/square
 - Existing cycling and walking routes
 - Retained/enhanced key view corridors
 - Reconfiguration of Minster access

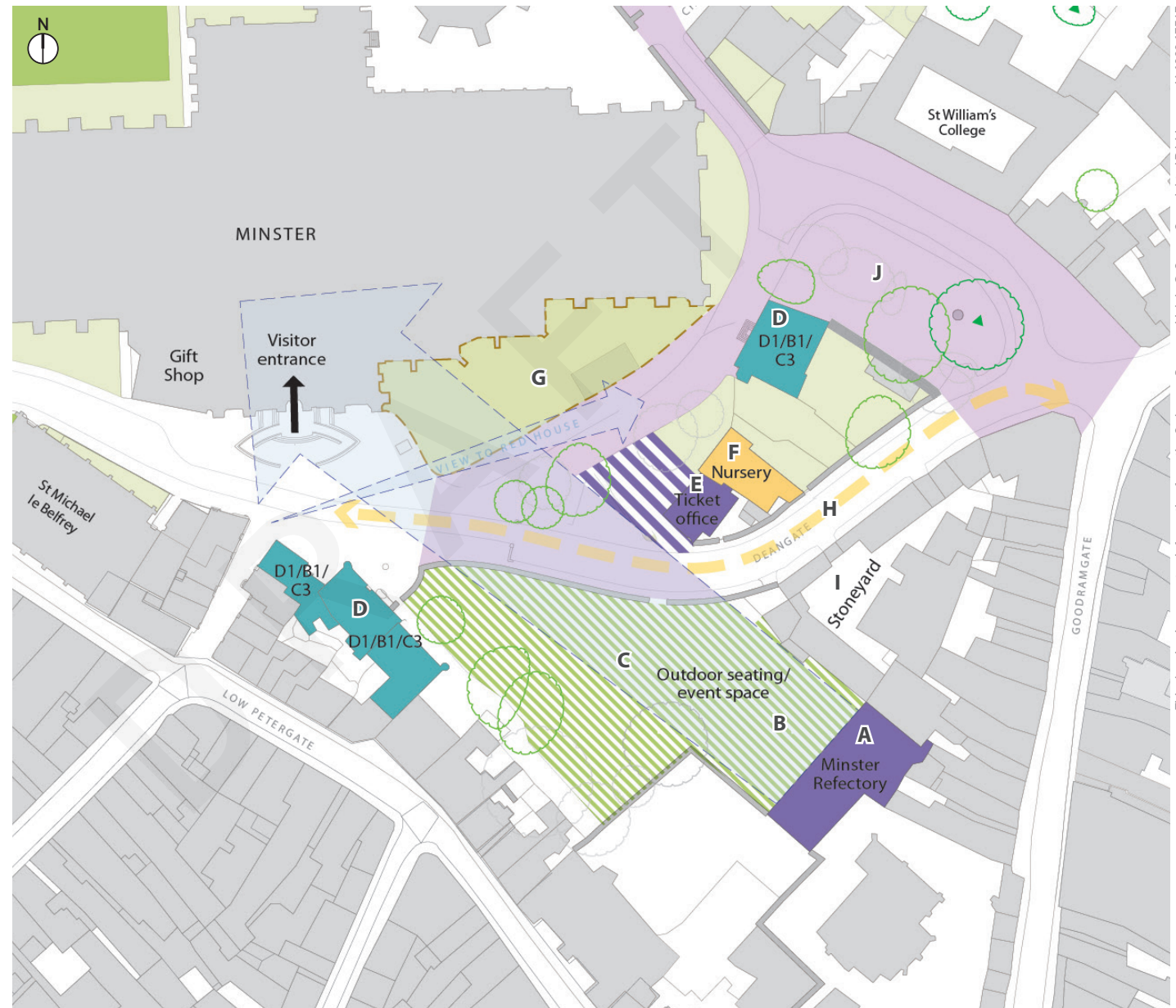


Figure 16: Area 1 Parameter Plan – Minster Yard and College Green

*Tree classification is based on Tree Risk Assessment, Tree Survey 2016, Barnes & Associates

7.2 Area 2 – West Front and Queen Elizabeth 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. This public space will be a significant feature of the city's public realm and requires the highest quality design. The Chapter of York will place a statue of the Queen in an empty niche on 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 made up of key city stakeholders will be established to bring forward the detailed design and procurement.

7.2.2 Detailed proposals for Queen Elizabeth Square will be brought forward by way of a development brief which will confirm the technical and operational requirements and civic ambitions for the space in agreement with COYC. This will be followed by 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 and out of hours servicing, and for existing cycle routes and cycle parking.
- This is an extremely sensitive area and any detailed 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.

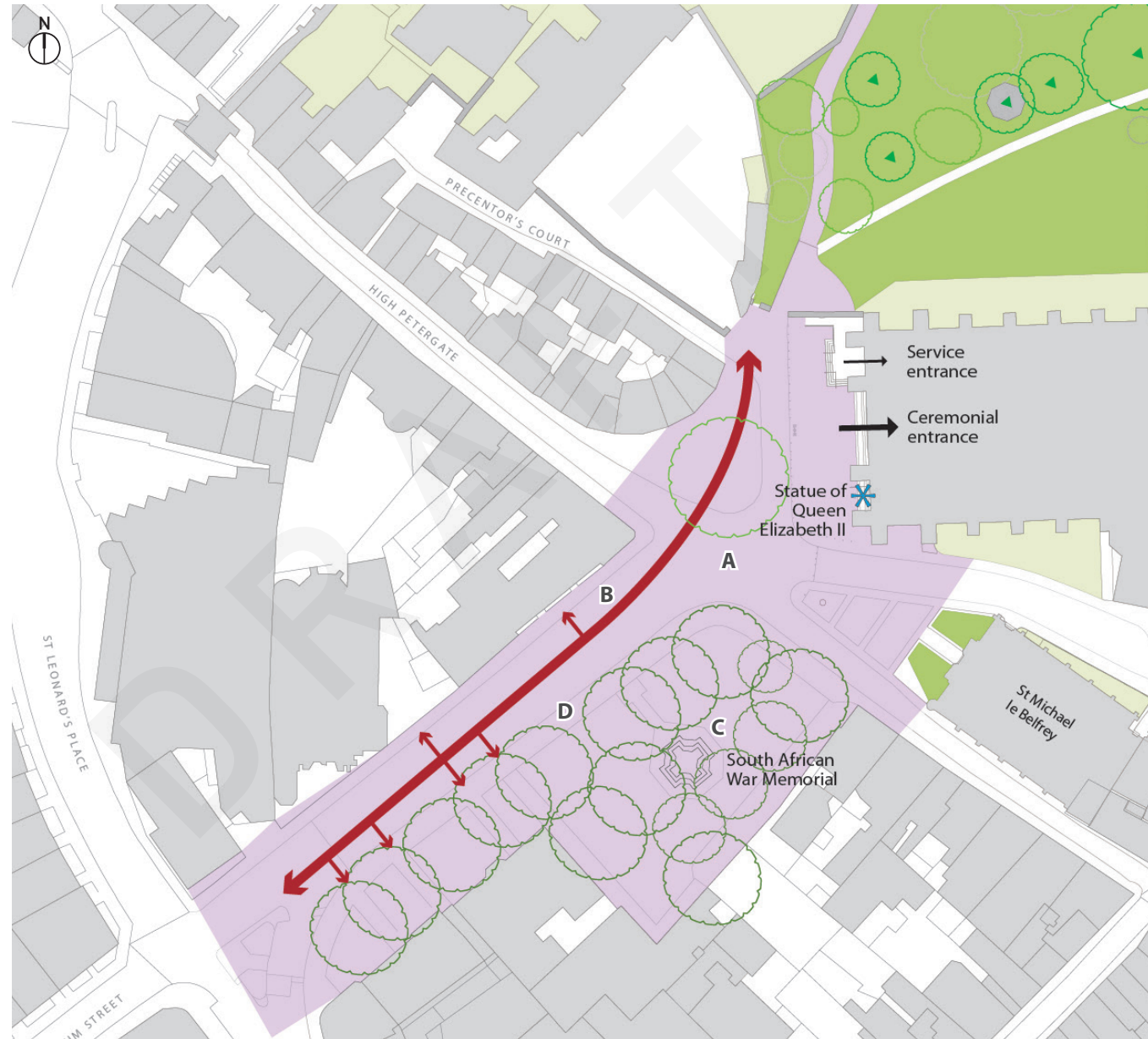
- Security measures are designed into the square to restrict vehicle access close to the Minster and create a safety barrier between Duncombe Place and Queen Elizabeth Square.

Policy PA2 – West Front and Queen Elizabeth Square

Development at the West Front & Queen Elizabeth Square will be supported in accordance with the parameters plan (Figure 17):

- 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, cycling infrastructure and necessary security measures to be agreed in consultation with City of York Council, and should support intuitive wayfinding for visitors to the Precinct.
- C. South African War Memorial to be incorporated into the design of the new square and surrounding public realm.
- D. Due regard must be given to the existing trees within any design.
- E. Design proposals should include reference to the alignment of the historic Roman route from Bootham to Petergate.

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



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*Tree classification is based on Tree Risk Assessment, Tree Survey 2016, Barnes & Associates

Figure 17: 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 additional space is needed to create a new education and learning centre with space to exhibit the Minster's collection of artefacts. The overall space requirement is 20,000 sq.ft. The building will have flexible space for use by visiting schools and community groups and for adult learning.
- 7.3.3 This area will be designed to facilitate a disabled access from the Precinct onto a small part of the City Walls up to Robin Hood's Tower. Associated enhancements to extend level access along the Walls will be the subject of a partnership led by City of York Council, which owns and maintain the Walls.
- 7.3.4 Dean's Park will continue to host temporary events to support the Minster.

Policy PA3 – Learning & gardens

Development at the Old Palace will be the subject of a development brief prepared in partnership with City of York Council and Historic England in accordance with the parameters plan (Figure 18):

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 visiting schools and community groups and for adult learning and will include: teaching space, learning, office, exhibition space, stores and conservation studio, library. Total floorspace to be circa 20,000 sq.ft.

- A. Old Palace to be retained, repaired 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. Indicative location for additional built extension to the learning centre. The design will be required to respond appropriately to the setting of heritage assets including the Old Palace, Minster and City Walls and key views, and informed by a detailed heritage impact assessment and 3D modelling.
- D. Enhanced public realm providing access to the Old Palace learning and education centre, sensory garden and City Walls.
- E. Controlled visitor access to City Walls.
- F. 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.

- Existing**
- Publicly accessible green space
 - Private gardens
 - Minster learning: library, archive, museum
 - 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**
- Extension to Minster learning uses – learning and collection space
 - New public green space (Sensory Gardens)
 - Enhanced access to City Walls
 - Public realm improvements (hard and soft landscape)
 - Retained/enhanced key view

*Tree classification is based on Tree Risk Assessment, Tree Survey 2016, Barnes & Associates



Figure 18: Area 3 Parameter Plan – learning and gardens

7.4 Area 4 – Own Use Properties

- 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. An area of private garden adjacent to the garages will be the location for a new single storey Workshop for the Minster’s stonemasons’. This area will be designed to enable visitors on the City Walls to visually engage with the conservation work of the stonemasons’ centre of excellence and will provide improved facilities to support the masons’ essential Minster conservation work. The restored St William’s College will house Chapter’s offices and Church House will be converted to residential flats for private rent. The appearance of Chapter House Yard will be improved and the final bays of the north quire aisle will be developed. The lane adjacent to Dean’s Park will be resurfaced to provide level access to the Park and learning centre.
- 7.4.4 In 2021 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 use as conference and banqueting venues.

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. A new workshop to house the Minster’s masons as part of the investment in the Stoneyard to create an international centre of excellence for heritage skills. The building is to be a lightweight, single storey construction, with a green living roof and be sensitively designed in relation to the character of the retained gardens.
- C. Part of the Minsters lapidarium with examples of historic stone to be viewed from the city wall.
- D. Church House to be reconfigured and extended to accommodate residential uses, following the relocation of Chapter offices to St William’s College. Any new development will take into account important views from Ogleforth.
- E. General enhancement to the Chapter House car park surface and boundaries.
- F. Consented scheme for additional back of house space for Minster staff and volunteers to be implemented.

Development of areas A-C will be the subject of a development brief prepared in partnership with City of York Council and Historic England in accordance with the parameters plan (Figure 19): The development brief will set out how 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.

- 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
 - Entrance
- Proposed**
- Potential development zone for staff housing and storage
 - Potential development zone for residential uses
 - Potential development zone for Minster support uses (single storey building)
(this does not represent a development footprint)
 - Enhancements to City Wall ramparts
 - Public realm improvements (hard and soft landscape)
 - General enhancements to the Chapter House car park

*Tree classification is based on Tree Risk Assessment, Tree Survey 2016, Barnes & Associates



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Figure 19: Area 4 Parameter Plan – back of house and storage

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Appendices

Appendix A: Planning framework and evidence base

Planning framework

Local Plan 2005

Submission Draft Local Plan 2018

National Planning Policy Framework

National Planning Policy Guidance

Other Material Considerations

Conservation Area Appraisal

Evidence base

Archaeology Report, Old Palace

Tree Survey

Tree Management Plan

Travel Plan

2015 Strategic Plan

Consultation Report

Visitor Survey

Duncombe Place Vision Report

Conservation Management Plan

Heritage Impact Assessment

Sustainability Appraisal

Habitats Regulation Assessment

Ecology Report (2016)

Appendix B: York Central Historic Core Conservation Area Appraisal

To be included in final Neighbourhood Plan

DRAFT

Appendix C: National Heritage List entry

To be included in final Neighbourhood Plan

DRAFT

Appendix D: Listed buildings and structures

To be included in final Neighbourhood Plan

DRAFT

