



York Minster Precinct Neighbourhood Plan

Sustainability Appraisal
Incorporating Strategic Environmental Assessment
Non- Technical Summary
April 2021



YORK
MINSTER

1. Introduction

- 1.1 The York Minster Neighbourhood Forum ('The Forum') has commenced preparation of the York Minster Precinct Neighbourhood Plan. The plan sets out the vision for the Minster Precinct to 2038 and is supported by a set of planning policies which include four high level 'blueprints' for development, referred to as project areas.
- 1.2 This document summarises the Sustainability Appraisal (SA) of the Neighbourhood Plan. A full SA Report with appendices has also been prepared.
- 1.3 This document and the full SA report will be updated following public consultation on the Pre Submission version of the Neighbourhood Plan.

2. What is a Sustainability Appraisal?

- 2.1 A SA has been undertaken on the York Minster Neighbourhood Plan as required by the Environmental Assessment of Plans and Programmes Regulations, 2004 (the SEA Regulations). Neighbourhood Groups use SA to evaluate Neighbourhood Plans against a set of objectives, which are developed following consultation with interested parties.
- 2.2 A sustainability appraisal is a mechanism for considering and communicating the impacts of an emerging plan on the environment, economy and society in order to understand and mitigate against any potential sustainability issues. It does this by assessing the extent to which the emerging plan, when judged against reasonable alternatives, will help to achieve relevant environmental, social and economic objectives.

3. What is Neighbourhood Planning?

- 3.1 Neighbourhood planning is a community-led Process introduced by the Government to give communities direct power to develop a shared vision for their neighbourhood and to shape any future development.
- 3.2 Neighbourhood Plans are produced by community forum groups or parish or town councils and are policy-based, community-led plans which correspond to the Local and National Planning Policy.

4. York Minster Neighbourhood Plan

- 4.1 The York Minster Neighbourhood Plan will provide a flexible policy document against which Chapter can manage its limited resources appropriately to maintain both a viable and sustainable Precinct and business model, ensuring that future generations can enjoy the Minster.
- 4.2 The Vision for the York Minster Neighbourhood Plan is as follows:

'In 3038, 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. Objectives of the Neighbourhood Plan

- 5.1 The plan objectives have been determined through consultation and have helped to inform and shape the policies within the Neighbourhood Plan:
- To better preserve and celebrate the historic environment of York Minster.
 - To create new facilities to better improve the welcome to York Minster with improved visitor facilities.
 - To create a defined Minster Precinct which is safe and welcoming to all.
 - To create a new public realm of exemplary design quality which reflects the special character and history of the Minster Precinct.
 - To better use Chapter assets for the good of the Minster.
 - To create a dedicated museum to display the Minster's collection and create opportunities to host temporary exhibitions including touring exhibitions of national and international importance.
 - To create new flexible community space with improved facilities for learning and participation.
 - Invest in facilities to support the Minster School and its choral tradition, creating a center of excellence for music.
 - To ensure financial and environmental sustainability, sit at the heart of how we care for the Minster over the Plan period with the target of achieving Eco Gold Church status by 2025.
 - 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.

6. Purpose of the Sustainability Appraisal

- 6.1 The Forum is required to undertake an SA of the Neighbourhood Plan to ensure that the social, economic and environmental considerations of every aspect are fed into each stage of the production of the Plan. The SA has been designed to be compliant with the requirements of the European SEA Directive.
- 6.2 The main objectives of the SA are as follows:
- Conserve and enhance the historic environment and heritage assets of the Minster Precinct as well as their unique settings
 - Protect and enhance the character and quality of the Precinct's landscape
 - Conserve and support the expressions of cultural heritage associated with the Minster Precinct.
 - Cater for the needs of residents, visitors and community groups in terms of access to facilities and shared space
 - Improve the health and wellbeing of local and York residents
 - Support York, and the City Centre in particular, as a centre for tourism and retail business.
 - Support the tourism industry in York.

- Support the visual identity and brand of York, making York an attractive venue for business and investment.
 - Support sustainable access for residents, workers, businesses and visitors into and out of the Minster Precinct.
- 6.3 A SA is a systematic process to promote sustainable development by assessing the extent to which a Plan, when judged against reasonable alternatives, will help to achieve relevant environmental, economic and social objectives.
- 6.4 The process also considers the ways by which a Plan can contribute to improvements in environmental, social and economic conditions, as well as a means of identifying and mitigating any potential adverse impacts that the Plan might otherwise have. By doing so, it can help ensure that the proposals in the Plan are the most appropriate, given reasonable alternatives. Sustainability Appraisals are an iterative process, informing the development of the Plan.
- 6.5 There is no legal requirement for a neighbourhood plan to have a sustainability appraisal as set out in section 19 of the Planning and Compulsory Purchase Act 2004. However, a Qualifying Body must demonstrate how its plan or order will contribute to achieving sustainable development. Government guidance advises a sustainability appraisal may be a useful approach for demonstrating how their draft plan or order meets this Basic Condition.
- 6.6 A Strategic Environmental Assessment (SEA) involves the evaluation of the environmental impact of a Plan or programme. It is a requirement, as set out in the European Directive 2001/42/EC. It has been enacted into UK Law through the Environmental Assessment of Plans and Programmes Regulations 2004.
- 6.7 The NPPG advises a Neighbourhood Plan may require an environmental assessment if it is likely to have a significant effect on the environment. Where this is the case the draft neighbourhood plan may fall within the scope of the Environmental Assessment of Plans and Programmes Regulations 2004. Guidance advises this may be the case, for example, where a Neighbourhood Plan allocates sites for development.
- 6.8 Having regard to the legislative obligations and Government guidance, HPC have resolved to undertake a Sustainability Appraisal that incorporates a Strategic Environmental Assessment. Where reference is made in this report to a Sustainability Appraisal, it includes the incorporation of a Strategic Environmental Assessment).

7. Scoping

- 7.1 The Scoping Report of the SA outlined baseline data on broad areas of economic, social and environmental issues. It considered the implications of other plans and documents and set out a series of Sustainability Objectives. The Scoping Report also set out the proposed methodology for undertaking the SA.
- 7.2 The Scoping Report and baseline data was subject to public consultation with statutory bodies (Historic England, Natural England and the Environment Agency) in September 2019.

8. Sustainability Appraisal of the York Minster Neighbourhood Plan

- 8.1 The Submission Draft Sustainability Appraisal sets out:

- An appraisal of the SA (including SEA) methodology;
 - A summary of the baseline information, identification of the plans, policies and programmes that have an impact on the Neighbourhood Plan and a summary of the challenges for the future of the York Minster Precinct;
 - The Sustainability Framework- Objectives and indicators;
 - An appraisal of policy options; and
 - Next steps.
- 8.2 The purpose of this SA is to assess whether the York Minster Neighbourhood Plan may have effects on a range of sustainability topics and consider alternatives and mitigation to reduce any negative impact.

9. Assessment of Alternative Approaches for the York Minster Neighbourhood Plan

- 9.1 A key aim of the Neighbourhood Plan is to ensure that the high level project areas delivered within the Neighbourhood Plan area are appropriate in the context of the unique character of the Neighbourhood Plan area and provide a sustainable financial contribution for investment in the historic fabric of the Minster, whilst also meeting the needs of the wider community.
- 9.2 The York Minster Neighbourhood Plan has been prepared in conjunction with the provisions of the current and emerging City of York Local Plan. The Emerging Local Plan specifies requirements for the City Centre of York and for the conservation of heritage assets, particularly identifying the importance of York Minster and its surrounding area.
- 9.3 Given the unique nature of the Neighbourhood Plan area and its primary purpose of providing a place of communal worship, education and cultural expression, no housing need has been identified and no site allocations have been made.
- 9.4 Instead, key project areas have been identified. The process of deciding upon the 4 key areas of change which are included within the Neighbourhood Plan was undertaken by the Neighbourhood Plan Forum, who underwent a transparent process to determine which options to progress within the Neighbourhood Plan. This took account of both the physical attributes of each option, but also whether the allocation of the site would be compatible with the objectives of the Plan and the role of the community life at the Minster.
- 9.5 In preparing the Neighbourhood Plan, a range of policy areas were considered and a range of options for each policy were identified, as were key project areas. These were prepared based on the review of other relevant plans, programmes, policies, strategies and initiatives, baseline data and the overarching strategic objectives of Chapter. All Policy options were appraised, to establish their impact on the 12 sustainability objectives set out in the Sustainability Appraisal.
- 9.6 Initially, the impact of proceeding without a Neighbourhood Plan, 'the no Neighbourhood Plan option' was assessed within the Sustainability Appraisal. It was concluded through this assessment that a Neighbourhood Plan will have a significant positive impact on heritage assets by setting appropriate controls for any forthcoming development within the Neighbourhood Plan area, to ensure it remains in keeping with the character of the Precinct and to minimise any potential harm. It was determined that having a Neighbourhood Plan in place would be successful at guiding future development, assisting

Chapter in achieving their goals of improving the visitor experience and without a Neighbourhood Plan for the precinct.

- 9.7 The assessment of alternative options also sought to ensure that the most suitable options were progressed through the Neighbourhood Plan.
- 9.8 The following alternatives were assessed against the Sustainability and Minster Objectives and were considered to be unsuitable and so discarded:
- Redeveloping existing properties on High Petersgate to create ticket office and café through internal modifications
 - Development of small ticket office on the lawn in front of the South Quire Aisle
 - Pursuing no action at the West Front & Queens Square area
 - Moving the educational/ museum facility off site
 - Taking no action at the Old Palace and continuing to invest in the Undercroft
 - Redeveloping Church House to accommodate the Minsters collection
 - Taking no action to the existing back of house and storage arrangements
- 9.9 The following 4 Project Areas identified within the Neighbourhood Plan have been included within the Neighbourhood Plan following a process of assessment of alternative options.
- South Piazza and College Green- Reorder the South Transept Piazza, including the creation of a permanent ticketing office, the relocation of the Constantine statue, a move to using the South Transept as the main entrance to the Minster, and the change of use of 1 Deansgate from residential to a café/ refectory.
 - West Front & Queen's Square- Reorder Duncombe Place to create a public realm space while ensuring the security of visitors.
 - Old Palace- Designating the Old Palace for educational use, with potential sympathetic redevelopment to meet the needs for educational and dedicated museum space in the future.
 - Back of House and Storage- Redeveloping the Deanery Garages and the rear of Minster Court to create storage and first floor residential accommodation for four people. This accommodation is to be designated as affordable accommodation for the Minster community.
- 9.10 All of the options above which have been included as Project Areas within the Neighbourhood Plan were identified as most suitable when assessed against the Neighbourhood Plan Sustainability Appraisal Objectives.

10. Assessment of the Submission Version of the York Minster Neighbourhood Plan

- 10.1 The Submission Draft version of the York Minster Neighbourhood Plan presents 17 planning policies for guiding development in the Neighbourhood Plan area.
- 10.2 Using the Sustainability Appraisal Framework of objectives and assessment questions developed during the earlier scoping stage of the SA, the SA process has assessed the policies put forward through the current version of the York Minster Neighbourhood Plan. The Sustainability Appraisal has presented the findings of the assessment under the following SA themes:
- Economy
 - Society

- Health and Wellbeing
 - Landscape, Cultural Heritage and Archaeology
- 10.3 The assessment has considered each of the Policies in the Neighbourhood Plan against each Sustainability Objective and the questions identified for ensuring each is achieved. The impact on each of the SA themes is then summarised.
- 10.4 Finally, the potential impact of each of the specific Project Areas and the associated parameters plans are assessed.
- 10.5 This assessment has been updated to incorporate amendments proposed following the Pre-submission consultations.
- 10.6 The assessment has concluded that the current version of the York Minster Neighbourhood Plan is likely to lead to **significant long term positive effects** in relation to the topic of 'economy'. The benefits identified by the Neighbourhood Plan largely relate to the focus on enhancing the visitor experience at the Minster and thus encouraging additional visitors and additional investment in the upkeep of the heritage assets. As a consequence, positive effects are also envisaged for York City Centre, with proposed facilities such as a museum and education space, access to the city walls and a Minster café likely to generate more tourism to York, and encourage movement throughout the city.
- 10.7 Some **short term minor negatives** may be a consequence of any construction work and any disruption this may cause, however it is proposed that a construction management plan should be created relating to any proposed development, to mitigate negative impacts of construction and minimise impact on tourism.
- 10.8 **Significant positive impacts** are also envisaged in relation to the topics of 'Landscape, Cultural Heritage and Archaeology' and 'Health and Wellbeing'. Throughout the plan, priority has been given to reusing existing assets or maximising the use of these assets, thus reducing the amount of new development necessary and reducing the potential environmental impact as well as visual impact on the setting of the heritage assets in the surrounding area.
- 10.9 To this point, the Neighbourhood Plan has been developed in close consultation with Historic England and in line with the 2020 York Minster Conservation Management Plan. This provides the significant benefit of minimising any potential harm to the Heritage Assets in the Neighbourhood Plan area by setting parameters which will guide any development proposals.
- 10.10 Significant positive impacts have been identified regarding access to Green Space within the Precinct. Existing Green Space is to be retained and made more accessible to the public, through the proposed creation of a zone for outdoor education and learning facilities, a small café kiosk and public realm improvements. Proposals also identify a sensory garden to be developed in existing area of open space which is underutilised. These improvements will have positive social impacts by providing space for quiet enjoyment of the Minster, social interaction and educational use. Significant positive biodiversity benefits will also be an impact of these Neighborhood Plan Policies. Provision has been made for improved public realm within each of the Policy areas and ensuring that important views are maintained throughout the precinct.
- 10.11 At scoping stage, 'Social' impacts in the form of traffic were scoped into the assessment in consultation with York City Council. Through this assessment in light of the SEA objective to support sustainable access for residents, workers, businesses and visitors into and out of the Minster Precinct, it is considered that the Neighbourhood Plan will have **a minor positive** impact on transport and access.

- 10.12 The interaction between vehicles and pedestrians and cyclists will be reviewed, particularly through the incorporation of a community action which requires joint working with the City Council to establish how to place greater emphasis on pedestrian safety.
- 10.13 The Neighbourhood Plan seeks to ensure that the Minster is resilient to Climate Change and sets an aim to reduce carbon emissions. This will have a positive impact in supporting proposals which promote accessibility to all parts of the Precinct and create safe environments for visitors, residents and the local community and will ensure that the Precinct remains accessible by a variety of transport modes, it will also ensure that the safety of users of the spaces in and around the precinct is of primary importance.

11. Next Steps

- 11.1 Following the submission of the York Minster Neighbourhood Plan and accompanying reports to York City Council for their consideration, The Local Planning Authority will consider whether the plan is suitable to go forward to Independent Examination in terms of meeting the legal requirements and compatibility with the emerging Local Plan.
- 11.2 This will be followed by a referendum where local registered electors will be asked to vote for or against the formal adoption of the Neighbourhood Plan. If more than 50% of those voting, vote in favour the plan will be adopted.
- 11.3 An adoption statement will be published setting out the mechanisms for monitoring the likely effects of the Neighbourhood Plan.



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Contents

1.	Introduction.....	1
1.1.	Sustainability Appraisal and Strategic Environmental Assessment explained.....	2
1.2	This environmental report	3
1.3	York Minster Precinct	4
1.4	York Minster Neighbourhood Plan ‘York Minster & Precinct- A sustainable Future 2020-2025’ 5	
1.5	What is the Scope of the Report?	6
1.6	Planning Policy Context	9
2.	The process so far	12
2.1	Reasonable Alternatives	12
3	Vision and Key Projects.....	18
4	Assessment	29
4.1	Methodology	29
4.2	Neighbourhood Plan Policies	30
4.3	Sustainability Appraisal Topics	72
4.4	Economy	73
4.5	Health and Wellbeing	76
4.6	Landscape, Cultural Heritage and Archaeology	80
4.8	Site Assessment	87
i.	Welcome	88
ii.	West Front and Duncombe Place	89
iii.	Learning Centre & Gardens	91
iv.	Back of House	92
5.	Cumulative Effects.....	94
6	Next Steps including Monitoring	96

1. Introduction

- 1.0.1 Savills (UK) Ltd is commissioned to undertake the Sustainability Appraisal (SA) incorporating the requirements of Strategic Environmental Assessment (SEA) in support of the emerging York Minster Precinct Neighbourhood Plan ('the Plan'). The Plan is being prepared by the York Minster Precinct Neighbourhood Forum ('The Forum').
- 1.0.2 The Plan, once adopted will present planning policy and guidance for the Precinct area alongside the City Of York Local Plan which was approved for development management purposes in 2005 (hereafter referred to as the City of York Local Plan) and the emerging City of York Local Plan. The emerging City of York Local Plan sets out the planning policies for York over the next 15 years.
- 1.0.3 The York Minster Precinct was designated as a Neighbourhood Plan Area in March 2019. The York Minster Precinct Neighbourhood Plan is prepared alongside the emerging York Local Plan, with liaison between the Forum and relevant York City Council (YCC) Officers. The City of York Council's new Local Plan is currently in the process of Examination by Independent Planning Inspectors following submission of the Local Plan to the Secretary of State for Housing, Communities and Local Government on 25th May 2018. The York Minster Precinct Forum published the Pre-Submission Draft York Minster Precinct Neighbourhood Plan on 10th January 2020.
- 1.0.4 The SA of the York Minster Precinct Neighbourhood Plan is being undertaken incorporating SEA regulations and following guidance produced by the Department for Communities and Local Government¹.
- 1.0.5 A sustainability appraisal is a mechanism for considering and communicating the impacts of an emerging plan on the environment, economy and society in order to understand and mitigate against any potential sustainability issues. It does this by assessing the extent to which the emerging plan, when judged against reasonable alternatives, will help to achieve relevant environmental, social and economic objectives.
- 1.0.6 Sustainability appraisal is a requirement for local plans under Section 19 of the Planning and Compulsory Purchase Act 2004. While it is not formally required for Neighbourhood Plans, Neighbourhood Plans do have an obligation to show that they contribute to the achievement of sustainable development.
- 1.0.7 Strategic Environmental Assessment (SEA) is a similar tool to Sustainability Appraisal but which only considers environmental issues. SEA is undertaken to ensure that the plan is compliant with the obligations of the Environmental Assessment of Plans and Programmes Regulations 200 (The SEA Regulations), which enact in UK law the EU's Strategic Environmental Assessment Directive.
- 1.0.8 Following advice from City of York Council, it has been determined that given the emerging Neighbourhood Plan has potential economic impacts on the wider city centre, a sustainability appraisal, incorporating the requirements of SEA is the most appropriate method for assessing the sustainability impacts.
- 1.0.9 This SA utilises a framework of issues, objectives and questions, confirmed at Scoping stage, against which the Neighbourhood Plans policies and key projects are assessed.

¹ A Practical Guide to the Strategic Environmental Assessment; Department for Communities and Local Government, 2005

² The Environmental Assessment of Plans and Programmed Regulation; 2004

- 1.0.10 The scoping process, used to establish the topics which need additional assessment, is outlined within this report. It was established through this scoping process that the following issues required assessment through the SA:
- Economy
 - Health and Wellbeing
 - Society
 - Landscape, Cultural Heritage and Archaeology
- 1.0.11 This Sustainability Appraisal assesses the policies and project areas outlined within the Neighbourhood Plan against these topics.
- 1.0.12 Through the Scoping process it was also decided that given the nature of the York Minster Precinct, 'Biodiversity', 'Fauna and Flora', 'Water and soil', 'Air quality' and 'Climate Change' were to be scoped out of the Sustainability Appraisal as any significant effects in this regard are unlikely.

1.1. Sustainability Appraisal and Strategic Environmental Assessment explained

- 1.1.1 Strategic Environmental Assessment (SEA) in England is a mechanism for assessing the extent to which the emerging plan, when judged against reasonable alternatives, will help to achieve relevant environmental objectives, with a view to avoiding and mitigating adverse effects and maximising the positive effects. The process is mandated by the SEA Directive (Directive 2001/42/EC: Assessment of the Effects of Certain Plans and Programmes on the Environment) and is regulated by the procedures prescribed by the Environmental Assessment of Plans and Programmes Regulations 2004, which transpose the SEA Directive (2001/42/EC) into national law.
- 1.1.2 The SEA Directive aims to ensure a high level of protection for the environment and to integrate the consideration of the environment into the preparation and adoption of plans, with a view to promoting sustainable development.
- 1.1.3 Sustainability Appraisals are a systematic process which must be carried out during the preparation of Local Plans. Its role is to promote sustainable development (Economic, Social and Environmental) by assessing the extent to which the emerging plan, when judged against reasonable alternatives, will help to achieve relevant environmental, economic and social objectives.
- 1.1.4 Section 19 of the Planning and Compulsory Purchase Act 2004 requires local planning authorities to carry out a sustainability appraisal of each of the proposals in a plan during its preparation. More generally, section 39 of the Act requires that the authority preparing a plan must do so 'with the objective of contributing to the achievement of sustainable development'.
- 1.1.5 The National Planning Practice Guidance (NPPG) confirms that whilst Sustainability Appraisal of Neighbourhood Plans is not a legal requirement. The Forum, as the qualifying body, must demonstrate how its plan will contribute to achieving sustainable development and a SA is a useful approach for doing this.
- 1.1.6 Sustainability appraisals incorporate the requirements of the Environmental Assessment of Plans and Programmes Regulation 2004. Sustainability Appraisal ensures that potential environmental effects are given full consideration alongside social and economic issues.
- 1.1.7 The York Minster Precinct Neighbourhood Plan is therefore being subject to an SA incorporating the Environmental Assessment of Plans and Programmes Regulations 2004 (commonly referred to as the 'Strategic Environmental Assessment Regulations').

1.1.8 In-line with the SEA Regulations, and the National Planning Practice Guidance (NPPG), a report (known as the environmental report) must be published for consultation alongside the draft Plan (i.e. pre-submission) that assesses the likely significant effects of implementing ‘the Plan, and reasonable alternatives’. The report must then be taken into account, alongside consultation responses, when finalising the Plan.

1.1.9 More specifically, the report must answer the following three primary questions:

- **What has Plan-making / SA involved up to this point?**
 - a. Including with regards to consideration of 'reasonable alternatives'.
- **What are the SA findings at this stage?**
 - b. I.e. in relation to the draft Plan.
- **What happens next?**
 - c. What steps will be taken to finalise the Plan?
 - d. What measures are proposed to monitor Plan implementation?

1.2 This environmental report

1.2.1 This document incorporates the environmental report for the York Minster Precinct Neighbourhood Plan. Each of the three SEA questions above is answered in turn in this report.

1.2.2 Table 1 explains more about the regulatory basis² for answering certain questions within the environmental report.

SEA Question		As per Schedule 2 of the regulations The Report must include
What is the Plan seeking to achieve?		An outline of the contents, main objectives of the Plan and relationship with other relevant Plans and programmes
What’s the scope of the SEA?	What’s the sustainability Context?	Relevant environmental protection objectives, established at international or national level Any existing environmental problems which are relevant to any areas of a particular environmental importance
	What’s the sustainability baseline?	Relevant aspects of the current state of the environment and the likely evolution thereof without implementation of the Plan The environmental characteristics of areas likely to be significantly affected Any existing environmental problems which are relevant to the Plan including those relating to any areas of a particular environmental importance

² Environmental Assessment of Plans and Programmes Regulations 2004

	What are the key issues and objectives that should be a focus?	Key environmental problems/issues and objectives that should be a focus of (i.e. provide a 'framework' for) assessment
What has Plan-making/ SEA involved up to this point?		Outline reasons for selecting the alternatives dealt with (and thus an explanation of the 'reasonableness' of the approach) The likely significant effects associated with alternatives Outline reasons for selecting the preferred approach in-light of alternatives assessment/ a description of how environmental objectives and considerations are reflected in the draft plan
What are the SEA findings at this current stage?		The likely significant effects associated with the draft Plan The measures envisaged to prevent, reduce and offset any significant adverse effects of implementing the draft Plan
What happens next?		A description of the monitoring measures envisaged

N.B. The right-hand column of the table does not quote directly from the Regulations. Appendix A of this report presents supplementary information (in the form of the checklist from the SEA Directive) to further explain how/ where regulatory requirements are met within this report.

1.3 York Minster Precinct

- 1.3.1 York Minster and the Precinct in which it sits, have a history dating back over 2000 years. The Minster itself is Grade I and a Scheduled Ancient Monument. It is a site of pilgrimage and historic interest, drawing tourists to the City of York. The Minster Precinct extends to approximately six hectares and consists of open spaces, and a mix of properties, a number of which are Grade II* and Grade II Listed. The Precinct is also home to significant archaeological remains. The Varied nature of the Minster Estate alongside its rich heritage make it a sensitive area which must be carefully managed.
- 1.3.2 Appendix B shows the various heritage assets throughout the neighbourhood Plan area and identified key views and archaeological excavation areas.
- 1.3.3 A search of the Defra 'Magic' ecology Maps has highlighted that there are no statutory ecological designations which relate to the Minster Precinct.
- 1.3.4 The Precinct area is located entirely within Flood Zone 1 and is therefore at a low risk of flooding.

1.4 York Minster Neighbourhood Plan 'York Minster & Precinct- A sustainable Future 2020-2025'

- 1.4.1 The York Minster Neighbourhood Plan ('The Neighbourhood Plan') being developed by the Minster Precinct Neighbourhood Forum (MPNF), which is administered by the Chapter of York.
- 1.4.2 The need for a Masterplan- a comprehensive document that draws on an extensive evidence base to plan for the future care and development of an area in the medium to long term- for the Minster Precinct has long been realised. This is because, as well as being a uniquely complex and heritage- rich site, it is one in which the component areas and buildings are highly interdependent.
- 1.4.3 York Minster is the dominant feature of the Minster Precinct in architectural, social and spiritual terms. As well as being an irreplaceable heritage asset, it is a building of enormous cultural and spiritual importance. A key purpose of the Precinct Masterplan is to ensure its long- term physical and financial viability.
- 1.4.4 In order for the Masterplan to carry weight in the planning process, and to enable financial certainty for funding individual projects, it was determined that it should be embedded local planning policy. Given that York has no adopted Local Plan, it was decided to bring the Masterplan forward as a Neighbourhood Plan which, after independent inspection and a confirmatory referendum, will become part of the Local Plan for York.
- 1.4.5 The designations of the Minster Precinct as a Neighbourhood Area and of the MPNF as 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.
- 1.4.6 The neighbourhood Plan area extends to approximately 6 hectares which is made up of various properties, many of which are either Grade II* or Grade II. The minster is both Grade I listed and one of a number of Scheduled Ancient Monuments in the immediate vicinity. There are significant archaeological remains throughout the Precinct. The Minster Precinct is therefore a highly complicated and sensitive area of the city, the future care of which must be carefully planned. Heritage considerations have been of paramount importance in formulating the Policies and the 4 key areas of change in the precinct.
- 1.4.7 Figure 1.1 demonstrates how the Neighbourhood Plan area compares to the Minster Precinct area.

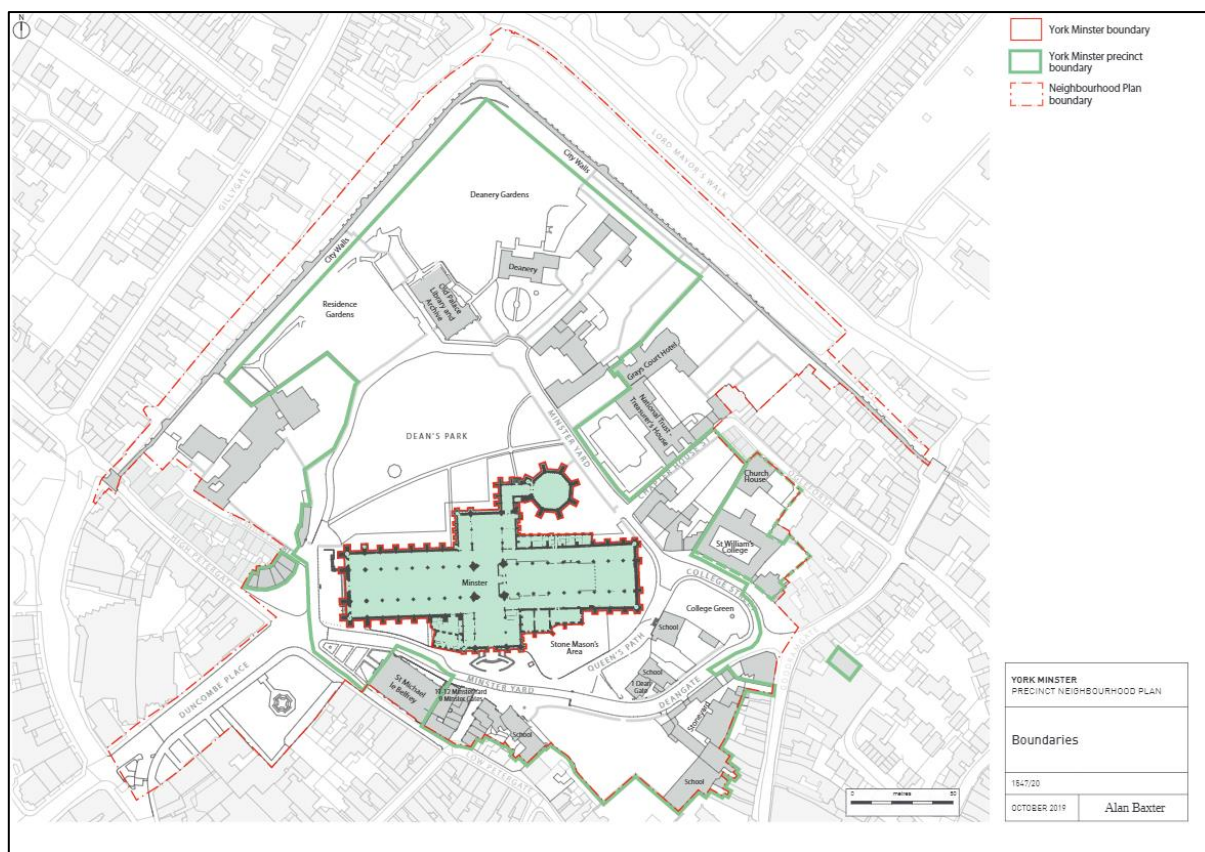


Figure 1.1 York Minster Precinct and Neighbourhood Plan Area

1.5 What is the Scope of the Report?

- 1.5.1 This section sets out the scope of the SA, i.e. the issues / objectives that should be a focus of (and provide a broad methodological framework for) SA.
- 1.5.2 The SEA Regulations require that: “When deciding on the scope and level of detail of the information that must be included in the [environmental] Report, the responsible authority shall consult the consultation bodies [Natural England, Historic England and the Environment Agency] by reason of their specific environmental responsibilities, [the consultation bodies] are likely to be concerned by the environmental effects of implementing plans”.
- 1.5.3 A Scoping Report was issued for consultation in August 2019 (Appendix C). All comments received on the scope have been taken into account and are reflected in the current SA scope where applicable.
- 1.5.4 A summary of responses received to the Scoping Report is set out below, full responses have been included at Appendix D.

Consultee	Summary of Comments	How comments have been addressed
Natural England	No comments	N/A
City of York Council	The SA should consider the implications of changes as well as access to and from the precinct for the purposes of visiting, working and business, including where they adjoin the Neighbourhood area.	Highways and Access impacts taken into account and 'Society' scoped in as an assessment topic
Historic England	On the whole, the Scoping report provides the basis for the development of an appropriate framework for assessing the significant effects the Plan might have upon the environment. Suggests amendments to the scoping report to ensure that it fully considers all aspects of the historic environment.	The scoping report has been amended to incorporate the suggested amendments received from Historic England and SA undertaken accordingly. Amendments were made to the wording of the scoping report to 'envisage development' rather than 'bring forward development'

Key Objectives

- 1.5.5 The following table sets out the sustainability objectives established through a comprehensive SA Scoping process that considered the aims and objectives of a range of plans, policies and programmes and took the available baseline information relating to the area into full consideration. The unique nature of the Neighbourhood Plan area meant that the response of Statutory Consultees, in particular Historic England, was fundamental to establishing the SA Objectives to ensure that the impact of the draft plan could be fully assessed and addressed.
- 1.5.6 All available baseline information regarding the plan area and identification of the sustainability issues of the plan area were also taken into account in determining the below SA Objectives.
- 1.5.7 The below table sets out the Sustainability Appraisal Topics and Objectives which will be used to assess the Neighbourhood Plan Policies and Project Areas, to identify and effects and suggest mitigation to minimise any impacts. These objectives have been derived through the comprehensive scoping process that considered the potential sustainability issues within the Minster Precinct Area, having regard to the baseline information available.
- 1.5.8 Many of the 'Environmental' issues have been scoped out of this report following this consultation process. It was agreed through consultation with various stakeholders, that given the nature of the York Minster Precinct, 'Biodiversity', 'Fauna and Flora', 'Water and soil', 'Air quality' and 'Climate Change' should not be assessed within the Sustainability Appraisal as any significant effects in this regard are unlikely.

SA Topic	SA Objective	Will this Neighbourhood Plan help to:
Landscape, Cultural Heritage and Archaeology	Conserve and enhance the historic environment and heritage assets of the Minster Precinct as well as their unique settings	Provide for the long-term conservation and enhancement of the heritage assets in the Precinct?
		Provide for the long-term conservation and enhancement of the setting of these assets in the form of a distinctive Precinct?
		Support physical and intellectual access for all to, and interpretation and enhancement of, the historic environment?
		Ensure that any development is proportional and sympathetic to the setting?
		Provide for the identification and assessment of previously unidentified heritage assets, for designation and/ or inclusion within the Neighbourhood Plan and non-designated heritage assets?
	Protect and enhance the character and quality of the Precinct's landscape	Provide for the conservation and enhancement of the Precincts landscape?
		Support interpretation and understanding of the Precinct?
		Enhance or reveal the key aspects and qualities of the historic environment, including the distinct skyline of the Precinct and the surrounding historic townscape, ensuring the visual dominance of the Minster both in and beyond the precinct?
	Conserve and support the expressions of cultural heritage associated with the Minster Precinct.	Aid in interpretation of the significance and history of the Precinct?
		Support the function of the Precinct as a venue for cultural expression?
Health and Wellbeing	Cater for the needs of residents, visitors and community groups in terms of access to facilities and shared space	Provide or maintain access to amenity, learning and community facilities for use by different age groups and social groups?
		Maintain or enhance the quality of life of existing residents?
		Preserve the important open, natural amenity and green spaces present in the Precinct and their distinct characters?
		Promote social interaction between different people and groups?
	Improve the health and wellbeing of local and York residents	Promote accessibility to the Minster Precinct, community facilities and main features of interest?
		Encourage healthy lifestyles?
		Preserve the safety and security of Precinct residents and users?
		Minimise all types of pollution and their effects on Precinct residents and users?
Economy		Contribute to the viability and vitality of York City Centre?

	Support York, and the City Centre in particular, as a centre for tourism and retail business.	Create or reorder public realm spaces which serve to attract and retain visitors, encouraging knock-on positive impacts for local businesses?
	Support the tourism industry in York.	Support the Minster Precinct as a site of economic activity, including the minsters role as a key tourist attraction and draw?
	Support the visual identity and brand of York, making York an attractive venue for business and investment.	Contribute to the visual identity and brand of the wider city?
Society	Support sustainable access for residents, workers, businesses and visitors into and out of the Minster Precinct.	Encourage walking and cycling?
		Allow access for residents and businesses?
		Reduce conflicts between different classes of transport users?
		Support the transport network for York?

1.5.9 It is important to emphasise that the Plan will be strategic in nature, omitting detail to enable flexibility at the planning application stage. The strategic nature of the Plan is reflected in the scope of the SA.

1.6 Planning Policy Context

1.6.1 The Neighbourhood Plan is prepared in the context of adopted and emerging planning policy at a national and local level, as outlined below. In line with NPPF Paragraph 30, once adopted, policies within the Neighbourhood Plan will become a material planning consideration in the determination of planning applications in the York Minster Precinct Area. These Policies will take precedence over non-strategic policies in a local plan covering the neighbourhood area.

City of York Local Plan

1.6.2 The York Minster Precinct Neighbourhood Plan is being prepared in the context of the emerging City of York Local Plan which, when adopted will provide a framework for the planning and delivery of future development across the City of York.

1.6.3 The emerging City of York Local Plan will provide a framework to guide and promote development, and to protect the quality of York’s unique historic, natural and built environment. The Local Plan will set strategic priorities for the whole city and will form the basis for planning decisions for a 15-year period and beyond.

1.6.4 The Local Plan Publication Draft (‘the emerging Local Plan’) being submitted to the Secretary of State for Inspection and Consultation on 25th May 2018. This draft is currently being assessed by an independent inspector to confirm its compliance with the National Planning Policy Framework (NPPF).

1.6.5 Following instruction from the Inspectors, consultation was held on the Proposed Modifications to the Local Plan between 10 June and 22 July 2019. The examination is being conducted in phases. Adoption of the Local Plan is subject to completion of examination and the Inspectors timetable.

1.6.6 Local Plans provide an overarching strategic framework to guide development, rather than detailed, low- level regulations. Neighbourhood Plans must be in general conformity with

the strategic policies of an adopted or emerging Local Plan, and serve to ensure that the needs and wants of those with the closest relationship with a neighbourhood- those who live and work in it- guide the micro-level planning policy of that area.

- 1.6.7 The development of the Neighbourhood Plan has proceeded in close consultation with City of York Council, to ensure that it forms a complementary document to the existing Local Plan and the new Local Plan Publication Draft.
- 1.6.8 The emerging Local Plan (Policy SS3) places the city centre as the 'economic, social and cultural heart of York' and recognises the importance of the Minster, stating:
- 'York Minster Central Precinct is approximately 8 hectares in size. The Minster is still the pre-eminent structure in the City of York today and it continues to play a significant role in the religious, social and cultural life of the city. The Council will work with the Minster authorities, as appropriate, to future plan for its development and better reveal the significance of its special character and appearance'*
- 1.6.9 The inclusion of the Precinct in this Policy is in line with the objectives of the Neighbourhood Plan, and means that any development proposals within or adjacent to the Precinct would need to demonstrate how they consider, support or impact on the Precinct as part of a planning application.
- 1.6.10 The Minster Precinct is depicted on the Local Plan's City Centre Policies Map (As outlined in figure 1.2 below). It should be noted that this varies slightly from the Neighbourhood Area boundary as approved by the Council in March 2019, due to the addition of Duncombe Place to the Neighbourhood Area.
- 1.6.11 The emerging Local Plan does not allocate any development sites in the Minster Precinct.

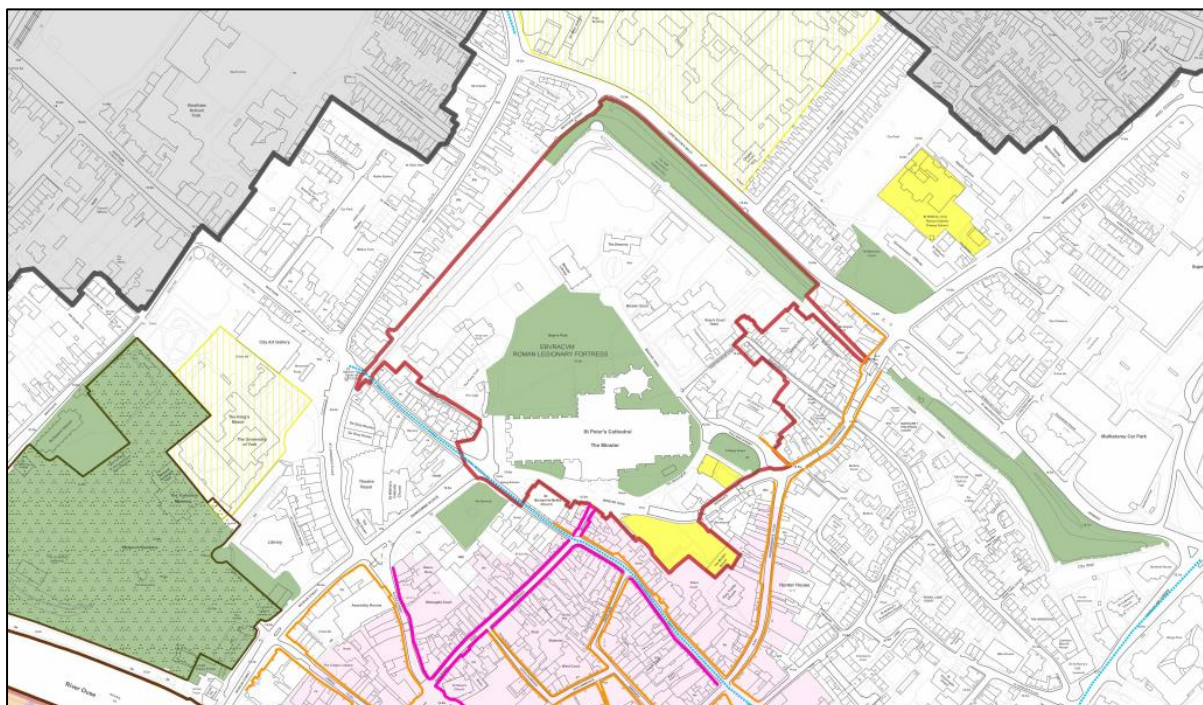


Figure 1.2 York Local Plan Policies Map extract (As submitted)

National Planning Policy Framework (NPPF)

- 1.6.12 The National Planning Policy Framework (NPPF) is the single most relevant document for guiding the development of Planning Policy Documents. Most recently updated in 2019, the document sets out the governments planning policies and how these are expected to be applied. It provides a broad, high-level framework for the creation of Local and Neighbourhood Plans, as well as guidance on how decisions should be made within the planning system. Most importantly, paragraph 11 of the NPPF sets out a 'presumption in favour of development' which should guide all plans and decisions.
- 1.6.13 At paragraph 29, the NPPF seeks to give communities the power to develop a shared vision for their area to shape, direct and help to deliver sustainable development.
- 1.6.14 Paragraph 13 of the NPPF specifies that 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.

Regional Spatial Strategy (RSS)

- 1.6.15 Regional Spatial Strategies (RSS's), were introduced in 2004 to provide regional level planning frameworks for the regions of England outside of London. These documents bridged the gap between nationally-determined aspirations and local planning policies.
- 1.6.16 Whilst the use of Regional Spatial Strategies was largely revoked under the Localism Act 2011, The York Green Belt policies, outlined within the Yorkshire and Humber RSS, were 'saved' and continue to identify the general extent of York's Green Belt to 6 miles from the city centre. The location of the Minster Precinct means that the areas is not subject to these policies.

2. The process so far

- 2.0.1 This section of the report covers the identification, description and evaluation of the significant effects of reasonable alternatives. On reviewing the Plan and evidence base, reasonable alternatives have been identified for the four main projects included within the Neighbourhood plan.
- 2.0.2 Four geographical areas of intervention have been identified across the Precinct, the level and nature of proposed intervention within these geographical areas has been assessed below.

2.1 Reasonable Alternatives

- 2.1.1 The draft York Minster Neighbourhood Plan is centred on the delivery of 4 key areas of change. These areas have been developed to fulfil the aims and objectives of the Neighbourhood Plan, conserve the historic environment and ensure a positive visitor environment, which in turn will ensure the long term future of the Minster and heritage assets within the Precinct.
- 2.1.2 This section of the report covers the identification, description and evaluation of the significant effects of reasonable alternatives. On reviewing the Plan and evidence base, reasonable alternatives have been identified for the 4 key areas of change. Given the nature of the Neighbourhood Plan area, no housing need has been identified and no site allocations have been made.
- 2.1.3 The process of deciding upon the 4 key areas of change which are included within the Neighbourhood Plan was undertaken by the Neighbourhood Plan Forum, who went through a transparent process to determine which options to progress within the Neighbourhood Plan. This took account of both the physical attributes of each option, but also whether the allocation of the site would be compatible with the objectives of the Plan and the role of the community in life at the Minster.
- 2.1.4 The Minster sits within a precinct extending to approximately 6 hectares which is made up of various properties, many of which are either Grade II* or Grade II. The minster is both Grade I listed and one of a number of Scheduled Ancient Monuments in the immediate vicinity. There are significant archaeological remains throughout the Precinct. The Minster Precinct is therefore a highly complicated and sensitive area of the city, the future care of which must be carefully planned. Heritage considerations have been of paramount importance in formulating the Policies and the 4 key areas of change in the precinct.
- 2.1.5 The Minster receives no ongoing Government funding or central Church of England financial support. The responsibility for caring for the building and its precinct falls with Chapter which relies on the generosity of various funding bodies and paying visitors. Ensuring a viable and sustainable business to underpin the care of the Minster is a key aim of the draft York Minster Neighbourhood Plan and has been driving element of the identified key areas of change.
- 2.1.6 The 4 clearly delineated areas of change have been identified and presented through the Neighbourhood Plan. These areas have been chosen as the most appropriate and sensitive following numerous consultations with various stakeholders.
- 2.1.7 The Neighbourhood Plan has been developed to provide a flexible document against which Chapter can manage its limited resources appropriately to maintain both a viable and sustainable precinct and business model for future generations to enjoy the Minster. The

following challenges for the Minster precinct have been important in deciding upon the 4 key projects identified within the Neighbourhood Plan:

- Maintaining high numbers of visitors is essential to funding fabric repairs of York Minster. It is necessary to provide the necessary facilities to support the visitor department. The North West doors cannot continue to accommodate the level of visitors and as such ticketing needs to be taken out of the minster.
- Unlike many cathedrals, York Minster has no dedicated café to offer refreshments to visitors. An appetite for such facilities has been raised by the community on numerous occasions.
- York Minster does not benefit from a purpose built, fit for purpose space within which to exhibit their 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 associated with damp.
- The Minster has no dedicated community space which the Canon Pastor can use for youth groups, community meetings and other such events.
- Measures to ensure the safety of visitors to the Minster are necessary, following advice from the Counter Terrorism Unit.

2.1.8 This chapter of the SA assesses the 4 key projects included within the neighbourhood plan against reasonable alternatives.

Assessment of the 'no Neighbourhood Plan' Option

2.1.9 Given the unique nature of the York Minster Precinct and the clear requirement to maximise the potential of the various assets across the estate to ensure the long term sustainability of the heritage asset, the development of a Neighbourhood Plan has been identified as the most appropriate mechanism for guiding development in the Precinct. This document will set out a clear framework for development to ensure all proposals enhance the Minster Precinct.

2.1.10 In light of the Local Plan position of York, a Neighbourhood Plan for the Minster Precinct is considered to be the most appropriate method of ensuring development proposals align with the long term goal of protecting the heritage assets in the Minster Precinct.

2.1.11 The 'no plan' option was considered at the same time that the draft Plan policies were assessed. It is evident that given the Neighbourhood Plan was developed to ensure the Minster and the Precinct it sits in is protected in the long term, to proceed without a Neighbourhood Plan would result in neutral or negative effects, particularly in a longer term context.

2.1.12 The project areas and the potential development within will ensure that the visitor experience is enhanced and will result in much needed economic input to the Minster to be invested in fabric repairs.

2.1.13 The opportunities identified for the project areas will change the way in which the public and visitors to the Minster interact with the Heritage Asset, they aim to mitigate against the current issues caused by a significant number of visitors to the existing ticketing area within the Minster building, by moving ticketing facilities off site.

2.1.14 There are a number of controls within the plan which aim to ensure that planning applications made relating to the Minster or any other asset within the Precinct area, are fully evidenced with relevant technical documents and are determined with the input of suitably qualified professionals.

- 2.1.15 It is therefore clear that given the benefits which can be derived from a Neighbourhood Plan in terms of directing and controlling necessary development in the Precinct, proceeding without a Neighbourhood plan was discounted as an option early in the process.
- 2.1.16 It is clear that some development is necessary to accommodate and encourage more visitors to York Minster and to the Wider Precinct and to improve the Minster and its surrounding buildings as a community facility for worship and learning. Without a Neighbourhood Plan to clearly identify opportunities and project areas there would be a risk that there would be no development proposals and business in the precinct would continue as normal. This could result in damage to the fabric of the building given the number and concentration of visitors to the existing ticketing facilities within the precinct.
- 2.1.17 Without a Neighbourhood Plan for the precinct there would also be a significant risk that sufficient money could not be made to undertake the constant repairs and running costs in the long term, resulting in the Minster falling into disrepair.
- 2.1.18 The York Minster Precinct Neighbourhood Plan also provides an opportunity for the community to share in and shape the wider vision for the precinct in a way that would not be possible if development was proposed on a project by project basis.

Assessment of the 4 Key Project Areas

- 2.1.19 It has always been Chapters intention to minimise the need to develop new buildings by making the best use of existing assets, maximising their potential both to support operational needs, mission and income generating opportunities. Equally, it is fundamental to Chapter that the significance of the historic environment is respected and celebrated. Each of the four key project areas is taken in turn and reasonable alternatives assessed, with an account of the preferred option provided.

Area 1- South Piazza and College Green

What alternatives have been discarded, and why?

Alternative	Reasoned Justification
Redeveloping existing properties on High Petersgate to create ticket office and café through internal modifications	<ul style="list-style-type: none"> - Consultation feedback requested visitor facilities be kept away from Dean's Park - Insufficient space to meet requirement - Complicated nature and significance of Grade II listed properties - Buildings let on existing commercial basis
Development of small ticket office on the lawn in front of the South Quire Aisle	<ul style="list-style-type: none"> - Concern raised at public consultation stage - Potential impact on setting of Grade I and Grade II assets - Potential archaeological impact

What alternatives have been progressed, and why?

Alternative	Reasoned Justification
Reorder the South Transept Piazza, including the creation of a permanent ticket office, the relocation of the Constantine statue and the change of use of 1 Deansgate from residential to a café/ refectory.	<ul style="list-style-type: none"> - Moves the visitor facilities from inside the Minster to de-clutter the building, facilitate improved welcome for visitors and support the Visitor Experience Team in managing the large numbers of visitors to York Minster. - Re-use of existing assets - Provision of a café to generate income to reinvest in the fabric of the cathedral - Improvement to public realm and setting of the Minster

Area 2- West Front & Queens Square

What alternatives have been discarded, and why?

Alternative	Reasoned Justification
No Action	<ul style="list-style-type: none"> - Risk to safety and security of visitors as advised by Counter Terrorism Unit

What alternatives have been progressed, and why?

Alternative	Reasoned Justification
Creation of a new public square for civic and ceremonial use	<ul style="list-style-type: none"> - Significant improvements to public realm - Safety and security of visitors - Priority given to pedestrians and cyclists - Rationalisation of vehicular access to residential and commercial uses in the precinct - Opportunity to design the area to reflect the history of the site and its important setting adjacent to the West Front of York Minster

Area 3- Old Palace

What alternatives have been discarded, and why?

Alternative	Reasoned Justification
Move the educational/ museum facility off site	<ul style="list-style-type: none"> - Loss of educational and community facility - Likely impact to Minsters income - Potential heritage impact
Take no action and continue to invest in the Undercroft	<ul style="list-style-type: none"> - This is not an economically viable solution - Environment unsuitable for use - Potential harm caused to historic artefacts through storage in unsuitable conditions
Redevelop Church House to accommodate the collection	<ul style="list-style-type: none"> - Potential amenity impact on existing residences - Does not make best use of existing assets - Site divorced from Precinct

What alternatives have been progressed, and why?

Alternative	Reasoned Justification
Demolition of the late C20th accretions around the old Bishops Palace and replace with purpose built, multi-functional space over 20,000 sq. ft.	<ul style="list-style-type: none"> - Potential to enhance the setting of a listed building - New build to specification required to house historic artefacts

Area 4- Back of House and Storage

What alternatives have been discarded, and why?

Alternative	Reasoned Justification
No Action	<ul style="list-style-type: none"> - The unique heritage considerations require storage for an assortment of stone from the Minster which forms part of the inventory and collection. Storage is also required for objects needed to support the day to day running of the minster such as chairs, chapel furniture, flower urns, etc. The existing situation does not represent the best use of the asset. Facilities to support the care of the historic fabric.

What alternatives have been progressed, and why?

Alternative	Reasoned Justification
Develop the final two bays at the East End of the North Quire Aisle which benefits from lapsed consent granted by CFCE in 2014.	<ul style="list-style-type: none"> - Provide much needed storage to accommodate the extensive assortment of stone from the Minster which forms part of the inventory and collection, as well as the large scaffold requirement which includes poles, boards and clips. - Positive landscape impact by removing the temporary storage space from the Residents Garden next to the Old Palace.
Redevelop underutilised space to the rear of the Deanery and Minster Court which will provide significant storage space, enabling the removal of the temporary storage from the Residents Garden next to the Old Palace	<ul style="list-style-type: none"> - Ensure the best use of the limited land available within the precinct - Landscape improvement through removal of temporary storage

Provision of Affordable Housing	<ul style="list-style-type: none"> - Significant social benefit derived from providing affordable housing for the Minster Community, particularly apprentices. - Makes an important contribution to affordable housing provision in York City Centre, in an area where living costs are high. - Provision of Affordable housing in this location does not impact the public realm, given that this area of the estate is private.
Continued use of St Williams College as Offices for the Chapter of York, meeting and conference space	<ul style="list-style-type: none"> - Meeting the charitable objectives of St William’s College. - Brings a vacant Grade I listed building back into use.

2.1.20 On reviewing the Plan and evidence base, reasonable alternatives have been identified for the main project areas identified the Neighbourhood plan. Through assessing options for the Minster Precinct, 4 key project areas have been identified, which identify future growth and development opportunities which will support the sustainability of the Minster Precinct:

1. South Piazza and College Green- Reorder the South Transept Piazza, including the creation of a permanent ticketing office, the relocation of the Constantine statue, a move to using the South Transept as the main entrance to the Minster, and the change of use of 1 Deansgate from residential to a café/ refectory.
2. West Front & Queen’s Square- Reorder Duncombe Place to create a public realm space while ensuring the security of visitors.
3. Old Palace- Designating the Old Palace for educational use, with potential sympathetic redevelopment to meet the needs for educational and dedicated museum space in the future.
4. Back of House and Storage- Redeveloping the Deanery Garages and the rear of Minster Court to create storage and first floor residential accommodation for four people. This accommodation is to be designated as affordable accommodation for the Minster community.

3 Vision and Key Projects

3.0.1 Over the period 2020-2035, the policies within the Neighbourhood plan will be applied (alongside those of the adopted City of York Plan) when determining planning applications within the York Minster Precinct Neighbourhood Plan area, the extent of which is outlined at Figure 1.1.

3.0.2 The Vision for the Precinct area has been developed through community consultation and stakeholder engagement:

‘In 2038, 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’

3.0.3 The Neighbourhood Plan aims to accomplish this by achieving the following high level objectives:

- 1) Promoting the social, economic and environmental wellbeing of the Minster Precinct Neighbourhood Area.
- 2) Planning for the long term financial and physical maintenance of York Minster and its Precinct.
- 3) Identifying ways, in consultation with relevant authorities and organisations, of involving the whole community in the preparation of the Plan; and to gather, analyse and present the views and opinions in such a way as to ensure that the Plan is as comprehensive and inclusive as reasonably possible.
- 4) Working in partnership with the City of York Council in the preparation and plan submission of the Neighbourhood Plan, and ensuring that the Neighbourhood Plan conforms to local and national planning policies.

3.0.4 These objectives were initially developed in consultation with Chapter and are based upon a thorough awareness of the working of the Minster Precinct Area and an assessment of all reasonable alternatives as outlined within section 2 of this report.

3.0.5 These objectives were initially assessed against the SA objectives, this assessment seeks to identify any synergies or inconsistencies between Neighbourhood Plan objectives and the SA objectives which were determined following consultation with stakeholders at Scoping Stage.

Sustainability Appraisal Framework Neighbourhood Plan Objective- Promoting the social, economic and environmental wellbeing of the Minster Precinct Neighbourhood Area		
SA Objective	Synergy/ Inconsistency	Synergies/ Inconsistencies identified
Conserve and enhance the historic environment and heritage assets of the	Synergy	Much of the social, economic and environmental wellbeing of the Minster Precinct Neighbourhood Area is derived from the rich historic environment, which generates a significant economic

Minster Precinct as well as their unique settings		benefit for the Minster. The Neighbourhood Plan Objective and SA Objectives align as the conservation and enhancement of the historic environment will result in the promotion of the social, economic and environmental wellbeing of the Minster Precinct Neighbourhood Plan Area.
Protect and enhance the character and quality of the Precinct's landscape	Synergy	Both the Neighbourhood Plan Objectives and the SA Objectives seek to enhance the environmental wellbeing of the Precinct. This will be partially achieved through landscape improvements.
Conserve and support the expressions of cultural heritage associated with the Minster Precinct.	Synergy	Both objectives of the Neighbourhood Plan and SA seek to improve social wellbeing not least through the enhancement of cultural heritage.
Cater for the needs of residents, visitors and community groups in terms of access to facilities and shared space	Synergy	In seeking to cater for the needs of residents, visitors and community groups in terms of access to facilities and shared space, the SA objective will be achieved.
Improve the health and wellbeing of local and York residents	Synergy	These objectives are closely aligned to improve the wellbeing of users of the Minster Precinct
Support York, and the City Centre in particular, as a centre for tourism and retail business.	Synergy	The SA Objective seeks to improve the economic and environmental wellbeing of the Minster Precinct, which is likely to have a positive impact on tourism and retail businesses within York
Support the tourism industry in York.	Synergy	The SA Objective seeks to improve the economic and environmental wellbeing of the Minster Precinct, which is likely to have a positive impact on tourism and retail businesses within York
Support the visual identity and brand of York, making York an attractive venue for business and investment.	Synergy	The SA Objective seeks to improve the economic and environmental wellbeing of the Minster Precinct, which is likely increase visitors to the Precinct and to York, having a positive impact on business and investment in York.
Support sustainable access for residents, workers, businesses and visitors into and out of the Minster Precinct.	Synergy	This SA objective will contribute to the wellbeing of users of the Precinct, this includes sustainable and appropriate access.

Sustainability Appraisal Framework		
Neighbourhood Plan Objective- Planning for the long term financial and physical maintenance of York Minster and its Precinct.		
SA Objective	Synergy/ Inconsistency	Synergies/ Inconsistencies identified
Conserve and enhance the historic environment and heritage assets of the Minster Precinct as well as their unique settings	Synergy	The heritage assets within the Minster Precinct is a major draw encouraging tourism to both the Precinct itself and to York more widely. The conservation and enhancement of these assets and their settings is likely to generate additional visitors and ensure the generation of additional investment in the Minster and its maintenance.
Protect and enhance the character and quality of the Precinct's landscape	Synergy	Both objectives seek to enhance the landscape of the Minster Precinct, through additional financial investment.
Conserve and support the expressions of cultural heritage associated with the Minster Precinct.	Synergy	The support of expressions of cultural heritage will assist in achieving the aim of generating finances for the long term financial and physical maintenance of the Minster and its Precinct.
Cater for the needs of residents, visitors and community groups in terms of access to facilities and shared space	Synergy	This SA objective helps to achieve the aim of planning for the long term financial and physical maintenance of the Precinct.
Improve the health and wellbeing of local and York residents	Synergy	The SA objective of helping to achieve the health and wellbeing of local residents will assist in directing investment to areas in which it is most beneficial to residents and users of the Precinct
Support York, and the City Centre in particular, as a centre for tourism and retail business.	Synergy	These objectives align and will work together to generate and direct additional investment
Support the tourism industry in York.	Synergy	The heritage assets within the Minster Precinct is a major draw encouraging tourism to both the Precinct itself and to York more widely. The conservation and enhancement of these assets and their settings is likely to generate additional visitors and ensure the

		generation of additional investment in the Minster and its maintenance.
Support the visual identity and brand of York, making York an attractive venue for business and investment.	Synergy	The Minster Precinct and the heritage assets within it make a significant contribution to the character of York. Their maintenance and enhancement will ensure that York remains an attractive venue for business and investment
Support sustainable access for residents, workers, businesses and visitors into and out of the Minster Precinct.	Synergy	Ensuring sustainable access to and from the Minster Precinct will ensure it remains a popular destination. This SA objective will also assist in directing future investment to maintain and improve the heritage assets and their settings.

Sustainability Appraisal Framework

Neighbourhood Plan Objective- Identifying ways, in consultation with relevant authorities and organisations, of involving the whole community in the preparation of the Plan; and to gather, analyse and present the views and opinions in such a way as to ensure that the Plan is as comprehensive and inclusive as reasonably possible.

SA Objective	Synergy/ Inconsistency	Synergies/ Inconsistencies identified
Conserve and enhance the historic environment and heritage assets of the Minster Precinct as well as their unique settings	Synergy	This Neighbourhood Plan objective will ensure that the Plan will be developed in close consultation with Historic England, meaning that the proposals within will be developed with the conservation and enhancement of the heritage assets as the primary objective
Protect and enhance the character and quality of the Precinct's landscape	Synergy	This Neighbourhood Plan objective will ensure that Historic England, Natural England and the community are involved in the Plan from the outset, allowing the highly valued landscape to be properly considered
Conserve and support the expressions of cultural heritage associated with the Minster Precinct.	Synergy	The Minster is first and foremost a place of Worship. It is therefore fundamental to ensure that the needs of the community are met to accommodate worshippers.
Cater for the needs of residents, visitors and community groups in terms of access to	Synergy	The Minster is first and foremost a place of Worship. It is therefore fundamental to ensure that the needs of the community are met to accommodate worshippers. This Neighbourhood Plan

facilities and shared space		objective will also ensure that the views of all people who use the Precinct are taken into account and the plan reflects the views of all.
Improve the health and wellbeing of local and York residents	Synergy	Allowing the community to shape the plan, as outlined within the Neighbourhood Plan Objective, will ensure that the SA objective is met.
Support York, and the City Centre in particular, as a centre for tourism and retail business.	Synergy	These objectives align to ensure that the visitor experience is enhanced through the plan, this is likely to have a positive impact on the function of York and a centre for tourism and business.
Support the tourism industry in York.	Synergy	These objectives align to ensure that the visitor experience is enhanced through the plan, this is likely to have a positive impact on the function of York and a centre for tourism and business.
Support the visual identity and brand of York, making York an attractive venue for business and investment.	Synergy	The consultation between various stakeholders will ensure that the character of the Minster Precinct in the context of York is properly understood.
Support sustainable access for residents, workers, businesses and visitors into and out of the Minster Precinct.	Synergy	These objectives align to ensure that the requirements of residents, workers, businesses and visitors are understood and can be incorporated into forthcoming proposals to support sustainable access.

Sustainability Appraisal Framework

Neighbourhood Plan Objective- Working in partnership with the City of York Council in the preparation and plan submission of the Neighbourhood Plan, and ensuring that the Neighbourhood Plan conforms to local and national planning policies.

SA Objective	Synergy/ Inconsistency	Synergies/ Inconsistencies identified
Conserve and enhance the historic environment and heritage assets of the Minster Precinct as well as their unique settings	Synergy	This SA objective aligns with Policies SS3 'York City Centre', D1 'Placemaking', D2 'Landscape and Setting', D3 'Cultural Provision', D4 'Conservation Areas', D5 'Listed Buildings', D6 'Archaeology', D8 'Historic Parks and Gardens', and D10 'York City Walls' of the emerging City of York Local Plan, and Paragraph 185 of the National Planning Policy Framework (NPPF).

Protect and enhance the character and quality of the Precinct's landscape	Synergy	This SA objective aligns with Policies SS3 'York City Centre', D1 'Placemaking', D2 'Landscape and Setting', D4 'Conservation Areas', D5 'Listed Buildings', D6 'Archaeology', D8 'Historic Parks and Gardens', and D10 'York City Walls' of the emerging City of York Local Plan, and Paragraph 20 (d) of the National Planning Policy Framework (NPPF).
Conserve and support the expressions of cultural heritage associated with the Minster Precinct.	Synergy	This SA objective aligns with Policies SS3 'York City Centre', D1 'Placemaking', D2 'Landscape and Setting', D3 'Cultural Provision', D4 'Conservation Areas', D5 'Listed Buildings', D6 'Archaeology', D8 'Historic Parks and Gardens', and D10 'York City Walls' of the emerging City of York Local Plan, and Paragraph 185 of the National Planning Policy Framework (NPPF).
Cater for the needs of residents, visitors and community groups in terms of access to facilities and shared space	Synergy	This SA objective aligns with Policies SS3 'York City Centre', D1 'Placemaking', D2 'Landscape and Setting', HW1 'Protecting Existing Facilities' D8 'Historic Parks and Gardens', and D10 of the emerging City of York Local Plan, and Paragraph 20 (c) and Paragraph 91 and 92 of the National Planning Policy Framework (NPPF).
Improve the health and wellbeing of local and York residents	Synergy	This SA objective aligns with Policies SS3 'York City Centre', D1 'Placemaking', D2 'Landscape and Setting', HW1 'Protecting Existing Facilities' and HW7 'Healthy Places', of the emerging City of York Local Plan, and Paragraph 20 (c) and Paragraph 91 and 92 of the National Planning Policy Framework (NPPF).
Support York, and the City Centre in particular, as a centre for tourism and retail business.	Synergy	This SA objective aligns with Policies SS3 'York City Centre' and 'EC4 'Tourism', of the emerging City of York Local Plan.
Support the tourism industry in York.	Synergy	This SA objective aligns with Policies SS3 'York City Centre' and 'EC4 'Tourism', of the emerging City of York Local Plan.
Support the visual identity and brand of York, making York an attractive venue for	Synergy	This SA objective aligns with Policies SS3 'York City Centre', D1 'Placemaking', D2 'Landscape and Setting', D3 'Cultural Provision', D4 'Conservation Areas', D5

business and investment.		'Listed Buildings', D6 'Archaeology', D8 'Historic Parks and Gardens', and D10 'York City Walls' of the emerging City of York Local Plan, and Paragraph 185 of the National Planning Policy Framework (NPPF).
Support sustainable access for residents, workers, businesses and visitors into and out of the Minster Precinct.	Synergy	This SA objective aligns with Policies SS3 'York City Centre', D1 'Placemaking', T1 'Sustainable Access' and HW7 'Healthy Places', of the emerging City of York Local Plan, and Paragraph 20 (c) and Paragraph 91 and 92 of the National Planning Policy Framework (NPPF).

3.0.6 All of the high level objectives align with the objectives of the Sustainability Appraisal. This assessment has allowed for the Neighbourhood Plan objectives to be expanded, ensuring they are clear and concise, whilst achieving the aims of the SA.

3.0.7 The Neighbourhood Plan Objectives, as included with the Neighbourhood Plan are:

- To better preserve and celebrate the historic environment of York Minster.
- To create new **and improvised** facilities to better improve the welcome to York Minster with improved visitor facilities.
- 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 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 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

3.0.8 These objectives have helped inform and shape the policies set out in Section 4.

3.0.9 The key principles which guide the Neighbourhood Plan objectives are as follows:

- 1) Foster Chapter’s mission to welcome everyone to share God’s love by maximising and improving disabled access to all parts of the Precinct.
- 2) Where possible, to reuse existing buildings and assets to achieve their best potential use.

- 3) Any new development is to be sympathetic and in keeping with the rich heritage and setting of the Precinct.
- 4) Take a holistic, 'Precinct-wide' view that includes consideration of cumulative and synergistic effects.
- 5) Respect the fabric and setting of heritage assets and the Precinct as a whole.
- 6) Develop policies based on a solid evidence base, including the York Minster Conservation Management Plan, visitor information, archaeological and historic data and existing conservation appraisals.
- 7) Plan for future needs and wider social, economic, environmental and cultural changes, such as climate change.

3.0.10 The Neighbourhood Plan sets out a number of project areas and a framework for each of these, which are outlined as key projects within the Neighbourhood Plan. These projects have been assessed against reasonable alternatives in Section 2 of this report and were determined to be most suitable. The Project areas outlined within the Neighbourhood Plan are as follows:

Area 1- 'Minster Yard and College Green' (Neighbourhood Plan Policy PA1)

3.0.11 The focus of the busy, visitor experience facilities will be focussed at the south. The main visitor entrance will be moved to the South Transept. Chapter will redevelop its existing property at 1 Deangate to create a new ticket and box office. The 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 & College Green

Development at the South Transept will be supported in accordance with the parameters plan:

- A. Former Song 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, 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 Williams College.
- F. Minster Yard to remain in educational use.
- G. Zone for reconfigured stone masons' compound of around 800 sqm. 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.

Area 2- 'West Front and Queen Square' (Neighbourhood Plan Policy PA2)

- 3.0.12 A new civic and ceremonial space will be created for the city and named in honour of the Queen to mark her Platinum Jubilee in 2022. The Chapter of York will place a statue of the Queen in an empty niche at the West Front and Her Majesty has approved the proposal and will ultimately select the design of the statue which will be carved by the Minster's masons. The City will lead design and procurement.
- 3.0.13 Detailed proposals for Queen's Square will be brought forward by way of a Design Competition with public consultation playing an important part in the selection of the preferred design. As the first public square created in York in 200 years, this will be a community led scheme. The successful architect 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 Pureycust, York Minster, St Michael-le-Belfrey, Duncombe Court, and Grays Solicitors. The scheme must make adequate provision for the taxi rank (including late night capacity) and provide a sufficient turning circle for the National Railway Museum train.
 - Due regard must be given to the existing trees within any design.
 - Design proposals should take account of the perception of the historic Roman route from Bootham to Petergate.
 - This is an extremely sensitive area and any detail design will need to be developed in close consultation with Historic England.

Policy PA2 – West Front & Queen's Square

Development at the West Front & Queen's Square will be supported in accordance with the parameters plan:

- A. A new public square will be created for civic and ceremonial use.
- B. New design of this space should accommodate vehicular access to the existing residential and commercial uses, and necessary security measures to be agreed in consultation with City of York Council.

- C. Due regard must be given to existing trees within any design.
- D. Design proposals should take account of the perception of the historic Roman route from Bootham to Petergate.

Area 3- 'Old Palace' (Neighbourhood Plan Policy PA3)

- 3.0.14 Chapter has been very clear that it wishes to invest in education and learning, which are fundamental to the Minster's Mission. To do this it requires a building of exceptional quality and flexibility that enables collections and learning to be used together. The proposal is to demolish the late C20th accretions around the old Bishop's Palace and replace these with a purpose built, multi-functional space over 20,000 sq. ft.

Policy PA3 – Old Palace

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:

D Zones A – D to become a centre for learning and education with space to exhibit the Minster's artefacts. It will have multifunctional space for use by visiting schools, community groups and for adult learning and 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 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 War Memorial to the Second Division are to be incorporated into the overall design. Poor quality trees to be replaced.

Area 4 – Back of House & Storage

- 3.0.15 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.
- 3.0.16 The Neighbourhood Plan provides space for additional facilities to support those who live and work in the Precinct.

- 3.0.17 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 of the City Walls to visually engage with the conservation work of the stone masons' centre of excellence and will provide improved facilities to support the masons' essential Minister 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. Work will be carried out to develop the final bays of the north quire aisle and to improve the appearance of Chapter House Yard. The lane adjacent to Dean's Park will be resurfaced to provide level access to the Park and learning centre.
- 3.0.18 In 2021 work will commence on the restoration of St Williams College. The work will return the building to Chapter's principal offices with the medieval halls returning to conference and banqueting venue.

Policy PA4- Own Use Properties

- A. Existing garages and rear garden space to be redeveloped to provide storage on the ground floor and Minster staff housing on the first floor. Redevelopment to be no higher than the existing ridge line, and its plan, massing, roofscape, materials and details to respond positively to the character and appearance of the site and the setting of heritage assets.
- B. 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 Minster offices to St William's College. Any new development will take into account important views from Oglethorpe.
- E. General enhancement of 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. 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 the proposals is likely to be necessary to develop appropriate design solutions.

4 Assessment

4.0.1 The aim of this part of the report is to present an assessment of the ('pre-submission') Plan, and also to present 'conclusions at the current stage'.

4.1 Methodology

4.1.1 The assessment is structured around the four SEA topics which were established through scoping:

- Economy
- Society
- Health and Wellbeing
- Landscape, Cultural Heritage and Archaeology

4.1.2 For each topic a range of sustainability objectives (as identified through scoping) are listed. Taken together, the topics and objectives provide a methodological 'framework' for assessing the Plan's likely significant effects.

4.1.3 The assessment takes account of the criteria presented within Schedule 2 of the SEA Regulations³. For example, account is taken of the potential for timescale and the reversibility of effects to impact significance.

4.1.4 Cumulative effects are also considered, i.e. the potential for the Plan to impact on the baseline in combination with other plans, or unplanned activity.

4.1.5 Every effort is made to identify and evaluate effects accurately; however, this is inherently challenging given uncertainty regarding the 'on the ground' implications of policy. The ability to predict effects accurately is also limited by understanding of the baseline. The appraisal of the policies are therefore set out within a table that sets out the 'broad implications' for the SEA topics, taking into account the objectives - it is important to note that these symbols are not used to indicate significant effects.

Table 2.1 Key to Significance	
Significance colour/ Symbol	Definitions of Significance
++ Significant Positive	Policy or option supports the achievement of this objective and all of the sub objectives and could result in a potentially significant beneficial effect
+ Minor Positive	Policy or option supports the achievement of this objective although it may have only a minor beneficial effect
- Minor Negative	Policy or option appears to conflict with the achievement of this objective and may result in minor negative effects
-- Significant Negative	Policy or option works against the achievement of this objective and may result in significant negative effects.
0 Neutral	Policy or option has no impact or effect and is neutral insofar as the benefits and drawbacks appear equal and neither is considered significant
? Uncertain	Uncertain or insufficient information on which to determine the appraisal at this stage.

³ Environmental Assessment of Plans and Programmes Regulations 2004

X No link to topic

4.1.6 In addition to this, other factors which require consideration include the following:

- The timescale over which effects will take place
- Whether the effects are permanent or temporary
- What geographical area the effects will take place over
- The likelihood or probability of the effects occurring

4.1.7 This appraisal assesses the proposed policies within the Draft Neighbourhood Plan for their likely effects against the SEA topics identified through scoping. This assessment has been undertaken for each policy against the objectives identified for each SEA topic. The impact on each of the SA topics is then summarised prior to an assessment of each of the proposals outlined in Policies PA1, PA2, PA3 and PA4.

4.2 Neighbourhood Plan Policies

Policy A1: Purpose and Ambition

Sustainability Appraisal Framework								
Policy A1: Sustainable Development								
Key to table: T (Timescale) – Over what timescale are effects likely to occur? Short Term, ST (0-5 years); Medium Term, MT (5-10 years); Long Term, LT (10+ years) P (Permanence) – Are effects likely to be permanent or temporary (Permanent, P; Temporary, T) G (Geographical area) – Over what geographical area are the effects likely to occur? (Precinct area, A; York boundaries, Y; further abroad, B) L (Likelihood) – what is the likelihood or probability of effects occurring (Likely, L; Unlikely, U)								
SA Objective	Nature of Effect	Assessment of effect					Justification and Evidence	Suggested mitigation and enhancement measures
		T	P	G	L	Sig.		
Support York, and the City Centre in particular, as a centre for tourism and retail business	The Neighbourhood Plan aims to deliver a framework for the delivery of managed change, which will improve the visitor experience and in turn encourage tourism to the City, whilst also recognising the important contribution of, and managing the impact of change on heritage assets. Policy A1 outlines how	LT	P	Y	L	+	This policy establishes a framework for the Neighbourhood Plan to deliver against its objectives. In this respect, it will have a minor positive impact on all sustainability appraisal objectives as it seeks to deliver growth whilst also ensuring controls to manage the impact of any development proposals on the natural and historic environment through specific parameters plans and the planning process.	Given the regulatory nature of Policy A1, it is not considered that mitigation or enhancement measures are required.

	proposals will be assessed through the Neighbourhood Plan and takes into account other material Development Plan Policies..						
Support the Tourism industry in York	The Neighbourhood Plan aims to deliver a framework for the delivery of managed change, which will improve the visitor experience and in turn encourage tourism to the City, whilst also recognising the important contribution of, and managing the impact of change on heritage assets. Policy A1 outlines how proposals will be assessed through the Neighbourhood Plan.	LT	P	Y	L	+	This policy establishes a framework for the Neighbourhood Plan to deliver against its objectives. In this respect, it will have a minor positive impact on all sustainability appraisal objectives as it seeks to deliver growth whilst also ensuring controls to manage the impact of any development proposals on the natural and historic environment through specific parameters plans and the planning process. This Policy also applies additional levels of scrutiny to any proposals brought forward, ensuring their impact on the wider city is properly considered.
Support the visual identity and brand of York, making York an attractive venue for business and investment.	The Neighbourhood Plan aims to deliver a framework for the delivery of managed change, which will improve the visitor experience and in turn encourage tourism to the City, whilst also recognising the important contribution of, and managing the impact of change on heritage assets. Policy A1 outlines how proposals will be assessed through the	LT	P	Y	L	+	This policy establishes a framework for the Neighbourhood Plan to deliver against its objectives. In this respect, it will have a minor positive impact on all sustainability appraisal objectives as it seeks to deliver growth whilst also ensuring controls to manage the impact of any development proposals on the natural and historic environment through specific parameters plans and the planning process.

	Neighbourhood Plan.						
Cater for the needs of residents, visitors and community groups in terms of access to facilities and shared space	The Neighbourhood Plan aims to deliver a framework for the delivery of managed change, which will improve the visitor experience and in turn encourage tourism to the City, whilst also recognising the important contribution of, and managing the impact of change on heritage assets, Green space and other assessment criteria. Policy A1 outlines how proposals will be assessed through the Neighbourhood Plan.	LT	P	Y	L	+	This policy establishes a framework for the Neighbourhood Plan to deliver against its objectives. In this respect, it will have a minor positive impact on all sustainability appraisal objectives as it seeks to deliver growth whilst also ensuring controls to manage the impact of any development proposals on the natural and historic environment through specific parameters plans and the planning process.
Cater for the needs of residents, visitors and community groups in terms of access to facilities and shared space	The Neighbourhood Plan aims to deliver a framework for the delivery of managed change, which will improve the visitor experience and in turn encourage tourism to the City, whilst also recognising the important contribution of, and managing the impact of change on heritage assets, Green space and other assessment criteria. Policy A1 outlines how proposals will be assessed through the Neighbourhood Plan.	LT	P	Y	L	+	This policy establishes a framework for the Neighbourhood Plan to deliver against its objectives. In this respect, it will have a minor positive impact on all sustainability appraisal objectives as it seeks to deliver growth whilst also ensuring controls to manage the impact of any development proposals on the natural and historic environment through specific parameters plans and the planning process.

<p>Improve the health and wellbeing of local and York Residents</p>	<p>The Neighbourhood Plan aims to deliver a framework for the delivery of managed change, which will improve the visitor experience and in turn encourage tourism to the City, whilst also recognising the important contribution of, and managing the impact of change on heritage assets, Green space and other assessment criteria. Policy A1 outlines how proposals will be assessed through the Neighbourhood Plan.</p>	<p>LT</p>	<p>P</p>	<p>Y</p>	<p>L</p>	<p style="background-color: #c8e6c9;">+</p>	<p>This policy establishes a framework for the Neighbourhood Plan to deliver against its objectives. In this respect, it will have a minor positive impact on all sustainability appraisal objectives as it seeks to deliver growth whilst also ensuring controls to manage the impact of any development proposals on the natural and historic environment through specific parameters plans and the planning process.</p>	
<p>Minimise all types of pollution and their effects on Precinct residents and users</p>	<p>The Neighbourhood Plan aims to deliver a framework for the delivery of managed change, which will improve the visitor experience and in turn encourage tourism to the City, whilst also recognising the important contribution of, and managing the impact of change on heritage assets, Green space and other assessment criteria. Policy A1 outlines how proposals will be assessed through the</p>	<p>LT</p>	<p>P</p>	<p>Y</p>	<p>L</p>	<p style="background-color: #c8e6c9;">+</p>	<p>This policy establishes a framework for the Neighbourhood Plan to deliver against its objectives. In this respect, it will have a minor positive impact on all sustainability appraisal objectives as it seeks to deliver growth whilst also ensuring controls to manage the impact of any development proposals on the natural and historic environment through specific parameters plans and the planning process.</p>	

	Neighbourhood Plan.						
Conserve and enhance the historic environment and heritage assets of the Minster Precinct, as well as their unique settings	The Neighbourhood Plan aims to deliver a framework for the delivery of managed change, which will improve the visitor experience and in turn encourage tourism to the City, whilst also recognising the important contribution of, and managing the impact of change on heritage assets, Green space and other assessment criteria. Policy A1 outlines how proposals will be assessed through the Neighbourhood Plan.	ST	P	A	L	+	This policy establishes a framework for the Neighbourhood Plan to deliver against its objectives. In this respect, it will have a minor positive impact on all sustainability appraisal objectives as it seeks to deliver growth whilst also ensuring controls to manage the impact of any development proposals on the natural and historic environment through specific parameters plans and the planning process.
Protect and enhance the character and quality of the Precincts landscape	The Neighbourhood Plan aims to deliver a framework for the delivery of managed change, which will improve the visitor experience and in turn encourage tourism to the City, whilst also recognising the important contribution of, and managing the impact of change on heritage assets, Green space and other assessment criteria. Policy A1 outlines how proposals will be assessed through the Neighbourhood Plan.	LT	P	Y	L	+	This policy establishes a framework for the Neighbourhood Plan to deliver against its objectives. In this respect, it will have a minor positive impact on all sustainability appraisal objectives as it seeks to deliver growth whilst also ensuring controls to manage the impact of any development proposals on the natural and historic environment through specific parameters plans and the planning process.

<p>Conserve and support the expressions of cultural heritage associated with the Minster Precinct</p>	<p>The Neighbourhood Plan aims to deliver a framework for the delivery of managed change, which will improve the visitor experience and in turn encourage tourism to the City, whilst also recognising the important contribution of, and managing the impact of change on heritage assets, Green space and other assessment criteria. Policy A1 outlines how proposals will be assessed through the Neighbourhood Plan.</p>	<p>LT</p>	<p>P</p>	<p>Y</p>	<p>L</p>	<p>+</p>	<p>This policy establishes a framework for the Neighbourhood Plan to deliver against its objectives. In this respect, it will have a minor positive impact on all sustainability appraisal objectives as it seeks to deliver growth whilst also ensuring controls to manage the impact of any development proposals on the natural and historic environment through specific parameters plans and the planning process.</p>	
<p>Support sustainable access for residents, workers, businesses and visitors into and out of the Minster Precinct?</p>	<p>The Neighbourhood Plan aims to deliver a framework for the delivery of managed change, which will improve the visitor experience and in turn encourage tourism to the City, whilst also recognising the important contribution of, and managing the impact of change on heritage assets, Green space and other assessment criteria. Policy A1 outlines how proposals will be assessed through the Neighbourhood Plan.</p>	<p>LT</p>	<p>P</p>	<p>Y</p>	<p>L</p>	<p>+</p>	<p>This policy establishes a framework for the Neighbourhood Plan to deliver against its objectives. In this respect, it will have a minor positive impact on all sustainability appraisal objectives as it seeks to deliver growth whilst also ensuring controls to manage the impact of any development proposals on the natural and historic environment through specific parameters plans and the planning process.</p>	

Policy A2: Sustainable Development

Sustainability Appraisal Framework
Policy A2: Sustainable Development

Key to table:

T (Timescale) – Over what timescale are effects likely to occur? Short Term, ST (0-5 years); Medium Term, MT (5-10 years); Long Term, LT (10+ years)

P (Permanence) – Are effects likely to be permanent or temporary (Permanent, P; Temporary, T)

G (Geographical area) – Over what geographical area are the effects likely to occur? (Precinct area, A; York boundaries, Y; further abroad, B)

L (Likelihood) – what is the likelihood or probability of effects occurring (Likely, L; Unlikely, U)

SA Objective	Nature of Effect	Assessment of effect					Justification and Evidence	Suggested mitigation and enhancement measures
		T	P	G	L	Sig.		
Support York, and the City Centre in particular, as a centre for tourism and retail business	Additional economic activity in the Precinct and across York, achieved through the promotion of York Minster as a Tourist destination and the consequent increase in visitor numbers to the Minster and surrounding businesses.	MT	P	Y	L	++	This Policy places the objective for ensuring the Minster is financially sustainable, at the forefront of the plan and the determination of any forthcoming applications. This will have short term impacts on the development which come forwards, as well as long term impacts in ensuring the long term running and restoration of the Minster and the wider Precinct. Policy A2 supports proposals which sustain the visitor experience. This will have a positive economic impact by encouraging more visitors to the Minster, generating additional income through existing and new revenue streams.	
Support the Tourism industry in York	Encourage additional visitors to generate additional income for the Minster	MT	P	A	L	++	York Minster is a key tourist attraction in York, the improvements set out within Policy A2 will encourage additional visitors to the Minster and will ensure the Minster Precinct is visited more frequently by repeat visitors, who travel to the Minster to enjoy the green space and community facilities. This will generate additional income for the Minster, to re- invest in its upkeep and running.	
Support the Tourism industry in York	Generate additional visitors to attractions and Tourist facilities across York	MT	P	Y	L	+	Given the large number of international and national visitors to York Minster, who do not live locally, it is likely that the additional visitors to the Minster will also have a positive economic impact on	

							hotels, restaurants and other tourist attractions in the area.
Support the visual identity and brand of York, making York an attractive venue for business and investment	Seeks to ensure that all proposals conserve and enhance the historic environment and landscape character This will ensure York continues to be a tourist destination, and continues to benefit from outside investment.	LT	P	A	L	+	Policy A2 sets objectives to preserve and enhance natural and historic environment, this will ensure that all proposals are in keeping with the character of the Precinct and of York more widely. This policy supports proposals which sustain the visitor experience. This will encourage additional and repeat visitors to the Minster, businesses in the surrounding area (Retail and cafes/ restaurants in particular) will benefit from additional foot traffic. Likely to have a neutral impact on B1 (business) uses in the surrounding area in this regard. This Policy commits support to development proposals which contribute to local distinctiveness through high quality design and public realm as well as proposals which contribute positively to the health and wellbeing of the community and wider city
Cater for the needs of residents, visitors and community groups in terms of access to facilities and shared space	Support development proposals which seek offer community access to open and green space	ST	P	Y	L	+	Policy A2 sets the objective to offer accessible green space and open space. Both of these elements of this policy will have a significant positive impact in terms of access to shared space and facilities.
Cater for the needs of residents, visitors and community groups in terms of access to facilities and shared space	Support health and wellbeing	ST	P	Y	L	+	The support for provision of accessible green space and community space and facilities will benefit the health and wellbeing of residents of the precinct area by providing a space for recreation or quiet reflection and social interaction, both of which have been recognised to benefit mental and physical health
Support the Tourism Industry in York	Additional economic input into the running and upkeep of the Minster and the wider city	ST	P	Y	L	++	Policy A2 commits to support proposals which sustain the visitor experience. York Minster is one of the most frequented tourist attractions in within York. A commitment to enhance the visitor experience in York is likely to have a significant positive impact on tourism both to the Minster but also to the wider city, from

							national and international visitors.	
Minimise all types of pollution and their effects on Precinct residents and users	Improving the environment of the Minster Precinct	LT	P	A	L	+	<p>This policy seeks to encourage sustainable development in the York Minster Precinct. The Policy outlines an environmental objective to improve biodiversity, minimise waste and pollution and reduce the carbon footprint of the Minster over the plan period. Additionally, it seeks to meet or exceed, where possible, Government targets associated with energy, water efficiency and carbon reduction. This should be demonstrated in applications for development proposals to ensure a positive impact on health and wellbeing of residents in the Precinct area in the long term. The impacts of this environmental objective are likely to be broader than impacting just the Precinct. It is likely that positive impacts will be experienced in the City of York more widely. The incorporation of sustainability features will ensure that the development will also contribute to the reduction of pollution in the Longer term.</p> <p>Policy A2 specifies that renewable energy features and PV cells should be utilised where appropriate. Identification of sustainability measures such as this at this early stage will increase the likelihood of the Minster meeting its sustainability aspirations. The York Minster Environment Policy informs this element of the Policy. Reducing pollution within the Minster Precinct will have a positive impact on the quality of life of existing residents</p>	<p>The Minster seeks to achieve Eco Gold Church Status by 2025. Neighbourhood Plan Policies can be utilised to achieve this in light of potential development likely to come forward in the coming years. The Neighbourhood Plan and the Environment Policy should align and support one another as far as possible.</p>
Minimise all types of pollution and their effects on Precinct residents and users	Improve health and wellbeing of Precinct residents, employees and visitors	MT	P	A	L	+	<p>Policy A2 gives support to proposals which meet a number of criteria. Support is given to those proposals which contributes positively to health and wellbeing of the community</p>	<p>An environmental management plan could be developed for the Precinct to specify measures which could be utilised to make a positive impact on health and wellbeing. This would provide additional guidance to be utilised during the</p>

								preparation of any development proposals.
Conserve and enhance the historic environment and heritage assets of the Minster Precinct, as well as their unique settings	Provision for the long term conservation and enhancement of Heritage and Archaeology assets in the Precinct and support access to and interpretation of these assets.	ST	P	A	L	+	Policy A2 is a high level policy seeking to ensure sustainable development in the precinct. It sets the focus for the Neighbourhood Plan from the outset as providing an improvement of the Visitor experience whilst also seeking to ensure that new development conserves and enhances the historic environment of the Precinct area.	The 2020 York Minster Conservation Management Plan is referred to throughout the Neighbourhood Plan and should be specified within Policy A1 to ensure that the significance of heritage assets across the estate, or those affected by change within the Precinct are considered and identified, and can therefore impacts can be mitigated and improvements enhanced.
Protect and enhance the character and quality of the Precincts landscape	Provision for the conservation and enhancement of the landscape of the Precinct	ST	P	Y	L	++	Again, this policy sets out a high level framework and sets the aspiration for all development proposals to conserve or enhance landscape proposals in the Precinct Area.	
Conserve and support the expressions of cultural heritage associated with the Minster Precinct	Support the cultural expression of the Minster Precinct					0	This policy in itself is unlikely to have any impact upon the expression of cultural heritage.	
Support sustainable access for residents, workers, businesses and visitors into and out of the Minster Precinct?	Offers improved community access to the Minster Precinct	LT	P	Y	L	+	Policy A2 sets a social objective to offer community access and a safe, welcoming precinct. The policy focusses on improving access to ensure the safety of visitors. Matters of access are dealt with in more detail within later Neighbourhood Plan Policies.	

Policy A3: Policies Map

Sustainability Appraisal Framework
Policy A3: Policies Map
<p>Key to table: T (Timescale) – Over what timescale are effects likely to occur? Short Term, ST (0-5 years); Medium Term, MT (5-10 years); Long Term, LT (10+ years)</p>

P (Permanence) – Are effects likely to be permanent or temporary (Permanent, P; Temporary, T)
 G (Geographical area) – Over what geographical area are the effects likely to occur? (Precinct area, A; York boundaries, Y; further abroad, B)
 L (Likelihood) – what is the likelihood or probability of effects occurring (Likely, L; Unlikely, U)

Much of the detail within this policy is expanded upon at policies relating to the 4 project areas (Policies PA1, PA2, PA3 and PA4). The Project areas have therefore been assessed against the Sustainability Appraisal Objectives included within the table relating to the specific policy.

Policy A4: Design Excellence

Sustainability Appraisal Framework

Policy A4: Design Excellence

Key to table:

T (Timescale) – Over what timescale are effects likely to occur? Short Term, ST (0-5 years); Medium Term, MT (5-10 years); Long Term, LT (10+ years)

P (Permanence) – Are effects likely to be permanent or temporary (Permanent, P; Temporary, T)

G (Geographical area) – Over what geographical area are the effects likely to occur? (Precinct area, A; York boundaries, Y; further abroad, B)

L (Likelihood) – what is the likelihood or probability of effects occurring (Likely, L; Unlikely, U)

SA Objective	Nature of Effect	Assessment of effect					Justification and Evidence	Suggested mitigation and enhancement measures
		T	P	G	L	Sig.		
Support York, and the City Centre in particular, as a centre for tourism and retail business	Positive impact on ensuring the character of York remains strong.	MT	P	Y	L	+	Neighbourhood Plan Policy A4 seeks to ensure that development proposals in the area are of innovative design and utilise materials which reflect the character of the surrounding area. Given the Precinct is already a significant tourist draw, this will ensure that there are no negative impacts arising from new development, and that the heritage assets are not negatively impacted by any new development.	
Support the visual identity and brand of York, making York an attractive venue for business and investment	Positive contribution to the visual identity and brand of the wider city.	MT	P	Y	L	+	Neighbourhood Plan Policy A4 seeks to ensure the aims of the City Council are reflected to result in development proposals within the Minster Precinct supporting the visual identity of the city more widely. This neighbourhood Plan Policy also seeks to ensure that development proposals within the Minster Precinct reinforces the distinctive character of the	

								Precinct by having regard to scale, height, density, layout, appearance and materials of the surrounding precinct. This will have a significant positive impact on supporting the visual identity and brand of the wider area and will in turn ensure the area remains an attractive venue for business investment, particularly given the potential for this policy to maintain or increase the footfall of the surrounding area.	
Cater for the needs of residents, visitors and community groups in terms of access to facilities and shared space							0		
Minimise all types of pollution and their effects on Precinct residents and users	Reduce energy in any new development proposals	LT	P	B	L		++	Neighbourhood Plan Policy A4 seeks to ensure that the highest practicable energy efficiency is achieved by any new development proposals, and seeks to use low-embodied carbon building materials and reduce water demand. This will have a significant positive impact when assessed against the Sustainability Appraisal objective to minimise all types of pollution. This will also ensure that development within the York Minster Precinct achieves the environmental sustainability objectives of the Neighbourhood Plan.	
Conserve and enhance the historic environment and heritage assets of the Minster Precinct, as well as their unique settings	Positive impact by considering the historic environment	MT	P	A	L		++	This neighbourhood Plan policy also seeks to ensure that development proposals within the Minster Precinct reinforces the distinctive character of the Precinct by having regard to scale, height, density, layout, appearance and materials of the surrounding precinct. Ensuring the highest possible design quality will have a significant positive impact on the conservation and enhancement of the historic environment.	
Protect and enhance the character and quality of the	Minimising impacts on green infrastructure	LT	P	A	L		+	Policy A4 of the neighbourhood Plan aims to ensure that there is no impact on Green Infrastructure in the Precinct	

Precincts landscape							by specifying that development in the Neighbourhood Plan area should seek to conserve, enhance or create new Green Infrastructure. There are a number of Public Green Spaces already located within the Minster Precinct, including Deans Park which is very much valued by the community. This Policy will have a positive impact on this objective by restricting the loss of any green spaces, and by making them more attractive for public use through enhancement measures and ensuring they remain safe areas.
Conserve and support the expressions of cultural heritage associated with the Minster Precinct						0	
Support sustainable access for residents, workers, businesses and visitors into and out of the Minster Precinct?	Provision of waste management facilities	LT	P	A		+	Policy A4 seeks to ensure that appropriate waste management facilities are accessible. This will also ensure that pollution in the Neighbourhood Plan area is minimised.

Policy B1: Landscape and Biodiversity Net Gain

Sustainability Appraisal Framework								
Policy B1: Landscape and Biodiversity Net Gain								
Key to table: T (Timescale) – Over what timescale are effects likely to occur? Short Term, ST (0-5 years); Medium Term, MT (5-10 years); Long Term, LT (10+ years) P (Permanence) – Are effects likely to be permanent or temporary (Permanent, P; Temporary, T) G (Geographical area) – Over what geographical area are the effects likely to occur? (Precinct area, A; York boundaries, Y; further abroad, B) L (Likelihood) – what is the likelihood or probability of effects occurring (Likely, L; Unlikely, U)								
SA Objective	Nature of Effect	Assessment of effect					Justification and Evidence	Suggested mitigation and enhancement measures
		T	P	G	L	Sig.		
Support the Tourism industry in York	Ensures the improvement of the setting of the Minster,	MT	P	Y	L	+	Policy B1 will have a positive impact on supporting the tourism industry in York by ensuring the setting of the	

	having a positive impact on encouraging tourism to the area						Minster Precinct is enhanced through the retention of and planting of trees. This policy seeks to ensure that all tree removal is fully considered.	
Support the visual identity and brand of York, making York an attractive venue for business and investment	Enhances the setting on the Minster through Public realm improvements	ST	P	A	L	+	Policy B1 will have a positive impact on supporting the visual identity of York by improving the public realm and ensuring the setting of the Minster Precinct is enhanced through the retention of and planting of trees. This policy seeks to ensure that all tree removal is fully considered.	
Cater for the needs of residents, visitors and community groups in terms of access to facilities and shared space						0		
Minimise all types of pollution and their effects on Precinct residents and users	Increased planting in the Precinct area will improve air quality.	MT	P	A	L	+	<p>Trees are important in reducing air and water pollution. This policy seeks to ensure that trees are taken into consideration in development proposals and outlines steps to be taken to protect trees during the construction process, where necessary.</p> <p>The policy requires development proposals to result in a minimum 10% biodiversity net gain. Green roofs are considered through the policy as one method of facilitating this. Additional planting will be required to achieve biodiversity net gain, meaning Policy B1 which will further ensure a positive impact on air quality.</p>	Reference should be made to the Tree Survey Report undertaken by Barnes & Associates in 2017 prior to undertaking works which may affect trees, to minimise impacts on good quality trees, or mitigating impacts appropriately.
Conserve and enhance the historic environment and heritage assets of the Minster Precinct, as well as their unique settings	Improvement of the setting of heritage assets	ST	P	A	L	+	Trees and planting in the Precinct make an important contribution to place making and on therefore on the setting of heritage assets. Policy B1 seeks to ensure that any impact on trees is fully considered prior to the granting of planning permission and biodiversity considerations will be considered at an early stage of any development proposals to ensure sufficient additional biodiversity units can be delivered.	The important contribution of specific trees within the Precinct on the setting of heritage assets, and the creation of place should be acknowledged through the Parameters Plans.

Protect and enhance the character and quality of the Precincts landscape.	Positive impact ensuring impact on trees is considered	ST	P	A	L	+	<p>Policy B1 has been informed by a Tree survey report. This report outlines required Remedial works required to trees and outlines the quality of trees across the Precinct area.</p> <p>Landscaping and trees in the Precinct make an important contribution to place making and on therefore on the quality of landscapes within the Precinct. Policy SE1 seeks to ensure that any impacts on biodiversity, landscaping and trees are fully considered prior to the granting of planning permission.</p>	<p>Tree Assessments should be undertaken regularly as part of monitoring, and a management plan prepared to provide appropriate works to trees, identify planting opportunities and to assist in the ongoing management of landscape across the estate.</p> <p>Additional consideration should be given to landscaping proposals and planting to ensure that additional biodiversity units can be delivered through planning applications. An ecologist should be consulted at an early stage of any development project to ensure that the biodiversity impacts can be properly considered and incorporated into the proposals.</p>
Conserve and support the expressions of cultural heritage associated with the Minster Precinct						0		
Support sustainable access for residents, workers, businesses and visitors into and out of the Minster Precinct?						0		

Policy C1: Historic Environment

<p>Sustainability Appraisal Framework</p> <p>Policy C1: Historic Environment</p> <p>Key to table: T (Timescale) – Over what timescale are effects likely to occur? Short Term, ST (0-5 years); Medium Term, MT (5-10 years); Long Term, LT (10+ years)</p>

P (Permanence) – Are effects likely to be permanent or temporary (Permanent, P; Temporary, T) G (Geographical area) – Over what geographical area are the effects likely to occur? (Precinct area, A; York boundaries, Y; further abroad, B) L (Likelihood) – what is the likelihood or probability of effects occurring (Likely, L; Unlikely, U)								
SA Objective	Nature of Effect	Assessment of effect					Justification and Evidence	Suggested mitigation and enhancement measures
		T	P	G	L	Sig.		
Support York, and the City Centre in particular, as a centre for tourism and retail business	Maintaining the significance of heritage assets in York to ensuring continued tourism.	ST	P	Y	L	+	Much of the annual tourism to York is driven by the rich cultural and built heritage of York City Centre. As such, the proposals within Policy C1 will have a positive impact in supporting the role of York as a tourist destination by ensuring that any development proposals respond positively to the surrounding built heritage. Any proposals which may harm the historic environment in this area are required to meet two criteria which seek to demonstrate that the public benefits outweigh any harm. Therefore any proposals which may be of harm to heritage assets, will still benefit tourists and visitors to the surrounding area.	
Support the visual identity and brand of York, making York an attractive venue for business and investment	Supporting 'draw factors' to ensure that York remains a popular student city and centre for business and investment	MT	P	Y	L	+	The significant heritage assets within York are synonymous with the city's character and appearance. This is particularly true in the Minster Precinct. York is also home to the University of York which is ranked 12 th in the UK (Guardian, 2019). The ready supply of qualified graduates from the university, coupled with the strong visual identity of York and the frequent trains to both the north and the south of the country can lead to York being an attractive venue for business and investment. Policy C1 outlines how the significance of heritage assets will be considered through the Neighbourhood Plan and as such seeks to ensure that the Plan will have a positive impact on ensuring the visual brand of York is retained, through supporting the city's draw factors pertaining to the visual identity and historic character of the city, whilst delivering necessary growth and	

							development. This will ensure that the city remains a popular University city and thus a focus for business and investment.	
Cater for the needs of residents, visitors and community groups in terms of access to facilities and shared space	Retention of valuable community assets identified in initial consultation.	ST	P	A	L	+	The York Minster Precinct is also part of the York Central Historic Core Conservation Area. The open green space at Deans Park, which is publically accessible is a key component of the significance of the conservation area. Deans Park also contributes to the appreciation and enjoyment of the Minster itself, its retention would therefore be protected by Policy C1 of the Neighbourhood Plan, which will allow its continued use and enjoyment by residents, visitors and the community. This policy seeks to support development within the Minster Precinct, whilst minimising harm to heritage assets. It will allow the objective of the Neighbourhood Plan to be met in a sensitive manner, and as such will enhance the visitor experience, including through development of facilities and shared spaces, accessible by the community.	
Minimise all types of pollution and their effects on Precinct residents and users						0		
Conserve and enhance the historic environment and heritage assets of the Minster Precinct, as well as their unique settings	Minimising harm to heritage assets	ST	P	Y	L	++	Policy C1 will have a significant positive impact on the conservation and enhancement of the Historic environment in York Minster Precinct by ensuring that harm to heritage assets both within and outside of the precinct is minimised and regard is had to the 2020 York Minster Conservation Management Plan. This policy specifies that where proposals might result in harm to heritage assets, the level of harm must be fully understood and weighed against the public benefits to be delivered. Within this policy, any development	

							proposals leading to substantial harm will not be supported.	
Protect and enhance the character and quality of the Precincts landscape	Enhance the landscape within the Precinct	ST	P	A	L	++	The Minster precinct is home to substantial archaeological assets. Policy C1 of the Neighbourhood Plan will have a significant positive impact in ensuring that these assets, and thus the landscape in the Precinct is protected. The Conservation Area Appraisal prepared for the York Minster Precinct, prepared by York City council recognises the 'broad green openness' of Deans Park to be of significance to the character of the conservation area. The Landscape of the Precinct is also key to the setting of the numerous heritage assets in the Precinct. As such, Neighbourhood Plan Policy C1 will have a significant positive impact in ensuring the landscape of the Minster Precinct is protected and enhanced.	
Conserve and support the expressions of cultural heritage associated with the Minster Precinct	Support the history of the Minster	ST	P	A	L	++	York Minster is rich in history and is an important site for expressions of cultural heritage. The preservation of the historic materials is key to this, and Policy C1 will have a significant positive impact by ensuring that the historic environment is reinforced and the distinctiveness of the heritage asset is properly considered and retained. This will ensure that the Minster remains a site of cultural expression.	
Support sustainable access for residents, workers, businesses and visitors into and out of the Minster Precinct?						0		

Policy C2: Listed Building Consent

Sustainability Appraisal Framework
Policy C2: Listed Building Consent

Key to table: T (Timescale) – Over what timescale are effects likely to occur? Short Term, ST (0-5 years); Medium Term, MT (5-10 years); Long Term, LT (10+ years) P (Permanence) – Are effects likely to be permanent or temporary (Permanent, P; Temporary, T) G (Geographical area) – Over what geographical area are the effects likely to occur? (Precinct area, A; York boundaries, Y; further abroad, B) L (Likelihood) – what is the likelihood or probability of effects occurring (Likely, L; Unlikely, U)							Justification and Evidence	Suggested mitigation and enhancement measures
SA Objective	Nature of Effect	T	P	G	L	Sig.		
Support York, and the City Centre in particular, as a centre for tourism and retail business	Consent will allow potential adaptation, renovation and addition to buildings to enable them to be fit for purpose within the Precinct as well as ensure that the setting of heritage assets is appropriately considered.	ST	P	A	L	+	York Minster is a key tourist attraction in York, on account of its historical, religious and architectural significance. Policy C2 of the Neighbourhood Plan will ensure development proposals within the Precinct do not impact the significance of the Minster and its surrounding Precinct, therefore ensuring tourism to the Minster Precinct continues.	A construction management plan should be created and tailored to each proposal to ensure that disruption to visitors of the Precinct is minimised.
Support the Tourism industry in York	Consent will allow potential adaptation, renovation and addition to buildings to enable them to be fit for purpose within the Precinct as well as ensure that the setting of heritage assets is appropriately considered.	ST	P	A	U	+	York Minster is a key tourist attraction in York, on account of its historical, religious and architectural significance. Policy C2 of the Neighbourhood Plan will ensure development proposals within the Precinct do not impact the significance of the Minster and its surrounding Precinct, therefore ensuring tourism to the Minster Precinct continues. Policy C2, any proposed development in the precinct may have a slight negative impact on tourism caused by disruption during any construction phases.	
Support the visual identity and brand of York, making York an attractive venue for business and investment	Economic impact-encouraging businesses to be located within York	ST	P	A	U	+	York Minster is a key tourist attraction in York, on account of its historical, religious and architectural significance. Policy C2 of the Neighbourhood Plan will ensure development proposals are consented to allow potential adaptation, renovation and addition to the buildings to enable them to be fit for purpose within the precinct as well as ensure that the setting of heritage assets	

							is appropriately considered. In turn this will ensure tourism to the Minster Precinct continues and as such encouraging business and investment in the area.
Cater for the needs of residents, visitors and community groups in terms of access to facilities and shared space						0	
Minimise all types of pollution and their effects on Precinct residents and users						0	
Conserve and enhance the historic environment and heritage assets of the Minster Precinct, as well as their unique settings	Ensures that the impact of any development proposals on listed building can be fully understood	MT	P	A	L	++	Policy C2 seeks to ensure that the impact of any development proposals on listed building can be fully understood through Listed building consent. Applications and Listed building consents can be determined in this context, following informed consultation with the City Council and Historic England, in line with National Policy.
Protect and enhance the character and quality of the Precincts landscape	Ensures that the impact of any development proposals on listed building can be fully understood	MT	P	A	L	++	Policy C2 seeks to ensure that the impact of any development proposals on listed buildings, including their settings can be fully understood and can be determined in this context, following informed consultation with the City Council and Historic England, in line with national policy.
Conserve and support the expressions of cultural heritage associated with the Minster Precinct						0	
Support sustainable access for residents, workers, businesses and visitors into and out of the						0	

Minster Precinct?							
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Policy C3: Archaeology & Scheduled Monument Consent

Sustainability Appraisal Framework								
Policy C3: Archaeology and Scheduled Monument Consent								
<p>Key to table: T (Timescale) – Over what timescale are effects likely to occur? Short Term, ST (0-5 years); Medium Term, MT (5-10 years); Long Term, LT (10+ years) P (Permanence) – Are effects likely to be permanent or temporary (Permanent, P; Temporary, T) G (Geographical area) – Over what geographical area are the effects likely to occur? (Precinct area, A; York boundaries, Y; further abroad, B) L (Likelihood) – what is the likelihood or probability of effects occurring (Likely, L; Unlikely, U)</p>								
SA Objective	Nature of Effect	Assessment of effect					Justification and Evidence	Suggested mitigation and enhancement measures
		T	P	G	L	Sig.		
Support York, and the City Centre in particular, as a centre for tourism and retail business	Retains significance of Minster	MT	P	Y	L	+	York Minster is a key tourist attraction in York, on account of its historical, religious and architectural significance. Policy C3 of the Neighbourhood Plan will ensure development proposals within the Precinct do not impact the significance of the Minster and its surrounding Precinct, therefore ensuring tourism to the Minster Precinct continues in its current form.	
Support the Tourism industry in York	Retains significance of Minster	MT	P	A	L	+	York Minster is a key tourist attraction in York, on account of its historical, religious and architectural significance. Policy C3 of the Neighbourhood Plan will ensure development proposals within the Precinct do not impact the visual and historical significance of the Minster and its surrounding Precinct. In this way, the Policy will indirectly maintain the Minster and the Precinct as a tourist draw therefore ensuring tourism to the Minster Precinct continues in its current form.	
Support the visual identity and brand of York, making York an attractive venue	Retains significance of Minster	LT	P	Y	L	+	York Minster is a key tourist attraction in York, on account of its historical, religious and architectural significance. Policy C3 of the Neighbourhood Plan will ensure development proposals	

for business and investment							within the Precinct do not impact the visual and historical significance of the Minster and its surrounding Precinct, In this way, the Policy will indirectly maintain the Minster and the Precinct as a tourist draw therefore ensuring tourism to the Minster Precinct continues	
Cater for the needs of residents, visitors and community groups in terms of access to facilities and shared space						0		
Minimise all types of pollution and their effects on Precinct residents and users						0		
Conserve and enhance the historic environment and heritage assets of the Minster Precinct, as well as their unique settings	Ensures that the impact of any development proposals on heritage assets including the nearby scheduled ancient monuments can be fully understood	LT	P	A	L	++	<p>Policy C3 seeks to ensure that the impact of any development proposals on listed building can be fully understood through Scheduled Monument Consent. Applications and Listed building consents can be determined in this context, following informed consultation with Historic England, in line with National Policy.</p> <p>This Policy will also ensure the Secretary of State is able to take into consideration the safeguarding of SAMs located outside of the Minster Precinct, ensuring their long term protection.</p>	
Protect and enhance the character and quality of the Precincts landscape	Ensures that the impact of any development proposals on heritage assets including the nearby scheduled ancient monuments can be fully understood	LT	P	A	L	++	<p>Policy C3 seeks to ensure that the impact of any development proposals on listed buildings, including their settings can be fully understood and can be determined in this context, following informed consultation with Historic England, in line with national policy.</p> <p>This Policy will also ensure the Secretary of State is able to take into consideration the safeguarding of SAMs located outside of the Minster Precinct,</p>	

							ensuring their long term protection.	
Conserve and support the expressions of cultural heritage associated with the Minster Precinct						0		
Support sustainable access for residents, workers, businesses and visitors into and out of the Minster Precinct?						0		

Policy D1: Wellbeing

Sustainability Appraisal Framework								
Policy D1: Wellbeing								
Key to table: T (Timescale) – Over what timescale are effects likely to occur? Short Term, ST (0-5 years); Medium Term, MT (5-10 years); Long Term, LT (10+ years) P (Permanence) – Are effects likely to be permanent or temporary (Permanent, P; Temporary, T) G (Geographical area) – Over what geographical area are the effects likely to occur? (Precinct area, A; York boundaries, Y; further abroad, B) L (Likelihood) – what is the likelihood or probability of effects occurring (Likely, L; Unlikely, U)								
SA Objective	Nature of Effect	Assessment of effect					Justification and Evidence	Suggested mitigation and enhancement measures
		T	P	G	L	Sig.		
Support York, and the City Centre in particular, as a centre for tourism and retail business	Improves Visitor experience and creates more shared spaces	LT	P	Y	L	+	Policy D1 seeks to promote partnership with public, voluntary, business and community sectors. Generating a link between the Minster and local businesses will have a positive impact on the City of York by enhancing the visitor experience of the city and generating additional tourism. Policy D1 also seeks to ensure that the Minster remains a place for worship and protection, which will have a positive impact on the visitor experience for those visiting the Minster for worship and peaceful reflection.	

Support the Tourism industry in York	Encourage visitors to the Precinct	LT	P	Y	L	++	<p>Policy D1 seeks to inspire people to visit York Minster, by ensuring the aim of improving the visitor experience and the Minsters Mission of welcome are key considerations in the evolution of any development proposals. Improving the visitor experience at York Minster, will also have subsequent positive impacts on surrounding shops, restaurants, hotels and tourist attractions, as the footfall through York is likely to increase.</p> <p>Policy D1 also seeks to create new public spaces and improve public access around the precinct. This will encourage tourists, residents and visitors to the Precinct, as well as encouraging longer stays in the area, while the public spaces are utilised and enjoyed.</p>
Support the visual identity and brand of York, making York an attractive venue for business and investment						0	
Cater for the needs of residents, visitors and community groups in terms of access to facilities and shared space	Creates universally accessible public spaces	LT	P	Y	U	++	<p>Policy D1 seeks to ensure that development proposals provide universally accessible buildings and public spaces. This will be of benefit not only to visitors of the cathedral, of all age and ability, but also to community groups and residents.</p> <p>This policy also aspires to create new spaces for people to enjoy. This is likely to improve the quality and range of facilities on site for public use.</p>
Minimise all types of pollution and their effects on Precinct residents and users						0	
Conserve and enhance the historic environment and heritage						0	

assets of the Minster Precinct, as well as their unique settings								
Protect and enhance the character and quality of the Precincts landscape						0		
Conserve and support the expressions of cultural heritage associated with the Minster Precinct	Highlights the importance of being a place of worship and reflection	LT	P	A	L	++	The most important function of the Minster is that of being a place for worship and quiet reflection. Neighbourhood Plan policy D1 is important in positively impacting development proposals to ensure that this use is respected and the Minster continues to be an asset to society.	A construction Management Plan for any development proposals should take into consideration the impact of any development on worshippers and ensure that the construction impacts are minimised to avoid disruption. This will ensure that expressions of cultural heritage are not impacted by any development proposals
Support sustainable access for residents, workers, businesses and visitors into and out of the Minster Precinct?						0		

Policy E1: Movement and Public Realm

<p>Sustainability Appraisal Framework</p> <p>Policy E1: Movement and Public Realm</p> <p>Key to table: T (Timescale) – Over what timescale are effects likely to occur? Short Term, ST (0-5 years); Medium Term, MT (5-10 years); Long Term, LT (10+ years) P (Permanence) – Are effects likely to be permanent or temporary (Permanent, P; Temporary, T) G (Geographical area) – Over what geographical area are the effects likely to occur? (Precinct area, A; York boundaries, Y; further abroad, B)</p>
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L (Likelihood) – what is the likelihood or probability of effects occurring (Likely, L; Unlikely, U)								
SA Objective	Nature of Effect	Assessment of effect					Justification and Evidence	Suggested mitigation and enhancement measures
		T	P	G	L	Sig.		
Support York, and the City Centre in particular, as a centre for tourism and retail business						0		
Support the Tourism industry in York	Improves accessibility to and from the Minster Precinct from across York	LT	P	Y	L	+	This policy aims to ensure that the Minster Precinct is accessible and connected to the wider city, this will make the Precinct more accessible to visitors to York and the City of York more accessible to visitors to the Minster Precinct. This will allow benefits from tourism to the Minster can be shared to businesses within York City. An improvement in the public realm is likely to improve the environment around the Minster and enhance the Precinct as a tourist destination.	
Support the visual identity and brand of York, making York an attractive venue for business and investment	Ensuring public spaces within the Minster Precinct relate to the local context	LT	P	Y	L	+	Policy E1 seeks to ensure that the public realm within the Precinct is improved, utilising the highest quality design and landscaping and responds well to the local context. This will ensure that the character of the surrounding area is not negatively impacted. Improving the public realm in this area is likely to increase the number of visitors and the length of time spent in the area by visitors, given the proposed additional street furniture outlined within this policy. This is likely to have a positive impact on businesses in the area, and encourage additional investment in the future.	
Cater for the needs of residents, visitors and community groups in terms	Addition of street furniture and Public Realm Improvements	LT	P	A	L	++	Policy E1 will have a significant positive impact when assessed against this objective. The policy aims to ensure that the Public realm, which is currently regularly used by visitors to the	

of access to facilities and shared space							Precinct, remains safe. The addition of landscaping and street furniture proposed through this policy will serve to ensure that the Public realm is accessible to and enjoyed by the public throughout the year.	
Minimise all types of pollution and their effects on Precinct residents and users	Environmental benefits	LT	P	A	L	+	The addition of landscaping in the Public realm will have a positive impact in reducing air and water pollution.	
Conserve and enhance the historic environment and heritage assets of the Minster Precinct, as well as their unique settings	Improve the setting of heritage assets	LT	P	A	L	+	In the context of the Minster Precinct, which is home to a significant number of heritage assets, the Public realm surrounding these assets can often be key to the enjoyment of the heritage asset and form an important part of its setting. Improving the Public realm in the Minster Precinct will have a positive impact on the setting of these listed assets and ensure that they remain publically accessible to be enjoyed by visitors and residents of the Precinct.	
Protect and enhance the character and quality of the Precincts landscape	Improvements to landscape character and quality	MT	P	A	L	+	In the context of the Minster Precinct, which is home to a significant number of heritage assets, the Public realm surrounding these assets can often be key to the enjoyment of the heritage asset and form an important part of its setting. Improving the Public realm in the Minster Precinct will have a positive impact on the Precincts Landscape setting of these listed assets and ensure that they remain universally accessible to be enjoyed by visitors and residents of the Precinct.	
Conserve and support the expressions of cultural heritage associated with the Minster Precinct						0		
Support sustainable access for residents, workers, businesses and	Ensuring free and safe movement through the Precinct	LT	P	Y	L	+	Policy E1 will ensure that as well as providing a cohesive series of public spaces within the Precinct, the Minster Precinct is connected to the rest of the city of York, both	

visitors into and out of the Minster Precinct?							physically and visually. This will allow free and safe movement through, to and from the Precinct benefitting residents, workers and visitors to the Precinct.	
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Policy E2: Accessibility and Wayfinding

Sustainability Appraisal Framework								
Policy E2: Accessibility and Wayfinding								
Key to table: T (Timescale) – Over what timescale are effects likely to occur? Short Term, ST (0-5 years); Medium Term, MT (5-10 years); Long Term, LT (10+ years) P (Permanence) – Are effects likely to be permanent or temporary (Permanent, P; Temporary, T) G (Geographical area) – Over what geographical area are the effects likely to occur? (Precinct area, A; York boundaries, Y; further abroad, B) L (Likelihood) – what is the likelihood or probability of effects occurring (Likely, L; Unlikely, U)								
SA Objective	Nature of Effect	Assessment of effect					Justification and Evidence	Suggested mitigation and enhancement measures
		T	P	G	L	Sig.		
Support York, and the City Centre in particular, as a centre for tourism and retail business							0	
Support the Tourism industry in York	Enhanced visitor experience	MT	P	Y	L		+	Policy E2 seeks to give priority to pedestrians, and to provide wayfinding improvements. This will result in an improved visitor experience and as such will have a positive impact on encouraging tourists.
Support the visual identity and brand of York, making York an attractive venue for business and investment	Improvements to Public realm	ST	P	Y	L		+	The improvements to public open spaces and existing footpath will enhance the setting of the heritage assets and support the visual identity of York.
Cater for the needs of residents, visitors and community groups in terms of access to facilities and shared space	Improves the safety of Minster Visitors	MT	P	Y	L		+	Policy E2 seeks to provide safe spaces for the residents and visitors to walk and congregate. The same policy also makes provision for improvements to cycling routes and sets out the intention to ensure appropriate routes for cyclists are maintained through the Minster Precinct.

								The policy also provides opportunities for the addition of appropriately designed security measures to improve safety of visitors to the precinct.	
Minimise all types of pollution and their effects on Precinct residents and users	Prioritises pedestrians	MT	P	Y	L		+	This policy seeks to ensure that pedestrians are given priority over cars and other forms of transport. This will improve pedestrian safety, thus encouraging people to utilise more sustainable modes of transport and as a result will have a positive impact improving air quality and reducing pollution in the Minster Precinct and through York more widely.	
Conserve and enhance the historic environment and heritage assets of the Minster Precinct, as well as their unique settings							0		
Protect and enhance the character and quality of the Precincts landscape							0		
Conserve and support the expressions of cultural heritage associated with the Minster Precinct							0		
Support sustainable access for residents, workers, businesses and visitors into and out of the Minster Precinct?	Prioritises pedestrians	MT	P	Y	L		+	This policy seeks to ensure that pedestrians are given priority over cars and other forms of transport. This will encourage people to utilise more sustainable modes of transport. This is likely to have a wider impact on the mode of transport people use to visit York, reducing the reliance on car use and instead promoting more sustainable modes of transport.	

Policy E3: Electric Vehicles and Parking

Sustainability Appraisal Framework

Policy MP3: Parking

Key to table:

T (Timescale) – Over what timescale are effects likely to occur? Short Term, ST (0-5 years); Medium Term, MT (5-10 years); Long Term, LT (10+ years)

P (Permanence) – Are effects likely to be permanent or temporary (Permanent, P; Temporary, T)

G (Geographical area) – Over what geographical area are the effects likely to occur? (Precinct area, A; York boundaries, Y; further abroad, B)

L (Likelihood) – what is the likelihood or probability of effects occurring (Likely, L; Unlikely, U)

SA Objective	Nature of Effect	Assessment of effect					Justification and Evidence	Suggested mitigation and enhancement measures
		T	P	G	L	Sig.		
Support York, and the City Centre in particular, as a centre for tourism and retail business						0		
Support the Tourism industry in York						0		
Support the visual identity and brand of York, making York an attractive venue for business and investment						0		
Cater for the needs of residents, visitors and community groups in terms of access to facilities and shared space	Provision of facilities for use by residents, visitors and community groups ensuring social and environmental benefits	ST	P	Y	L	+	The popularity of electric and hybrid vehicles is likely to increase as the technology becomes more available. Policy E3 will provide facilities required for those with electric vehicles. This is also likely to have a positive impact in promoting travel to the Precinct utilising sustainable transport methods and as such have a positive impact on air quality.	
Minimise all types of pollution and their effects on Precinct residents and users	Environmental impact on air quality in the precinct	MT	P	Y	L	+	This policy also likely to have a positive impact in promoting travel to the Precinct utilising sustainable transport methods and as such have a positive impact on air quality.	
Conserve and enhance the historic environment and heritage assets of the Minster						0		

Precinct, as well as their unique settings								
Protect and enhance the character and quality of the Precincts landscape						0		
Conserve and support the expressions of cultural heritage associated with the Minster Precinct						0		
Support sustainable access for residents, workers, businesses and visitors into and out of the Minster Precinct	Long term positive impact on the wider highways network and air quality of the Minster Precinct.	LT	P	Y	L	+	Policy E3 seeks to reduce unnecessary vehicle movement and parking within the Precinct. The provision of electric vehicle charging points will ensure that workers and residents with electric vehicles are catered for, and may encourage more people to choose to drive electric or hybrid vehicles in the future.	

Policy E4: Green Travel Plan

Sustainability Appraisal Framework								
Policy E4: Green Travel Plan								
Key to table: T (Timescale) – Over what timescale are effects likely to occur? Short Term, ST (0-5 years); Medium Term, MT (5-10 years); Long Term, LT (10+ years) P (Permanence) – Are effects likely to be permanent or temporary (Permanent, P; Temporary, T) G (Geographical area) – Over what geographical area are the effects likely to occur? (Precinct area, A; York boundaries, Y; further abroad, B) L (Likelihood) – what is the likelihood or probability of effects occurring (Likely, L; Unlikely, U)								
SA Objective	Nature of Effect	Assessment of effect					Justification and Evidence	Suggested mitigation and enhancement measures
		T	P	G	L	Sig.		
Support York, and the City Centre in particular, as a centre for tourism and retail business						0		
Support the Tourism industry in York						0		

Support the visual identity and brand of York, making York an attractive venue for business and investment						0		
Cater for the needs of residents, visitors and community groups in terms of access to facilities and shared space	Consideration of impacts from vehicles on visitors and community groups ensuring social and environmental benefits	LT	P	Y	L	+	Policy E4 will ensure that vehicle movement in the precinct is reduced to only essential purposes. This policy also recognises and gives consideration to all visitors to the Precinct, including providing for Blue Badge Holders. This is also likely to have a positive impact in promoting travel to the Precinct utilising sustainable transport methods and as such have a positive impact on air quality.	
Minimise all types of pollution and their effects on Precinct residents and users	Environmental impact on air quality in the precinct	MT	P	Y	L	+	This policy also likely to have a positive impact in promoting travel to the Precinct utilising sustainable transport methods and as such have a positive impact on air quality.	
Conserve and enhance the historic environment and heritage assets of the Minster Precinct, as well as their unique settings						0		
Protect and enhance the character and quality of the Precincts landscape						0		
Conserve and support the expressions of cultural heritage associated with the Minster Precinct						0		
Support sustainable access for residents, workers, businesses and visitors into and	Long term positive impact on the wider highways network and air quality of the Minster Precinct.	LT	P	Y	L	+	Policy E4 seeks to reduce unnecessary vehicle movement and parking within the Precinct. The Policy specifies that a 'York Minster Green Travel Plan' will be created and surrounding businesses will be	

out of the Minster Precinct							encouraged to adopt the same Travel Plan. This is likely to have a long term positive impact on air quality in the Precinct, improve the safety of pedestrians in the area and reduce the impact of visitors to the Minster Precinct, on the wider highways network.	
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Policy Areas

Four principle Project Areas within the Minster Precinct Area are outlined within Policy A3 of the Neighbourhood Plan. Neighbourhood Plan Policies PA1, PA2, PA3 and PA4 are spatial policies and relate specifically to proposals for each area. A parameters plan is included for each project area demonstrating the proposed intervention. Detailed requirements and design parameters for each project area will be set out in subsequent development briefs which will be developed in liaison with COYC and Historic England.

All Neighbourhood Plan objectives and policies remain relevant to any proposals brought forward within the Project Areas.

Policy PA1: Minster Yard and College Green

Sustainability Appraisal Framework								
Policy PA1- Minster Yard & College Green								
Key to table: T (Timescale) – Over what timescale are effects likely to occur? Short Term, ST (0-5 years); Medium Term, MT (5-10 years); Long Term, LT (10+ years) P (Permanence) – Are effects likely to be permanent or temporary (Permanent, P; Temporary, T) G (Geographical area) – Over what geographical area are the effects likely to occur? (Precinct area, A; York boundaries, Y; further abroad, B) L (Likelihood) – what is the likelihood or probability of effects occurring (Likely, L; Unlikely, U)								
SA Objective	Nature of Effect	Assessment of effect					Justification and Evidence	Suggested mitigation and enhancement measures
		T	P	G	L	Sig.		
Support York, and the City Centre in particular, as a centre for tourism and retail business							0	
Support the tourism industry in York	Improve the Visitor experience	MT	P	Y	L		++	Improvements proposed for the Minster Yard Area, as outlined within Neighbourhood Plan Policy PA1 seek to improve the visitor experience of York Minster through developing additional visitor facilities such as a café, toilets and exhibition

							space. This is likely to also have a positive impact on the tourism industry in York more broadly, through encouraging additional or repeat visitors to the Minster Precinct, drawn by new facilities and pop up activities and exhibitions which change over time to ensure repeat visits. The interaction between the Stone Masons yard and visitors to the precinct was identified as a valuable experience through previous consultation. Policy PA1 seeks to retain and enhance this experience.
Support the visual identity and brand of York, making York an attractive venue for business and investment	Reuse of existing Minster assets and retention of key views and specified development parameters	LT	P	Y	L	+	Policy PA1 seeks to reuse existing buildings within the Precinct to deliver the required additional facilities and places great importance on the retention of key views to ensure that the Minster and other Heritage assets and buildings of architectural significance. This approach will ensure that the character and visual identity of the precinct remains. The identification and retention of Key Views will ensure that the Minster can continue to be appreciated from the Precinct and throughout York. The Emerging Local Plan for York (as submitted) recognises the importance of key views within York City. The protection of these views envisaged through the Neighbourhood Plan will ensure that the visual identity of York is protected in this regard. This policy also specifies a maximum height of development to ensure that any future development proposals are in keeping with the character of the surrounding area.
Cater for the needs of residents, visitors and community groups in terms of access to facilities and shared space	Delivery of new facilities to improve the visitor experience	ST	P	A	L	++	Policy PA1 sets out a framework to guide any future development within the Minster Yard and College Green area of Precinct. This development area aims to cater to the requirements of visitors, through the addition of new facilities such as a café, toilets and exhibition space.

								The effective utilisation of the Minster school building has also been taken into consideration with the Policy to ensure that it is brought into a sustainable use which will ensure its preservation in the long term. This will also benefit the precinct by creating new public spaces for visitors to enjoy. Improving the social and economic sustainability of the Precinct as a whole. The policy also encourages the creation of outdoor space for visitors and the retention of educational spaced in this area of the precinct as well as proposing seasonal outdoor spaces for temporary events. These additional facilities will all provide significant social benefits as well as delivering economic benefits for the Minster and the businesses within and surrounding the Precinct.	
Minimise all types of pollution and their effects on Precinct residents and users							0		
Conserve and enhance the historic environment and heritage assets of the Minster Precinct, as well as their unique settings		LT	P	A	L		0		Any application should follow the steps outlined within policies of the Neighbourhood Plan, given any development is likely to impact upon the setting of the heritage assets. Should the development be pursued in line with these policies and in consultation with Historic England, it is not considered that there will be an impact on the conservation and enhancement of the Heritage assets.
Protect and enhance the character and quality of the Precincts landscape	Enhance setting of heritage assets	LT	P	A	L		++	The framework presented in Policy PA1 for development at the Minster Yard and College Green Area is likely to have a positive impact on the landscape of the Precinct. The proposals for this area outline the potential for development	

								to reconfigure the public/private boundary of the Minster to enhance the setting of the heritage asset and create a new public square where visitors can enjoy the views of the Minster. The improvement and reconfiguration of College Green is also identified within Policy PA1 and has potential to provide greater usable public space. This additional green space will serve to improve the landscape in the Precinct overall, particularly when this policy is read in conjunction with Policy E1 'Movement and Public Realm' which seeks to incorporate the highest quality design, landscaping, planting, street furniture and surfaces to the Public realm.	
Conserve and support the expressions of cultural heritage associated with the Minster Precinct	Improve opportunities for interactive learning and encourage tourism.	LT	P	A	L	+		Policy PA1 outlined potential to reconfigure the Stone Mason's area to ensure that the craft can be viewed by the public, and visitors can communicate with the stone masons to gain a better understanding of their work. The Policy also seeks to retain dedicated educational uses within the precinct and allow for links to university institutions in York.	
Support sustainable access for residents, workers, businesses and visitors into and out of the Minster Precinct?	Improvements to existing highways in the area and prioritisation of pedestrians	MT	P	Y	L	+		Neighbourhood Plan policy PA1 will have a positive impact in supporting sustainable access to and from the Minster Precinct. Essential vehicle access is retained to the College Green and to the Stoneward and refectory from Deangate. Policy PA1 of the Neighbourhood Plan seeks to retain on road cycling routes through the area, maximising sustainable access to outdoor public space for the benefit of walkers and cyclists. The proposals also allow for thorough consideration of changes to traffic routing by requiring agreement for any such changes with COYC to minimise any negative impact on the wider highway network.	

Policy PA2: West Front and Queens Square

Sustainability Appraisal Framework								
Policy PA2- West Front and Queens Square								
Key to table: T (Timescale) – Over what timescale are effects likely to occur? Short Term, ST (0-5 years); Medium Term, MT (5-10 years); Long Term, LT (10+ years) P (Permanence) – Are effects likely to be permanent or temporary (Permanent, P; Temporary, T) G (Geographical area) – Over what geographical area are the effects likely to occur? (Precinct area, A; York boundaries, Y; further abroad, B) L (Likelihood) – what is the likelihood or probability of effects occurring (Likely, L; Unlikely, U)								
SA Objective	Nature of Effect	Assessment of effect					Justification and Evidence	Suggested mitigation and enhancement measures
		T	P	G	L	Sig.		
Support York, and the City Centre in particular, as a centre for tourism And retail business.	Support the Tourism industry in York and benefit the local economy	MT	P	Y	L	+	The proposals outlined within Policy PA2 provide a framework for the development of a civic and ceremonial space at the West Front. This proposal is likely to generate a significant number of additional visitors to attend and observe more ceremonies and events at the Minster. This will have a resulting positive impact on surrounding businesses through the generation of additional footfall in the area, it is also likely to have a positive impact in attracting additional tourists to York.	
Support the visual identity and brand of York, making York an attractive venue for business and investment	Create new ceremonial space for public use encouraging additional visitors whilst considering heritage in the area.	LT	P	Y	L	+	The proposals for the West front and Duncombe Place will have a positive impact on supporting the visual identity and brand of York, the creation of a new public square, and the installation of a new statue celebrating Queen Elizabeth will be in keeping with the character of the surrounding area. This policy recognises that this is a sensitive area and heritage input will be integral to any proposal. This is likely to ensure that the visual identity and brand of York is retained.	
Cater for the needs of residents, visitors and community groups in terms of access to facilities and shared space	Provision of new open space for use by residents, visitors and community groups.	LT	P	Y	L	+	The proposals for Duncombe Place will create a new public square which can be utilised by visitors and the community. This will have a positive impact in ensuring the Minster and the Precinct more widely is accessible and utilised by the public.	

Minimise all types of pollution and their effects on Precinct residents and users						0		
Conserve and enhance the historic environment and heritage assets of the Minster Precinct, as well as their unique settings	Identifies historic importance of the area and seeks to ensure any impact is properly assessed.	LT	P	A	L	+	Policy PA2 recognises that the West Front area of the Minster and Duncombe Place are sensitive in terms of heritage, and make a significant impact on the character of the area. The Policy requires for any development proposals affecting this area to be developed in consultation with Historic England. This will ensure that the historic environment in this location is conserved and enhanced through any proposals, with any heritage impacts being fully considered from the outset. The policy also requires development proposals to take the perception of the historic Roman route from Bootham to Petergate into consideration, this will assist in its protection and enhancement.	
Protect and enhance the character and quality of the Precincts landscape	Environmental Impact	ST	P	A	L	+	Policy PA2 requires due regard be given to existing trees through the design of development proposals. The retention of the trees lining Duncombe Place are proposed to be retained as part of the proposals in this area. This will have a positive impact on the Landscape in this area. The proposals seek to deliver public realm improvements which will have a positive impact on the landscape of the Precinct in this area. The proposals for the West Front will have a positive impact on the Precincts landscape.	Any proposal to remove a tree in this area should be accompanied by the documents outlined within Policy B1 'Landscape and Biodiversity Net Gain'. It is envisaged that any negative impact on the landscape within the Precinct in this area can be offset through additional planting of trees throughout the Precinct.
Conserve and support the expressions of cultural heritage associated with the Minster Precinct	Positive social impact by creating a new public square and encouraging more civic and ceremonial events.	LT	P	A	L	++	Policy PA2 will have a significant positive impact in supporting expressions of cultural heritage. The creation of a dedicated public square for civic and ceremonial use will allow for the safe gathering of worshippers and visitors to celebrate God and cultural heritage.	
Support sustainable	Ensures Safety	LT	P	A	L	+	Policy PA2 seeks to allow for the accommodation of	

access for residents, workers, businesses and visitors into and out of the Minster Precinct?							vehicular access to the existing residential and commercial uses. Access in this area will be restricted to ensure the area is not impacted by pollution from excess car traffic. The proposals set out within this Neighbourhood Plan Policy seek to ensure that access remains safe whilst also ensuring the safety of visitors and the community.	
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Policy PA3: Learning Centre and Gardens

Sustainability Appraisal Framework								
Policy PA3- Learning Centre and Gardens								
Key to table: T (Timescale) – Over what timescale are effects likely to occur? Short Term, ST (0-5 years); Medium Term, MT (5-10 years); Long Term, LT (10+ years) P (Permanence) – Are effects likely to be permanent or temporary (Permanent, P; Temporary, T) G (Geographical area) – Over what geographical area are the effects likely to occur? (Precinct area, A; York boundaries, Y; further abroad, B) L (Likelihood) – what is the likelihood or probability of effects occurring (Likely, L; Unlikely, U)								
SA Objective	Nature of Effect	Assessment of effect					Justification and Evidence	Suggested mitigation and enhancement measures
		T	P	G	L	Sig.		
Support York, and the City Centre in particular, as a centre for tourism and retail business	Encourage visitors to Tourist and surrounding areas	LT	P	Y	L	+	The proposed learning and participation centre outlined within Policy PA3 will have a positive impact in Supporting York and the businesses therein by creating a dedicated space for the Minster to exhibit its many historical artefacts. This space is likely to encourage more tourists and visitors, not only to the Minster but these visitors will also have a wider positive impact on shops and services within York	
Support the Tourism industry in York	Enhance visitor experience	LT	P	Y	L	++	The creation of a learning and participation centre will allow a space for touring exhibitions which will have a significant positive impact on the tourism industry in York, by encouraging repeat visitors to the Minster. The historic city wall of York is also a major tourist attraction, the proposed controlled public reaction to the City walls is likely to encourage additional tourism to the Minster and allow for movement from the Minster to other areas of York.	

Support the visual identity and brand of York, making York an attractive venue for business and investment	Public realm improvements and creation of new open green space	LT	P	Y	L	+	The development proposals outlined in Policy PA3 will have a positive impact in supporting the visual identity in York by proposing public realm improvements around the Old Palace area. The policy specifies that any development in the area should respond positively to the setting of the heritage assets in the area, as well as key views. The proposed development of a Sensory garden within this Project area will support the visual identity of the Precinct by enhancing the green space available and ensuring additional open space for public use and learning,
Cater for the needs of residents, visitors and community groups in terms of access to facilities and shared space	New Open Green Space for Community Use	LT	P	Y	L	++	The needs of residents will be catered for through this Policy through the creation of a new open green space to be used by the community and visitors for quiet reflection as well as for opportunities for learning. The creation of additional learning facilities will contribute additional community facilities to the Precinct area.
Minimise all types of pollution and their effects on Precinct residents and users	Improved air quality through planting	LT	P	Y	L	++	The proposals will create additional green space through the Sensory Garden, additional planting in this area will have a significant positive impact on air quality. The policy also proposes to ensure that poor quality trees are removed and replaced with new, better quality trees. This will also assist in improving air quality and have a positive impact on air quality in the Minster Precinct.
Conserve and enhance the historic environment and heritage assets of the Minster Precinct, as well as their unique settings	Improved setting of heritage assets	LT	P	A	L	+	The proposals set out within Policy PA3 for the Old Palace area can have a significant positive impact on the historic environment in the Minster Precinct. The proposals include for the reconfiguration or redevelopment of the existing twentieth century extensions to the Old Palace which will improve the setting of the heritage assets in the area. The Policy also outlines a zone for new development which is sensitively located to minimise any harm on the Minster. The Policy requires any development in this zone to

							respond appropriately to the setting of the Old Palace, Minster and City Walls and retain existing views. This policy, when combined with Policy C1 will ensure that all development conserves and enhances the historic environment, in close communication with Historic England.	
Protect and enhance the character and quality of the Precincts landscape	Creation of green space to improve Minsters Landscape	LT	P	A	L	+	The generation of the additional green space will ensure that policy PA3 has a positive impact on the landscape of the Precinct. This green space is likely to contain much additional planting. Healthy mature trees are proposed to be re-located to this area which will ensure that the area remains open and green. Key views from the City walls are identified on the Parameters plan and corresponding policy PA3 identifies that key views should be retained, sensitive landscaping will be successful in ensuring this, and in enhancing the setting of the Heritage assets in the area.	
Conserve and support the expressions of cultural heritage associated with the Minster Precinct	Provide space for learning and the appreciation of the Minsters heritage	LT	P	A	L	++	The production of additional space for education and learning, and the accommodation of exhibitions and generation learning opportunities to allow communities to learn about and appreciate the cultural heritage in the Precinct area and thus will greatly enhance expressions of cultural heritage and have a significant positive impact on the expressions of cultural heritage in line with this SA objective.	
Support sustainable access for residents, workers, businesses and visitors into and out of the Minster Precinct?	Encourage walking throughout the Precinct.	LT	P	Y	L	+	The proposals outlined within Policy PA3 will encourage walking throughout the Minster estate and York more widely, through the controlled visitor access to the City walls which will direct foot traffic through the Minster Precinct and around the historic city of York.	

Policy PA4: Own Use Properties



Sustainability Appraisal Framework								
Policy PA4- Own Use Properties								
<p>Key to table: T (Timescale) – Over what timescale are effects likely to occur? Short Term, ST (0-5 years); Medium Term, MT (5-10 years); Long Term, LT (10+ years) P (Permanence) – Are effects likely to be permanent or temporary (Permanent, P; Temporary, T) G (Geographical area) – Over what geographical area are the effects likely to occur? (Precinct area, A; York boundaries, Y; further abroad, B) L (Likelihood) – what is the likelihood or probability of effects occurring (Likely, L; Unlikely, U)</p>								
SA Objective	Nature of Effect	Assessment of effect					Justification and Evidence	Suggested mitigation and enhancement measures
		T	P	G	L	Sig.		
Support York, and the City Centre in particular, as a centre for tourism and retail business	Addition of Housing in the City Centre	MT	P	Y	L	+	The policies set out within Policy PA4 identify opportunities to deliver additional housing in York City Centre to accommodate Minster staff and apprentices. This will have a positive impact by supporting the development of dwellings in the City Centre of York, contributing towards the housing requirement in this area and providing affordable housing for Minster staff, also contributing to the mass of people living in the city centre and therefore contributing to its year-round vitality.	
Support the Tourism industry in York						0		
Support the visual identity and brand of York, making York an attractive venue for business and investment						0		
Cater for the needs of residents, visitors and community groups in terms of access to facilities and shared space	Provision of residential accommodation for Minster Staff and the provision of storage to be used in the running of the Minster.	MT	P	Y	L	++	This policy will have a significant positive impact on the vitality of York by ensuring that apprentices and other Minster staff can live on site, in an area which would generally be considered unaffordable. The proposals set out for this policy area also make provision for additional storage for use by the Minster staff.	
Minimise all types of pollution and their effects on Precinct						0		

residents and users								
Conserve and enhance the historic environment and heritage assets of the Minster Precinct, as well as their unique settings	Minimising impact on historic environment	ST	P	P	L	+	The proposals set out within this Policy area seek to re-use existing assets where possible. This will ensure that the impact on the historic environment is minimised as far as possible. It is proposed that development through Policy PA4 will follow the principles outlined within a development brief prepared in partnership with CoYC and Historic England which outlines how any forthcoming development responds positively to the historic character of the site, enhancing the setting of the heritage assets. This will manage and mitigate any risk to the historic environment.	
Protect and enhance the character and quality of the Precincts landscape	Improvement to Landscape	ST	P	P	L	+	There are improvements proposed to the surfacing and boundaries of the Chapter House Car Park. These improvements will have a slight positive impact on the landscape in the area.	
Conserve and support the expressions of cultural heritage associated with the Minster Precinct						0		
Support sustainable access for residents, workers, businesses and visitors into and out of the Minster Precinct?	Reduce requirement to travel	MT	P	Y	L	++	An improvement to the surfacing of the car park at the Chapter House will ensure the facilities are more easily accessible by foot and cycle, by improving safety. The proposed provision of accommodation for Minster Staff will have a positive impact by reducing the requirement for travel by car or by train, instead encouraging walking. By reducing the distance of travel.	

4.3 Sustainability Appraisal Topics

4.3.1 It was determined through the scoping process that the Neighbourhood Plan Policies should be assessed against the following topics:

- Economy
- Health and Wellbeing
- Landscape, Cultural Heritage and Archaeology

- Social

4.3.2 Each of the Sustainability Objectives used to assess the policies above, were utilised to assess the impact of the Neighbourhood Plan Policies in reference to the SA topics.

4.3.3 This section of the report summarises the assessment of the NP policies against the sustainability objectives in terms of the above topics, so that the impact of the Neighbourhood Plan on the topics scoped into the assessment can be fully understood.

4.4 Economy

Will this Neighbourhood Plan help to:

SEA Objective- Support York, and the City Centre in particular, as a tourism and retail business

- Contribute to the viability and vitality of York City Centre?
- Create or reorder public realm spaces which serve to attract and retain visitors, encouraging knock on positive impacts for local businesses?

SEA Objective- Support the tourism industry in York

- Support the Minster Precinct as a site of economic activity, including the Minsters role as a key tourist attraction and draw?

SEA Objective- Support the visual identity and brand of York, making York an attractive venue for business and investment

- Contribute to the visual identity and brand of the wider city?

Baseline

4.4.1 The Minster Precinct is a vibrant economic area, with activity primarily based around services, especially healthcare and education, with York boasting a large NHS hospital and two universities. York also profits greatly from tourism, with major attractions including the Minster, the National Railway Museum and the Jorvik Viking Centre. York welcomed 6.9 visitors in 2015, of which 231,000 were from overseas. The visitors spent £564 million, which indirectly supported 19,000 jobs in York.

4.4.2 The Minster itself is the largest economic hub in the Precinct. The Minster has 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. The Minster welcomes 649,000 visitors in 2018, raising £4.4 million from trading and admission charges and being ranked 57th in the UK for visitor numbers.

4.4.3 The Minster receives no regular funding from the government or Church of England and is therefore largely responsible for covering its own maintenance and running costs.

4.4.4 Along with the Minster, the Precinct contains a large number of businesses, primarily shops and restaurants/ cafes. These are mostly local small businesses, though branches of national chains also exist in the Precinct.

4.4.5 The importance of tourism and retail to the local economy poses a vulnerability, as these are highly variable activity areas prone to economic downturn.

- 4.4.6 The City Centre, in which the Precinct sits, is similarly tourism/retail dominated, though services and accommodation are also major economic activities. The Minster complements this by acting as a ‘pull’ for tourists and visitors, increasing potential customer footfall through the nearby areas. York’s major tourist attractions are also quite spread out across the inner city, and it is no surprise that the main paths between the Minster and Castle Museum, Railway Museum, etc. are also major shopping streets, in part because of the spill over from tourists.
- 4.4.7 The City of York Council have placed great emphasis on the promotion of York City Centre as a tourism/ retail hub, including in the Local Plan Policies and recent Public Space Schemes such as Reinvigorate York.
- 4.4.8 The Minster is a significant economic factor in the Precinct and the City Centre of York, being both a substantial impact and a tourist ‘draw’, with knock-on positive effects for local businesses, including retail, hotels and restaurants. In order to maintain this, the Minster needs to maintain a strong visitor offer to compete with other regional and national attractions.

Potential NP Impact- Economy

- 4.4.9 Overall, it is considered that the Plan is likely to have significant positive effects for the economy, when assessed against identified SEA objectives.
- 4.4.10 The below table summarises how well each Neighbourhood Plan Policy achieves the Economic SEA Objectives as a whole. Rather than duplicating the findings of the policy assessment above, which considered the policies against each individual objective, the below assessment presents a holistic view and is intended as a summary, considering the Neighbourhood Plan Policies cumulative impact against the Sustainability Appraisal Topics, incorporating all SA Objectives relating to that topic.

A1	A2	A3	A4	B1	C1	C2	C3	D1	E1
++	++	++	+	+	+	0	0	++	++
E2	E3	E4	PA1	PA2	PA3	PA4	F1		
++	0	0	++	+	++	0	+		

- 4.4.11 Policy A2 ‘Sustainable Development’ sets an economic objective to make the Minster financially sustainable, ensuring the long term running and restoration of the Minster and the wider Precinct. This policy supports proposals which sustain the visitor experience and will in turn encourage visitors to the Minster. This Policy in particular should result in positive economic effects by ensuring that all proposals within the Minster Precinct consider economic implications and increase economic investment into businesses within the Precinct, including the Minster itself. The proposed improvement to the Precinct and the visitor experience will encourage repeat visits or attract new visitors to the Minster and the Precinct, resulting in further economic investment.
- 4.4.12 The investment in the visitor experience as supported through the Neighbourhood Plan and outlined within Policies PA1, PA2, PA3 and PA4 is therefore likely to have a significant, longer term, impact on the economic sustainability of the Minster and the properties and businesses within the Neighbourhood Plan Area.

- 4.4.13 Many Specific Project Area Policies (PA1, PA2, PA3 and PA4) seek to improve the quality of the public realm in the precinct. This will have a significant positive economic impact by encouraging people to visit the minster and encouraging these visitors to stay for longer, inevitably resulting in more spending in surrounding cafes and shops.
- 4.4.14 Policy PA1 'Minster Yard and College Green' includes proposals for a Minster Refectory will generate additional income for the Minster. This is not anticipated to have a detrimental impact on existing businesses within the Precinct and the City Centre who provide the same service given the aims of the Neighbourhood Plan to increase visitor numbers and repeat visitors to the Minster and the Precinct, which will in turn be of benefit to these businesses in the medium to long term.
- 4.4.15 Proposals for the protection, conservation and enhancement of the historic environment within the Precinct as set out within Policy C1 will have a positive economic impact, the heritage assets are a key driver for tourism and associated economic activity within the Precinct as well as the wider City of York. Policies C2 and C3 will have a neutral impact, given they are procedural policies which will ultimately contribute to achieving the aims set out within Policy C1.
- 4.4.16 Proposals for the retention and improvement of Green Space and the Public Realm, as set out within Policy D1 and E1 will also encourage more or repeat visits to York and the Minster by national and international tourists, subsequently bringing significant economic investment. The proposed development of new spaces for people to enjoy, as set out within this Policy, will encourage repeat visits, generating further investment in the Minster and the surrounding area. Whilst Policy E4 will improve the accessibility of the Precinct, it is considered the impact of this policy on Economic Objectives will be neutral. Given the nature of the Precinct as the introduction of a Green Travel plan is unlikely to impact the number or frequency of visits, rather the method of accessing the Precinct.
- 4.4.17 Neighbourhood Plan Policy PA1 seeks to develop and improve Minster Visitor Facilities, such as café, toilets and exhibition space. This policy will have a significant positive economic impact on the financial sustainability of the Minster by enhancing the visitor experience, providing valuable facilities for worshippers and tourists alike. A Minster Café will generate additional income for the Minster and is very likely to encourage more visitors to the area. The additional income will contribute to the Minster's upkeep and generate a sustainable source of income.
- 4.4.18 The aims outlined within the Plan are likely to encourage national and international visitors to visit York Minster, this will have a positive impact on the vitality of York City Centre, furthering the role of the Minster as a visitor destination. More visitors to York City Centre, including the adjacent shopping streets will ensure Local businesses will benefit from additional economic activity.

Economic Impact- Summary

- 4.4.19 Overall, economic development and financial sustainability for the Minster and the surrounding area is a key theme within the plan and fundamental in ensuring that the Minster can be maintained and can continue to run effectively. Many of the policies within the plan are considered to have a significant positive or positive impact, with the overall economic impact being significant positive. No mitigatory measures have been identified in order to secure this impact.

4.5 Health and Wellbeing

Will this Neighbourhood Plan help to:

SEA Objective- Cater for the needs of residents, visitors and community groups in terms of access to facilities and shared space

- Provide or maintain access to amenity, learning and community facilities for use by different age groups and social groups?
- Maintain or enhance the quality of life of existing residents?
- Preserve the important open, natural amenity and green spaces present in the Precinct and their distinct characters?
- Promote social interaction between different people and groups?

SEA Objective- Improve the health and wellbeing of local and York residents

- Promote accessibility to the Minster Precinct, community facilities and main features of interest?
- Encourage healthy lifestyles?
- Preserve the safety and security of Precinct residents and users?
- Minimise all types of pollution and their effects on Precinct residents and users?

Baseline

General Health and Wellbeing

- 4.5.1 In general, York scores better than the UK average in indices of health, for example:
- A younger population (14.8% aged 18-24 vs 9% UK wide).
 - Lower child obesity rates (28% vs. 34.2%), as well as lower rates of A&E attendance for 0-4 year olds and under 18 pregnancy rates.
 - Lower rates of adults with excess weight (56% vs 65% UK- wide and 67% regionally).
 - Lower rates of adult smoking (15% vs 17% UK-wide) which continues to decline, as well as lower rates of diabetes and higher rates of adults being physically active.
 - York also has higher life expectancy and lower rates of preventable deaths.
 - The Minster Precinct is a relatively affluent area with a very low level of deprivation, which has been shown to correlate with general health and wellbeing

Noise Pollution

- 4.5.2 Given the nature of the Precinct area being a largely transient space with people visiting from outside of the area and few residential properties, noise levels in the Precinct vary considerably depending on the time of day.
- 4.5.3 There are no significant sources of noise pollution within the Minster Precinct, though there is a degree of spill over from customers of the restaurant and pubs concentrated to

the south of the Precinct, particularly on a weekend. The residential areas of the Precinct, being located further away from the main footpaths, are less affected by this.

Disabled Access

- 4.5.4 Disabled access around the Precinct is generally good, with footpaths and level access available. Key public buildings, including the Minster and Old Palace, benefit from lifts to upper floors.

Crime, Anti-social Behaviour and Security

- 4.5.5 The majority of the Minster Precinct falls under the current recognised bounds of the Minster, which are patrolled by the Minster Police. The Minster Police team is a body of attested Cathedral Constables with responsibility for ensuring the security of the Minster and its surroundings. They work closely with North Yorkshire Police, who retain statutory responsibility for investigating crimes and maintain a police service in the precinct.
- 4.5.6 The residential areas of the precinct are well-secured from crime, due to walls or gates preventing foot entrance in the evening.
- 4.5.7 The Precinct represents a significant potential target for terrorism, given its iconic status and large number of visitors, who regularly congregate outside of the Minster. In 2017, following advice from the Home Office and the North East Counter Terrorist Unit, Chapter installed a number of vehicle- proof blocks outside the West End as a temporary measure pending a more permanent solution in the form of a reorganisation of Duncombe Place.

Healthy lifestyles and open space

- 4.5.8 The promotion of healthy lifestyles in public spaces consists largely of making spaces which are accessible, pleasant and open and which encourage users to undertake physical activity. Research has shown that open and especially green spaces have positive effects for both mental and physical wellbeing.
- 4.5.9 The Minster Precinct contains several areas of open green space, including Deans Park and College Green. Both are popular spots and benefit from pleasant views of the heritage assets, tree cover, plants and sympathetic features such as benches and sun dials.
- 4.5.10 Deans Park in particular, is treasured as an oasis of calm in York. A further green space exists in the Boer War Memorial Garden; however this is walled off and generally underused. The array of green spaces in the Precinct play an important role as places of peace and quiet in a busy city and are therefore beneficial to the wider city centre.
- 4.5.11 The Minster Precinct is substantially pedestrianised, with most roads having wide footpaths. The Minster is one of the few cathedrals in the UK which is completely clear of surrounding buildings, which naturally encourages people to walk around and appreciate the building itself. The main access routes to the Precinct, with the exception of Duncombe Place are also pedestrianised, and the vast majority of visitors make the journey on foot.
- 4.5.12 The minster contains a dedicated cycle path, between Duncombe Place and Deangate, which forms part of York's Cycle Network and is designated as 'off-road shared use track'. This path forms a key part of York's network, connecting cyclists coming up from the Railway Station and Lendal Bridge to the north of the city via Monk Bar. This path, however, creates recurring conflict between cyclists and pedestrians, who often tend to congregate in large numbers on the South Piazza.

Potential Neighbourhood Plan Impact- Health and Wellbeing

4.5.13 The below table summarises how well each Neighbourhood Plan Policy achieves the Health and Wellbeing SEA Objectives as a whole. Rather than duplicating the findings of the policy assessment above, which considered the policies against each individual objective, the below assessment presents a holistic view and is intended as a summary, considering the Neighbourhood Plan Policies cumulative impact against the Sustainability Appraisal Topics, incorporating all SA Objectives relating to that topic.

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E2	E3	E4	PA1	PA2	PA3	PA4	F1		
++	+	+	++	++	++	+	0		

4.5.14 The Minster Precinct represents a unique area of the City of York which is enjoyed by residents of the surrounding area and visitors alike. A key objective of the Neighbourhood Plan is to better preserve and celebrate the historic environment of York Minster and its Precinct, improve visitor facilities and create a public realm of exemplary design. Policy C1 will have a positive impact by ensuring the Minster Precinct remains an area of peaceful reflection. Policies C2 and C3 are assessed to have a neutral impact, given their procedural nature which will ultimately seek to achieve the aims of Policy C1.

4.5.15 Each of these key objectives will positively impact the Health and Wellbeing of all people using the space. A review of Neighbourhood Plan Policies in the context of the SEA objectives concludes that the overall impact of the plan will be significant positive.

4.5.16 Policy PA3 will result in a significant positive impact by creating community and learning facilities for people of all ages. Enhancing learning opportunities and community facilities will ensure the Minster remains a vibrant hub for the community, with available and useable space for all ages.

4.5.17 In addition, Policy PA3 seeks to create a new café which will provide additional space for people to meet and socialise.

4.5.18 The retention and improvement of the public realm features heavily throughout the Neighbourhood Plan, including within each of the key project areas. This, alongside the creation of a new publicly accessible sensory garden as outlined within PA3 will preserve, enhance and create important open and natural amenity spaces for the community to enjoy. This will have a significant positive impact on the health and wellbeing of users of the space. Access to green space is key in ensuring wellbeing and the improvement and retention of existing green space within the precinct, and the creation of additional green space, will ensure there is sufficient publicly accessible green space for use by visitors to the Minster as well as visitors to, and residents of York City.

4.5.19 Policy E2 seeks to prioritising non- car users to increase safety for cyclists and walkers and reducing levels of pollution caused by passing traffic in the area. This will ultimately have a significant positive impact on health and wellbeing within the Precinct.

4.5.20 Policy PA1 seeks to retain the cycle route through the Minster Yard, further protecting pedestrians from collisions with cyclists and making cycling safer, therefore encouraging healthy lifestyles. The proposed cycle route will tie in to existing cycle routes in York City Centre to improve connecting connectivity between the Minster and the wider city, as well as improving accessibility to the Minster by sustainable transport methods.

- 4.5.21 The development of a York Minster Green Travel Plan, as set out in Policy E4 will have a significant positive impact by minimising unnecessary vehicle movement and improving air quality within the area.

Health and Wellbeing Impact- Summary

- 4.5.22 A number of the Neighbourhood Plan policies will have a positive or significant positive impact on Health and Wellbeing, particularly those policies which seek to protect and enhance open green space and the public realm. These facilities were identified in previous consultation rounds as being particularly valuable to visitors to the Precinct as spaces to enjoy the outdoors and benefit from peaceful enjoyment of the space. Policies within the plan seek to encourage social interaction by preserving these spaces, and creating additional indoor and outdoor spaces. The prioritisation of pedestrians and cyclists will also serve to improve health and safety for visitors whilst having the additional benefit of improving air quality. The overall impact of the Neighbourhood Plan on Health and Wellbeing objectives is therefore significant positive.
- 4.5.23 A number of mitigatory measures are suggested to ensure this outcome:
- The Minster seeks to achieve Eco Gold Church Status by 2025. Neighbourhood Plan Policies can be utilised to achieve this in light of potential development likely to come forward in the coming years. The Neighbourhood Plan and the Environment Policy should align and support one another as far as possible
 - An environmental management plan could be developed for the Precinct to specify measures which could be utilised to make a positive impact on health and wellbeing. This would provide additional guidance to be utilised during the preparation of any development proposals.
 - Reference should be made to the Tree Survey Report undertaken by Barnes & Associates in 2017 prior to undertaking works which may affect trees, to minimise impacts on good quality trees, or mitigating impacts appropriately.
 - The important contribution of specific trees within the Precinct on the setting of heritage assets, and the creation of place should be acknowledged through the development briefs.
 - Tree Assessments should be undertaken regularly as part of monitoring, and a management plan prepared to provide appropriate works to trees, identify planting opportunities and to assist in the ongoing management of landscape across the estate.
 - Additional consideration should be given to landscaping proposals and planting to ensure that additional biodiversity units can be delivered through planning applications. An ecologist should be consulted at an early stage of any development project to ensure that the biodiversity impacts can be properly considered and incorporated into the proposals.
 - A construction management plan should be created and tailored to each proposal to ensure that disruption to visitors of the Precinct is minimised.

4.6 Landscape, Cultural Heritage and Archaeology

Will this Neighbourhood Plan help to:

SEA Objective- Conserve and enhance the historic environment and heritage assets of the Minster Precinct, as well as their unique settings.

- Provide for the long- term conservation and enhancement of the heritage assets in the precinct?
- Provide for the long term conservation and enhancement of the setting of these assets in the form of a distinctive Precinct?
- Support access to, and interpretation and enhancement of the historic environment?
- Ensure that any development is proportional and sympathetic to the setting?

SEA Objective- Protect and enhance the character and quality of the Precinct's landscape.

- Provide for the conservation and enhancement of the Precincts landscape?
- Support interpretation and understanding of the Precinct?
- Conserve the distinct skyline of the Precinct, including the visual dominance of the Minster both in and beyond the Precinct?

SEA Objective- Conserve and support the expressions of cultural heritage associated with the Minster Precinct

- Aid in interpretation of the significance and history of the Precinct?
- Support the function of the Precinct as a venue for cultural expression?

Baseline

- 4.6.1 The Minster Precinct is an area of unique heritage and archaeological importance. The site has been occupied continuously since Roman times and includes buildings or archaeological material from Roman, Anglian, Norse, Norman, Medieval and Modern Periods of occupation.
- 4.6.2 In addition to this, the Minster Precinct Neighbourhood Area is roughly contiguous with the historic Library of St Peter, which formed a walled precinct outside of the authority of the Lord Mayor of York. Only a few traces of this are extant, and the Precinct now merges into the rest of the city to the south. To the north and west, the City Walls preserve a sense of enclosure, especially from Dean's Park.
- 4.6.3 The unique importance of the Precinct is recognised by the designation of the area as Character Area 254 (The Minster Precinct) of the York Central Historic Core Conservation Area. The Conservation Appraisal notes especially:
- The contrast between the scheduled north side and more open south side of the Precinct.
 - The highly pedestrianised nature of the Precinct.
 - The strong case for further pedestrianizing the area between Deangate and through Duncombe Place

- The visual dominance of the Minster and importance of the prospects and spot-view around the precinct.
- 4.6.4 The Minster Precinct also contains a Scheduled Ancient Monument: The York Minster Cathedral Precinct (Entry number 1017777). This specifically excludes all listed and modern buildings as well as above ground roads, paths and fixtures. It applies largely to the ground underneath which the Minster Precinct sits, on account of its unique Archaeological heritage. It also includes the city's walls bounding the Precinct, including Bootham Bar.
- 4.6.5 The Minster Precinct contains more than 60 listed buildings or fixtures, including three buildings (York Minster, St Williams College and The Old Palace) which are Grade I listed.
- 4.6.6 York Minster itself, along with the Minster Library (Old Place), are covered by the Ecclesiastical Exemption. Under Ecclesiastical Exception (Listed Buildings and Conservation Areas) order 2010, any building in ecclesiastical use by the Church of England is exempted from listed building control. Rather, these areas are regulated by the Care of Cathedrals Measure 2011. Under this legislation, which a Measure passed by the General Synod of the Church of England has equivalent status to an Act of Parliament, heritage control is exerted by the Cathedrals Fabric Commission for England (CFCE) and local Fabric Advisory Committees (FAC's). These bodies, in consultation with the Local Planning Authority, Historic England and the national architectural, archaeological, artistic or historic character of such a building or its setting. They also exert control over a cathedral's Inventory and any archaeological or human remains in its precinct.
- 4.6.7 The built heritage and archaeological assets in the Precinct therefore, enjoy a very high degree of protection.
- 4.6.8 In terms of landscape, the Precinct is dominated by its built heritage, and the two must be considered holistically. The area is relatively flat, but with high concentrations of buildings. The Minster itself dominates the Precinct, as well as the entire city core. The bulk of the Minster itself and surrounding buildings creates relatively narrow passages through to Deans Park and Minster Yard, contributing to the underuse of this space.
- 4.6.9 The area to the north of the Minster including Dean's Park and the Residence Garden, consists of open green space with a large number of trees. The city wall banks are largely inaccessible and allowed to develop into meadow. The green open spaces of the Precinct form an important role in the landscaping of the City Centre, and are designated as Amenity Open Space in the Council's Open Space Study.
- 4.6.10 The other dominant landscape feature is the stretch of city walls running from Bootham Bar to Monk Bar, which is visible from the Minster itself and from the land to its north. Trees and flora on the wall banks create spot-views over Dean's Park to the Minster. The view from the central tower of the Minster encompasses the whole of the Vale of York out to the Yorkshire Dales and Moors.
- 4.6.11 Duncombe Place, while a 19th century development, plays a key role as the natural entrance to the Precinct from Lendal Bridge and York Station. This area is heavily used by pedestrians, who naturally congregate outside the West End of the Minster. While the area to the south of the Minster is fully pedestrianised, Duncombe Place remains in use as a thoroughfare giving access to Precentor's Court and the Purey Cust, as well as being used by delivery drivers and taxis at designated hours of use. The place is, in its present form, largely a relic of the time when a major road continued around the south of the Minster, and resolution of this space to ensure best use and access for all is overdue.
- 4.6.12 As well as trees and greenery, the Precinct's landscape is strongly defined by its built features, including buildings, fixtures, roads and footpaths. While diverse, common

- features include traditional architecture, heavy use of Magnesian limestone, red brick and timber buildings, along with cast-iron railings.
- 4.6.13 The Minster Precinct sits within the wider Central Historic Core of York, roughly defined as the area bound by the City Walls. Petergate and Stonegate are both thought to follow the lines of the original Roman streets connecting the gates of the fortress, while the Precinct also sits close to the important medieval sites of St Mary's Abbey and Goodramgate.
- 4.6.14 The Minster Precinct is characterised by a series of grand monuments set in green space, in part due to the historically segregated nature of the space (to the north of the Minster) and in part due to townscape changes in the 19th century, which opened up the areas around it as the Minster was cemented as a symbol of civic pride. It therefore contrasts strongly with the dense historic commercial core to the south and east, while complementing the more open approaches along Lendal Bridge and Bootham.
- 4.6.15 The Minster itself is a key local landmark, being visible from across the city and across the Vale of York due to its height and local topography. In addition, the pitched and gabled roofs of the Precinct's buildings make an important contribution to the skyline of the city.
- 4.6.16 As noted in the Central Historic Core Conservation Area Appraisal (CHCCA), York largely preserves a pre-industrial skyline, dominated by churches, Clifford's Tower and, above all, the Minster. Long distance views from beyond the city's boundaries are completely dominated by the Minster, which rises seemingly alone from the flat Vale of York. Closer in, other buildings such as church spires begin to rise up and complement the Minster, which is still dominant. Inside the city centre, and especially from the City Walls and Clifford's Tower, the Minster rises from the maze of neighbouring buildings and thoroughfares. There is a great difference between the open, boulevard-style approaches from the west and the train station, where the Minster rises sedately, and those from the dense core of the city, the winding streets and alleys of which allow for spot views and sudden glimpses of the sheer bulk of the Minster.
- 4.6.17 The skyscape of York is, of course, not only made up by the Minster. Pitched and gabled roofs of clay or slate make a substantial contribution, along with red brick. From ground level, views looking into and from within the Precinct are further complemented by the close and winding streets and irregular building elements. This sense of enclosure is furthered by the jettied upper floors of many medieval timber framed buildings.
- 4.6.18 The Minster Precinct demonstrates a rich history and takes an important role as a site for learning and the importance of heritage objects and collections. Cultural heritage is particularly represented in the function of the Precinct as a venue for cultural expression, including the arts and crafts, as well as its close association with the culture of the Christian faith, expressed in music, liturgy and ceremony.

Neighbourhood Plan Impact- Landscape, Cultural Heritage and Archaeology

- 4.6.19 The below table summarises how well each Neighbourhood Plan Policy achieves the Landscape, Cultural Heritage and Archaeology SEA Objectives as a whole. Rather than duplicating the findings of the policy assessment above, which considered the policies against each individual objective, the below assessment presents a holistic view and is intended as a summary, considering the Neighbourhood Plan Policies cumulative impact against the Sustainability Appraisal Topics, incorporating all SA Objectives relating to that topic.

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E2	E3	E4	PA1	PA2	PA3	PA4	F1		
+	0	+	+	+	+	+	++		

- 4.6.20 The preservation of heritage and archaeology has been a key driver for the development of the Neighbourhood Plan and the potential impacts of the plan on heritage assets has been considered in depth, including close consultation with Historic England at each stage of development.
- 4.6.21 A clear focus has been placed upon the preservation of heritage and archaeology assets in the York Minster Precinct throughout the Neighbourhood Plan, striking an important balance between ensuring the heritage assets are offered a level of protection in line with their significance, whilst also ensuring that the Precinct continues to adapt to accommodate the increasing number of visitors and worshippers, providing space for the community to gather and providing learning opportunities. It is therefore considered that the impact of the plan on Landscape, Cultural Heritage and Archaeology is, on the whole, significant positive. Thorough consultation has been undertaken between the Forum and Historic England to ensure that the Vision for the Minster Precinct is in line with the protection required for a heritage asset of this sort. Policy A2 is clear regarding the importance of conservation and enhancement of the historic environment in the Precinct and the role of high quality design. This policy is envisaged to have a significant positive impact on the Landscape, Cultural Heritage and Archaeology, supporting only forthcoming proposals which prioritise the heritage assets and their setting.
- 4.6.22 Policy B1 seeks to protect and enhance landscape and biodiversity within the Precinct and as such will have a positive impact on landscape objectives.
- 4.6.23 Policies C1, C2 and C3 minimise any negative impacts on heritage assets by setting out application requirements for planning applications, Listed Building Consent applications and Scheduled Monument consent applications necessary to understand and mitigate any perceived harm to significant assets, and to assist in the consideration and determination of planning applications. Policy C1 will have a significant positive impact by ensuring that any planning applications pay due regard to the 2020 Conservation Management Plan and that any harm to the significance of a heritage asset is limited and outweighed by the public benefit of the scheme. This will allow this historic area to continue to evolve as it has since Roman times, whilst also limiting the impact on the significance of the area.
- 4.6.24 Policy E1 requires the highest quality design in the public realm surrounding the Minster, this will ensure any development proposals in the Precinct will enhance or protect the setting of the heritage assets. This policy will also ensure that development proposals brought forward in the area are well designed, taking into account the distinctive character of York and The Minster Precinct. Policy E3 relates to the provision of Electric Vehicle Charging Points and, assuming the location and design of associated hardware is sensitively placed, is unlikely to have a positive or negative impact on this objective, it is therefore assessed as neutral.
- 4.6.25 Many of the specific project areas seek to enhance the Minster and its setting, for example the potential to create visitor facilities and entrance within the Minster Yard set out within PA1 will return the entrance to the same location as the original Roman Forum.
- 4.6.26 Many of the visitor facilities proposed particularly within Policies PA1 (café, toilets, exhibition space), PA3 (New Sensory Gardens and public access to the city walls), will encourage more visitors to the Minster, the positive economic impact of this will contribute

- to the upkeep of the asset, ensuring that it can continue to be enjoyed by visitors and worshipers in the future.
- 4.6.27 Policy PA3 will have a significant positive impact on supporting access to and interpretation and understanding of the historic environment by creating a space for learning and exhibition of historic artefacts. Educating people of all ages on the unique history of the Minster and the precinct will in turn develop a greater sense of community investment in the history of the area. The exhibition and events space proposed within this Policy Area will support the function of the Minster as a space for cultural expression and have a significant positive impact on the communities' level of interaction and association with Cultural Heritage and Archaeology of the area.
- 4.6.28 There is the possibility that in encouraging additional visitors to the minster, the asset may be more at risk of harm, however in this context any potential harm to the fabric of the building is outweighed by the significant benefits the Neighbourhood Plan is likely to achieve, such as moving ticketing facilities from its current location inside the Minster itself, to an external area, subsequently protecting the fabric of the building in this location.
- 4.6.29 Policy A4 seeks to achieve excellent design in all development proposals presented for the Minster Precinct. This policy aims to support proposals for development which reinforces the distinctive character of the Precinct by having regard to scale, height, density, layout, appearance and materials. This will have a positive impact on the SEA objective of ensuring the Precinct retains its distinctive character. Parameter Plans have been developed to accompany the Neighbourhood Plan. These plans outline the general type of development which may be acceptable across the precinct. Placing adequate controls on any future proposals for development and in doing so ensuring that the impact on the character of the area and the setting of the heritage assets is managed.
- 4.6.30 Policy A4 will ensure that any development proposals made in the Minster Precinct are proportional and sympathetic by ensuring that the scale, height, density, layout and appearance are proportional and sympathetic to the surrounding area.
- 4.6.31 The Parameter Plans referenced within Policy A4 specify possible land uses and maximum height of development to ensure that the Skyline of York and the Views of the Minster are not impacted by any future development in the surrounding area. This will have a positive impact on the Landscape and Cultural heritage of York City as well as the Minster Precinct.
- 4.6.32 Much of the detail relating to the individual Project Areas (Policies PA1, PA2, PA3 and PA4) is anticipated to be outlined within forthcoming development briefs. Whilst the policies clearly attempt to ensure a positive Landscape, Cultural Heritage and Archaeology impact, many of the outcomes will be dependent on detailed design in these areas. All other Neighbourhood Plan policies, as well as Local and National planning Policies will be material considerations in the creation of these development briefs and on balance, it is envisaged that sufficient controls are in place to assess these policies as having a positive impact on Landscape, Cultural Heritage and Archaeology Objectives at this stage.

Landscape, Cultural Heritage and Archaeology Impact- Summary

- 4.6.33 In all, the policies within the Neighbourhood Plan have been assessed as having a positive impact on Landscape, Cultural Heritage and Archaeology. The Policies within the Plan, particularly Policy C1, do seek to result in positive impacts on the Landscape and Historic Environment, however the true impact will be reliant upon on the development of sensitive development briefs, established through consultation with Historic England and the City Council to ensure that any proposals seek to maintain and enhance the historic environment. Policies C2 and C3 are considered to have a significant positive impact, by ensuring an additional level of scrutiny to any proposals within the Minster Precinct to ensure Heritage Assets are not negatively impacted.

4.7 Society

Will this Neighbourhood Plan help to:

SEA Objective- Support sustainable access for residents, workers, businesses and visitors into and out of the Minster Precinct?

- Encourage walking and cycling?
- Allow access for residents and businesses?
- Reduce conflicts between different classes of transport users?
- Support the transport network for York?

Baseline

- 4.7.1 The possibility of extensive residential development in the Precinct does not exist, meaning that societal images relating to housing will be modest. There is also limited scope for any significant effects that would affect nearby areas in terms of these topics.
- 4.7.2 The only area scoped into this assessment as part of the SEA Screening process is the topic of transport. This is included as whilst the Neighbourhood Plan is unlikely to have significant effects on the wider transport network, it may involve changes and access to the Precinct, including where it adjoins neighbouring areas. It is also likely that this Neighbourhood Plan will bring into force specific policies for this area in advance of the adoption of Local Plan Policies. For this reason, the City of York Council have advised that transport requires further consideration through this Sustainability Appraisal.
- 4.7.3 Similarly, transport policy for the area is largely determined by the emerging Local Plan, and existing routes are protected accordingly. There is thus very limited scope for any changes that would have significant effect.
- 4.7.4 The Minster Precinct is primarily non-residential, with a majority of land being occupied by public spaces, non-residential buildings and thoroughfares. There exist two small areas of residential use in the Minster Precinct.
- 4.7.5 Due to the low quantity of housing units in the Precinct and the lack of any recent or planned residential development, there exists minimal affordable housing.
- 4.7.6 There is no major transport infrastructure in the Precinct itself. A small amount of car parking for Minster staff and visitors is available on Minster Yard, and there is some parking for residents. The nearest infrastructure consists of bus stops at Exhibition Square and on Lord Mayor's Walk, along with carparks on Lord Mayor's Walk and a carpark/coach park at Union Terrace. There is no rail infrastructure in the Guildhall Ward, with York's only rail station being located on the south side of the River Ouse.
- 4.7.7 Transport links to and near the Precinct are generally quite good due to its central position, with bus stops and York train station a short walk away. Similar to the rest of central York, there is only limited on-street parking available, though there are carparks available within walking distance. Cycle routes lead to and through the Precinct, and there is ample pedestrian footpath access.
- 4.7.8 All other facilities, including libraries, post offices, GP's, hospitals etc. are located a short walk away. This matches the wider situation in the Guildhall, which scores above the York average in travel times for community facilities.
- 4.7.9 Due to the number of landmark buildings and open spaces, the Precinct forms a natural site of social interaction (see above, Chapter 2). This is especially true of the Minster itself, which as well as being the mother church of the North is also a vital civic space. The Minster

and other buildings in the Precinct are also of international cultural significance, being home to the largest in-situ collection of medieval stained glass in the world.

4.7.10 There is a need to support sustainable forms of transport for Precinct users in and out of the Minster Precinct. This needs to balance the competing needs of different types of transport users, including pedestrians, drivers and cyclists, and to reduce conflicts between these groups.

Neighbourhood Plan Impact- Society

4.7.11 The below table summarises how well each Neighbourhood Plan Policy achieves the Societal SEA Objectives as a whole. Rather than duplicating the findings of the policy assessment above, which considered the policies against each individual objective, the below assessment presents a holistic view and is intended as a summary, considering the Neighbourhood Plan Policies cumulative impact against the Sustainability Appraisal Topics, incorporating all SA Objectives relating to that topic.

A1	A2	A3	A4	B1	C1	C2	C3	D1	E1
0	+	++	++	+	X	X	X	+	+
E2	E3	E4	PA1	PA2	PA3	PA4	F1		
++	++	+	+	+	+	+	0		

4.7.12 The topic of Society was scoped into the assessment following consultation with City of York Council, who recommended ‘scoping in the topic of transport and access with a specific objective to ensure consideration is given to this matter’.

4.7.13 In light of the SEA Objective to support sustainable access for residents, workers, businesses and visitors into and out of the Minster Precinct, it is considered that the Neighbourhood Plan will have a minor positive impact on transport and access.

4.7.14 There are a number of policies within the Neighbourhood Plan which will impact movement around the Precinct.

4.7.15 Policy A2 requires any development proposals to comply with other material Development Plan Policies. Therefore, any application made within the York Minster Precinct will be assessed in the context of Local Plan policies relating to access and highways. This will ensure that any application takes into account the transport network for York.

4.7.16 Policy A3 sets out the Spatial plan and the four project areas which provides a framework for future development within York. Movement through the Precinct, particularly for non-car users has been considered within these project areas. A cycling and walking route has been identified within the proposals for the Minster Yard area and it is proposed that vehicle access around Duncombe Place is improved.

4.7.17 Policy B1 is assessed to have a positive impact on society related objectives. Improvements and enhancement of landscaping and enhancement of green space and the public realm will improve the visitor experience for pedestrians and cyclists and as a result will encourage these behaviours.

4.7.18 Policies C1, C2 and C3 relate to the protection of heritage assets, no link is identified between these policies and the SEA objective to support sustainable access to the Minster.

4.7.19 Policy PA2 will also ensure that the Precinct remains accessible via car to the existing residential and commercial uses. No negative impacts are envisaged in this regard.

4.7.20 The interaction between vehicles and pedestrians and cyclists will be improved, particularly through the additional detail given within the Policies PA1 and PA2 on the Project areas identified at Minster Yard and College Green and the West Front and Queens Square, to place greater emphasis on pedestrian safety and priority. A community action

is also included within the plan to ensure cohesive working between the City Council and the Minster Officials to ensure interaction between pedestrians and cyclists is properly considered.

- 4.7.21 Policy PA1 also seeks to remove redundant highways carriageway. It is considered that this will have minimal impact on the wider highways network of York given that access on this stretch of the highways is already underused. This will create a safer environment for pedestrians and cyclists and will ensure that the road network is clearer and more effective for car users. The impact is assessed to be positive in this regard.
- 4.7.22 Policy PA3 outlines parameters for a possible access to the City Walls from the Existing Deans Garden. This will have a significant positive impact on the topic of society by improving the connectivity between the Minster Precinct and the wider City for pedestrians whilst encouraging walking.
- 4.7.23 Policy A4 of the Draft Neighbourhood Plan seeks to ensure that the Minster is resilient to Climate Change and sets an aim to reduce carbon emissions. This policy supports proposals which promote accessibility to all parts of the Precinct and create safe environments for visitors, residents and the local community. This policy will have a positive impact on the SEA objectives outlined above by ensuring that the Precinct remains accessible by a variety of transport modes, it will also ensure that the safety of users of the spaces in and around the precinct is of primary importance.
- 4.7.24 Policy E1 'Movement and Public Realm' is key in achieving the SEA Objectives for the topic of Society, this policy will have a significant positive impact as it requires the public spaces around the Minster to be secure, accessible and connected. Improving the accessibility and connectivity of the Minster with the City of York will be fundamental in ensuring the Precinct remains accessible and attractive as a place to visit, worship or socialise. This policy will also ensure that any development proposals do not have a negative impact on the surrounding transport network for York.
- 4.7.25 Increasing the feelings of safety in and around the Minster, at all times of the day will be key in ensuring that the Minster remains a popular meeting point and attraction.

Society Impact- Summary

- 4.7.26 Whilst a number of policies within the Neighbourhood Plan will not have any impact on supporting sustainable access for residents, workers, businesses and visitors to the Precinct, the overall impact on this topic is likely to be positive. Policies D1, E1 and E2 in particular will contribute to this outcome through public realm and accessibility improvements which will encourage walking and cycling to and around the Precinct whilst improving the experience for Precinct Visitors.
- 4.7.27 The following mitigation is recommended to ensure this positive impact:
- A construction management plan should be created and tailored to each proposal to ensure that disruption to visitors of the Precinct is minimised.
 - Appropriate steps should be taken to work with the City Council to ensure the safe interaction between pedestrians and cyclists as outlined within the Community Action under Policy E1.

4.8 Site Assessment

- 4.8.1 This section of the Sustainability Appraisal considers the four Project Areas identified as the main focus for future development within the Neighbourhood Plan in the context of the topics scoped into the Sustainability Appraisal. It is important to acknowledge that these four project areas are designed to be a high level 'framework' for future development, with high level parameters for any future development set out at this stage. Planning and Listed Building applications will be progressed to confirm any detailed

proposals within the project areas. This will ensure that any specific sustainability impacts relating to a proposed development are properly assessed and mitigated where necessary.

i. Welcome

- 4.8.2 The first project identified within Policy PA1 of the Neighbourhood Plan aims to improve the welcome area in place for visitors to the Minster. Within this Project area, the Minster Yard which is focussed on the South Precinct will be developed to create comprehensive visitor experience facilities including ticket office, café and main entrance to York Minster, utilising the existing buildings in the area where appropriate. This area will provide a welcome entrance to the many visitors to York Minster in the same location as the original Roman forum.
- 4.8.3 The proposals for the Minster Yard area were shaped by previous public consultation.

Economy

- 4.8.4 The Key focus of this project area is to improve the tourist experience for future visitors to the Minster. The introduction of a Minster Café will encourage both new and repeat visitors to the Minster, increasing economic activity in the area.
- 4.8.5 Public realm improvements are proposed throughout the Minster Yard which will improve the area surrounding the Minster, making it friendlier to pedestrians and bikes and ensure that visitors are able to enjoy the environment around the Minster. This will also be of significant benefit to the surrounding businesses, as more visitors to the Minster will result in more spending in the surrounding area.
- 4.8.6 The impact on important views to the Minster and St Williams College will be minimised to ensure that the visual identity of the Minster Precinct and York City more broadly is retained and enhanced.

Health and Wellbeing

- 4.8.7 Within the Minster Yard Project area, the Stone Masons area which is located to the South of the entrance will be reconfigured to make it more visible to the public. Consultation with the Public has been positive regarding the Stone Masons area, with this proving a significant draw and attraction to the Minster. The reconfiguration of the Stone Masons area will enhance the learning opportunities for Minster Visitors.
- 4.8.8 The provision of a Minster Café within this project area will also provide a new amenity space which will be attractive and accessible to all age groups and social groups. This will make available a new space for socialising. This is likely to have a significant positive effect on the health and wellbeing of visitors and residents of the Precinct.
- 4.8.9 Throughout the Precinct, priority is offered to pedestrians to ensure that the quality of life of existing residents is enhanced, creating separation between motorised vehicles and more sustainable means of transport. This will have a significant positive impact on the safety and security of visitors and residents and as a result might encourage people to walk or cycle, therefore encouraging healthy lifestyles. The proposals may also result in a more organised thoroughfare for those passing through the Minster Precinct which would improve the utility of the space for existing residents of the Minster Precinct.
- 4.8.10 A likely outcome of the proposals outlined within the Parameters Plan will be the reduction of cars and motorbikes in this precinct area. This will have a significant positive impact by reducing pollution, making the space more pleasant for users of the space.
- 4.8.11 Most of the public and private open spaces within the Precinct will be preserved, and enhanced. In particular, the improvement and reconfiguration of the College Green to provide greater usable space will have a significant benefit on health and wellbeing,

particularly in summer, when residents and visitors can enjoy the spaces for socialising or peaceful reflection.

Landscape, Cultural Heritage and Archaeology

- 4.8.12 The Existing ticketing facilities located within the Minster have been identified to cause harm to the heritage asset, resulting from the concentration of visitors within the ticketing area. This creates an additional economic burden as money is spent to ensure that any harm is minimised.
- 4.8.13 The proposals set out within PA1 will have a positive effect on the heritage asset in this location, by moving the ticketing facility to a location off site. A ticketing facility will be developed to meet operational requirements.
- 4.8.14 Policy PA1 specifies a number of controls which should be adhered to in order to ensure that the historic environment is protected through development which is proportional and sympathetic. These include the retention of key views ensured by the specification of building heights within the potential development zone and the improvement of the public realm surrounding the Minster, to improve its setting.
- 4.8.15 The proposals for the Minster Yard place great importance on ensuring key views and the skyline of the area are retained and enhanced, and it is likely this will be a key component in the determination of any future planning applications within this area of the Precinct.
- 4.8.16 The development parameters and the policies included within the Draft Neighbourhood Plan have been developed through significant consultation between the Forum and Historic England. Whilst it is acknowledged that the proposals within the Neighbourhood Plan for development within the Minster Yard will impact the setting of the Minster and the Conservation Area, these have been considered in great detail and are likely to be of significant importance in ensuring the long term conservation of York Minster, both through the protection of the fabric of the listed building, but also through the generation of income to be re-invested in the Minster and the other heritage assets located within the Precinct.

Society

- 4.8.17 The proposals outlined within Policy PA1 relating to the Minster Yard will have a significant positive impact when assessed against the SEA objective. The reconfiguration of the Public Realm and in particular Queen's Path in this area will ensure that the potential for a public pedestrian and cycling access along Deangate is retained and the safety of this feature is enhanced. This will encourage walking and cycling not only through the Minster Precinct but will also have an impact on York City.

ii. West Front and Duncombe Place

- 4.8.18 The proposals for the West Front and Duncombe Place are identified as being sensitive in terms of heritage and environmental considerations, however it is recognised that some intervention is necessary to ensure the area remains safe for visitors and to open up a new public square to improve the setting of the Minster and provide a ceremonial space.

Economy

- 4.8.19 Whilst there are no direct contributions to be made to the economy through development within this project area, the development of a new ceremonial space will expand the use of the Minster and its Precinct. This is likely to draw additional visitors to the area which is

likely to result in additional spending in the Minster Precinct and in surrounding businesses more generally.

- 4.8.20 The development of a new public square and ceremonial space will ensure that the vitality of York City Centre is enhanced.
- 4.8.21 Any forthcoming proposal for the Public Square area will be chosen through a global design competition. This will ensure that any development which comes forward on site will be of the highest quality design, a key component for the design competitions will assess how any proposals respond to the unique visual identity and brand of the wider city.

Health and Wellbeing

- 4.8.22 The proposed creation of a public square in the West Front and Duncombe Place Area will create a new outdoor area which is publically available. This space will be particularly valuable in the summer, when visitors to the precinct can utilise the open space socially or for the appreciation of the Minster.
- 4.8.23 Most importantly, the Proposals at Duncombe Place seek to ensure the safety and security of the Precinct residents and users. The parameters set out within the Neighbourhood Plan document include for security measures to be designed into the square to restrict vehicle access close to the Minster, reducing the risk of conflict between transport users. A barrier is also included between Duncombe Place and Queen Square, following the identification of this area as a potential target for terrorism by the Home office and the North- East Counter Terror Unit. This will ensure the safety of visitors and residents of the Minster Precinct.
- 4.8.24 The design competition proposed to influence the design of the square is likely to generate much public interest and will not only encourage visitors to the Minster but will also provide a focal point for conversation and social activities, as people of all ages have the opportunity to interact with and influence the space.

Landscape, Cultural Heritage and Archaeology

- 4.8.25 The West Front area of the Precinct has been identified as particularly sensitive in terms of heritage. The draft Neighbourhood Plan recognises that any detail design in this location will need to be developed in close consultation with Historic England.
- 4.8.26 As such, the impacts on Landscape, Cultural Heritage and Archaeology are likely to be assessed and fully taken into account at planning application stage, taking the specific heritage considerations of the area into consideration. This will ensure that any development proposals which are progressed relating to this area are proportional and sympathetic to the historic environment.
- 4.8.27 Ultimately however, proposals relating to Duncombe Place and the creation of a new public square will support cultural expression by creating a space for civic and ceremonial use.
- 4.8.28 Sensitive proposals in this area of the Minster Precinct will ensure that the setting of York Minster is improved and access and interpretation of the heritage of the area can be enhanced.
- 4.8.29 The Neighbourhood Plan specifies that any proposals relating to the re-ordering of Duncombe Place should take account of the perception of the historic Roman route from Bootham to Petergate, consideration which will ensure that this piece of heritage can be retained for future consideration and appreciation.

Society

- 4.8.30 The Neighbourhood Plan outlines a number of parameters regarding access which need to be taken into consideration when developing proposals for the West Front and Duncombe Place area.
- 4.8.31 These parameters are in place to ensure vehicular access to existing residential and commercial uses are retained. This will also ensure that there is minimal impact on the wider York highways network.

iii. Learning Centre & Gardens

- 4.8.32 The proposals for the Learning Centre and Gardens are set out within Neighbourhood Plan Policy PA3 and within the associated development parameters plan.
- 4.8.33 The area around Deans Park and the Old Palace are included within this project area, Deans Park in particular is particularly valued by the community as a publically accessible area of green space.

Economy

- 4.8.34 It is considered that the proposals within the Learning Centre and Gardens Project area will have a significant positive economic impact when considered in the context of the SEA objectives.
- 4.8.35 Principally, the proposals for this area of the minster will provide a significant draw, encouraging visitors to the Minster Precinct. The new learning facilities and exhibition space will ensure that the Minster benefits from repeat visitors, as events and exhibitions change. This will encourage spending both in the Minster Precinct as well as in the surrounding businesses.
- 4.8.36 The creation of public realm in Deans Park and the development of a sensory garden in the area will positively impact the visitor numbers to the Precinct, drawing visitors from across the City to visit the Minster Precinct.
- 4.8.37 These proposals will have a positive economic impact during those months they are in use by encouraging tourism to the Minster and the Precinct. The Money generated can then be re-invested to the running and the upkeep on the Minster.

Health and Wellbeing

- 4.8.38 This project area is focussed around providing and enhancing learning opportunities for all members of the community. This will have a significant positive effect on people of all ages and backgrounds, as the proposed space will be utilised to house the Minster collection and visiting exhibitions which will be accessible to all.
- 4.8.39 Specific proposals within this project area will make a significant positive impact on health and wellbeing of residents and visitors to the Precinct. These will be of benefit to visiting schools, community groups and adult learning groups, providing a music hub and teaching space, library, office, exhibition space, stores and conservation studio. This improved and enhanced learning facilities at the Old Palace will encourage social interaction between different people and groups.
- 4.8.40 A zone for outdoor education is also proposed, encouraging the use of outdoor space will be a significant benefit to the visitors to the precinct. It is well documented that being outside has numerous mental and physical health benefits.
- 4.8.41 An important element of this project area is the retention and protection of Deans Park, this was highlighted as an important element of any proposals on site following public consultation. The retention of this green space will not only ensure that the setting of York Minster is retained, but it will also ensure that a quiet and tranquil space which is much

valued by the community, remains unchanged. This will also ensure that the quality of life of residents of the Precinct will be maintained.

- 4.8.42 Policy PA3 outlined a possible access between the Old Place area and the City Walls. This will improve accessibility between the Minster Precinct and the wider city. It will also have a significant positive effect on health and wellbeing by encouraging walking, separating car and cycle users from pedestrians. There may also be a positive impact on reducing pollution in and around the Precinct.

Landscape, Cultural Heritage and Archaeology

- 4.8.43 As specific proposals for this area are developed, the impact on nearby heritage assets should be properly understood through heritage assessments. It is possible that development proposals in the vicinity may harm heritage assets and their settings, the potential impact should be properly understood and assessed in the context of the longer term benefits of any proposal.
- 4.8.44 One element of Policy PA3 proposes a redevelopment of the existing twentieth century extension to the Old Palace, it is possible that any future redevelopment could be redesigned to ensure that the setting of the heritage asset is enhanced by the re-development.
- 4.8.45 Unlike other project areas, the maximum building height for the primary zone for new development footprint is not specified. This could result in a negative impact on the distinct skyline of the Precinct, however it is likely that any proposals which are made for development which might have a negative impact would not be considered appropriate following consultation with Historic England, as such this could be considered to be a neutral impact on the character and quality of the Precincts landscape.
- 4.8.46 The proposals for the Old Palace project area will have a significant positive area on the interpretation of the historic significance of the area by making York Minsters collection of historic artefacts available for public display, educating visitors in the rich history of the Minster, the Precinct and the City.

Society

- 4.8.47 The proposals as set out within the Parameters Plan for Area 3: The Old Palace and Neighbourhood Plan Policy PA3 are likely to have a positive impact in encouraging walking, creating a public access to the City Walls from the City walls. This will in turn encourage visitors to the Minster from the City, and vice versa possibly having a slight impact on the transport network of the surrounding area.

iv. Back of House

- 4.8.48 The proposals for the back of house area seek to provide storage space facilities to improve the running of the Minster. Many of the parameters set out within this project area seek to re-use and re-purpose existing assets to maximise their utility. There is a limited provision for new development. The proposals in this area set out a provision for some affordable housing to be delivered, through the sensitive extension of Church House, which will be used to accommodate Minster apprentices.

Economy

- 4.8.49 Within area 4 'Back of House and Storage' it is proposed to convert Church house to residential flats. These flats will generate income for the Precinct through private rent. This

will have a positive economic input by ensuring a reliable source of income to be invested into the upkeep and maintenance of the Minster and the Precinct.

- 4.8.50 Increasing the number of residents within the Minster Precinct will also have a positive economic impact on the businesses in the surrounding area, as more economic activity will be generated within the precinct and surrounding area.
- 4.8.51 The achievement of additional residential dwellings within the Minster Precinct, utilising existing assets will ensure that there is no impact on the visual identity and brand of the wider city.
- 4.8.52 This element of the neighbourhood plan also proposes some resurfacing of roads surrounding the Minster, the chapter house car park surface and enhancement of boundaries within this project area. This will have a positive impact by contributing to the visual identity and brand of the wider city and in turn improving the visitor experience.

Health and Wellbeing

- 4.8.53 The proposals within Policy PA4 will have a positive impact on the quality of life for people who live and work in the Minster Precinct. The proposals seek to improve storage available, the provision of designated storage space will be of benefit to those who work in the precinct.
- 4.8.54 The relocation of Minter offices to St Williams College will provide specific work space for chapter and will enhance their ability to work collaboratively.
- 4.8.55 The resurfacing of roads in this area will also enhance the space for existing residents and employees of the Minster, by enabling a safer surface for walking, cycling and driving.

Landscape, Cultural Heritage and Archaeology

- 4.8.56 The proposals within Policy PA4 focus mostly on re-using existing assets within the back of house project area. This will ensure that there is a neutral impact on the Landscape, cultural Heritage and Archaeology of the Precinct.
- 4.8.57 As will all projects within the policy areas, any planning applications brought forward within the Back of house project area should be accompanied by a heritage assessment which assesses any impact on the setting of the many heritage assets in the Precinct.

Society

- 4.8.58 The Proposals set out for project area 4 will have a positive impact on access to Deans Park and Learning Centre for Visitors and staff, through the resurfacing of the lane adjacent to Deans Park. In turn, this will improve safety for all users of the lane and will make this footway more accessible to walkers and cyclists.

5. Cumulative Effects

- 5.0.1 The York Minster Precinct Neighbourhood Plan comprises a framework for future development within the Neighbourhood Plan area.
- 5.0.2 Whilst four high level project areas are identified, the specific detail relating to any proposals within these project areas is withheld for consideration at planning application stage.
- 5.0.3 Throughout this Sustainability Appraisal, it has been demonstrated that all of the policies within the Neighbourhood plan have a positive or significant positive effect on the topics of Economy, Health and Wellbeing, Landscape, Cultural Heritage and Archaeology and Society. As a result, it is clear that any forthcoming development within the parameters of the Policies within the Neighbourhood Plan will also have a positive cumulative impact.
- 5.0.4 Notwithstanding the above, when considered as a whole, it is clear that a number of the Neighbourhood Plan policies seek to improve the visitor experience at the Minster and create new community and educational space, it is reasonable to assume that this will encourage more visitors.
- 5.0.5 It can be considered that the various projects are likely to generate more footfall. It is possible that this will have a minor negative impact on the fabric of the listed buildings. However, this has been mitigated through the proposals in the Neighbourhood Plan by ensuring that facilities located external to the Minster building are suitable and sufficient to accommodate greater numbers of visitors.
- 5.0.6 In addition, increasing visitor numbers will generate increasing investment into the fabric of the Minster, providing additional resources to mitigate any potential impact.
- 5.0.7 An increase in the number of visitors to the Minster may also have an impact on the wider highway network of York. This should be assessed and mitigated where necessary through Transport assessments to accompany any planning applications. It is not considered at this stage that the increase in visitor numbers generated through improvements proposed in the Neighbourhood Plan would be sufficient to have a significant negative impact on the highways network, particularly given many of the Visitors to the Precinct arrive on foot.
- 5.0.8 All development proposals will be accompanied by relevant technical assessments which will allow the council to fully assess the effects of the development proposal in the context of the high level framework set out for the four project areas.

Cumulative Impacts

- 5.0.9 Best practice dictates that cumulative assessments should have regard for plans and policies which are likely to have a cumulative impact when considered in conjunction with the Policies included within the Neighbourhood Plan.

York Local Plan

- 5.0.10 The Draft Policies included within the Sustainability Appraisal have been developed in tandem with the emerging City of York Local Plan. The Neighbourhood Plan has been developed in close consultation with members of the Planning Policy team at York City Council to ensure that the aims of the Neighbourhood Plan and Local Plan align. No conflict between Neighbourhood Plan and Local Plan is envisaged following the adoption of both documents.
- 5.0.11 The Neighbourhood Plan and the emerging Local Plan both seek to support design excellence in the conservation and enhancement of key elements of York's Built environment through Neighbourhood Plan Policy A4 and Local Plan Policies SS3 and D3.
- 5.0.12 Policy SS3 of the emerging Local Plan relates to the City Centre, which includes the York Minster Precinct. There are synergies between this policy and Policy A1 of the

Neighbourhood Plan Policy A1. Both Policies recognise York Minster and its precinct contributes to the Cities special significance and share the aim to ensure the asset is preserved and enhanced.

- 5.0.13 With regard to Landscape and Biodiversity net gain, policy B1 of the York Minster Neighbourhood Plan places great significance on existing and new open space and seeks to enhance habitats and biodiversity wherever possible. This approach is in line with the City of York Local Plan Policies SS4, D1, D2, G11, G12 and D4.
- 5.0.14 Emerging Local Plan Policies D4, D5, D6, D8, D9 and D10 relate to the protection of the historic environment in York, the principles of these policies align with Neighbourhood Plan Policies C1, C2, C3 and the overall aims and objectives on the Neighbourhood Plan.
- 5.0.15 A full assessment of the interaction between Local and Neighbourhood Plan Policies is outlined within the Basic Conditions Statement which accompanies this submission. Overall, the in-combination effect will be positive with the Neighbourhood Plan adding detail to the Minster Precinct area, helping to shape its future development and enhancement.

York Central

- 5.0.12 York Central is a large brownfield site to the west of the city's railway station. A pending planning application is currently being consideration seeking permission to accommodate up to 2,500 homes and 112,000m² of office, leisure and retails uses on site.
- 5.0.13 Given that the York Central site is located over 0.5km from the York Minster Precinct, and is separated by significant built development, the A19, operational Rail lines and the River Ouse, it is not considered that any of the identified project areas within the York Minster Neighbourhood Plan will have a cumulative negative impact on any of the issues scoped into this SA when assessed against the development proposals at York Central

6 Next Steps including Monitoring

Next Steps

- 6.0.1 The final version of this Document will be submitted to York City Council who will appoint an independent external examiner to review the plan. They will also conduct a statutory public consultation (Minimum of 6 weeks). Any further minor changes will then be made. Should there be any significant changes, these will be subject to a revised SA process.
- 6.0.2 This will be followed by a referendum where local registered electors will be asked to vote for or against the formal adoption of the Neighbourhood Plan. If more than 50% of those voting, vote in favour the plan will be adopted.
- 6.0.3 An adoption statement will be published setting out the mechanisms for monitoring the likely effects of the Neighbourhood Plan.

Monitoring

- 6.0.4 The SEA Regulations require monitoring of the significant environmental effects of implementing the York Minster Precinct Neighbourhood Plan. SA Monitoring will cover the significant economic and social effects, as well as environmental effects.
- 6.0.5 At the current stage- i.e. the environmental report- there is a need to present 'a description of the measures envisaged concerning monitoring'. However, given the Neighbourhood Plan is less a rigid 'blue print' and more a framework for change, Monitoring is likely to be undertaken annually 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.
- 6.0.6 Local Monitoring by the Neighbourhood Forum will be used to assess:
- Any obstacles to development that the Forum should act upon
 - Any significant risks to the delivery of the plans requirements
 - Delivery progress.
- 6.0.7 In light of the assessment findings presented within this report, there are no additional suggestions put forward for monitoring within this report.
- 6.0.8 All planning applications which come forward in accordance with the parameters set out in the Neighbourhood Plan will be accompanied by the relevant technical assessments. These will include a consideration of heritage impacts in line with the 2020 York Minster Conservation Management Plan, to understand and mitigate any harm specifically relating to heritage assets which might come from the development proposals.

Appendix A – SEA Checklist

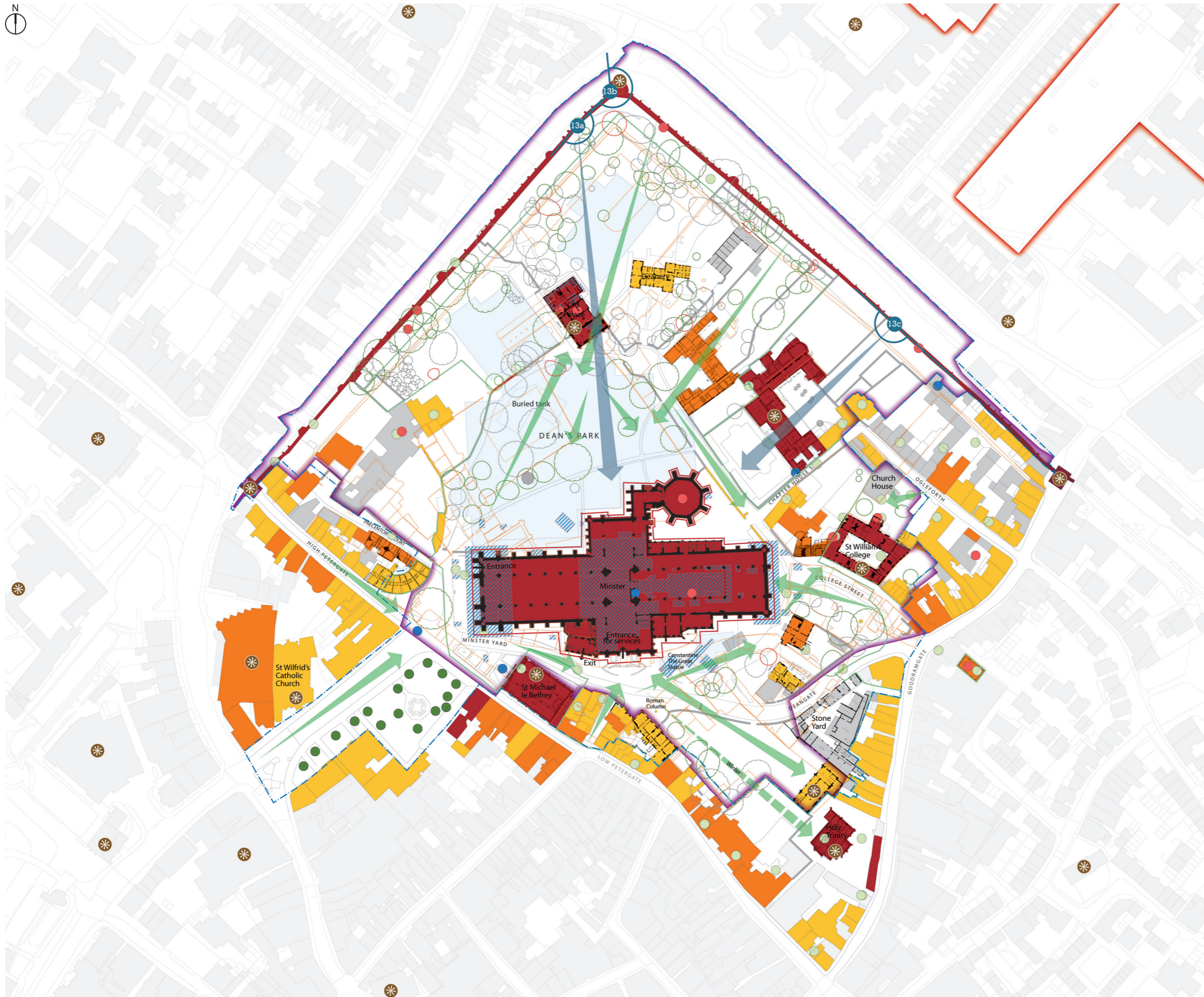
The York Minster Neighbourhood Plan Sustainability Appraisal has been prepared to incorporate the SEA Regulations. The 'Practical Guide to the Strategic Environmental Assessment Directive', as prepared by the Office of the Deputy Prime Minister (2005). This guidance document includes a Quality Assurance Checklist. The below table can be used to identify the key requirements of the SEA regulations, as identified by the Quality Assurance Checklist, within the Sustainability Appraisal.






Objectives and Context	
The plan's purpose and objectives are made clear	Please refer to Section 1 of the Sustainability Appraisal
Environmental issues and constraints, including international and EC environmental protection objectives, are considered in developing objectives and targets.	Please refer to Section 1 of the Sustainability Appraisal
SEA objectives, where used, are clearly set out and linked to indicators and targets where appropriate	SEA Objectives outline within section 1 and Section 4 of Sustainability Appraisal
Links with other related plans, programmes and policies are identified and explained	Please refer to Section 1 of the Sustainability Appraisal
Conflicts that exist between SEA objectives, between SEA and plan objectives and between SEA objectives and other plan objectives are identified and described	Please refer to Section 3 of the Sustainability Appraisal
Scoping	
Consultation Bodies are consulted in appropriate ways and at appropriate times on the content and scope of the Environmental Report	Please refer to Sections 1 and 2 of the Sustainability Appraisal
The assessment focusses on significant issues	Please refer to Section 2 of the Sustainability Appraisal
Technical, procedural and other difficulties encountered are discussed; assumptions and uncertainties are made explicit.	Please refer to Section 4 of the Sustainability Appraisal
Reasons are given for eliminating issues from further consideration	Please refer to Sections 1 and 4 of the Sustainability Appraisal
Alternatives	
Realistic alternatives are considered for key issues, and the reasons for choosing them are documented	Please refer to Section 2 of the Sustainability Appraisal
Alternatives include 'do minimum' and/ or 'business as usual' scenarios where relevant	Please refer to Section 2 of the Sustainability Appraisal
The environmental effects (both adverse and beneficial) of each alternative are identified and compared	Please refer to Section 2 of the Sustainability Appraisal
Inconsistencies between the alternatives and other relevant plans, programmes or policies are identified and explained	Please refer to Section 2 of the Sustainability Appraisal
Reasons are given for selection or elimination of alternatives	Please refer to Section 2 of the Sustainability Appraisal
Baseline Information	




Relevant aspects of the current state of the environment and their likely evolution without the plan or programme are described	Baseline information is assessed within Sections 1 and 4 of the Sustainability Appraisal
Environmental characteristics of areas likely to be significantly affected are described, including areas wider than the physical boundary of the plan area where it is likely to be affected by the plan	Please refer to Section 4 of the Sustainability Appraisal
Difficulties such as deficiencies in information or methods are explained	Please refer to Section 4 of the Sustainability Appraisal
Prediction and evaluation of likely significant environmental effects	
Effects identified include the types listed in the Directive (biodiversity, population, human health, fauna, flora, soil, water, air, climate factors, material assets, cultural heritage and landscape), as relevant; other likely environmental effects are also covered, as appropriate.	Areas of likely significant environmental effects are assessed and outlined through Scoping, and outlined within Section 1 of the Sustainability Appraisal. Potential impacts are identified within Section 4 of the Sustainability Appraisal
Both positive and negative effects are considered, and the duration of effects (short, medium or long-term) is addressed.	Please refer to Section 4 of the Sustainability Appraisal
Likely secondary, cumulative and synergistic effects are identified where practicable	Please refer to Sections 2 and 4 of the Sustainability Appraisal
Inter-relationships between effects are considered where practicable	Please refer to Section 4 of the Sustainability Appraisal
The prediction and evaluation of effects makes use of relevant accepted standards, regulations, and thresholds.	Included within Section 4 where appropriate, full technical assessments will be undertaken at Planning application stage to assess the potential impacts against standards, regulations and thresholds
Methods used to evaluate the effects are described.	Please refer to Section 4 of the Sustainability Appraisal
Mitigation Measures	
Measures envisaged to prevent, reduce and offset any significant adverse effects of implementing the plan or programme are indicated	Please refer to Section 4 of the Sustainability Appraisal
Issues to be taken into account in project consents are identified	Given the nature of the Plan, planning applications will consider identified issues through technical assessments
The Environmental Report	
Is clear and concise in its layout and presentation	Throughout the Sustainability Appraisal
Uses simple, clear language and avoids or explains technical terms	Throughout the Sustainability Appraisal
Uses maps and other illustrations where appropriate	Throughout the Sustainability Appraisal
Explains methodology used	Please refer to Section 4 of the Sustainability Appraisal







Explains who was consulted and what methods of consultation were used	Please refer to Section 1 of the Sustainability Appraisal
Identifies sources of information, including expert judgement and matters of opinion	Throughout the Sustainability Appraisal
Contains a non-technical summary covering the overall approach to the SEA, the objectives of the plan, the main options considered, and any changes to the plan resulting from the SEA	Please refer to non-technical Summary
Consultation	
The SEA is consulted on as an integral part of the plan-making process	Please refer to Section 7 of Sustainability Appraisal
Consultation Bodies and the public likely to be affected by, or having an interest in, the plan or programme are consulted in ways and at times which give them an early and effective opportunity within appropriate time frames to express their opinions on the draft Plan and Environmental Report	Please refer to Section 7 of Sustainability Appraisal
Decision-Making and information on the decision	
The environmental report and the opinions of those consulted are taken into account in finalising and adopting the plan or programme	Please refer to Section 7 of Sustainability Appraisal
An explanation is given of how they have been taken into account	Please refer to Section 7 of Sustainability Appraisal
Reasons are given for choosing the plan or programme as adopted, in the light of other reasonable alternatives considered.	Please refer to Section 2 of Sustainability Appraisal
Monitoring Measures	
Measures proposed for monitoring are clear, predictable and linked to the indicators and objectives used in the SEA	Please refer to Section 7 of Sustainability Appraisal
Monitoring is used, where appropriate, during implementation of the plan or programme to make good deficiencies in baseline information in the SEA	Please refer to Section 7 of Sustainability Appraisal
Monitoring enables unforeseen adverse effects to be identified at an early stage. These effects may include predictions which prove to be incorrect	Please refer to Section 7 of Sustainability Appraisal
Proposals are made for action in response to significant adverse effects	Please refer to Section 7 of Sustainability Appraisal




Appendix B – Historic Environment







-  Proposed Neighbourhood Plan boundary
-  York Minster precinct boundary (green line)
-  Ecclesiastical exemption (red line)
-  Earlier buildings (S. F. Perring)
-  Key views

- Listed buildings
-  Grade I
 -  Grade II*
 -  Grade II

- Archaeology
-  Area of Scheduled Monument
 -  Area of excavation
 -  Area of geophysical survey
 -  Evaluation and excavation
 -  Watching briefs, observations and recording projects
 -  Antiquarian investigation/observation

- Conservation Area
-  Central Historic Core Conservation Area boundary
 -  Key views
 -  Landmarks

- Trees
-  Existing high or moderate quality trees
 -  Other trees
 -  Trees unsuitable for retention
 -  Non-surveyed trees (approximate location)

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HISTORIC ENVIRONMENT	
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Appendix C – Final SA Scoping Report



York Minster Precinct Neighbourhood Plan

Sustainability Appraisal incorporating Strategic Environmental
Assessment

SCOPING REPORT

September 2019



YORK
MINSTER

Alan Baxter

Contents

1. Introduction	3
2. Minster Precinct Background Information	14
3. Economy.....	17
4. Biodiversity, Fauna and Flora.....	21
5. Society.....	26
6. Population and Human Health.....	30
7. Water and Soil.....	37
8. Air Quality	41
9. Climate Factors.....	44
10. Landscape, Cultural Heritage and Archaeology.....	47
11. Next Steps	57
12. Sustainability Appraisal Framework	58
13. Consultation Responses and Amendments	60
Appendix A – Schedule of Listed Buildings	62
Appendix B – Schedule of Relevant Local Plan Policies	64
Appendix C – Scheduled Monument Listing for the Minster Precinct.....	65
Appendix D –Tree Plan of the Minster Precinct.....	68
Appendix E – Minster Precinct Character Area Appraisal.....	70
Appendix F – Scoping Report Consultation Responses.....	83

1. Introduction

1.1. Background

- 1.1.1. A York Minster Precinct Neighbourhood Plan ('the Neighbourhood Plan') is currently in development, under the requirements laid down by the Localism Act 2011.
- 1.1.2. The Neighbourhood Plan is being developed by the Minster Precinct Neighbourhood Forum (MPNF), which is administered by the Chapter of York. The Chapter of York is the governing body of York Minster. It also owns or acts as trustee for the majority of the land and buildings in the Minster Precinct, though there are substantial areas of private ownership and adopted highway.
- 1.1.3. The need for a Masterplan – a comprehensive document that draws on an extensive evidential base to plan for the future care and development of an area in the medium to long term – for the Minster Precinct has been long realised. This is because, as well as being a uniquely complex and heritage-rich site, it is one in which the component areas and buildings are highly interdependent.
- 1.1.4. York Minster is the dominant feature of the Minster Precinct in architectural, social, heritage and spiritual terms. As well as being an irreplaceable heritage asset, it is a building of enormous cultural and spiritual importance. A key purpose of the Precinct Masterplan is to ensure its long-term physical and financial viability.
- 1.1.5. In order for the Masterplan to carry weight in the planning process, and to enable financial certainty for funding individual projects, it was determined early in the Masterplanning process that it should be embedded in local planning policy. As York has no adopted Local Plan, it was decided to bring the Masterplan forward as a Neighbourhood Plan which, after independent inspection and a confirmatory referendum, will become part of the Local Plan for York.
- 1.1.6. The designations of the Minster Precinct as a Neighbourhood Area and of the MPNF as 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.
- 1.1.7. Key information relating to the Neighbourhood Plan can be found below.

Name of the Responsible Authority	Minster Precinct Neighbourhood Forum
Title	Minster Precinct Neighbourhood Plan
Type	Neighbourhood Development Plan
Timescale	2020-2035
Area Covered by the Plan	See map below (Image 1).
Summary of Content	The Minster Precinct Neighbourhood Plan will set out a vision, strategy and range of policies to guide development in the plan area.
Contact Point	Chair of the Minster Precinct Neighbourhood Forum, Mark Calvert

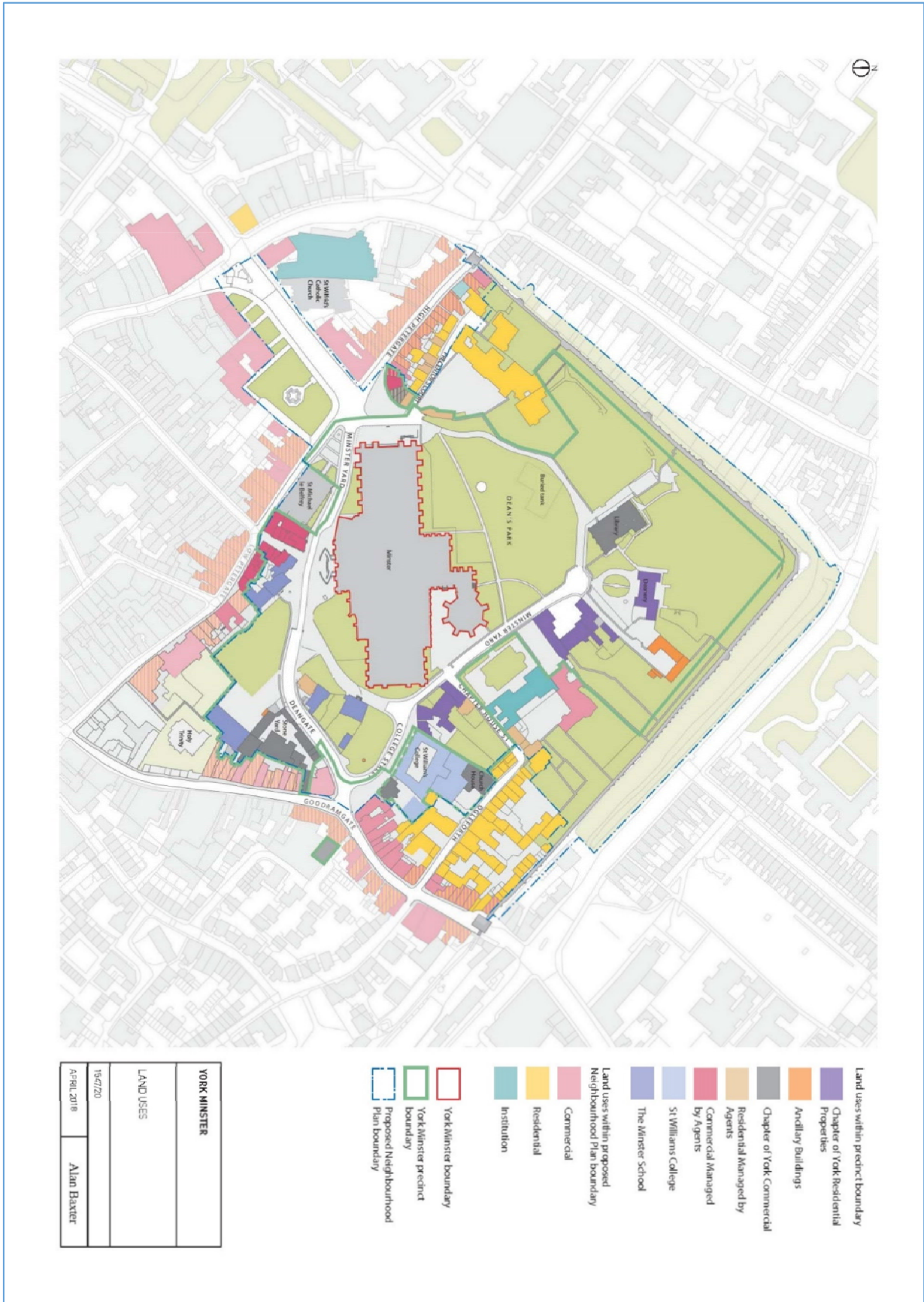


Image 1 – Map of the Minster Precinct Neighbourhood Area. Produced by Alan Baxter Associates.

1.2. The Minster Precinct Neighbourhood Forum

- 1.2.1. While the Chapter of York are responsible for the creation of the Precinct Masterplan and the Forum's administration, the Neighbourhood Forum is a legally separate body which exists with the goal of preparing a Neighbourhood Plan which will promote the social, economic and environmental well-being of the Minster Precinct.
- 1.2.2. The designations of the Minster Precinct as a Neighbourhood Area and of the MPNF as 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.
- 1.2.3. At the time of writing, the Neighbourhood Forum consists of 38 members, all of whom either live or work in the Minster Precinct.

1.3. Relationship of the Neighbourhood Plan with the City of York Local Plan

- 1.3.1. The Plan is being prepared in the context of the emerging City of York Local Plan which, when adopted, will provide a framework for the planning and delivery of future development across the City of York.
- 1.3.2. The emerging City of York Local Plan will provide a framework to guide and promote development, and to protect the quality of York's unique historic, natural and built environment. The Local Plan will set strategic priorities for the whole city and will form the basis for planning decisions for a 15-year period and beyond.
- 1.3.3. At the time of writing, York has no adopted Local Development Plan. Rather, a draft Local Plan – the City of York Draft Local Plan Incorporating the 4th Set of Changes (April 2005) is used for development control decisions (henceforth, 'the current Local Plan').
- 1.3.4. A new Local Plan is currently under development, with a Local Plan Publication Draft ('the emerging Local Plan') being submitted to the Secretary of State for Inspection and Regulation 19 Consultation on 25th May, 2018. This draft is currently being assessed by an independent inspector to confirm its compliance with the National Policy Planning Framework and other statutory requirements. A date for the finalisation of this process has not yet been announced.
- 1.3.5. Local Plans provide an overarching strategic framework to guide development, rather than detailed, low-level regulations. Neighbourhood Plans must be in general conformity with the strategic policies of an adopted or emerging Local Plan, and serve to ensure that the needs and wants of those with the closest relationship with a neighbourhood – those who live and work in it – guide the micro-level planning policy of that area.
- 1.3.6. Under the National Planning Policy Planning Framework (para 48) greater weight should be given to relevant policies in emerging plans according to their stage of preparation, the extent of any unresolved objections, and the degree of consistency of those policies to the Framework. In other words, greater weight should be accorded to an emerging local plan as its preparation becomes more advanced.
 - 1.1.1. For the purpose of ensuring general conformity with the strategic policies of the Local Plan, the current Local Plan retains some relevance as the current document used for development management by the City of York Council. However, the emerging LPPD is considered to have greater weight, as it is at an advanced stage of development.
 - 1.1.2. Publicly available correspondence between the Inspectors and Council strongly indicates that the primary areas of contention are housing needs, Green Belt development and infrastructure, which they intend to deal with in the first phase of hearing sessions. Whilst these aspects of the plan are not directly influential to the Neighbourhood Plan area, other key policies relevant to the plan regarding design and

heritage assets will be subject to examination in due course. Currently, the council considers that these policies are likely to be able to be applied with moderate weight in line with para 48 of the NPPF (2019) given their consistency with the national policy, limited objections and the advanced stage of preparation of the Local Plan. The Neighbourhood Plan is therefore being prepared in accordance primarily with the policies in the submitted Local Plan (2018), while making mention, where appropriate, of the policies of the current Local Plan for the sake of completeness.

1.3.7. The development of the Neighbourhood Plan has proceeded in close consultation with City of York Council, to ensure that it forms a complementary document to the existing Local Plan and the new Local Plan Publication Draft.

1.3.8. The current Local Plan makes no specific mention of the Minster Precinct. However, the emerging Local Plan (Policy SS3) places the city centre as the ‘economic, social and cultural heart of York’ and recognises the importance of the Minster, stating:
“York Minster Cathedral Precinct is approximately 8 hectares in size. The Minster is still the pre-eminent structure in the City of York today and it continues to play a significant role in the religious, social and cultural life of the city. The Council will work with the Minster authorities, as appropriate, to future plan for its development to better reveal the significances of its special character and appearance.”

1.3.9. The inclusion of the Precinct in this policy is in line with the objectives of the Neighbourhood Plan, and means that any development proposals within or adjacent to the Precinct would need to demonstrate how they consider, support or impact on the Precinct as part of a planning application.

1.3.10. The Minster Precinct is depicted on the Local Plan’s City Centre Policies Map (see below, Image 2). It should be noted that this varies slightly from the Neighbourhood Area boundary as approved by the Council in March 2019, due the addition of Duncombe Place to the Neighbourhood Area (see above, Image 1).

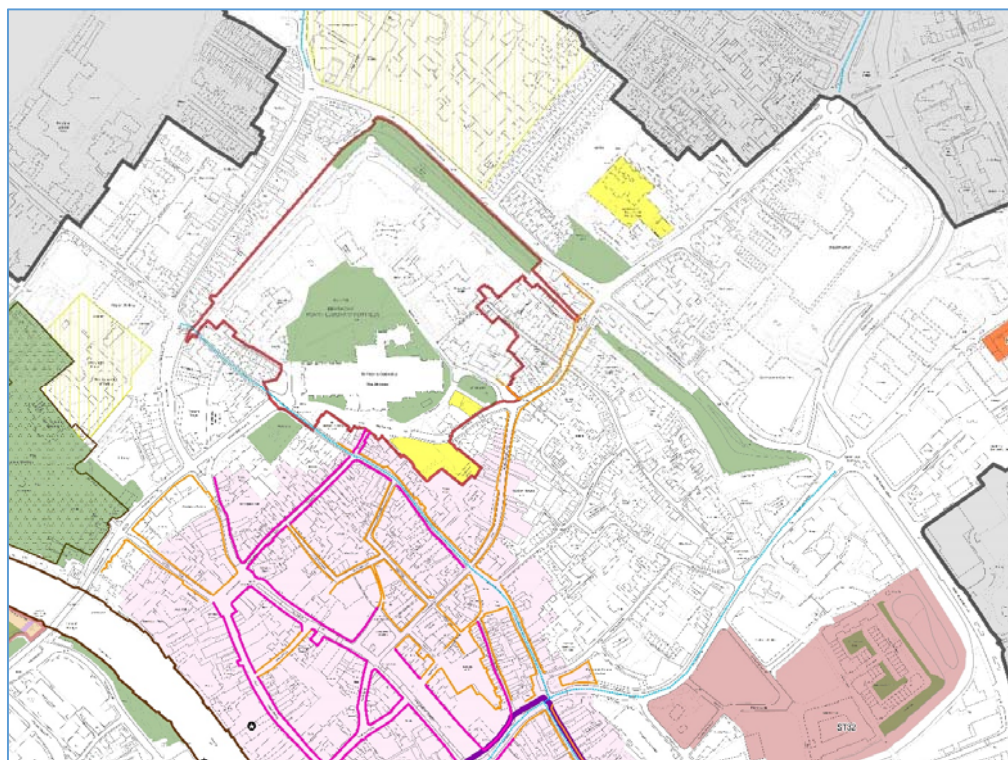


Image 2 – The Minster Precinct as shown on the emerging Local Plan’s City Centre Policies Map. Image courtesy of york.gov.uk.

- 1.3.11. Neither the current Local Plan nor the LPPD allocate any development sites in the Minster Precinct.
- 1.3.12. Should the Neighbourhood Plan be adopted in advance of the Local Plan, then it would provide a statutory framework against which decisions concerning the Precinct can be made.

1.4. Relationship of the Neighbourhood Plan with National and Regional Policy

- 1.4.1. The most relevant single document for development plans is the National Planning Policy Framework (NPPF). This document, most recently updated in June 2019, sets out the governments planning policies and how these are expected to be applied. It provides a broad, high-level framework for the creation of Local and Neighbourhood Plans, as well as guidance on how decisions should be made within the planning system. Most importantly, the NPPF establishes a ‘presumption in favour of sustainable development’ which should guide all plans and decisions (para 11).
- 1.4.2. Various national policies and pieces of legislation are relevant to the creation of a Neighbourhood Plan, especially those which establish national priorities which are expected to be included in plans and decisions on a local basis (for example, the Climate Change Act 2008). These are considered under the relevant theme in the ‘Policy Context’ section.
- 1.4.3. Regional Spatial Strategies (RSS’s), which provided a regional layer of planning policy to bridge the gap between nationally-determined aspirations and local planning policies, were largely revoked under the auspices of the Localism Act 2011.
- 1.4.4. The relevant RSS was the Regional Strategy for Yorkshire and Humber, revoked by The Regional Strategy for Yorkshire and Humber (Partial Revocation) Order 2013. However, the York Green Belt policies were ‘saved’ and continue to identify the general extent of York’s Green Belt to 6 miles from the city centre. The location of the Minster Precinct means that the area is not subject to these policies.

1.5. Vision and Objectives for the Neighbourhood Plan

- 1.5.1. The Neighbourhood Plan’s vision has been developed through community consultation and stakeholder engagement:
- “In 2038, 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.”*
- 1.5.2. It aims to accomplish this by achieving the following objectives:
- 1) Promoting the social, economic and environmental well-being of the Minster Precinct Neighbourhood Area.
 - 2) Planning for the long-term financial and physical maintenance of York Minster and its Precinct.
 - 3) Identifying ways, in consultation with relevant authorities and organisations, of involving the whole community in the preparation of the Plan; and to gather, analyse and present the views and opinions in such a way as to ensure that the Plan is as comprehensive and inclusive as reasonably possible.
 - 4) Working in partnership with the City of York Council in the preparation and submission of the Neighbourhood Plan, and ensuring that the Neighbourhood Plan conforms to local and national planning policies.
- 1.5.3. The key principles which guide this work are as follows:

- 1) Foster Chapter's mission to welcome everyone to share God's love by maximising and improving disabled access to all parts of the Precinct.
- 2) Where possible, to reuse existing buildings and assets to achieve their best potential use.
- 3) Any new development is to be sympathetic and in keeping with the rich heritage and setting of the Precinct.
- 4) Take a holistic, 'Precinct-wide' view that includes consideration of cumulative and synergistic effects.
- 5) Respect the fabric and setting of heritage assets and the Precinct as a whole.
- 6) Develop policies based on a solid evidence base, including the York Minster Conservation Management Plan, visitor information, archaeological and historical data and existing conservation appraisals.
- 7) Plan for future needs and wider social, economic, environmental and cultural changes, such as climate change.

1.6. Primary Emerging Policies

1.6.1. The aim of this scoping report is to enable Strategic Environmental Assessment to be carried out concurrently with the development of the Neighbourhood Plan policies. Nonetheless, there are key emerging aspirations which can be outlined, and which serve as a basis for determining whether the threshold of 'significance' is likely to be reached, and hence whether SEA is required.

1.6.2. These emerging policies will provide a framework for the following envisaged development stages:

- 1) Reorder the South Transept Piazza, including the creation of a permanent ticketing office, the relocation of the Constantine statue, a move to using the South Transept as the main entrance to the Minster, and the change of use of 1 Deangate from residential to a café/refectory.
- 2) Reorder Duncombe Place to create a public realm space while ensuring the security of visitors.
- 3) Designating the Old Palace for educational use, with potential sympathetic redevelopment to meet the needs for educational and dedicated museum space in the future.
- 4) Creating a formal sensory garden in the Residence Garden for the use of residents and visitors, and to open up this underused area of Dean's Park.
- 5) Redeveloping the Deanery Garages and the rear of Minster Court to create storage and first floor residential accommodation for four people. This accommodation is to be designated as affordable accommodation for the Minster community.

1.7. Sustainability Appraisal Explained

1.7.1. A sustainability appraisal is a mechanism for considering and communicating the impacts of an emerging plan on the environment, economy and society in order to fulfil the requirement of promoting sustainable development. It does this by assessing the extent to which the merging plan, when judged against reasonable alternatives, will help to achieve relevant environmental, economic and social objectives. A sustainability appraisal will also identify any negative impacts caused by the plan's policies, and consider how these can be avoided or mitigated.

1.7.2. The sustainability appraisal process is an opportunity to consider ways by which the plan can contribute to improvements in environmental, social and economic

conditions, as well as a means of identifying and mitigating any potential adverse effects that the plan might otherwise have. By doing so, it can help make sure that the proposals in the plan are appropriate given the reasonable alternatives.

1.7.3. Sustainability appraisal is a requirement for local plans under Section 19 of the Planning and Compulsory Purchase Act 2004. While it is not formally required for Neighbourhood Plans, Neighbourhood Plans do have an obligation to show that they contribute to the achievement of sustainable development. Sustainability appraisal provides a means to do this, by demonstrating that economic, societal and environmental factors have been considered in the plan-making process.

1.8. Sustainability Appraisal and Strategic Environmental Assessment

1.8.1. Strategic Environmental Assessment (SEA) is a similar tool to Sustainability Appraisal but which only considers environmental issues. SEA is undertaken to ensure that the plan is compliant with the obligations of the Environmental Assessment of Plans and Programmes Regulations 2004 (the SEA Regulations), which enact in UK law the EU's Strategic Environmental Assessment Directive. SEA is a requirement for neighbourhood plans where there exists the potential for significant environmental effects.

1.8.2. Sustainability appraisals incorporate the requirements of the SEA Regulations, meaning that, if a sustainability appraisal is undertaken, a separate SEA should not be required.

1.8.3. Following advice from City of York Council, it has been determined that the emerging Neighbourhood Plan has potential economic impacts on the wider city centre which should be considered to ensure that the Plan contributes to the achievement of sustainable development. For this reason, it has been decided to carry out a sustainability appraisal for the Minster Precinct Neighbourhood Plan, which will incorporate the requirements for SEA.

1.9. The SA/SEA Process

1.9.1. Two key requirements of the sustainability appraisal process are as follows:

- 1) That when deciding on the 'scope and level of detail' of the information which must be included in the Sustainability Appraisal Report, there is consultation with nationally designated authorities concerned with environmental issues.
- 2) A report (the Sustainability Appraisal Report) is published for consultation alongside the draft Neighbourhood Plan which appraises the Plan, discusses likely significant effects that would result from its implementation, considers reasonable alternatives, and considers the impacts of mitigatory measures which would reduce any adverse effects to an acceptable level.

1.9.2. This Scoping Report is concerned with the first of the above requirements. It presents a suggested scope for the sustainability appraisal so that the nationally designated authorities (Historic England, Natural England and the Environmental Agency) can provide timely comment.

1.9.3. The two processes – sustainability appraisal and SEA – are illustrated in the charts below (Image 3). As can be seen, the two processes are virtually identical, save that SEA involves an extra stage at the beginning, that of 'screening'. This is because SEA is only required where there are likely to be significant environmental effects, while sustainability appraisal is required for all Local Plans.

1.9.4. In this case, this screening stage did not require consultation, as it was clear from the outset that due to the unique cultural heritage of the area, SEA would be required at least for heritage and landscape.

1.10. Sustainability Appraisal Scoping explained

1.10.1. The aim of the scoping process is to construct a ‘Framework’ of issues, objectives and questions against which a Neighbourhood Plan’s policies can be assessed.

1.10.2. As noted SEA/SA need only be carried out where significant impacts are likely to be caused. While the threshold of significance is not specifically defined in legislation, Schedule 1 of the SEA Regulations requires that consideration be given to the characteristics of any effects and of the area likely to be affected, in particular:

- 1) The probability, duration, frequency and reversibility of any effects,
- 2) The cumulative nature of the effects,
- 3) The transboundary nature,
- 4) The risks to human health or the environment,
- 5) The magnitude and spatial extent of any effects,
- 6) The value and vulnerability of the area likely to be affected and
- 7) The effects on areas or landscapes with a recognised national, local or internationally protected status.

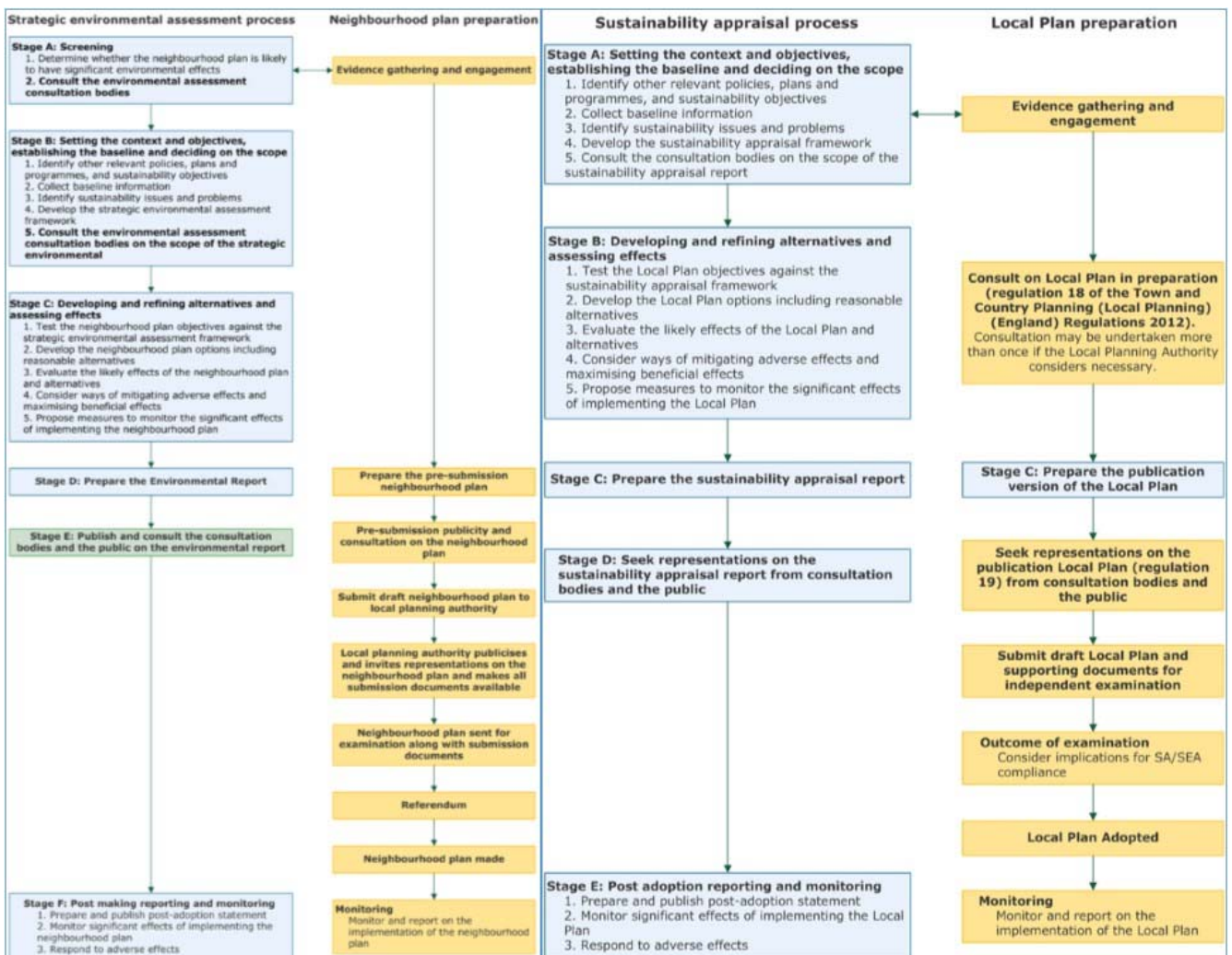


Image 3 – Comparative SEA and SA process flowcharts. Original charts from www.gov.uk.

1.10.3. For some topics, it will be clear even at this early stage that there is no likelihood of there being any such impacts. These topics have therefore been ‘scoped out’ i.e. it is

determined that no further assessment is required, and a clear rationale for this is presented.

1.10.4. In order to develop the proposed scope presented in this report, the following steps have been undertaken:

- 1) Exploring the policy context. This means reviewing high-level messages contained in governmental and agency guidance with a view to understanding the broad parameters for the sustainability appraisal.
- 2) Baseline evaluation. This means determining the status quo of the area, and any future effects in the absence of a Neighbourhood Plan, in order to determine future impacts.
- 3) Future baseline evaluation. This means looking at potential impacts, positive or negative, that could arise from the Neighbourhood Plan being enacted.
- 4) Issues assessment. This involves determining what problems or opportunities may need focussing on in a sustainability appraisal.
- 5) Determination of significance. This involves, keeping in mind the above, determining whether sufficient impacts will be involved in the Neighbourhood Plan to necessitate sustainability appraisal, and justifying this determination.
- 6) Suggesting sustainability appraisal objectives and questions. If it is determined that appraisal is required, this involves determining what questions we want it answer. These should be qualitative i.e. not merely determining the impact, but also assessing whether any impact will be positive or negative.

1.8 Structure of this Report

1.8.1 The above steps have been undertaken with reference to the three topics covered by sustainability appraisal – the economy, society and the environment.

1.8.2 The last of these, the environment topic, has been broken down into a series of key topics, which incorporate the SEA topics suggested in Annex I (f) of the SEA Directive:

- Biodiversity, Fauna and Flora
- Population and Human Health
- Water and Soil
- Air Quality
- Climate Factors
- Landscape, Cultural Heritage and Archaeology

1.8.3 The chart below demonstrates the relationship between the SA topics, SEA topics and the ‘themes’ under which these issues are addressed in this report.

Combined SA/SEA Topic Framework		
SA Topic	SEA Topic	Scoping Report Theme
Economy	N/A	Economy
Social	N/A	Society
Environment	Biodiversity, Fauna and Flora	Biodiversity, Fauna and Flora
	Population and Human Health	Population and Human Health
	Water and Soil	Water and Soil
	Air Quality	Air Quality
	Climate Factors	Climate Factors
	Landscape, Cultural Heritage and Archaeology	Landscape, Cultural Heritage and Archaeology

- 1.8.4 This report presents the scoping information under these topic headings to allow the reader to easily locate information, and to provide a methodological framework for the appraisal of the draft plan and alternatives after the present consultation.
- 1.8.5 These sustainability appraisal objectives have been collected to form a combined Sustainability Framework; this is presented separately (see below, Chapter 12).

1.9 Methodology for Sustainability Appraisal/Strategic Environmental Assessment

- 1.9.1 As noted, the purpose of sustainability appraisal is to assess the proposed policies in a plan for their likely effects against an agreed Framework. This will be done for each policy against all of the objectives, to allow for the identification of synergistic effects and areas where tensions exist between different objectives.
- 1.9.2 A qualitative scoring system is most appropriate for this task, as depicted below.

Symbol	Significance of effect
++	This policy is likely to have a significant positive effect on the SEA Objective
+	This policy is likely to have a positive effect on the SEA Objective
0	No significant or no clear link between policy and SEA Objective
?	Uncertain or insufficient information to determine effect on SEA Objective
-	This policy is likely to have a negative effect on the SEA Objective
--	This policy is likely to have a significant negative effect on the SEA Objective

- 1.9.3 In addition to this, other factors which require consideration include the following:

- The timescale over which effects will take place
- Whether the effects are permanent or temporary
- What geographical area the effects will take place over
- The likelihood or probability of the effects occurring

- 1.9.4 A suggested framework for assessing all of these factors for any given policy is presented below.

- 1.9.5 Because of the complexity of the Heritage theme, a Heritage Impact Assessment, based on the principal characteristics identified Heritage Topic Paper for the City of York and used for the Heritage Impact Assessment of York’s emerging Local Plan, has been devised which will inform and guide the assessment process (see below, Chapter 10).

Sustainability Appraisal Framework								
Policy X: Title								
Key to table: T (Timescale) – Over what timescale are effects likely to occur? Short Term, ST (0-5 years); Medium Term, MT (5-10 years); Long Term, LT (10+ years) P (Permanence) – Are effects likely to be permanent or temporary (Permanent, P; Temporary, T) G (Geographical area) – Over what geographical area are the effects likely to occur? (Precinct area, A; York boundaries, Y; further abroad, B) L (Likelihood) – what is the likelihood or probability of effects occurring (Likely, L; Unlikely, U)								
SA Objective	Nature of effect	Assessment of effect					Justification and evidence	Suggested mitigation and enhancement measures
		T	P	G	L	Sig.		

1.10 Limitations on Baseline Data

- 1.10.1 The primary limitation on the data below is one of scale. A large amount of publically available environmental data has been assembled and used to provide the context below.

However, much of this data is data is collected and presented on a wider scale than that applicable to such a small geographical area. For example, information on human health and wellbeing is available at the Guildhall Ward level, but not down to that of the Minster Precinct itself. As the Ward represents a much larger and more diverse area, this data can be misleading.

- 1.11 Every effort has been made to note and address these limitations. Fortunately, the Chapter of York have commissioned various reports on trees, ecology etc. which contain baseline data on these issues at the macro level.

2. Minster Precinct Background Information

2.1. Site Context

2.1.1. York Minster and its surrounding precinct form a sensitive and highly complicated area of the city of York, the future care of which must be planned for carefully.

2.1.2. The *Cathedral and Metropolitan Church of St Peter in York*, better known as York Minster, is the centre of Christian life in the north of England. The Minster is more than 800 years-old, and is a Gothic masterpiece in stone and stained glass, including the largest collection of medieval glass in the UK. As well as being of great architectural importance, it is a magnet that draws visitors to York, and is a defining symbol of the North, as well as being a place of prayer and pilgrimage that welcome over 600,000 visitors per year.

2.1.3. The Minster itself sits within a Precinct of approximately 8 hectares, bound on the north and west by the historic City Walls, and to the south and east by city streets. The Precinct therefore forms a principal component of York city centre, sitting between the City Walls, and beyond it several primary roads leading in and out of York, and the busy commercial centre.



Image 4 – The South Transept Piazza.

2.1.4. For such a small area, the Minster Precinct contains a high concentration of areas of interest, including three Grade I and more than 40 other listed buildings or fixtures, a large area of open green space (Dean's Park), two smaller open green spaces, residential housing, retail units, a school, two hotels, the Stoneyard, a parish church, and a library/archive. The Precinct also sits within a Conservation Area and is designated below ground as a Scheduled Ancient Monument.

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

2.1.6. After the collapse of the Roman Empire, York was revived as an important city in the Anglo-Saxon kingdom of Northumbria. The first Minster was built in 627 AD for the baptism of the Anglian king Edwin, and later rebuilt in stone. No trace of any Anglo-Saxon Minster has ever been found, though archaeological discoveries indicate that the site was an important part of Anglian and Viking York, possibly serving as a royal mint.

2.1.7. After the Norman Conquest, a 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 church and

subject to its own laws. This area, known as the Liberty, was walled off and densely built up, including an Archbishop's Palace and numerous houses and chapels, as well as its own prison.

- 2.1.8. The 18th and 19th centuries saw extensive clearance of the Precinct, along with the removal of the Liberty's walls. Victorian clearances opened up the west prospect of the Minster and created Duncombe Place, which connected the Minster to Lendal Bridge and the railway station. Deangate, created in 1903, formed part of the main road to Scarborough and Hull, before being closed in the late 1960s.
- 2.1.9. To the north and west of the Minster the feel of a precinct remains due to the railings at the entrance to Dean's Park and Minster Court, and the effect of the city walls. To the south and east, however, the buildings of the city encroach closely to the Minster. During the works of the York Minster Revealed Project (2011-2016), a refurbished South Piazza was formed, which served both as a Public Open Space and a buffer between the Minster and the buildings of Minster Yard/Minster Gates. To the west, however, Duncombe Place remains an overcrowded area, with the walls of the Boer War Memorial creating a bottleneck.

2.2. Social and Community Use

- 2.2.1. The Minster Precinct has an enormous importance as a site for social and community interaction.
- 2.2.2. As a religious site, the Minster plays a particular role in the Church of England. As a Metropolitan cathedral, it is one of only two churches in England that serve as the seat of an Archbishop (the other being Canterbury). It is also the mother church of the whole Northern Province, the 12 dioceses that fall under the authority of the Archbishop of York. All bishops appointed north of the Humber are consecrated in the Minster before being enthroned in their own cathedral – as this includes suffragan bishops, who support diocesan bishops, this is a common occurrence.
- 2.2.3. The Minster is also of great spiritual importance locally. While not a parish church *per se*, it has a large regular congregation. In addition, it attracts a great many casual worshipper who come specifically to pray or join a service. This is due in no small part due to the musical reputation of the Minster's choir and organists, who are world-renowned.
- 2.2.4. The Minster also runs a linked school, the Minster School, which originated as a school for choristers and is now an independent day preparatory school for children aged 3-13 years. The Minster School is home to 180 pupils, including the boy and girl chorister of the Minster. All choristers and a substantial number of other pupils receive bursaries to help with school fees.
- 2.2.5. The Minster also hosts a large number of special services, especially at the key times of Easter and Christmas. The run-up to Christmas is a particularly busy time with, in addition to the Minster's own services, the building being used by local churches, schools and groups such as the NHS, York St John and the Lullaby Trust for their carol concerts.
- 2.2.6. The Minster also hosts annual services for groups including the Boy Scouts, the North Eastern Legal Circuit and various military regiments and squadrons for whom the Minster acts as regimental chapel.
- 2.2.7. As well as religious events, the Minster is a well-known venue for other functions, including concerts, plays and public talks.

2.2.8. The wider precinct also plays an important role as a civic space in both formal and informal ways. Informally, the area is, due to its attractive and central location, a natural place for people to meet up. Dean's Park, the South Transept Piazza and the West End are key spaces for social interaction, especially in summer. The centrality of the Minster to the city's life has even led organically to new customs, such as gathering at the West End to hear the bells ring in the New Year.



Image 5 – A memorial service for veterans of the Battle of Kohima in Dean's Park.

2.2.9. More formally, the Precinct hosts many events. Parades often use the West End as their starting point, these include military Freedom of the City parades, and the annual York Viking Festival and York LGBT Pride marches. Dean's Park has, in recent years, begun to see greater use, with 2018 seeing it host an international Stone Carving Festival and a pop-up bar over summer.

3. Economy

3.1. Focus of this Theme

- Retail and Tourism
- Public Realm
- Visual Identity of York

3.2. Policy Context

The National Planning Policy Framework

3.2.1. The NPPF makes promoting economic growth one of the three main pillars of sustainable development, alongside environmental and social objectives. Key messages include:

- Policies should place significant weight on the need to support economic growth and productivity (para 80).
- Policies should set out a clear economic vision and strategy to positively and proactively encourage sustainable economic growth (para 81 a).
- Policies should promote the long term vitality and viability of town centres by allowing them to grow in a way that can respond to rapid changes in the retail and leisure industries (para 85 a).

The Emerging Local Plan

3.2.2. The LPPD contains the following key messages:

- Policy DP1: York Sub Area – York aims to fulfil its role as a regional economic driver, to strengthen City Centre’s role as a shopping and leisure destination within the Yorkshire and Humber area.
- Policy SS3: York City Centre – Recognises the City Centre as the economic, social and cultural heart of York, and identifies it as a priority area for growth in the tourism, leisure and cultural sectors. Specifically encouraged are:
 - Revitalisation of city streets
 - The creation of a strong evening economy by diversifying to provide more for families and older people
 - Retention and addition to the city centre’s retail offer and retention and strengthening of existing shops
- Policy EC4: Tourism – States that proposals will be supported which:
 - Support the provision of quality visitor attractions, especially ones with a national/international profile, in locations which are easily accessible by a variety of transport modes and which complement York’s existing cultural heritage.
 - Support the retention and growth of existing visitor attractions.
 - Maintains and improves the choice of business, conferencing and events facilities to encourage business visitors.
 - Enhance the built environment and public realms, particularly those showcasing York’s built heritage.
- Policy R3: York City Centre Retail – States that support for existing and new retailers will be achieved by, in part, supporting occasional festivals and markets in York, managing the provision of parking and public transport to ensure that it supports the vitality of the City Centre, and by improving the quality and appearance of the city centre through public realm improvements and management. The explanatory text further makes clear an ambition to maintain and enhance the market share of the City Centre compared to out-of-centre and

regional developments. The City Centre area designated on the Proposals Map includes parts of the Minster Precinct, especially Petergate and Minster Gates.

York Economic Strategy 2016-2020

3.2.3. York's Economic Strategy outlines current challenges and opportunities for York, while setting long-term economic targets. Of particular importance to the Minster Precinct is the ambition to make a fresh statement of cultural and visual identity, which will include developing York's tourism and culture offer, running major architectural design competitions around key developments, carrying out a programme of public realm enhancement and continuing to encourage the evening economy. This, in turn, aims to both promote York as a business venue and, by making York an attractive city to live and work, promote the retention of skilled graduates and workers.

3.3. Baseline Evaluation

- 3.3.1. The Minster Precinct is a vibrant economic area, with activity primarily based around tourism and retail.
- 3.3.2. York's economy is primarily based around services, especially healthcare and education with York boasting a large NHS hospital and two universities. York also profits greatly from tourism, with major attractions including the Minster, the National Railway Museum and Jorvik Viking Centre. York welcomed 6.9 million visitors in 2015, of which 231,000 were from overseas. These visitors spent £564 million, which directly or indirectly supported 19,000 jobs in York.¹
- 3.3.3. The Minster itself is the largest economic hub in the Precinct. The Minster has 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. The Minster welcome 649,000 visitors in 2018, raising £4.4 million from trading and admission charges and being ranked 57th in the UK for visitor numbers.²
- 3.3.4. 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.
- 3.3.5. Along with the Minster, the Precinct contains a large number of businesses, primarily shops and restaurants/cafes. These are mostly local small businesses, though branches of national chains also exist in the Precinct.
- 3.3.6. The importance of tourism and retail to the local economy poses a vulnerability, as these are highly variable activity areas prone to economic downturn.
- 3.3.7. The City Centre, in which the Precinct sits, is similarly tourism/retail dominated, though services and accommodation are also major economic activities. The Minster Precinct complements this area by acting as a 'pull' for tourists and visitors, increasing potential customer footfall through the nearby areas. York's major tourist attractions are also quite spread out across the inner city, and it is no surprise that the main paths between the Minster and Castle Museum, Railway Museum, etc. are also major shopping streets, in part because of the spillover from tourists.
- 3.3.8. The City of York Council have placed great emphasis on the promotion of York City Centre as a tourism/retail hub, including in the Local Plan policies (see above) and recent public space schemes such as Reinvigorate York.
- 3.3.9. The Minster Precinct in its entirety forms part of the area of the York Business Improvement District (BID). The BID, the formation of which was supported by

¹ York Profile 2019 from Business Intelligence Hub, www.york.gov.uk

² Chapter of York Annual Report and Accounts, 2018; ALVA Member Visitor Figures 2018.

Chapter, is funded by an annual contribution of 1% of the rateable value of businesses within the area, and was voted into existence in November 2015. These funds are then used to fund programmes which benefit the city centre environment, including public appearance, street safety and business support initiatives, as well as contributing to events.³

3.4. Future Baseline without a Neighbourhood Plan

- 3.4.1. As noted, the promotion and reinvigoration of the City Centre is a goal shared by the Council and a large number of key stakeholders. Both the Local Plan policies and Economic Strategy for York prioritise this, indicating that they will continue to steer investment and promote the City Centre. A particular focus of this which is relevant to the Minster Precinct is the management of public realm space, and this focus is found in both the York central Historic Core Conservation Area Appraisal (2011) and the York Streetscape Strategy (2014). There is every reason to think that these efforts to improve the public realm and support businesses will continue.
- 3.4.2. The potential to carry out improvement works to Duncombe Place and the South Piazza remains without a Neighbourhood Plan. This would have positive economic effects including increase footfall, 'linger' times in this area and a site events and markets. However, without a Neighbourhood Plan, this may lack momentum and clear design principles, as well as being prone to stakeholder conflict and funding issues in the absence of clear planning certainty.
- 3.4.3. The Minster is, as noted, a significant economic factor in the Precinct and the City Centre of York, being both a substantial impact and acting as a tourist 'draw', with knock-on positive effects for local businesses, including retail, hotels and restaurants. In order to maintain this, the Minster needs to maintain a strong visitor offer to compete with other regional and national attractions. This is made more difficult without a Neighbourhood Plan, as there is a risk that a lack of planning certainty will affect fundraising, and that individual improvements to the Precinct may be disjointed.

3.5. Future Baseline with a Neighbourhood Plan

- 3.5.1. Fulfilling the objectives of the Minster Precinct Neighbourhood Plan will have two main economic impacts: 1) improving the public realm around the Minster Precinct and 2) increasing economic activity inside the Minster Precinct.
- 3.5.2. The economic benefits of good public realm design are well attested from research carried out by the CABE and Historic England.⁴ These benefits include creating new opportunities for businesses and for customers, as consumers increasingly look for experiences and a sense of place as much as simply purchasing goods and services. Good public realm design also contributes heavily to the character of a place, which plays a large role in attracting businesses and investment.
- 3.5.3. A Neighbourhood Plan would give a degree of planning certainty to the envisaged public realm improvements in the Minster Precinct, making funding easier to acquire and making it more likely that these will be carried out. These improvements will in turn have an economic impact, as these will attract and retain tourists and locals, encouraging people to spend longer in the area. This has the potential to lead to increased trade for local businesses. Any improvements to Duncombe Place also have the potential to act as a venue for commercial activity, in the form of space for markets or events.

³ <https://www.theyorkbid.com/>

⁴ CABE, *Paved with Gold: The Real Value of Good Street Design* (2007); Historic England, *Streets for All* (2018).

3.5.4. The objectives of the Neighbourhood Plan would also lead to an increase in economic activity in the Minster Precinct itself. Development to accommodate off-site ticketing and the creation of new learning/collections space in particular will increase the ‘draw’ of the Minster as a tourist attraction, as well as potentially creating new jobs. As with the public realm improvements, these changes are both more likely to happen and more likely to be handled properly in a joined-up manner with a Neighbourhood Plan in place.

3.6. Determination of Significance

3.6.1. There exists potential for the Neighbourhood Plan to have significant economic effects, as it affects a part of the City Centre, which is a key area for retail/tourism in York.

3.6.2. As well as the economic activity that takes place inside the Minster Precinct, which is primarily tourism/retail based, the Precinct itself is a major economic asset to York, as it draws visitors to the city and through the city from other attractions and transport hubs.

3.6.3. The Neighbourhood Plan can contribute significantly to targets of ensuring economic growth, by providing for public realm improvements that will increase the heritage-based appeal of York to visitors and providing for the long-term financial viability of the Minster itself.

3.7. Issues Arising

3.7.1. The need to ensure that the Minster Precinct continues to be a strong and sustainable area for tourism and retail, including by enabling the Minster itself, as a major visitor attraction, to maintain its visitor offer and financial viability.

3.7.2. The need for changes to the Minster Precinct to contribute to the economic viability and vitality of the City Centre.

3.7.3. The economic effects of reordering the public realm space around the Minster Precinct, and their impacts on surrounding businesses.

3.7.4. Creating public spaces which add to the York’s unique cultural identity.

3.8. Objectives and Appraisal Questions

SA Objective	Will this Neighbourhood Plan help to
Support York, and the City Centre in particular, as a centre for tourism and retail business.	Contribute to the viability and vitality of York City Centre?
	Provide for the creation or reordering of public realm spaces which serve to attract and retain visitors, encouraging knock-on positive impacts for local businesses?
Support the tourism industry in York.	Support the Minster Precinct as a site of economic activity, including the Minster’s role as a key tourist attraction and draw?
Support the visual identity and brand of York, making York an attractive venue for businesses and investment.	Contribute to the visual identity and brand of the wider city?

3.9. Conclusion

3.9.1. Economy is to be included in the Sustainability Appraisal.

4. Biodiversity, Fauna and Flora

4.1. Focus of this Theme

- Habitats, trees and plants
- Species
- Conservation and other designations

4.2. Policy Context

The National Planning Policy Framework

4.2.1. Key messages from the NPPF include the following:

- That plans should protect and enhance valued landscapes (para 127.c).
- That plans should minimise impacts on and provide net gains for biodiversity (para 170).

The Draft Local Plan (2005)

4.2.2. The draft Local Plan includes the following messages:

- Policy GP4a: Sustainability – States that development should minimise non-renewable resources use, including through re-use of materials, waste management and whole-life assessment. Pollution should be minimised and natural areas and landscape features conserved and enhanced.
- Policy NE1: Trees, Woodlands and Hedgerows – States that trees and woodlands should be protected, with justification and mitigatory replacement planting required for any removal. New planting as part of development schemes is also encouraged.
- Policy NE8: Green Corridors – Requires that green corridors be protected in their integrity.

The Emerging Local Plan

4.2.3. The emerging policy agenda from the LPPD includes the following:

- Policy GI2: Biodiversity and Access to Nature – Development should result in net gain to, and help to improve, biodiversity.
- Policy GI4: Trees and Hedgerows – Development should recognise the value of existing tree cover, protect this, retain trees that make a positive contribution to the character or setting of a conservation area or listed building, and not create conflict between existing trees and new buildings.
- Policy GI5: Protection of Open Space and Playing Fields – Development should not harm the character or lead to the loss of open space of environmental or recreational importance.
- Policy GI3: Green Infrastructure Network – Development should maintain and enhance the integrity and management of York's green infrastructure, including its green corridors and open spaces.

4.3. Baseline Evaluation

4.3.1. The Chapter of York places great importance in promoting sustainability in its activities. Eco-Church, an independent sustainability certification scheme run by the charity A Rocha, have awarded Chapter a 'Silver' ranking for their efforts to date. Chapter are working to achieve a 'Gold' standard.

4.3.2. The Chapter are also advised by the LESS (Lifestyle, Environment, Sustainability and Stewardship) Group, a standing committee made up of staff and volunteers which advises on sustainability and climate change.

4.3.3. The Chapter of York commissioned Surface Property to carry out an assessment of ecological constraints and opportunities in August 2017, and the conclusions below are primarily based on this report.

4.3.4. There are no statutory or non-statutory designated sites of nature conservation value within or bordering the precinct. However, the sections of the City Walls and ramparts inside the Minster Precinct form District Green Corridor (see below).⁵

4.3.5. The Minster Precinct forms an area of 9 hectares, of which 2.1 hectares is green space.

4.3.6. The most extensive habitat consists of areas of species-poor amenity grassland. These include (see Image 1):

- Dean's Park, an area of 1 hectare which is open to the public on a daily basis. Along with the Museum Gardens, Dean's Park is one of only two substantial areas of green space inside the City of York. Preliminary public consultations held in May 2018 made the importance of Dean's Park as a tranquil and uncluttered space to the local population clear. Dean's Park is also identified as an 'Amenity Greenspace' (Site ID 424) in the Open Space and Green Infrastructure Study carried out by York Council in 2014 and updated in 2017.
- College Green, an area of green space adjacent to St William's College.
- The Residence Garden and Deanery Garden, a green space around the Deanery and Old Palace.
- The City Wall embankments. On the inner side, these embankments are, by agreement between the Chapter of York and the City of York Council (who retain ownership), allowed to develop into meadow to provide shelter and food for birds and other wildlife. This area is designated as part of a District Green Corridor, meaning that it



Image 6 – The City Walls District Green Corridor. Image derived from yorkopendata.org.

⁵ City of York Council, *Green Corridors Technical Paper*, 2011; City of York Council, *Local Biodiversity Action Plan 2017*.

helps to promote wildlife movement and genetic diversity. This has beneficial impacts for the wildlife of the whole city.

4.3.7. It should be noted that areas of amenity greenspace, while of limited ecological value, serve an important purpose for community use and aesthetics. This is discussed below, along with consideration of flora as a part of heritage setting, in Section 10.

4.3.8. The most recent survey of the Precinct's trees was carried out in 2016 (please note that this covered only the areas under Chapter's ownership, and that it therefore does not cover the entirety of the Neighbourhood Area). It found that the Precinct's 218 trees were mostly in fair to good health, and typically early mature or over mature. 18% of trees had less than 10 years life remaining, meaning that felling of old trees and replacement will be a continuous activity for years to come. The makeup of the tree population is quite diverse, although Sycamores, Ash, Crab Apples and varieties of Lime and Cherries are most common.

4.3.9. The tree map of this survey is included below as Appendix D.

4.3.10. Trees play a well-established role in fighting pollution by absorbing harmful pollutants, most notably Carbon Dioxide. This is especially positive given the nearby air quality management area on Gillygate (see below, Section 8). The trees of the Minster Precinct also play an important role in regulating the Precinct's micro-climate, by providing shade and by dispersing some of the strong winds channelled by its man-made structures, especially at the top of Duncombe Place.⁶

4.3.11. The Precincts trees also form an important habitat for a range of common breeding birds, including blackbirds, song thrushes, blue tits, great tits, house sparrows, dunnocks, wrens and feral pigeons.⁷

4.3.12. The Minster Precinct sits inside a Conservation Area (the Central Historic Core). Under section 211 of the Town and Country Planning Act 1990, works to or removal of trees in this area must be notified to the Council six weeks in advance.

This enables the Council to consider whether to make a Tree Protection Order on the tree.

4.3.13. There are no known trees with Tree Protection Orders in place in the Minster Precinct.

4.3.14. All precinct buildings have at least a Low potential to support bats, and many have a Moderate or High potential. Records from the North East Yorkshire Ecological Data Service (NEYEDC) analysed as part of the 2017 ecology survey indicate that there have been very occasional traces showing some bat presence in the area.



Image 7 – The West End of the Minster in summer, showing the extensive tree cover around the Minster.

⁶ City of York Council, *The Value of Trees*.

⁷ Surface Ecology, *Ecological Survey*, 2017.

- 4.3.15. Bats are a protected species through their inclusion in Schedule 5 of the Wildlife and Countryside Act 1981 and Schedule 2 of The Conservation (Natural Habitats etc.) Regulations 1994. Under this legislation, as well as being an offence to intentionally kill, injure or take a bat, it is an offence to intentionally or recklessly damage, destroy or obstruct access to any structure or place used for shelter or protection by a bat, or to disturb an animal while it is occupying a structure or place which it uses for that purpose.
- 4.3.16. In addition to the common breeding birds noted above, for the last several years a pair of Peregrine Falcons have taken up year-round residence in the North West Tower of the Minster. Since 2017 this pair have successfully bred each spring.
- 4.3.17. Peregrine Falcons are, as a wild bird, protected under Section 1 of the Wildlife and Countryside Act 1981. Under this legislation, it is an offence to intentionally kill, injure or take any wild bird or to take, damage or destroy a nest being built or in use, or its eggs. Furthermore, as a species listed in Schedule 1 of the Act, it is an offence to intentionally or recklessly disturb Peregrine Falcons while they are building a nest or while in, on or near a nest containing eggs or young.
- 4.3.18. An informal management agreement exists between the Minster's Works Department and the RSPB, under which maintenance is carried out outside of the breeding season, any chicks are ringed to monitor numbers and movements, and gravel is provided for the falcons to construct a scrape.
- 4.3.19. An informal hedgehog sanctuary exists in the City Wall embankments.

4.4. Future Baseline without a Neighbourhood Plan

- 4.4.1. In the absence of a Neighbourhood Plan there are unlikely to be any changes to the Precinct that would have a significant effect on biodiversity.
- 4.4.2. National and local planning policies recognise the value of biodiversity, the most relevant part being trees. The Precinct's trees are further protected by the designation of the Precinct as a Conservation Area. Any future planning application would therefore need to show a net gain to biodiversity.
- 4.4.3. The fauna present in the Precinct, the most important of which are bats and Peregrine Falcons, also have a high degree of protection from the Wildlife and Countryside Act 1981, which in practice would prevent any development which might impact on their habitats.

4.5. Future Baseline with a Neighbourhood Plan

- 4.5.1. Maintaining the Precinct's biodiversity and contribution to that of the wider region is of key importance to the Masterplan and the completed document will reflect this.
- 4.5.2. The objectives of the emerging Neighbourhood Plan do not have any reasonably foreseeable effects that would lead to a significant loss to biodiversity. Areas of green space and the City Wall embankments are envisaged as being maintained in their current state, while the redevelopment of the Residence Garden as a sensory formal garden would have a modest positive impact on the biodiversity of the Precinct.
- 4.5.3. The scope of changes to existing buildings or new building is modest, and will primarily affect existing areas of buildings or hard standing. There may be some minor loss of trees due to the creation of public realm space at Duncombe Place; however, these effects can be entirely off-set by remedial measures such as tree-planting in the Minster Precinct.
- 4.5.4. A Tree Management Plan is currently being prepared to support the Neighbourhood Plan. This TMP will operate concurrently with the Neighbourhood Plan, to ensure a net

gain in trees over the Plan period. This continues existing practice – the Precinct saw a net gain of 13 trees in Q1 2019 alone.

4.5.5. The amenity value of the areas of open grassed space is of great importance both to the public and to the setting of the Precinct's many and unique heritage assets. This, together with the largely built-up nature of the Precinct, constrains the opportunities for biodiversity enhancement.

4.5.6. Any development envisaged as part of a Neighbourhood Plan must still clear the requirements imposed by national and local planning policy. As noted, particular aspects of the Precinct's biodiversity, including certain fauna and trees, receive further statutory protection. It should be noted also that, given the Peregrine Falcon's permanent nesting location at a high point in the Minster's north-west tower, it is unlikely that proposals to enhance the Precinct will adversely affect the species.

4.6. Determination of Significance

4.6.1. There are no areas of the Minster Precinct with either statutory or non-statutory designations of nature conservation value. There are, however, a number of areas of value from a biodiversity perspective, especially the City Wall embankments. The Precinct as a whole also supports a variety of trees and plants, as well as wildlife in the form of bats, birds and invertebrate life.

4.6.2. The envisaged changes to the Precinct embedded in the emerging Neighbourhood Plan will have only a minor impact on biodiversity. There will be no effects on the City Wall embankments. Only modest effects will be had on trees throughout the Precinct, and these are protected in any case by the designation of the Precinct as a Conservation Area.

4.6.3. On the basis of the minimal impacts which will be had on biodiversity by the development envisaged in the emerging Neighbourhood Plan, and the existing statutory protections in place to protect fauna and trees, it is believed that the foreseeable effects do not meet the threshold of significance, and that therefore SEA is not required for this topic.

4.7. Conclusion

4.7.1. Biodiversity, Flora and Fauna is scoped out from further assessment.

5. Society

5.1. Focus of this Theme

- Income deprivation
- Affordable housing
- Transport
- Community facilities

5.2. Policy Context

National Planning Policy Framework

5.2.1. The National Planning Policy Framework includes the following messages:

- Local Plans should include strategic policies, informed by a housing need assessment, which will meet the minimum number of homes needed. This should include the provision of affordable housing (para 59-66).
- Plans and development proposals should consider transport requirements and opportunities, and where appropriate mitigate their environmental impacts (para 102).

The Draft Local Plan (2005)

5.2.2. The draft Local Plan includes the following messages:

- Policy T5: Traffic and Pedestrian Safety – Requires, where appropriate, the implementation of pedestrian safety measures on the highway network, particularly in residential areas and near schools.
- Policy T1: Pedestrians – States that York City Centre will continue to be a pedestrian priority zone, with priority to vehicle access given to people with significant mobility problems.
- Policy T2a: Existing Pedestrian/Cycle Networks – States that existing pedestrian and cycle networks should be conserved.
- Policy H2a: Affordable Housing – Lays down the minimal thresholds and targets for the provision of affordable housing in any residential development.
- Policy H3c: Mix of Dwellings on Housing Sites – Requires residential developments to include a mix of housing types to reflect diverse needs.

The Emerging Local Plan

- Policy T1: Sustainable Access – States that development will be supported where it minimises travel needs and provides access to, and maximises the use of, safe and sustainable modes of transport.
- Policy H3: Balancing the Housing Market – Requires residential developments to include a mix of housing types to reflect diverse needs.
- Policy H10: Affordable Housing – Lays down the minimum thresholds and targets for the provision of affordable housing in any residential development.
- Policy HW1: Protecting Existing Facilities – States that the council will support the preservation and reuse of existing community assets, and that proposals will not be supported which involve the loss of facilities without their replacement or evidence of redundancy/obsolescence.

5.3. Baseline

5.3.1. The Minster Precinct is primarily non-residential, with a majority of land being occupied by public spaces, non-residential buildings and thoroughfares.

5.3.2. There exist two small areas of residential use in the Minster Precinct:

- Minster Yard, from the Deanery up to St William's College, consists of 12 residential properties, owned by the Chapter of York and largely provided to its own residential staff.
- The Purey Cust, a residential development on the west side of Dean's Park, which contains 12 residential properties.

In addition to this, there are a small number of isolated residential properties scattered around the Precinct.

- 5.3.3. In terms of deprivation, the Minster Precinct sits in the Guildhall Ward. This Ward has higher than average rates of fuel poverty, and people on Jobseekers allowance compared to York overall, alongside lower rates of access to work, training or education.⁸ The Ward as a whole is significantly younger than the York average, with below-average levels of children and 35+ aged people, and a larger number of 15-34 year olds.
- 5.3.4. It should be noted that Guildhall is a quite diverse Ward, with areas which are more deprived close to high-end housing in the City Centre, as well as student housing connected to York St John University.
- 5.3.5. The Precinct itself, 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 above trends. The population of the Precinct is generally of settled family age i.e. 35+, with some children living at home. It is considered that there is a very low level of deprivation inside the Precinct itself given these residential characteristics.
- 5.3.6. Due to the low quantity of housing units in the Precinct and the lack of any recent or planned residential development, there exists minimal affordable housing.
- 5.3.7. There is no major transport infrastructure in the Precinct itself. A small amount of car parking for Minster staff and visitors is available on Minster Yard, and there is some parking for residents. The nearest infrastructure consists of bus stops at Exhibition Square and on Lord Mayor's Walk, along with carparks on Lord Mayor's Walk and a carpark/coach park at Union Terrace. There is no rail infrastructure in the Guildhall Ward, with York's only rail station being located on the south side of the River Ouse.
- 5.3.8. Transport links to and near the Precinct are generally quite good due to its central position, with bus stops and York train station a short walk away. Similar to the rest of central York, there is only limited on-street parking available, though there are carparks available within walking distance. Cycle routes lead to and through the Precinct, and there is ample pedestrian footpath access.
- 5.3.9. Given the small size and central position of the Precinct, there is minimal provision of community facilities in the Precinct. The Minster School, a private preparatory school for children aged 3-13 falls inside the Precinct; however, the vast majority of its pupils hail from outside the Plan area, but within a short distance of the city centre.
- 5.3.10. All other facilities, including libraries, post offices, GP's, hospitals etc. are located a short walk away. This matches the wider situation in the Guildhall, which scores above the York average in travel times for community facilities.⁹
- 5.3.11. Due to the number of landmark buildings and open spaces, the Precinct forms a natural site of social interaction (see above, Chapter 2). This is especially true of the Minster itself, which as well as being the mother church of the North is also a vital civic

⁸ Guildhall Ward Profile 2019 from Business Intelligence Hub, www.york.gov.uk.

⁹ Guildhall Ward Profile 2019 from Business Intelligence Hub, www.york.gov.uk.

space. The Minster and other buildings in the Precinct are also of international cultural significance, being home to the largest in-situ collection of medieval stained glass in the world.

5.4. Future Baseline without a Neighbourhood Plan

- 5.4.1. Due to the small size of the Precinct, its protected status as a heritage site and the lack of any allocations in the Local Plan, there is minimal scope for the provision of affordable housing, or indeed any housing.
- 5.4.2. The Precinct contains a very low level of income deprivation and there are no likely reasons why this would change in the absence of a Neighbourhood Plan.
- 5.4.3. Transport links to and around the Precinct are generally good, and the existence of Local Plan policies which support sustainable modes of transport indicate that this is likely to continue.
- 5.4.4. Due to its small size and location, the Precinct contains little in the way of community facilities. However, these are mostly located a short distance away. Given the Local Plan policies which support the retention of these facilities, this situation can be expected to continue.

5.5. Future Baseline with a Neighbourhood Plan

- 5.5.1. A Neighbourhood Plan will not provide for substantial residential development that would trigger the affordable housing requirements in the Local Plan. It should be noted that the proposed redevelopment of the Deanery Garages will create a small amount of affordable housing for the Minster community.
- 5.5.2. There are no likely reasons why a Neighbourhood Plan would significantly affect the existing low level of deprivation in the Precinct.
- 5.5.3. Transport links to and around the Precinct are generally good, and the existence of Local Plan policies which support sustainable modes of transport indicate that this is likely to continue with a Neighbourhood Plan in place. It should be noted that the emerging policies will involve some changes to the parking arrangements and cycle lanes in the Precinct. However, the Plan is required to conform to Local Plan policies which protect existing cycle-ways.

5.6. Determination of Significance

- 5.6.1. Due to the small size of the Precinct, and the limited changes envisaged, it is unlikely that there will be any significant changes as a result of a Neighbourhood Plan which will require further assessment.
- 5.6.2. As noted, the possibility of extensive residential development in the Precinct simply does not exist, meaning that any impacts will be modest. There is also very limited scope for any significant effects that would affect nearby areas in terms of these topics.
- 5.6.3. The only area requiring further consideration is the topic of transport. This is because, while the Neighbourhood Plan is unlikely to have significant effects on the wider transport network, it may involve changes and access to the Precinct, including where it adjoins neighbouring areas. It is also likely that this Neighbourhood Plan will bring into force specific policies for this area in advance of the adoption of Local Plan policies. For this reason, the City of York Council have advised that transport requires further consideration.
- 5.6.4. Similarly, transport policy for the area is largely determined by the emerging Local Plan, and existing routes are protected accordingly. There is thus very limited scope for any changes that would have a significant effect.

5.6.5. It is therefore determined that the likely effects of the development envisaged in the emerging Neighbourhood Plan will only reach the threshold of significance that would require further assessment for the topic of Transport.

5.7. Issues Arising

5.7.1. The need to support sustainable forms of transport for Precinct users in and out of the Minster Precinct.

5.7.2. The need to balance the competing needs of different types of transport users, including pedestrians, drivers and cyclists, and to reduce conflicts between these groups.

5.7.3. The need to balance the role of the Precinct as an access route in a busy city with the needs of sightseers, Minster School children and parents, and those living and working in the space.

5.8. Objectives and Appraisal Questions

SEA Objective	Will this Neighbourhood Plan help to
Support sustainable access for residents, workers, businesses and visitors into and out of the Minster Precinct.	Encourage walking and cycling?
	Allow access for residents, businesses and users of the Minster School?
	Reduce conflicts between different classes of transport users?
	Support the transport network for York?

5.9. Conclusion

5.9.1. Society is to be further assessed as part of the Strategic Environmental Assessment.

6. Population and Human Health

6.1. Focus of this Theme

- Population size and density
- Noise pollution
- Disabled access
- Crime, anti-social behaviour and security
- Healthy lifestyles and open space

6.2. Policy Context

National Planning Policy Framework

6.2.1. Key messages from the National Planning Policy Framework include:

- Planning policies should promote social interaction, be safe and accessible, and support healthy lifestyles (para 91).
- Planning policies should plan positively for community facilities and guard against their loss (para 92).
- Policies should anticipate and address possible malicious threats and natural hazards (para 95).

The Draft Local Plan (2005)

6.2.2. The draft Local Plan includes the following messages:

- Policy GP11: Accessibility – Requires that new applications for new development demonstrate suitable provision for access and facilities for disabled, sensory impaired and people with children.
- Policy GP7: Open Space – Requires that natural areas and areas of open amenity space be preserved for their recreation and nature conservation value.
- Policy GP4a: Sustainability – Pollution, including air, water, land, light and noise pollution, must be minimised.
- Policy T1: Pedestrians – States that York City Centre will continue to be a pedestrian priority zone, with priority to vehicle access given to people with significant mobility problems.
- Policy T2a: Existing Pedestrian/Cycle Networks – States that existing pedestrian and cycle networks should be conserved.

The Emerging Local Plan

6.2.3. The emerging policy agenda from the York Local Plan Publication Draft includes the following:

- Policy HW1: Protecting Existing Facilities & HW2: New Community Facilities – That existing community facilities should be protected and new ones encouraged.
- Policy HW7: Healthy Places – Development should include footpaths, cycle paths and green spaces to encourage residents to gather and spend time outside.
- Policy ENV2: Managing Environmental Quality – Development will not be permitted where future occupiers and existing communities would be subject to significant adverse environmental impacts such as noise, vibration, odour, fumes/emissions, dust or light pollution without effective mitigation measures.

York's Joint Health and Wellbeing Strategy 2017-2022

6.2.4. This strategy, drawn up by partners including NHS Foundation Trusts, the Vale of York CCG and the City of York Council, provides these partners with a roadmap for improving health in the City of York over the period 2017-22.

6.2.5. This includes particular focuses on mental health, support for early childhood, promoting health lifestyles and workplace engagement, and support for older people.

6.3. Baseline

Population

6.3.1. The Minster Precinct is primarily non-residential, with a majority of land being occupied by public spaces, non-residential buildings and thoroughfares.

6.3.2. There exist two small areas of residential use in the Minster Precinct:

- Minster Yard, from the Deanery up to St William's College, consists of 12 residential properties, owned by the Chapter of York and largely provided to its own residential staff.
- The Purey Cust, a residential development on the west side of Dean's Park, contains 12 residential properties.

In addition to this, there is a small number of isolated residential properties scattered around the Precinct.

6.3.3. The resident population of the Minster Precinct is small, and greatly exceeded by the number of transient users of the Precinct, including visitors, pedestrians, cyclists, shoppers, workers and Minster School pupils and parents.

General Health and Wellbeing

6.3.4. As noted above (1.10, Limitations on Baseline Data), the small size of the Minster Precinct makes it difficult to provide sufficiently granular baseline data on the general health and wellbeing of the Minster Precinct's residents.

6.3.5. In general, York scores better than the UK average in indices of health, for example:

- A younger population (14.8% aged 18-24 vs 9% UK wide).
- Lower child obesity rates (28% vs 34.2%), as well as lower rates of A&E attendance for 0-4 year olds and under-18 pregnancy rates.
- Lower rates of adults with excess weight (56% vs 65% UK-wide and 67% regionally).
- Lower rates of adult smoking (15% vs 17% UK-wide), which continues to decline, as well as lower rates of diabetes and higher rates of adults being physically active.
- York also has higher life expectancy, healthy life expectancy and lower rates of preventable deaths.

6.3.6. The most significant negative health indicators in York relate to mental health.

- The rate of hospital admissions for 10-24 year olds is significantly higher than regional and national averages (675 per 100,000 vs 384 regionally and 430 nationally)
- The rate of York residents reporting feelings of anxiety is 24%, compared to 19% nationally.
- Suicide rates in York have been persistently above national and regional averages, with the most recent showing a rate of 14 per 100,000, compared to the national average of 10.¹⁰

6.3.7. The Guildhall Ward of York, in which the Minster Precinct sits, reports mixed health outcomes compared to the York average.

- The level of reported good health is 84.4% vs 83.9% in York overall.

¹⁰ All above figures from City of York Council, *Director of Public Health Annual Report 2016/17*.

- Life expectancy is broadly similar at 79.5 for men and 82.4 for women vs 80.0 for men and 83.7 for women in York overall.
- Rates of adult obesity, healthy eating and disability are better than the York average.
- Guildhall is the worst ward in York for binge drinking at 42.8% vs 29.11% for York overall. The presence of the busy city centre and student accommodation inside the Ward are likely responsible for this.
- Access (measured in travel times) to GP's and hospital services is notably above the York average.¹¹

6.3.8. The extent and positive benefits of open space are considered below (6.3.18-19).

6.3.9. The Minster Precinct is a relatively affluent area with a very low level of deprivation, which has been shown to correlate with general health and wellbeing.

Noise Pollution

6.3.10. Noise levels in the Precinct vary considerably. During the day, the area is usually full of people, especially to the south of the Minster, including buskers and tour guides. In the evening, as the Minster and Dean's Park are closed, the area becomes noticeably quieter. There are no significant sources of noise pollution within the Minster Precinct, though there is a degree of spillover from customers of the restaurants and pubs concentrated to the south of the Precinct, especially on the weekend. The residential areas of the Precinct, being located further away from the main footpaths, are less affected by this.

Disabled Access

6.3.11. Disabled access around the Precinct is generally good, with foot paths and level access available. Key public buildings including the Minster and Old Palace have lifts to upper floor. Planning permission has been granted for a refurbishment of St William's College that includes Disability Discrimination Act compliance, and this will be in progress by the time that the Neighbourhood Plan is adopted.

6.3.12. Problematic areas exist at the Cobbled Road (Minster Yard) and outside the West End, which have uneven footpaths and cobbles on the street surface. This is addressed as part of the Neighbourhood Plan.

Crime, Anti-Social Behaviour and Security

6.3.13. The Guildhall Ward suffers significantly higher levels of crime and ASB than the York average, with 55.8 crimes per 1,000 population, compared to the 14.0 average for the rest of York. Likewise, there are 40.0 incidents of ASB, compared to York average of 8.6. There are three likely factors for this:

- The Ward contains pockets of deprivation.
- The Ward contains a large number of venues for alcohol consumption and is the centre for York's night-time economy, leading to an increased rate of ASB.
- The Ward contains a large number of shops, making it a natural target for shoplifting.

6.3.14. Nonetheless, the percentage of residents who agree that York is a safe city to live in is actually higher than the York average, suggesting that crime and ASB is relatively limited in terms of impact on most resident's lives.

6.3.15. The majority of the Minster Precinct falls under the current recognised bounds of the Minster, which are patrolled by the Minster Police. The Minster Police team is a

¹¹ All figures taken from City of York Council Business Intelligence Hub, *Guildhall Ward Profile*, 2019.

body of attested Cathedral Constables with responsibility for ensuring the security of the Minster and its surroundings. They work closely with North Yorkshire Police, who retain statutory responsibility for investigating crimes and maintain a police service in the Precinct.

- 6.3.16. The residential areas of the precinct are well-secured from crime, due to walls or gates preventing foot entrance after dark, and monitoring by CCTV and the Minster Police at all hours.
- 6.3.17. The Minster Precinct presents a potential target for terrorism, given its iconic status and large number of visitors, crowds of which regularly congregate outside the Minster. In 2017, following advice from the Department of the Home Office and the North-East Counter Terrorist Unit, Chapter installed a number of vehicle-proof blocks outside the West End as a temporary measure pending a future reorganisation of Duncombe Place.

Healthy lifestyles and open space

- 6.3.18. The promotion of healthy lifestyles in public spaces consists largely of making spaces which are accessible, pleasant and open, and which encourage users to undertake physical activity. Research shows that open and especially green spaces have positive effects for both mental and physical wellbeing.¹² This is protected in the emerging Local Plan by Policy GI5 (see above).
- 6.3.19. The Minster Precinct contains several areas of open green space, including Dean's Park and College Green (the value of this open space as a setting for heritage assets is considered below in Chapter 10). Both are popular spots, and benefit from pleasant views of heritage buildings as well as tree cover, plants and sympathetic features such as benches and sundials. Dean's Park in particular is treasured as an oasis of calm in York, as was noted strongly in the 'issues and options' stage consultations. Dean's Park is also an open and flexible space. A further area of open green space exists in the Boer War Memorial Garden; however, this is walled off and generally underused. These spaces form an important role as places of peace and quiet in a busy city, and are therefore beneficial to the wider city centre.
- 6.3.20. The Minster Precinct is substantially pedestrianised, with most roads having wide footpaths. The Minster is one of the few cathedrals in the UK which is completely clear of surrounding buildings, which naturally encourages people to walk around and admire the structure. The main access routes to the Precinct, with the exception of Duncombe Place, are also pedestrianised, and the vast majority of visitors make the journey on foot.
- 6.3.21. The Minster Precinct contains a dedicated cycle way, between Duncombe Place and Deangate, which forms part of York's Cycle Network and is designated as 'off-road shared use track'. This path forms a key part of York's network, connecting cyclists coming up from the Railway Station and Lendal Bridge to the north of the city via Monk Bar. This path, however, creates recurring conflict between cyclists and pedestrians, who often tend to congregate in large numbers on the South Piazza, as well as difficulties during drop off and pick up at the Minster School.

6.4. Future Baseline without a Neighbourhood Plan

Population

- 6.4.1. The Minster Precinct will remain an area that, due to the very level of statutory restriction on development, and the lack of any allocations for development in the

¹² Landscape Institute, *Public Health and Landscape: Creating Healthy Places*, 2013.

emerging Local Plan, maintains its current balance between a small resident population and larger daily influx of people.

General Health and Wellbeing

6.4.2. In the absence of a Neighbourhood Plan, there are unlikely to be any major changes that would significantly affect general health and wellbeing in the Precinct.

6.4.3. Responsibility for general health and wellbeing in York falls to various bodies, including NHS bodies and the City of York Council. There are no hospitals or other health infrastructure such as GP's or pharmacies in the Minster Precinct. There are no policies or strategic goals in either the Local Plan or Health and Wellbeing Strategy that would be significantly impacted by the absence of a Neighbourhood Plan.

Noise Pollution

6.4.4. The above also indicates that it is unlikely that there will be any significant change that would lead to adverse environmental impacts such as noise pollution. The Precinct is a busy area in the day but quiet in the evening, and can be reasonably expected to continue as such.

Disabled Access

6.4.5. Disabled access to the Minster Precinct has been progressively improved over the years as refurbishment has taken place, driven by Chapter's goal of improving access to all as well as the requirements of the Disability Discrimination Act. It can be presumed, however, that any future improvements will be ad-hoc rather than systematic, affecting buildings as and when they are refurbished. This includes St William's College, for which planning permission including the provision of disabled access has been granted.

Crime, Anti-Social Behaviour and Security

6.4.6. The Precinct is currently well provided for in terms of security, with extensive CCTV coverage and a central location. In addition, the Minster-owned part of the Precinct is permanently protected by the York Minster Police. Given existing arrangement for managing crime, it is unlikely that there would be significant changes to crime levels in the Precinct in the absence of a Neighbourhood Plan.

6.4.7. While physical infrastructure represents only one part of the protective measures against terrorism, it is an important one. The security blocks at the West End were approved by the Council on a temporary basis, and their status would be unclear if a reorganisation of Duncombe Place was not agreed. Given the complexity of this area, this is unlikely to happen without a Neighbourhood Plan to provide design parameters.

Healthy Lifestyles and Open Space

6.4.8. The open spaces and pedestrian/cycle routes around the Precinct are an established part of it and will remain in the absence of a Neighbourhood Plan. The emerging Local Plan makes clear an ambition to continue to improve pedestrian/cycle routes around the City Centre, while retaining green amenity spaces. However, without a Neighbourhood Plan, it is unclear if the conflicting needs of pedestrians and cyclists in the Precinct will be successfully resolved.

6.5. Future Baseline with a Neighbourhood Plan

Population

6.5.1. There exists a static population, with there being virtually no further scope for residential development in this area. There are no allocations for development in this area in the emerging Local Plan.

General Health and Wellbeing

6.5.2. There are unlikely to be any significant changes brought about by the objectives of the Neighbourhood Plan that would significantly affect general health and wellbeing in the Precinct.

6.5.3. Responsibility for general health and wellbeing in York, including providing services, falls to various bodies, including NHS bodies and the City of York Council. There are no policies or strategic goals in either the Local Plan or Health and Wellbeing Strategy that would be significantly impacted by the Neighbourhood Plan.

Noise Pollution

6.5.4. There are no objectives in the Neighbourhood Plan which would lead to a significant change in the current noise levels of the Minster Precinct.

Disabled Access

6.5.5. The objectives of the Neighbourhood Plan, especially those which concern the reordering of public realm space, have the potential to have a positive impact on the provision of disabled access throughout the Minster Precinct.

Crime, Anti-Social Behaviour and Security

6.5.6. Preventing crime and anti-social behaviour lies largely outside of the scope of the Neighbourhood Plan, as this is an operational matter for the Council, North Yorkshire Police and the Minster Police, supported by the BID. The implications of changes of use which may lead to a larger visitor flow or pattern of movements should be considered as part of the Appraisal.

6.5.7. Permanent counter-terror measures are also to be integrated into the Neighbourhood Plan, most notably in the policies concerning Duncombe Place. These have the potential to have positive impacts, which should be assessed accordingly.

Healthy Lifestyles and Open Space

6.5.8. As noted, the Precinct contains several areas of open green space which promote physical and mental wellbeing. These are protected to an extent by the emerging Local Plan, especially Policy GI5. However, given the importance of these spaces (as noted from the Issues and Options Consultation), it is appropriate that any potential direct or indirect negative impacts on this space, along with mitigation measures, be considered as part of the SA.

6.6. Determination of Significance

6.6.1. The Minster Precinct has a very small population, and the impacts of meeting the objectives of the Neighbourhood Plan will be minimal. The Precinct of course also serves an important civil and societal function as a venue for meetings, religious services and social interaction, which affects a much wider array of people.

6.6.2. There exist several areas where the potential exists for significant positive or negative effects on residents and users of the Precinct, and it is therefore determined that SA is required for this theme.

6.7. Issues Arising

6.7.1. The need to provide and maintain space and facilities for continuing community use of the Precinct.

6.7.2. The need to continue to preserve the character and amenity value of the open and green spaces in the Precinct.

6.7.3. The need ensure the safety and security of locals and visitors to the Precinct.

6.7.4. The need to ensure, to the extent congruent with the protected historic nature of the Precinct, disabled access to areas of and services provided in the Precinct.

6.7.5. The need to prevent development from causing adverse environmental impacts on the existing residents of the Precinct.

6.8. Objectives and Appraisal Questions

SEA Objective	Will this Neighbourhood Plan help to
Cater for the needs of residents, visitors and community groups in terms of access to facilities and shared space.	Provide or maintain access to amenity, learning and community facilities for use by different age groups and social groups?
	Maintain or enhance the quality of life of existing residents?
	Preserve the important open, natural amenity and green spaces present in the Precinct and their distinct characters?
	Promote social interaction between different people and groups?
Improve the health and wellbeing of local and York residents.	Promote accessibility to the Minster Precinct, community facilities and main features of interest?
	Encourage healthy lifestyles?
	Preserve the safety and security of Precinct residents and users?
	Minimise all types of pollution and their effects on Precinct residents and users?

6.9. Conclusion

6.9.1. Health and Wellbeing are to be further assessed as part of the Sustainability Appraisal.

7. Water and Soil

7.1. Focus of this Theme

- Soil resources and quality
- Watercourses

7.2. Policy Context

The National Planning Policy Framework

7.2.1. Key messages from the National Planning Policy Framework include:

- Strategic policies should be informed by a strategic flood risk assessment and should manage flood risk from all sources, including cumulative impacts (para 155).
- Planning policies should prevent new or existing development from contributing to, being put at unacceptable risk from, or being adversely affected by, levels of soil or water pollution. Where possible, it should help to improve local environmental conditions (para 170).

The Draft Local Plan

7.2.2. The draft local plan includes the following key messages:

- Policy GP15a: Development and Flood Risk – The use of Sustainable Urban Drainage Systems will be encouraged. Discharges from new development should not exceed the capacity of existing and proposed sewers and watercourses.

The Emerging Local Plan

7.2.3. The emerging policy agenda of the York Local Plan Publication Draft includes the following:

- Policy ENV4: Flood risk – New development shall not be subject to unacceptable flood risk and shall mitigate against current and future flood events.

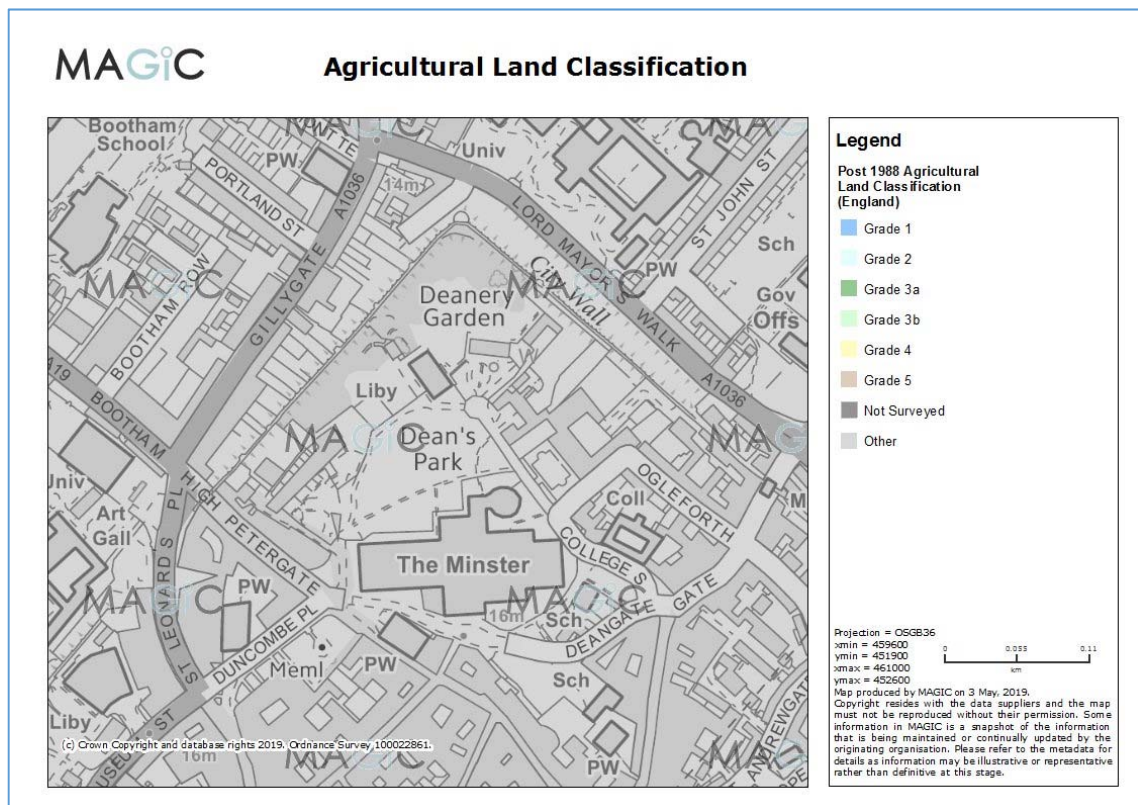


Image 8 – Map courtesy of MAGiC, magic.defra.gov.uk.

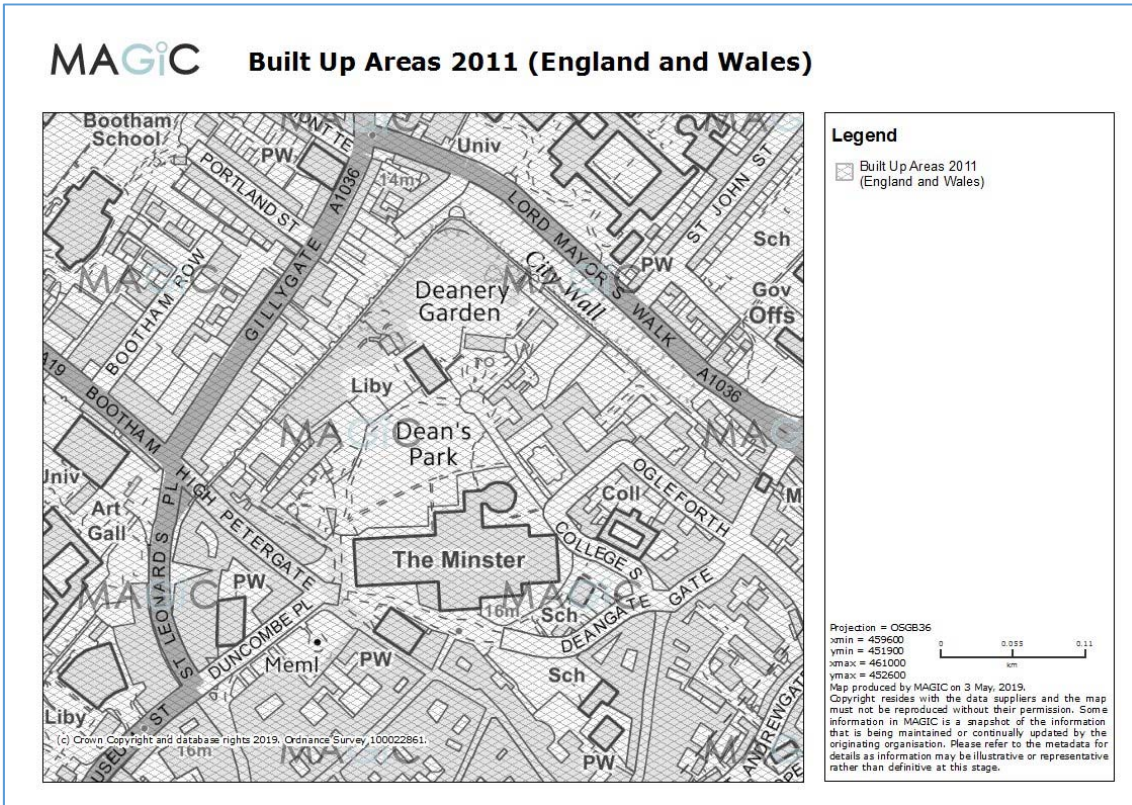


Image 9– Map courtesy of MAGIC, magic.defra.gov.uk.

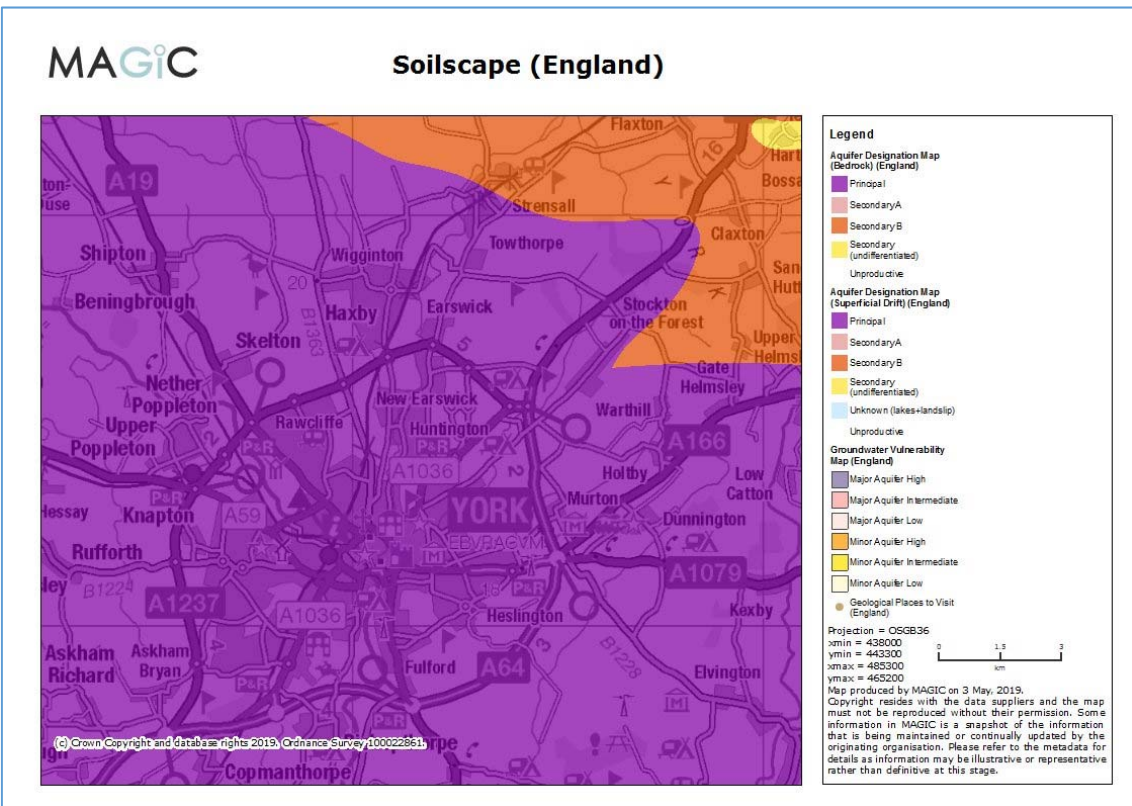


Image 10 – Map courtesy of MAGIC, magic.defra.gov.uk.

7.3. Baseline

- 7.3.1. The entirety of the Minster Precinct is designated as Built-Up Area, and classified under the Agricultural Land Classification (ALC) as 'Other'.
- 7.3.2. The Simplified Soil Map of England and Wales designates the Minster Precinct as entirely Category 18 – slowly permeable seasonally wet slightly acid but base-rich loamy and clayey soils.
- 7.3.3. There are no watercourses in the Minster Precinct, and the Minster Precinct does not sit in an area of Groundwater Vulnerability.
- 7.3.4. The entire Minster Precinct sits within Flood Zone 1 and is therefore, due to its level and distance from watercourses, at a very low risk of flooding.
- 7.3.5. The wider area of York City Centre does include areas which are at risk of flooding, due to the confluence of the Rivers Ouse and Foss. These include the areas by the banks of the River Ouse (including Museum Gardens, the Guildhall and King's Staith) and a large area around the River Foss (including the Castle grounds and the areas up to Foss Island Road).
- 7.3.6. There are no likely risk factors which would affect either the soil or water quality in the absence of a Neighbourhood Plan.

7.4. Future Baseline Without a Plan

- 7.4.1. There are no progressive or deteriorative processes which would result in any significant changes to the water and soil quality of the Minster Precinct.
- 7.4.2. There are no known sources of soil contamination in the Precinct.
- 7.4.3. While there exist areas in the vicinity of the Plan area which are at risk of flooding, the Minster Precinct itself is, due to raised ground levels, likely to continue to be in a low flood risk area. Any proposals which may affect this would be, under Local Plan policies, be required to show that they did not increase the level of flood risk either in the Precinct or downstream.
- 7.4.4. The lack of a Neighbourhood Plan would, therefore, have a neutral impact.

7.5. Future Baseline

- 7.5.1. The emerging Neighbourhood Plan policies will have minimal impact on water and soil quality in the Precinct.
- 7.5.2. There are no known sources of soil contamination in the Precinct.
- 7.5.3. While there exist areas in the vicinity of the Plan area which are at risk of flooding, the Minster Precinct itself is, due to raised ground levels, likely to continue to be in a low flood risk area. Any proposals which may affect this would be, under Local Plan policies, be required to show avoidance of increased flood risk.
- 7.5.4. The subterranean strata of the Minster Precinct are of no great significance from a soil quality point of view, being designated as built up area. The significance of these strata lies in their archaeological heritage, and Scheduled Ancient Monument designation greatly restricts the extent to which subterranean development can take place.

7.5.5. The emerging policies will have no foreseeable impact on water quality or flood risk in the Precinct or in neighbouring areas. The emerging policies do not envisage any large-scale development which will significantly increase the drainage requirements of the Precinct.

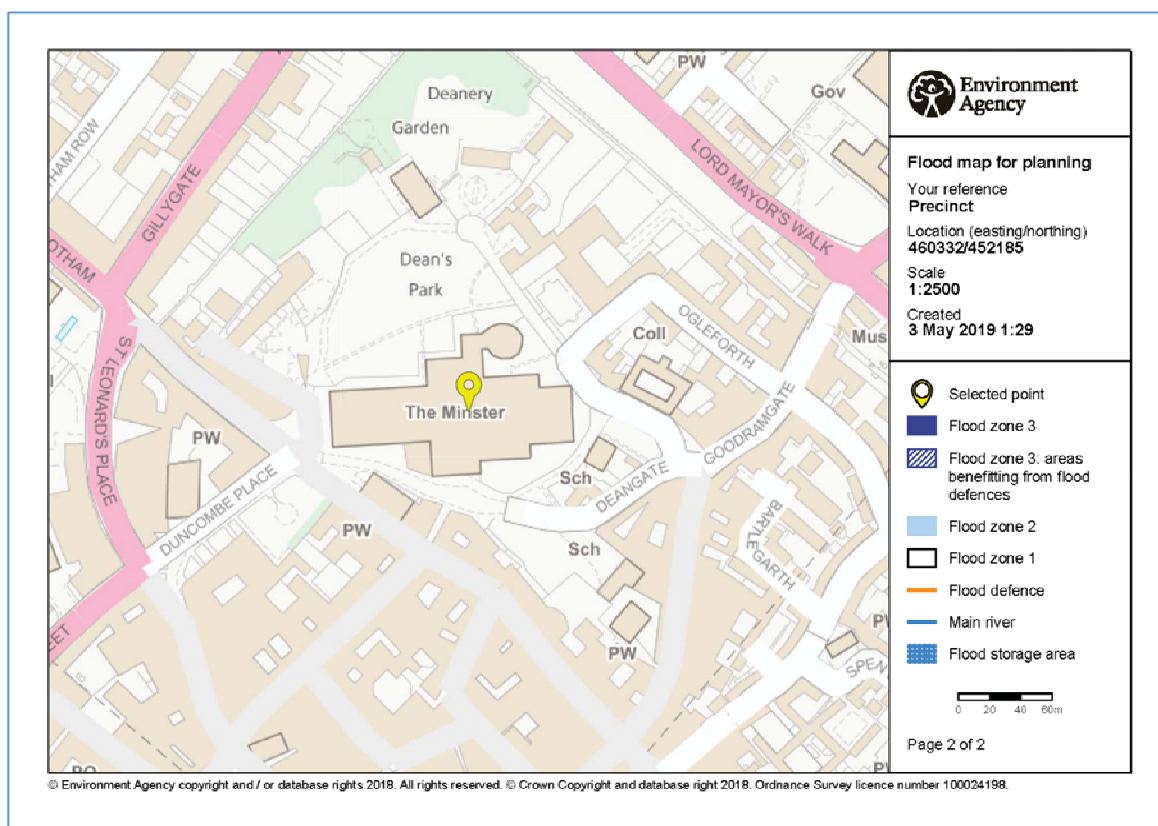


Image 11 – Image courtesy of <https://flood-map-for-planning.service.gov.uk/>.

7.6. Determination of Significance

7.6.1. The emerging policies do not envisage any large-scale development which would pose a risk to soil quality; nor is there any evidence of soil contamination which would require mitigation measures.

7.6.2. There is a lack of watercourses in the Precinct, and it sits outside of flood risk areas. In addition, the small-scale development envisaged is very unlikely to create any significant down-stream effect in the form of increased runoff, as any effects will be required to meet the standards imposed by the Local Plan policies and other legislation.

7.6.3. In light of this, it is considered that there are no foreseeable significant effects requiring Sustainability Appraisal.

7.7. Conclusion

7.7.1. Water and soil are scoped out from further consideration.

8. Air Quality

8.1. Focus of this Theme

- Air pollution sources
- Air quality and air quality management

8.2. Policy Context

The National Planning Policy Framework

8.2.1. Key messages from the National Planning Policy Framework include:

- Planning policies should prevent new and existing development from contributing to, being put at unacceptable risk from, or being adversely affected by air pollution. Development should, wherever possible, help to improve local air quality (para 170).
- Policies should contribute towards compliance with relevant limit values or national objectives for pollutants, taking into account the presence of Air Quality Management Zones and Clean Air Zones (para 181).

The Draft Local Plan (2005)

8.2.2. The draft Local Plan includes the following key messages:

- Policy GP4b: Air Quality – Outlines trigger criteria for air quality impact assessments.

The Emerging Local Plan

8.2.3. The emerging policy agenda of the York Local Plan Publication Draft includes the following:

- Policy ENV1: Air Quality – Development is permitted only where the impact on air quality is acceptable and where mitigatory measures are in place.

8.3. Baseline

8.3.1. City of York Council have declared an Air Quality Management Area (AQMA) in parts of the City of York, and an Air Quality Action Plan (AQPA) is in place. Proposals for a Clean Air Zone are currently in development, with a bus-based CAZ being approved by the Executive in January 2019. City of York Council also undertake systematic monitoring of air quality around the city centre, especially on the inner ring road. The closest monitoring station to the Minster Precinct is York Gillygate.

8.3.2. No part of the Minster Precinct forms part of the City of York Council Air Quality Management Area. However, the city centre AQMA, as shown on figure __ below, runs adjacent to the Neighbourhood Area along Lord Mayor's Walk and Gillygate. Between these roads and the designated Area boundary are the city walls, separating the area from the identified roads relevant to the AQMA.

8.3.3. Air quality in the Minster Precinct is generally good, with no significant issues reported, based on anecdotal evidence. The large number of trees in the Minster Precinct play an important role in ameliorating the effects of air pollution throughout the city.

8.3.4. The Minster Precinct does not include any major thoroughfares, and vehicular travel from one side of the Precinct to the other is not possible due to the City Walls and the closed South Transept Piazza.

8.3.5. There exist several areas of traffic congestion in the Precinct where vehicles tend to congregate and idle, including:

- The taxi ranks on Duncombe Place.
- Deangate, outside the Minster School during term-time.

8.3.6. In addition, there are reasonably regular (approx. 2-3 per week) heavy vehicle movements to Deangate and down Minster Yard, due to supply deliveries to the

Minster Stoneyard, Minster School and various building sites throughout the Precinct. While these contribute to the quantity of vehicle emissions in the Precinct and wider area, their impact is only moderate due to their infrequency and lack of idling time.

8.3.7. There are ongoing efforts to improve air quality in York as set out in the Council's AQAP, including:

- The provision of Park and Ride services connecting York Central to Rawcliffe, Poppleton, Askham, Grimston, Monk's Cross and the Designer Outlet near Bishopthorpe.
- The provision of cycle lanes and parking facilities in York Central.
- The introduction of electric buses.
- The use of fixed-penalty notices and driver education to reduce idling.

8.3.8. These measures are included in the Council's Air Quality Action Plan.

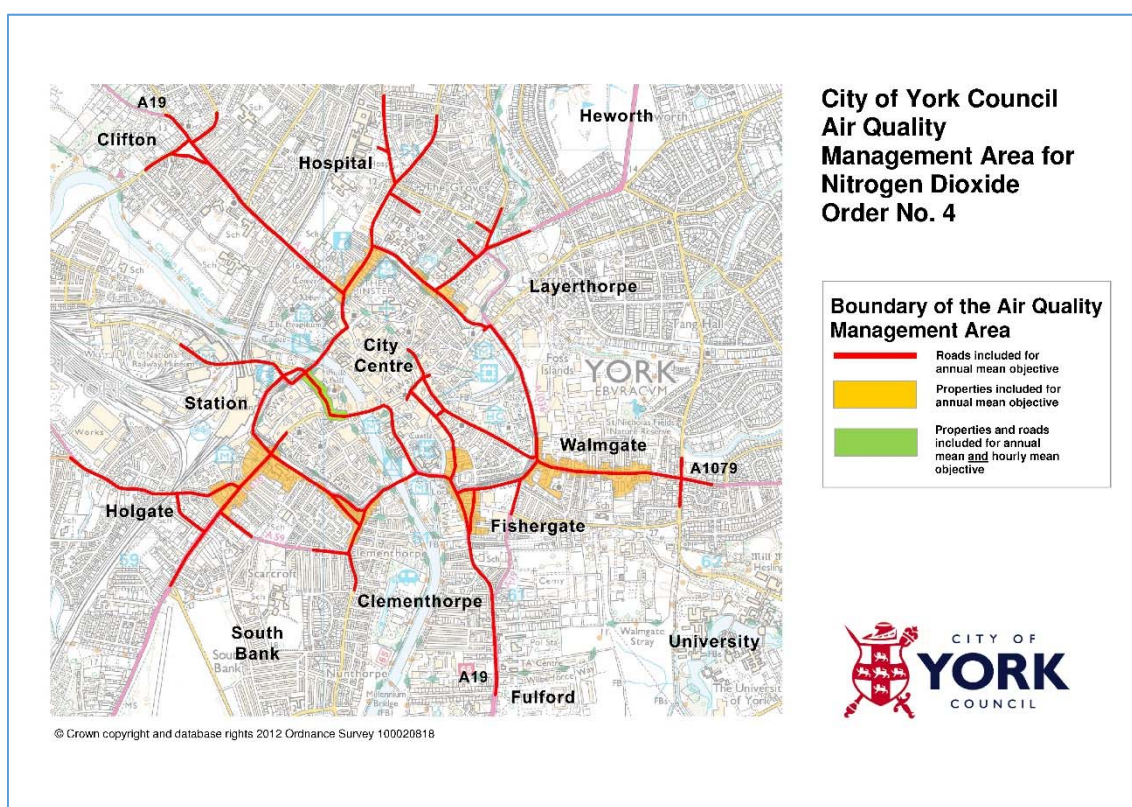


Image 12 – Image courtesy of York.gov.uk.

8.4. Future Baseline without a Neighbourhood Plan

8.4.1. Without a Neighbourhood Plan, air quality in the Precinct is likely to improve, due to the ongoing implementation of measures included in the Air Quality Action Plan.

8.4.2. There are no foreseeable developments which, in the absence of a Neighbourhood Plan, would lead to a significant change in the level of air pollution in the Precinct.

8.5. Future Baseline with a Neighbourhood Plan

8.5.1. The new development envisaged in the emerging Neighbourhood Plan policies is highly unlikely to have any significant effects on air quality, as it involves only modest development and primarily reuse of existing buildings. Moreover, there is no significant residential development envisaged which would entail an increase in vehicle movements.

- 8.5.2. The air quality in the Precinct is likely to improve regardless, due to the ongoing implementation of measures included in the Air Quality Action Plan
- 8.5.3. The ongoing measures to reduce air pollution in York, included in the Council's Air Quality Action Plan, are likely to have a significant effect.
- 8.5.4. Vehicle movements in the Precinct are dealt with under a separate 'Transport' policy, which will involve further creation of public open space. This will propose closing off Deangate to all but delivery traffic, while restricting traffic movement at Duncombe Place and the East End. The policies will therefore see a decrease in road area and in vehicle movements.

8.6. Determination of Significance

- 8.6.1. While no significant air quality issues currently exist in the Minster Precinct, it abuts an Air Quality Management Area. This is managed by the City of York Council, who have a Council Action Plan to improve air quality, including developing a Clean Air Zone and carrying out systematic monitoring of nearby air quality levels.
- 8.6.2. However, there exist no reasonably foreseeable factors in the emerging Neighbourhood Plan policies which would cause a significant impact on air quality or emission levels.
- 8.6.3. In light of this, it is considered that there are no foreseeable significant effects requiring Strategic Environmental Assessment.

8.7. Conclusion

- 8.7.1. Air quality is scoped out from further assessment.

9. Climate Factors

9.1. Focus of this Theme

- Greenhouse gas emissions
- Energy efficiency
- Climate change effects and adaptation

9.2. Policy Context

9.2.1. The 1994 United Nations Framework Convention on Climate Change (UNFCCC) committed all signatories to the goal of stabilising greenhouse gas concentrations “at a level that would prevent dangerous anthropogenic interference with the climate system”.

9.2.2. The Kyoto Protocol, signed in 1997 and entered into force in 2005, committed developed signatories to the UNFCCC, of which the UK is one, to set internationally binding targets for the reduction of greenhouse gas emissions.

9.2.3. This was further supplemented by the 2016 Paris Agreement, which set a concrete target of limiting climate change to a rise of 2 degrees Celsius above pre-industrial levels, and an aspiration to limit this rise to 1.5 degrees.¹³

9.2.4. In the United Kingdom, the primary relevant piece of legislation is the Climate Change Act 2008. This set legally binding targets to reduce carbon dioxide emission in the UK by at least 80% from 1990 levels by 2050. The Act also requires the government to set ‘Carbon Budgets’, which detail the reduction required at the end of each four-year period. This will require a reduction in domestic emissions by at least 3% per year.¹⁴

9.2.5. As, at the time of writing, a member of the European Union, the UK is also a part of the European Climate Change Programme (ECCP).

The National Planning Policy Framework

9.2.6. Key messages from the National Planning Policy Framework include:

- That plans should take a proactive approach to mitigating and adapting to climate change, including measures to ensure the future resilience of communities and infrastructure (para 149).
- That new development should be planned for in ways which avoid increased vulnerability to the impacts of climate change (para 150).
- Help increase the supply of renewable and low-carbon energy and heat (para 151).

9.2.7. The Climate Change Framework for York outlines a commitment to achieving reduction targets of 40% by 2020 and 80% by 2050, in line with the binding national targets set in the Climate Change Act 2008.

The Draft Local Plan (2005)

9.2.8. The draft Local Plan includes the following key messages:

- Policy GP5: Renewable Energy – Encourages the use of renewable energy in order to contribute to the reduction of carbon dioxide emissions.
- Policy GP4a: Sustainability – Use of non-renewable resources should be minimised and opportunities for re-use/recycling pursued.

The Emerging Local Plan

9.2.9. The emerging policy agenda from the Local Plan Publication Draft includes the following key messages:

- Renewable and low-carbon energy developments are to be supported.

¹³ unfccc.int

¹⁴ www.theccc.org.uk

- Policy CC1: Renewable and Low Carbon Energy Generation and Storage – That new buildings should achieve a reasonable reduction in carbon emissions of at least 28% unless it can be demonstrated that this is not viable, through the provision of renewable and low-carbon technologies or through energy efficiency measures.
- Policy CC2: Sustainable Design and Construction of New Development – Sustainable design and construction requirements, including energy and water consumption requirements for residential buildings, and the requirement of non-residential buildings over 100m² to achieve an ‘Excellent’ rating from the Building Research Establishment’s Energy Assessment Method (BREEAM). Conversion of or to residential buildings should achieve a ‘Very Good’ rating, while non-residential conversions or changes of use should achieve ‘excellent’. Heritage and conservation buildings are required to meet these standards only where they can be done in a manner consistent with their conservation.

9.2.10. The City of York Council unanimously declared a ‘climate emergency’ on 21st March 2019, and committed to making the city carbon neutral by 2030.

9.3. Baseline Evaluation

9.3.1. One of the greatest threats to York Minster and the buildings of its Precinct over the next century is extreme weather events linked to anthropogenic climate change.

9.3.2. York Minster’s efforts to reduce emissions and adapt to climate change are spearheaded by the LESS Group, a committee made up of staff, volunteers and community members which considers and advocates for action relating to sustainability and climate change.

9.3.3. The most recent authoritative projections for climate change are those released in 2018 by the UK Climate Projections (UKCP18). UKCP18 provides projections of future changes to the climate, based on simulations from climate models, and can be broken down regionally.

9.3.4. Assuming a medium emissions scenario, the median probability effects for Yorkshire and the Humber are as follows:¹⁵

- An increase of average winter temperatures of 2.3°C.
- An increase of average summer temperatures of 2.5°C.
- An increase in average winter rainfall of 11%.
- A decrease in average summer rainfall of 19%.

9.3.5. These confirm that climate change is likely to result in warmer and significantly wetter winters, and hotter and drier summers, with these trends progressing over the rest of the century. While flooding remains highly unlikely in the Minster Precinct due to its location, the risk of excessive or constant rainfall overwhelming existing rainwater services is substantial.

9.3.6. These factors pose a particular set of risks to historic buildings, including the following:¹⁶

- The detrimental effect of repeated low-energy inundation causing saturation and decay of materials.
- Structural movement caused by shrinkage of seals due to extreme drying.

¹⁵ Figures derived from the Committee on Climate Change *UK Climate Change Risk Assessment 2017*, pp. 24-25 and the UKCP09 Climate Projections summarised at the Your Climate – Climate Change Partnership for Yorkshire and the Humber website (youclimate.github.io).

¹⁶ *Assessment of Heritage at Risk from Environmental Threat – Key Messages Report* (Atkins & Historic England, 2013).

- Increased fire risk.
- Increased likelihood of pests and diseases.

9.4. Future Baseline without a Neighbourhood Plan

- 9.4.1. In the absence of a Neighbourhood Plan, it is unlikely that there will be any major developments that will increase emissions, due to the high degree of restriction around use of the space.
- 9.4.2. Climate change will continue and the threats identified above will continue to be present. Local Plan policies are likely to be able to control development proposals insofar as supporting schemes which reduce carbon emissions and support sustainable design and construction.
- 9.4.3. On a national scale, progressive legislative changes can be expected to reduce per capita emissions in the medium term, such as:
- Future strengthening of the requirements of Part L of the Building Regulations.
 - The Minimum Energy Efficiency Standards for rental properties.
 - The announced ban on petrol and diesel cars by 2040.
- 9.4.4. In the Precinct itself, it is likely that adaptation to climate change will be ad-hoc and potentially reactive to extreme weather events in the absence of a Neighbourhood Plan. There is also a risk that adaptation measures will be patchwork and inconsistent.

9.5. Future Baseline with a Neighbourhood Plan

- 9.5.1. The small size of the precinct limits the impact of any particular policies or development. There are no substantial increases in transport or housing envisaged in the emerging Neighbourhood Plan.
- 9.5.2. Any new built development will also be regulated by the requirements of the Building Regulations, MEES Regulations and York's Local Plan policies, sufficiently ensuring high energy efficiency to prevent any significant impacts.
- 9.5.3. Sustainability is the subject of a key policy of the emerging Neighbourhood Plan, which will include the following measures:
- BREEAM and renewable energy targets for new-build elements.
 - Grey water harvesting and water reduction strategies.
 - The installation of PV cells on the Minster roof and electric vehicle charging points in Chapter House Yard.
- 9.5.4. These will represent a level of sustainable development which exceeds the local and national requirements.

9.6. Determination of Significance

- 9.6.1. There is no development envisaged in the emerging policies which would lead to a significant increase in greenhouse house emissions.
- 9.6.2. While the emerging Neighbourhood Plan will aim to exceed national and local regulatory requirements in terms of reducing emissions and adapting to climate change, the size of the Precinct and the very modest scope of development envisaged means that the Plan's policies will not meet the threshold of significance that would require further assessment.

9.7. Conclusion

- 9.7.1. Climate change is scoped out from further assessment.

10. Landscape, Cultural Heritage and Archaeology

10.1. Focus of this Theme:

- Designated and non-designated sites and areas
- Heritage assets
- Setting of cultural heritage assets
- Archaeological assets
- Conservation areas
- Landscape
- Cultural Heritage

10.2. The Policy Context

The National Planning Policy Framework

10.2.1. The NPPF addresses this theme in Section 16: Conserving and Enhancing the Historic Environment. Key requirements include:

- That plans should set out a positive strategy for the conservation and enjoyment of the historic environment. This includes listed and non-listed heritage assets, as well as those in conservation areas and ancient monuments.
- The above should consider:
 - The viable means of use to which assets can be put;
 - The wider community benefits of conservation;
 - The possibilities of complementary new development;
 - Any opportunities to draw on the historic environment to further the character of a place.
- In addition, consideration of any development should give great weight to an asset's conservation, and any harm of loss to the significance of an asset should evince clear justification.

The Draft Local Plan (2005)

10.2.2. The draft Local Plan includes the following key messages:

- Policy SP3: Safeguarding the Historic Character and Setting of York – Places a high priority to the protection of the historic character and setting of York, especially:
 - The protection of key historic townscape features, particularly in the City Centre
 - The protection of the Minster's dominance, at a distance, on the York skyline and City Centre roof-scape;
 - The protection of environmental assets and landscape features which enhance the character and setting of the city
 - The protection of the main gateway transport corridors into York
- Policy HE2: Development in Historic Locations – Development must respect adjacent buildings, open spaces, landmarks and settings, and have regard to local scale, proportion, detail and materials. Existing views, spaces and other elements which contribute to character must be maintained or enhanced.
- Policy HE3: Conservation Areas – States that certain types of development, including demolition, external alterations or changes of use likely to generate environmental or traffic problems will only be permitted where there is no adverse effect on the character and appearance of the area.
- Policy HE 4: Listed Buildings – States that development, including that in the immediate vicinity as well as demolition or alterations/change of use, will only be

permitted where there is no adverse effect on the character, appearance or setting of a listed building.

- Policy HE9: Scheduled Ancient Monuments – States that development must not adversely affect a scheduled ancient monument or its setting.

The Emerging Local Plan

10.2.3. The policy agenda of the emerging Local Plan addresses this theme in several

Policies:

- Policy D1: Placemaking – States that development proposals should enhance York’s special qualities and reveal the significances of the historic environment, specifically including:
 - Respecting historic street arrangements, including restoring old urban patterns;
 - Enhancing the character of the built and natural landscape;
 - Ensuring that existing buildings and skylines are not overshadowed, especially the visual dominance of the Minster.
- Policy D2: Landscape and Setting – Emphasis the importance of appreciating and incorporating landscape character into development proposals.
- Policy D4: Conservation Areas – States that proposals will be supported where they preserve or enhance the character and appearance of Conservation Areas, respect important views, and are accompanied by evidence-based assessments of the area’s qualities. In addition, harm to elements of a Conservation Area will be permitted only where this is outweighed by the subsequent public benefits.
- Policy D5: Listed Buildings – States that policies will be supported where they preserve, enhance or better reveal elements which contribute to significance of buildings or their settings and are accompanied by evidence-based heritage statements.
- Policy D6: Archaeology – Requires development to be accompanied by evidence-based heritage statements, to not result in harm to the significant of sites or their setting and, where harm is unavoidable, that mitigation measures be put into place.
- Policy D10: York City Walls and St Mary’s Abbey Walls (York Walls) - Proposals will be supported which enhance physical and intellectual access to the walls. Development should be accompanied by a heritage statement, should be no higher than the walls and not reduce their dominance, should be in keeping with the appearance of the walls, and should cause no harm to them.
- Policy GI5: Protection of Open Space and Playing Fields – Development should not harm the character, or lead to the loss of, open space of environmental or recreational importance.

Conservation Management Plan

10.2.4. A Conservation Management Plan (CMP) for York Minster was published in 2009 and is in the process of being updated at the time of writing. This document, which includes substantial parts of the Precinct in its gazetteer, provides a full assessment of the layers of significance attached to the Minster, as well as an analysis of major conservation issues and opportunities. This document will naturally play a substantial role in informing the Sustainability Appraisal and Heritage Impact Appraisal processes.

10.3. Baseline Evaluation

- 10.3.1. The Minster Precinct is an area of unique heritage and archaeological importance. The site has been occupied continuously since Roman times, and includes buildings or archaeological material from Roman, Anglian, Norse, Norman, Medieval and Modern periods of occupation.
- 10.3.2. In addition to this, the Minster Precinct Neighbourhood Area is roughly contiguous with the historic Liberty of St Peter, which formed a walled precinct outside of the authority of the Lord Mayor of York. Only a few traces of this are extant, and the Precinct now merges into the rest of the city to the south. To the north and west, the City Walls preserve a sense of enclosure, especially from Dean's Park.
- 10.3.3. The unique importance of the Precinct is recognised by the designation of the area as Character Area 24 (The Minster Precinct) of the York Central Historic Core Conservation Area. The Conservation Appraisal notes especially:
- The contrast between the secluded north side and more open south side of the Precinct.
 - The highly pedestrianised nature of the Precinct.
 - The strong case for further pedestrianising the area between Deangate and through Duncombe Place.
 - The visual dominance of the Minster and importance of the prospects and spot-view around the Precinct.
- 10.3.4. The Conservation Area Appraisal for the Minster Precinct is included below as Appendix E.
- 10.3.5. The Minster Precinct also contains a Scheduled Ancient Monument: The York Minster Cathedral precinct (Entry Number 1017777, entry attached as Appendix C). This specifically excludes all listed and modern buildings, as well as above ground roads, paths and fixtures. It applies largely to the ground underneath which the Minster Precinct sits, on account of its unique archaeological heritage. It also includes the area of the city's walls bounding the Precinct, including Bootham Bar.
- 10.3.6. The Minster Precinct contains more than 60 listed buildings or fixtures, including three buildings (York Minster, St William's College and the Old Palace) which are Grade I listed. All full list can be found in Appendix A.
- 10.3.7. York Minster itself, along with the Minster Library (Old Palace), are covered by the 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. Rather, these areas are regulated by the *Care of Cathedrals Measure 2011*. Under this legislation, which as a Measure passed by the General Synod of the Church of England has equivalent status to an Act of Parliament, heritage control is exerted by the Cathedrals Fabric Commission for England (CFCE) and local Fabric Advisory Committees (FAC's). These bodies, in consultation with the Local Planning Authority, Historic England and the national amenity societies, receive applications for any works which might materially affect the architectural, archaeological, artistic or historic character of such a building or its setting. They also exert control over a cathedral's Inventory and any archaeological or human remains in its precinct.

10.3.8. The built heritage and archaeological assets in the Precinct, therefore, enjoy a very high degree of protection.

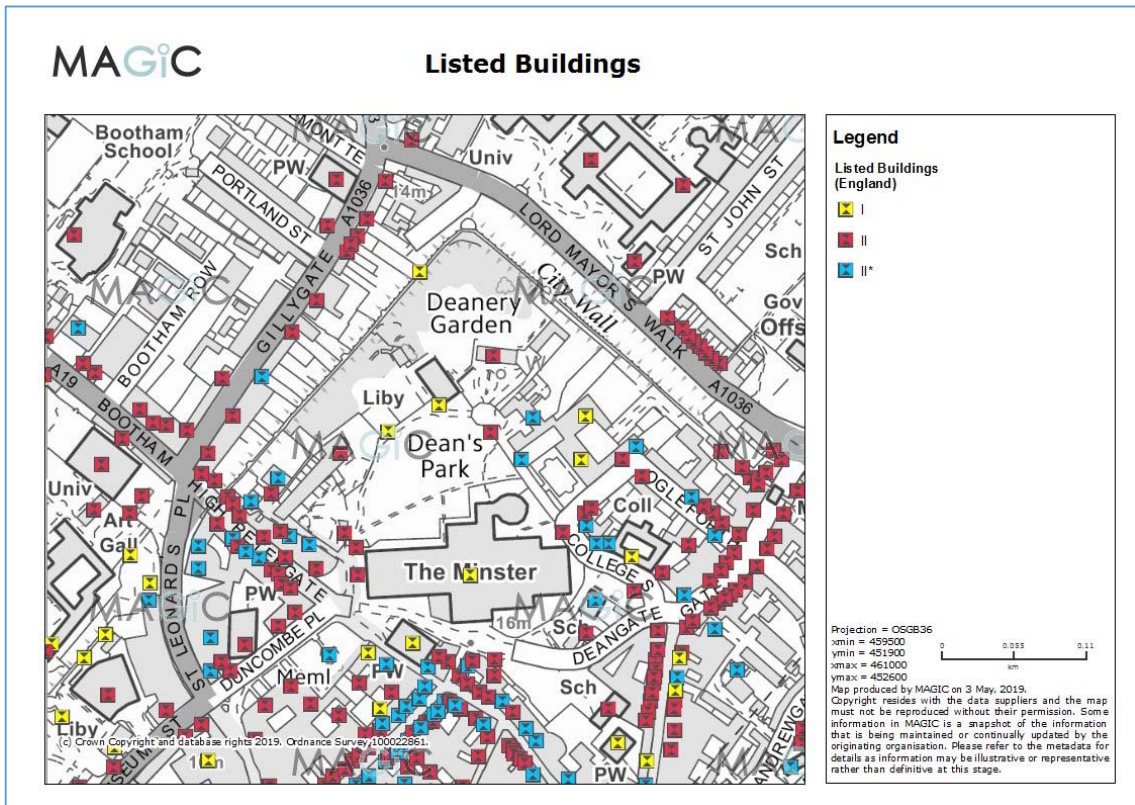


Image 13 – Image courtesy of MAGiC, magic.defra.gov.uk.

10.3.9. There are a number of potential non-designated heritage assets in the Minster Precinct which require identification, assessment, possible designation and/or inclusion in the Neighbourhood Plan.

10.3.10. In terms of landscape, the Precinct is dominated by its built heritage, and the two must be considered holistically. The area is relatively flat, but with high concentrations of buildings. The Minster itself dominates the Precinct, as well as the entire city core. The bulk of the Minster itself and surrounding buildings creates relatively narrow passages through to Dean’s Park and Minster Yard, contributing the underuse of this space.

10.3.11. The area to the north of the Minster, including Dean’s Park and the Residence Garden, consists of open green space with a large number of trees. The city wall banks are largely inaccessible and allowed to develop into meadow. The green open spaces of the Precinct form an important role in the landscaping of the City Centre, and are designated as Amenity Open Space in the Council’s Open Space Study.¹⁷

¹⁷ City of York Council, *Local Plan Evidence Base: Open Space and Green Infrastructure (Final Report)*, 2014.

10.3.12. The other dominant landscape feature is the stretch of city walls running from Bootham Bar to Monk Bar, which is visible from the Minster itself and from the land to its north. Trees and flora on the wall banks create spot-views over Dean's Park to the Minster. The view from the central tower of the Minster encompasses the whole of the Vale of York out to the Yorkshire Dales and Moors.

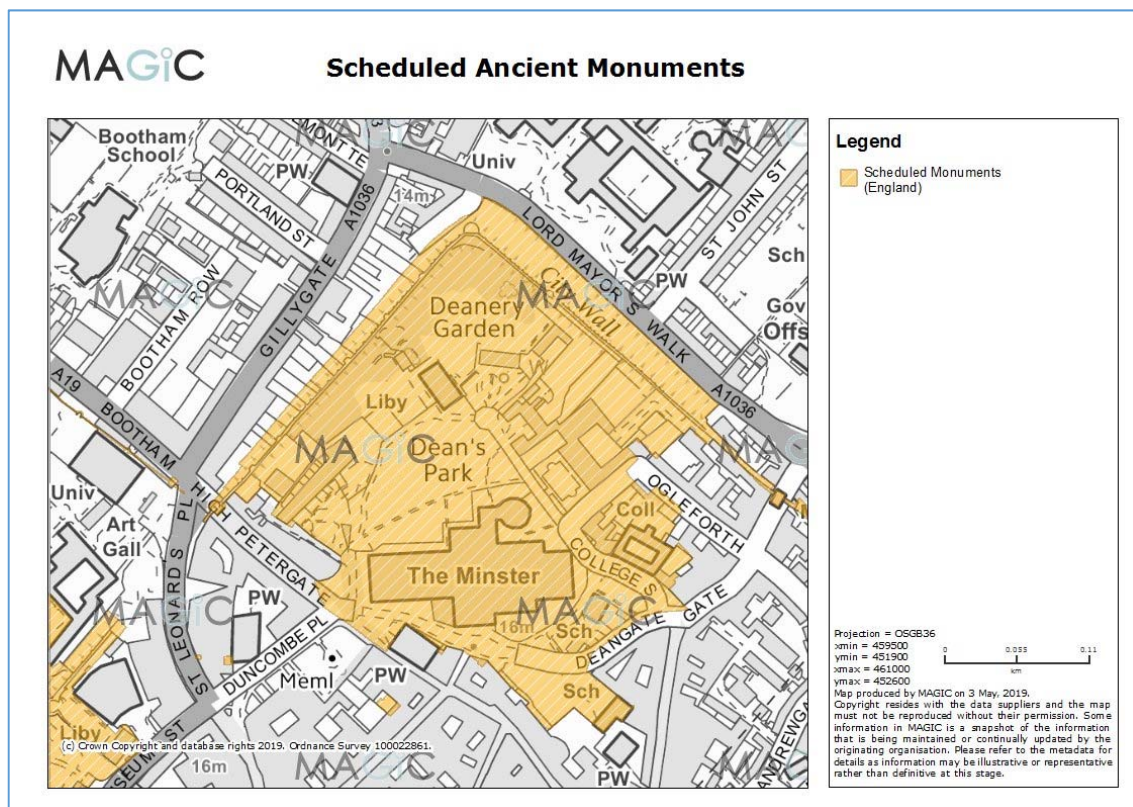


Image 14 – Image courtesy of MAGiC, magic.defra.gov.uk.

10.3.13. Duncombe Place, while a 19th century development, plays a key role as the natural entrance to the Precinct from Lendal Bridge and York Station. This area is heavily used by pedestrians, who naturally congregate outside the West End of the Minster. While the area to the south of the Minster is fully pedestrianised, Duncombe Place remains in use as a thoroughfare giving access to Precentor's Court and the Purey Cust, as well as being used by delivery drivers and taxis at designated hours of use. The place is, in its present form, largely a relic of the time when a major road continued around the south of the Minster, and resolution of this space to ensure best use and access for all is overdue.

10.3.14. As well as trees and greenery, the Precinct's landscape is strongly defined by its built features, including buildings, fixtures, roads and footpaths. While diverse, common features include traditional architecture, heavy use of Magnesian limestone, red brick and timber buildings, along with cast-iron railings.

10.3.15. The Minster Precinct sits within the wider Central Historic Core of York, roughly defined as the area bound by the City Walls. Petergate and Stonegate are both thought to follow the lines of the original Roman streets connecting the gates of the fortress, while the Precinct also sits close to the important medieval sites of St Mary's Abbey and Goodramgate.

10.3.16. The Minster Precinct is characterised by a series of grand monuments set in green space, in part due to the historically segregated nature of the space (to the north of the Minster) and in part due to townscape changes in the 19th century, which opened up the areas around it as the Minster was cemented as a symbol of civic pride. It therefore contrasts strongly with the dense historic commercial core to the south and east, while complementing the more open approaches along Lendal Bridge and Bootham.¹⁸

10.3.17. The Minster itself is a key local landmark, being visible from across the city and across the Vale of York due to its height and local topography. In addition, the pitched and gabled roofs of the Precinct's buildings make an important contribution to the skyline of the city.

10.3.18. As noted in the Central Historic Core Conservation Area Appraisal (CHCCA), York largely preserves a pre-industrial skyline, dominated by churches, Clifford's Tower and, above all, the Minster. Long-distance views from beyond the city's boundaries are completely dominated by the Minster, which rises seemingly alone from the flat Vale of York. Closer in, other buildings such as church spires begin to rise up and complement the Minster, which is still dominant. Inside the city centre, and especially from the City Walls and Cliffords Tower, the Minster rises from the maze of neighbouring buildings and thoroughfares. There is a great difference between the open, boulevard-style approaches from the west and the train station, where the Minster rises sedately, and those from the dense core of the city, the winding streets and alleys of which allow for spot views and sudden glimpses of the sheer bulk of the Minster.¹⁹



Image 15 – View from Duncombe Place towards the Minster.

10.3.19. The skyscape of York is, of course, not only made up by the Minster. Pitched and gabled roofs of clay or slate make a substantial contribution, along with red brick. From ground level, views looking into and from within the Precinct are further complemented by the close and winding streets and irregular building elements. This sense of enclosure is furthered by the jettied upper floors of many medieval timber-framed buildings.

10.3.20. Policy D1 of the emerging Local Plan, along with the CHCCA, make the preservation of the Minster's dominance of York's skyscape a priority.

10.3.21. The Minster Precinct is also a key repository in York of the city's and England's cultural heritage. A popular saying is that 'the history of York is the history of England', and the Minster Precinct, with its 2,000 year continuous history, epitomises

¹⁸ York Central Historic Core: Conservation Area Appraisal, Executive Summary.

¹⁹ York Central Historic Core: Conservation Area Appraisal, 3.0-3.9.

this. In addition to the built heritage discussed above, this is found throughout the Minster Precinct in its rich history and its role as a site for learning and the importance of heritage objects and collections. Cultural heritage is particularly represented in the function of the Precinct as a venue for cultural expression, including the arts and crafts, as well as its close association with the culture of the Christian faith, expressed in music, liturgy and ceremony.

10.4. Future Baseline Without a Neighbourhood Plan

- 10.4.1. The Minster Precinct forms a highly-protected area. National planning policy, in the form of the NPPF and Listed Building/Conservation Area legislation make the protection of heritage areas such as the Minster Precinct a high priority. Locally, the Central Historic Core of York is a designated Conservation Area, with extensive consideration having been given to the different and contrasting characters of its constituent character areas, including the Precinct, and these are reflected in the Local Plan policies.
- 10.4.2. Conservation Area status, which requires consent for tree works, and Local Plan policies (especially G14: Trees and Hedgerows) require proposals to recognise the value of existing tree cover, provide clear justification for tree removal, and include mitigatory measures such as replacement tree planting. The contribution of trees and greenery to the landscape therefore has a substantial degree of protection.
- 10.4.3. However, while individual developments envisaged in the plan can proceed via the normal planning permission/listed building/scheduled monument permissions processes, there exists a higher risk that in the absence of a unified plan these will be functionally haphazard and disjointed.
- 10.4.4. A particularly complex issue is the long-term use of Duncombe Place, which involves cooperation between Chapter, the City of York Council and other stakeholders. The absence of a Neighbourhood Plan makes it less likely that this will be successfully resolved.

10.5. Future Baseline with a Neighbourhood Plan

- 10.5.1. The envisaged development in the emerging Neighbourhood Plan, as set out in section 1.6.2 and 3.5.4, has the potential to impact on the fabric and setting of cultural heritage and archaeological assets as well as the landscape of the Precinct.
- 10.5.2. This can be either a positive or negative impact. Inappropriate design, material choice or layout can affect the setting of assets, while also posing a material risk to archaeological remains either above or below ground.
- 10.5.3. On the other hand, new development can serve to enhance the setting of heritage assets and better reveal their significance. In addition, the long-term use of these assets will serve to encourage their care and maintenance, and a Neighbourhood Plan is an opportunity to consider the synergistic use of these assets in a precinct-wide context.
- 10.5.4. The emerging Neighbourhood Plan policies will provide for a modest amount of building work in specified locations and of an appropriate design, which will have the potential to enhance or detract from the heritage and landscape of the Precinct. The creation of new visitor and learning space makes it possible to increase the public's understanding and appreciation of the Precinct and its past.
- 10.5.5. The emerging Neighbourhood Plan policies may also involve a degree of tree removal or maintenance (including pollarding). This will be minimal in scope and must still satisfy the existing protections given to the role of trees in the landscape.

10.5.6. The overlapping protections offered by the multiple statutory designations at work in the Precinct (i.e. Planning Permission, Listed Building Consent, Scheduled Monument Consent, permissions required from the Cathedrals Fabric Commission for England, etc.) ensure a very high degree of protection to cultural heritage assets.

10.6. Determination of Significance

10.6.1. There is potential for changes in or around the Minster Precinct to have significant effects, either positive or negative, on heritage assets and their setting.

10.6.2. The emerging Neighbourhood Plan envisages quite modest development aspirations. The principal aim of the Plan is to maximise use of existing building and to minimise the need for new buildings. A number of areas are to be designated as appropriate for a change of use, which would likely involve material changes to buildings or new building, specifically:

- The Old Palace
- The Deanery Garages
- The South Transept Piazza
- Duncombe Place

10.6.3. Any material works will, of course, require further permission under the Listed Buildings or Scheduled Monument legislation, meaning that the specifics and effects of these will be carefully scrutinised and open to consultation.

10.6.4. However, due to the unique heritage and archaeology of the Minster Precinct, and its effects on the wider city of York and beyond, it is considered that any Plan which allows for changes of use or material changes of use must be considered potentially significant, and will require further assessment.

10.7. Issues Arising

10.7.1. The potential for development to either enhance or detract from the unique setting of the Minster Precinct and its built fabric.

10.7.2. The need to consider the long-term suitability and fitness for purpose of heritage assets to ensure their continued use and maintenance.

10.7.3. The use of interpretation and educational material to allow all to understand and appreciate the Minster Precinct.

10.7.4. The need to balance the conservation of the Precinct and its assets against other requirements such as disability access, environmental performance, etc.

10.7.5. The need to conserve the unique archaeological strata present underneath the Minster Precinct.

10.7.6. The need to conserve and support the cultural heritage associated with the Minster Precinct.

10.8. Objectives and Appraisal Questions

SEA Objective	Will this Neighbourhood Plan help to
Conserve and enhance the historic environment and heritage assets of the Minster Precinct, as well as their unique settings.	Provide for the long-term conservation and enhancement of the heritage assets in the Precinct?
	Provide for the long-term conservation and enhancement of the setting of these assets in the form of a distinctive Precinct?
	Support physical and intellectual access for all to, and interpretation and enhancement of, the historic environment?
	Ensure that any development is proportional and sympathetic to the setting?
Protect and enhance the character and	Provide for the conservation and enhancement of the Precinct's landscape?

quality of the Precinct's landscape.	Support interpretation and understanding of the Precinct?
	Enhance or reveal the key aspects and qualities of the historic environment, including the distinct skyline of the Precinct and the surrounding historic townscape, ensuring the visual dominance of the Minster both in and beyond the Precinct?
Conserve and support the expressions of cultural heritage associated with the Minster Precinct.	Aid in interpretation of the significance and history of the Precinct?
	Support the function of the Precinct as a venue for cultural expression?

10.9. Heritage Impact Assessment

10.9.1. Due to the complexity of the Precinct as relates to this theme, it is crucial that the Sustainability Appraisal process involves a full appreciation of the significances of this site. On the advice of the City of York Council, it has been decided to employ a supplementary approach based on a Heritage Impact Assessment.

10.9.2. This approach is based on the framework provided by the City of York's *Heritage Topic Paper*, which was updated in 2014 as part of the Local Plan process. This paper identified eight themes and six principal characteristics which together define York's regional, national and international place and character. These principal characteristics have been used to carry out Heritage Impact Assessment on the proposed strategic sites, allocations and policies of the emerging Local Plan.

10.9.3. The Principal Characteristics are:

1. Strong Urban Form – Due to unique historic circumstances, York's built environment strongly reflects 2,000 years of history, including a large number of surviving historic buildings and streetscapes.
2. Compactness – York retains a strong character of comprising a number of inward focused and distinct areas, with the Central Historic Core being bound by the City Walls, while outlying villages retain their own identity.
3. Landmark Monuments – A number of attention grabbing 'Object Buildings', including the City Walls, dominate different areas of York, and serve important civic functions as well as being notable for their size and quality.
4. Architectural Character – There exists a wide diversity of architectural styles and features present in York, including high quality craftsmanship and the use of distinct materials.
5. Archaeological complexity – York contains a very high number of important archaeological strata which are exceptionally preserved and diverse.
6. Landscape and Setting – The landscape of York is a distinct part of its character. The compactness of York means that rural areas sit close to the urban core, while the two rivers that define the city flow through its centre.

10.9.4. As the Minster Precinct forms only a part of the City of York, certain character elements will not be applicable to it. Nonetheless, all of the principal characteristics identified above find expression in the Minster Precinct in varying ways.

10.9.5. These two approaches – the Sustainability Appraisal framework and the Heritage Impact Assessment – should not be considered as competing or duplicating the same process. Rather, the purpose of a targeted HIA, using a set of special characteristics that have been agreed by both the Council and Historic England to represent the unique character of York, is to inform the SA process. This will ensure that these principal characteristics are properly considered as part of the Appraisal process,

providing a ‘targeted’ approach. It will also bring to light any significant negative impacts and suggest mitigation measures which can be in turn fed back into the Sustainability Appraisal.

10.9.6. A framework for the proposed HIA is included below.

Heritage Impact Appraisal structure								
Policy	1. Strong Urban Form	2. Compactness	3. Landmark Monuments	4. Architectural Character	5. Archaeological Complexity	6. Landscape and Setting	Likely Impacts	Mitigation
Policy X ‘Title’								
Impact Key								
	Significant Positive: Potential for significant positive benefit through enhancement as well as adding value.							
	Positive: Potential for positive benefit through enhancement as well as adding value.							
	Minor Harm: Potential for harm to historic character and significances but identified policy framework in place to provide mitigation.							
	Serious Harm: Highly likely to cause significant harm leading to loss of historic character or substantial harm to its significance.							
	Neutral: Negligible impact and negligible benefit.							
	Unknown: There is insufficient information to determine an impact.							

Conclusion

10.9.7. It is determined that Landscape, Cultural Heritage and Archaeology require further assessment as part of the Sustainability Appraisal process.

10.9.8. These proposals will be subject to Heritage Impacts Appraisal, which will help inform their assessment against the identified objectives.

11. Next Steps

- 11.1.** This report represents the conclusion of Stage B of the SEA process, the key deliverable of which is an agreed framework for strategic environmental assessment.
- 11.2.** The next step will be Stage C, which involves appraising reasonable alternatives for the Neighbourhood Plan. This will consider a range of options for the delivery of the Plan's objectives. This process will proceed concurrently with the development of the Neighbourhood Plan.
- 11.3.** Stage D, the preparation of the Environmental Report, will reflect the consideration of alternatives and assessment of effects, as well as mitigation measure which are considered. This process will proceed concurrently with the preparation of a submission Neighbourhood Plan.
- 11.4.** This stage will also involve the identification of mitigatory measures where negative impacts have been identified as likely.
- 11.5.** The environmental report must contain a range of information, including:
- 11.5.1. An appraisal of the last version of the plan and reasonable alternatives considered;
 - 11.5.2. Outline reasons for selecting the alternatives dealt with and
 - 11.5.3. Other information, including a summary of the scope of the SEA and a description of measures envisaged for monitoring.
- 11.6.** Both the Neighbourhood Plan and Environmental Report are then subject to a public consultation of no less than six weeks. The plan and report will then be updated to reflect comments received and changes (if any) made to the plan.
- 11.7.** The Neighbourhood Plan and updated Environmental Report will then be submitted to the Local Planning Authority, the City of York Council, for consideration as to whether it is suitable to proceed to independent examination in terms of meeting legal requirements and being compatible with the emerging Local Plan.
- 11.8.** Subject to this approval, the Neighbourhood Plan and Environmental Report will then be subject to an independent examination. The examiner will consider whether the plan meets the legal requirements, has due regard to national policy, and is in general conformity with the Local Plan.
- 11.9.** The examiner may recommend that the Neighbourhood Plan is put forward for referendum, that it should be modified, or that the Plan should be refused. The City of York Council will then decide on the next course of action in light of the examiner's report. Where the report recommends modification, the Council will invite the Neighbourhood Forum to make modifications, which be reflected in an updated Environmental Report, where the examiner's report recommends that the proposal be refused, the City of York Council will do so.
- 11.10.** If the examination is favourable, the Plan will then be subjected to a referendum, organised by the City of York Council. If more than 50% of those who vote agree with the plan, it will be referred to the Council for adoption. The Neighbourhood Plan will then become part of the Development Plan for the City of York.

12. Sustainability Appraisal Framework

SA Topic	SEA Objective	Will this Neighbourhood Plan help to
Landscape, Cultural Heritage and Archaeology	Conserve and enhance the historic environment and heritage assets of the Minster Precinct, as well as their unique settings.	Provide for the long-term conservation and enhancement of the heritage assets in the Precinct?
		Provide for the long-term conservation and enhancement of the setting of these assets in the form of a distinctive Precinct?
		Support physical and intellectual access for all to, and interpretation and enhancement of, the historic environment?
		Ensure that any development is proportional and sympathetic to the setting?
		Provide for the identification and assessment of previously unidentified heritage assets, for designation and/or inclusion within the Neighbourhood Plan as non-designated heritage assets?
	Protect and enhance the character and quality of the Precinct's landscape.	Provide for the conservation and enhancement of the Precinct's landscape?
		Support interpretation and understanding of the Precinct?
		Enhance or reveal the key aspects and qualities of the historic environment, including the distinct skyline of the Precinct and the surrounding historic townscape, ensuring the visual dominance of the Minster both in and beyond the Precinct?
	Conserve and support the expressions of cultural heritage associated with the Minster Precinct.	Aid in interpretation of the significance and history of the Precinct?
		Support the function of the Precinct as a venue for cultural expression?
Health & Wellbeing	Cater for the needs of residents, visitors and community groups in terms of access to facilities and shared space.	Provide or maintain access to amenity, learning and community facilities for use by different age groups and social groups?
		Maintain or enhance the quality of life of existing residents?
		Preserve the important open, natural amenity and green spaces present in the Precinct and their distinct characters?
		Promote social interaction between different people and groups?
	Improve the health and wellbeing of local and York residents.	Promote accessibility to the Minster Precinct, community facilities and main features of interest?
		Encourage healthy lifestyles?
		Preserve the safety and security of Precinct residents and users?
		Minimise all types of pollution and their effects on Precinct residents and users?
Economy	Support York, and the City Centre in	Contribute to the viability and vitality of York City Centre?

	particular, as a centre for tourism and retail business.	Create or reorder public realm spaces which serve to attract and retain visitors, encouraging knock-on positive impacts for local businesses?
	Support the tourism industry in York.	Support the Minster Precinct as a site of economic activity, including the Minster’s role as a key tourist attraction and draw?
	Support the visual identity and brand of York, making York an attractive venue for businesses and investment.	Contribute to the visual identity and brand of the wider city?
Society	Support sustainable access for residents, workers, businesses and visitors into and out of the Minster Precinct.	Encourage walking and cycling?
		Allow access for residents, businesses and users of the Minster School?
		Reduce conflicts between different classes of transport users?
		Support the transport network of York?
Air Quality		
Climate Change		
Water and Soil		
Biodiversity, Fauna and Flora		

13. Consultation Responses and Amendments

- 13.1.** A draft version of this Scoping Report was submitted to Historic England, Natural England, the Environment Agency and the City of York Council on 15th August 2019.
- 13.2.** The full text of the replies are included below as **Appendix F**. A summary chart outlining the main points and any amendments made is below.

Section	Comments	Actions
Natural England (received 22nd August 2019)		
No comments made.		
Historic England (received 5th September 2019)		
Cover Letter	“There are a number of aspects of the Report where we consider that some amendments are necessary; these are mainly focussed upon the assumption within the SA/SEA that development will proceed, rather than providing a framework for development to be considered...”	Text amended to reflect the role of the Neighbourhood Plan in providing a framework rather than bringing forward development at sections: 1.6.2, 3.3.3., 3.6.3., 3.8.5., 4.5.3., 4.6.1., 5.1.1. & 5.6.4. Also see below.
1.4.1	“An update of the NPPF was issued in 19 June 2019.2	Text amended from ‘February 2019’ to ‘June 2019’.
4.5.6.	“The emerging Neighbourhood Plan can <u>provide for, or envisage</u> development, but it should not “involve”, “assume” or “bring forward” development. The Neighbourhood Plan can provide for or preclude development in specified locations within the Neighbourhood Plan area, and its policies can both prescribe where development can and cannot happen, as well as prescribing its form, scale, massing and materials, within the constraints set out in the NPPF.”	Text amended as suggested.
5.5.1.	“This section assumes development rather than envisaging it.”	Text amended as suggested.
7.5.5.	“This section assumes development rather than envisaging it.”	Text amended as suggested.
7.6.1.	“This section assumes large-scale development rather than envisaging it.”	Text amended as suggested.
8.5.1.	“This section assumes development rather than envisaging it.”	Text amended as suggested.
9.6.1.	“This section assumes development rather than envisaging it.”	Text amended as suggested.
10.3.9.	“The “very high significance” of the York Minster Precinct Area does not preclude the identification of “non-designated heritage assets”. Potential examples include the footpath to the east of the Minster laid out for Elisabeth II, or the Festival of Britain era lamp standards.”	Text amended as suggested to include identification, assessment, possible designation and inclusion of NDHA’s in the Neighbourhood Plan. Noted and accepted the suggestion that an audit should be carried out to identify any NDHA’s.

10.5.1.	“This paragraph refers to assumed “outlined development” without specifying what and where this development may be, or citing other sections of the text which set this out.”	Text amended and reference made to section 1.6.2. and 3.5.4.
10.5.4.	“This section assumes development rather than envisaging it.”	Text amended as suggested.
10.6.2.	“The Neighbourhood Plan sets a framework for development, whereas the Masterplan sets out the form and disposition of development. Therefore development should be provided for, or envisaged, not assumed.”	Text amended as suggested.
10.8	“SEA Objective 1, Sup-point 3: Access should include physical and intellectual access, for irrespective of capability.”	Text amended as suggested.
10.8	“SEA Objective 2, Sub-point 2: Views of, from and across the Precinct need to be considered, to ensure that proposals enhance and better reveal the key aspects and qualities of the Minster, its setting and the character of the Conservation Area, and its component Character Areas.”	Text amended as suggested.
12	Identical changes as above to Framework.	Text amended as suggested.
City of York Council (received 20th September)		
5	“We note that the topic of transport is covered under section 5: Social. This states that the emerging neighbourhood plan will involve some changes to parking arrangements and cycle lanes. Although we acknowledge that the neighbourhood plan is not likely to have significant effects on the wider transport network, it will need to consider the implications of changes as well as access to and from the precinct for the purposes of visiting, working and business, including where they adjoin the neighbourhood area (High Petergate / Duncombe Place/ Goodramgate area). Given the timetable for the production of the Neighbourhood Plan, it is likely bring into force specific policies for this area in advance of the adoption of the Local Plan policies. For this reason, we recommend scoping in the topic of transport and access with a specific objective to ensure consideration is given to this matter in the production of the Neighbourhood Plan.”	Transport has been scoped in, with amendment made to 5.6.2. and the addition of ‘Issues Arising’ (5.7) and ‘SEA Objectives’ (5.8). Text of the SA Framework (12) also amended.
Environment Agency (no response received)		
No comments received.		

Appendix A – Schedule of Listed Buildings

Name/Description	Type	Grade Listing
Cathedral Church of York Minster	Building	I
St William's College	Building	I
The Old Palace (Minster Library)	Building	I
Arcade of former Archbishop's Palace and attached railings and gates	Fixture	I
Treasurer's House	Building	I
Parish Church of St Michael le Belfrey	Building	I
The Deanery	Building	II
City Walls from Bootham Bar to Monk Bar	Building	I
Gray's Court Hotel and grounds	Building	I
Wall and Gates between Minster Court and Treasurer's House	Fixture	II*
Purey Cust	Building	II
Purey Cust Lodge (Dean's Park Lodge), attached walls and gateways	Building	II
Railings and gates attached to NE corner of the Minster	Fixture	II
Railings and gates attached to NE corner of the Minster	Fixture	II
Railings and gates around Dean's Park	Fixture	II
1 Minster Court	Building	II*
1a Minster Court	Building	II*
2 Minster Court	Building	II*
2a Minster Court	Building	II*
3 Minster Court	Building	II*
3a Minster Court	Building	II*
4 Minster Yard	Building	II*
5 Minster Yard	Building	II*
5a Minster Yard	Building	II*
6 Minster Yard	Building	II*
7 Minster Yard	Building	II
8-9 Minster Yard	Building	II
10 Minster Yard	Building	II
11 Minster Yard	Building	II
12 Minster Yard	Building	II
2 Deangate (The Old School)	Building	II
1 Chapter House Street	Building	II
3 Chapter House Street	Building	II
4 Chapter House Street	Building	II
6 Chapter House street	Building	II
34 Goodramgate (The Cross Keys)	Building	II
Roman Column on South Piazza	Fixture	II
28 High Petergate	Building	II
30-32 High Petergate	Building	II
34 High Petergate	Building	II
36 High Petergate	Building	II
38 High Petergate	Building	II*
40 Low Petergate	Building	II
2-6 Minster Gates	Building	II

3-5 Minster Gates	Building	II
7 Minster Gates	Building	II
8 Minster Gates	Building	II
9 Minster Gates	Building	II
10 Minster Gates	Building	II*
10a Minster Gates	Building	II*
South African War Memorial	Fixture	II*
Lamp Standard at West End of Minster	Fixture	II

Appendix B – Schedule of Relevant Local Plan Policies

Relevant Policies in Current Local Plan and Emerging Local Plan	
City of York Draft Local Plan Incorporating the 4 th Set of Changes (April 2005)	Local Plan Publication Draft (May 2018)
SP3 Safeguarding the Historic Character and Setting of York	
	G12 Biodiversity and Access to Nature
NE8 Green Corridors	G13 Green Infrastructure Network
NE1 Trees, Woodlands and Hedgerows	G14 Trees and Hedgerows
	G15 Protection of Open Space and Playing Fields
HE12 Historic Parks & Garden	D8 Historic Parks and Gardens
	HW1 Protecting Existing Facilities
	HW2 New Community Facilities
GP7 Open Space	HW7 Healthy Places
GP4b Air Quality	ENV1 Air Quality
GP11 Accessibility	
	ENV2 Managing Environmental Quality
GP15a Development & Flood Risk	ENV4 Flood Risk
GP5 Renewable Energy	CC1 Renewable and Low Carbon Energy Generation and Storage
GP4a Sustainability	CC2 Sustainable Design and Construction of New Development
T1 Pedestrians	
T2a Existing Pedestrian/Cycle Networks	
HE9 Scheduled Ancient Monuments	No Policy
	D1 Placemaking
HE2 Development in Historic Locations	D2 Landscape and Setting
HE3 Conservation Areas	D4 Conservation Areas
HE4 Listed Buildings	D5 Listed Buildings
HE10 Archaeology	D6 Archaeology
	D10 York City Walls and St Mary's Abbey Walls (York Walls)
SP7b York City Centre and Central Shopping Area	SS3 York City Centre
V1 Visitor Related Development	EC4 Tourism
	DP1 York Sub Area
	EC4 Tourism
	R3 York City Centre Retail
H2a Affordable Housing	H10 Affordable Housing
H3c Mix of Dwellings on Housing Sites	H3 Balancing the Housing Market

Appendix C – Scheduled Monument Listing for the Minster Precinct

York Minster cathedral precinct: including Bootham Bar and the length of City Walls extending round the precinct up to Monk Bar

District:

York (Unitary Authority)

National Grid Reference:

SE 60335 52293

Reasons for Designation

The present cathedral church known as York Minster is at least the fourth major church to have stood on this site. The earliest ecclesiastical use of the site can be traced back to the early seventh century when Paulinus baptised King Edwin of Northumbria in a wooden oratory considered to have been located in the vicinity of the present Minster. This event was of particular importance as it marked the post-Roman rebirth of Christianity in northern Britain. As a result of the adoption of Christianity by the Northumbrian kings, a bishopric was established in York, this being one of the earliest such foundations in post-Roman England. Pre-Conquest cathedrals are a rare and poorly understood monument class, there having been only twenty-four known examples. York is of particular note because its chief incumbents were archbishops second in ecclesiastical authority only to the archbishops of Canterbury. Evidence for the ecclesiastical importance of York in the pre-Conquest period is provided by contemporary references to its library, the episcopal see and, in particular, its monastic school whose most famous pupil, Alcuin, became Charlemagne's adviser. This importance has been maintained down to the present day. Even during the Viking period, when York was conquered and became part of an independent Viking kingdom that lasted from 866 to 954, there was an unbroken succession of archbishops suggesting that the pagan Vikings quickly converted to Christianity. After the Norman Conquest, the see rose in power and prosperity when its Norman archbishops began a series of major building works which culminated in the construction of the present Minster in the thirteenth century and after. During the medieval period, the cathedral gained considerably from its position within a thriving and wealthy town; one of the most flourishing urban centres in England and the major town of the North. The wealth of York was reflected in the magnificent, extensive and costly building programme which characterised much of the cathedral precinct throughout the medieval period. These works were funded in part by pious donations and endowments to the church made by leading secular individuals. With the exception of the present Minster many of the buildings and features of the pre- and post-Conquest cathedral precinct are no longer visible. However, extensive below-ground deposits are known to survive across the majority of the precinct area. This is due in part to the fact that the area has remained largely in ecclesiastical hands since earliest times. This has limited development within the precinct; hence, below-ground archaeology survives here in much better condition than in other more intensively developed areas of the city. In some areas of the precinct, up to 4m of archaeological deposits are preserved. Because of this depth of stratigraphy, extensive remains will survive well beneath the present ground surface and will include not only those of the pre- and post-Conquest cathedrals and their ancillary buildings but also the Roman legionary fortress which formerly occupied the site and the remains of the seventeenth century Ingram Mansion. The survival of the Roman fortress is of particular note as it was one of the earliest military foundations in the north of England and also one of the most long-

lived. It led to York being granted the status of colonia and also, in the fourth century, to it becoming, for a time, the Imperial capital of the Emperor Constantine. This and the degree to which its remains are preserved make it a monument of national importance in its own right.

Details

York Minster cathedral precinct is a multi-period site comprising a single area containing a number of nationally important archaeological features which also extend beyond the area of the scheduling. These include part of the Roman legionary fortress at Eboracum, the site of the Anglian and early Norman minsters, the sites of the Anglian and medieval churches of the Alma Sophia, St Sepulchre and St Mary ad Valvas, the sites of the medieval archbishops' palace and deanery, St William's College, the precinct boundary, gates and gatehouses, part of the City Wall including Bootham Bar, cemeteries dating from the ninth to fifteenth centuries, the site of the Ingram Mansion and the sites of the cathedral prebendal houses. The boundary of the scheduling has been drawn to identify the main area of the cathedral precinct. The legionary fortress, founded in AD71 by Petilius Cerialis, occupied a roughly square site on the north-east bank of the River Ouse above its confluence with the Foss. The cathedral precinct lies largely within the north quarter and includes the remains of barracks, the commandant's house, the principia or headquarters, sections of the road known as the Via Decumana and parts of the north-west and north-east walls. In the seventh and eighth centuries AD the Roman fortress was taken over as a royal centre by the Anglian Kingdom of Northumbria. The principia survived in use as a palace down to c.AD800 and the commandant's house is thought to have been reused as the Anglian archbishop's residence. The fortress walls were maintained throughout the Anglian period and refortified with a new rampart and palisade during the Viking era. After the Norman Conquest the Viking defences were added to and, during the twelfth century, the four main city gateways, or Bars, were built. Of these, Bootham Bar lies adjacent to the Minster precinct at the junction of Bootham and High Petergate. The walls form the northern part of the cathedral precinct boundary while the southern part correlated with the boundaries of adjacent parishes. Four cathedral precinct gates were still extant in 1736: Peter Gate, the main gate at Minster Gates, a gate 'in Ogleforth' and a gate at the junction of College Street and Goodramgate. The latter allowed access from the main precinct to the Bedern, a cluster of buildings which housed the Vicars Choral who supported the medieval cathedral canons in services in the Minster. Although a Bishop of York is known to have existed in AD314, no Roman church has so far been identified. The present see was founded in 625 when Paulinus, arriving from Kent to convert the Northumbrians to Christianity, built a small wooden church dedicated to St Peter within the Anglian royal centre. This church was restored and repaired several times in the succeeding centuries until, in 1069, work began on the first Norman minster. The remains of Paulinus's church and its Anglian and Viking successors have not yet been located, but fragments of sculpture have been recovered from the cemeteries of both periods and include seventh and eighth century grave-slabs, and Viking grave-markers have been excavated from beneath the south transept of the present Minster. Excavation has shown that the pre-Conquest cathedral does not underlie the Norman foundation and therefore it is presumed to lie either south of the south transept or north of the present church beneath Dean's Park. The latter is considered the most likely since it would explain the alignment of the medieval archbishops' palace which does not match that of the medieval church. The substantial stone foundations of the first Norman minster have, however, been found beneath the present church, overlying the north corner of the Roman principia and adjacent barrack blocks. Begun by Archbishop Thomas of Bayeux in 1069, this church was extended by Archbishop Roger of Pont l'Eveque in the mid-twelfth century. The present Minster dates from the second quarter of the thirteenth century and is not included in the scheduling, being in current ecclesiastical use. The

remains of a number of churches dating to the Anglian and medieval periods are also known to survive within the cathedral precinct. These are the Alma Sophia, or church of the Holy Wisdom, built between 767 and 780 and so far not precisely located, the church of St Mary and the Holy Angels, also known as St Sepulchre, founded in the late twelfth century, and the church of St Mary ad Valvas, demolished in the 1380s. One wall of the latter was uncovered in the late 1960s, close to the east end of the Minster, and remains relating to St Sepulchre were found near the gate of the archbishops' palace, partially built over by the fourteenth century extension of the cathedral nave. The post-Conquest palace of Archbishop Thomas and his successors lay to the north of the Minster and comprised an open court surrounded by buildings. Its visible remains consist of six bays of a late twelfth century blind arcade, known as the 'Cloister', and an L-shaped block to the north which housed the thirteenth century chapel and is now the Minster Library. Documentary sources refer to an aisled medieval hall, a south-west range and a buttressed building to the south-east of the chapel. During the fourteenth and fifteenth centuries, the palace fell out of use and, by 1600, had become ruinous. In 1618 the site was leased to Sir Arthur Ingram who incorporated the south-west range into a mansion known as York Palace. Plans and surveys show the layout of the mansion but, by the eighteenth century, this too was in ruins and was demolished and the site cleared in 1814. Other features of the cathedral precinct include the site of the medieval deanery, originally constructed in the reign of William II at the junction of Minster Yard and Deangate, St William's College, built in 1465 to provide accommodation for the chantry priests, and numerous prebendal houses, some of which, like St William's College and some of the service buildings of the deanery, are still extant or incorporated into current buildings. The remains of the medieval Treasurer's House survive beneath the extant seventeenth century building and adjacent Gray's Court while a late medieval cemetery lies around the east end of the current Minster. The current seventeenth century Treasurer's House is considered adequately protected by its Grade I Listed status and is not included in the scheduling, although the ground beneath is incorporated. This also applies to St Williams College, the Minster Library, Gray's Court and the present Minster, which are protected by Grade I Listed status. In addition other buildings, considered adequately protected by Listed status are excluded from the scheduling, although the ground beneath them is included: York College for Girls (Grade II*), the Minster Song School and the Purey-Cust Chambers (both Grade II), together with other buildings including private houses and premises Listed Grade I, II* and II). Also excluded from the scheduling are the present Deanery, the Purey-Cust Nursing Home, all buildings, the surfaces of all paths, roads and driveways, all modern walling and railings; all fixtures such as lamp-posts, bins, benches and signs, although the ground beneath all these exclusions is included.

Appendix D –Tree Plan of the Minster Precinct

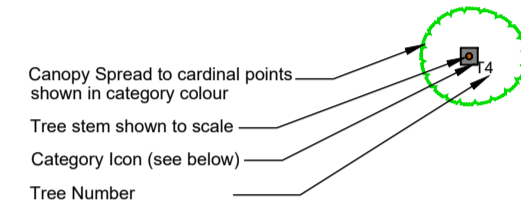
See overleaf.

York Minster College Green No.6 Minster Yard

Tree risk assessment

Tree survey 2016 - whole site

Symbol Guide:

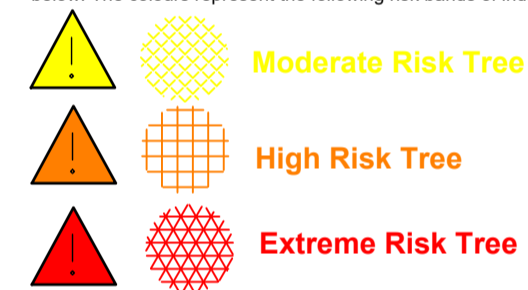


Condition Rating Colour Code



Qualitative Tree Risk Assessment

International Society of Arboriculture (ISA), Tree Risk Assessment Qualification (TRAQ). The risk of harm is arranged into bands differentiated by coloured text within the tree schedule and detailed below. The colours represent the following risk bands of indices:



PROVIDED BY

barnes & associates
arboricultural & landscape consultants

rivermead, langthorpe,
boroughbridge, north yorkshire. yo51 9bz

† 01432 322 371

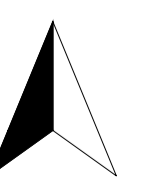
e info@barnesassociates.co.uk

CLIENT

DEAN & CHAPTER OF YORK
Church House
10-14 Ogleforth
York
YO1 7JN



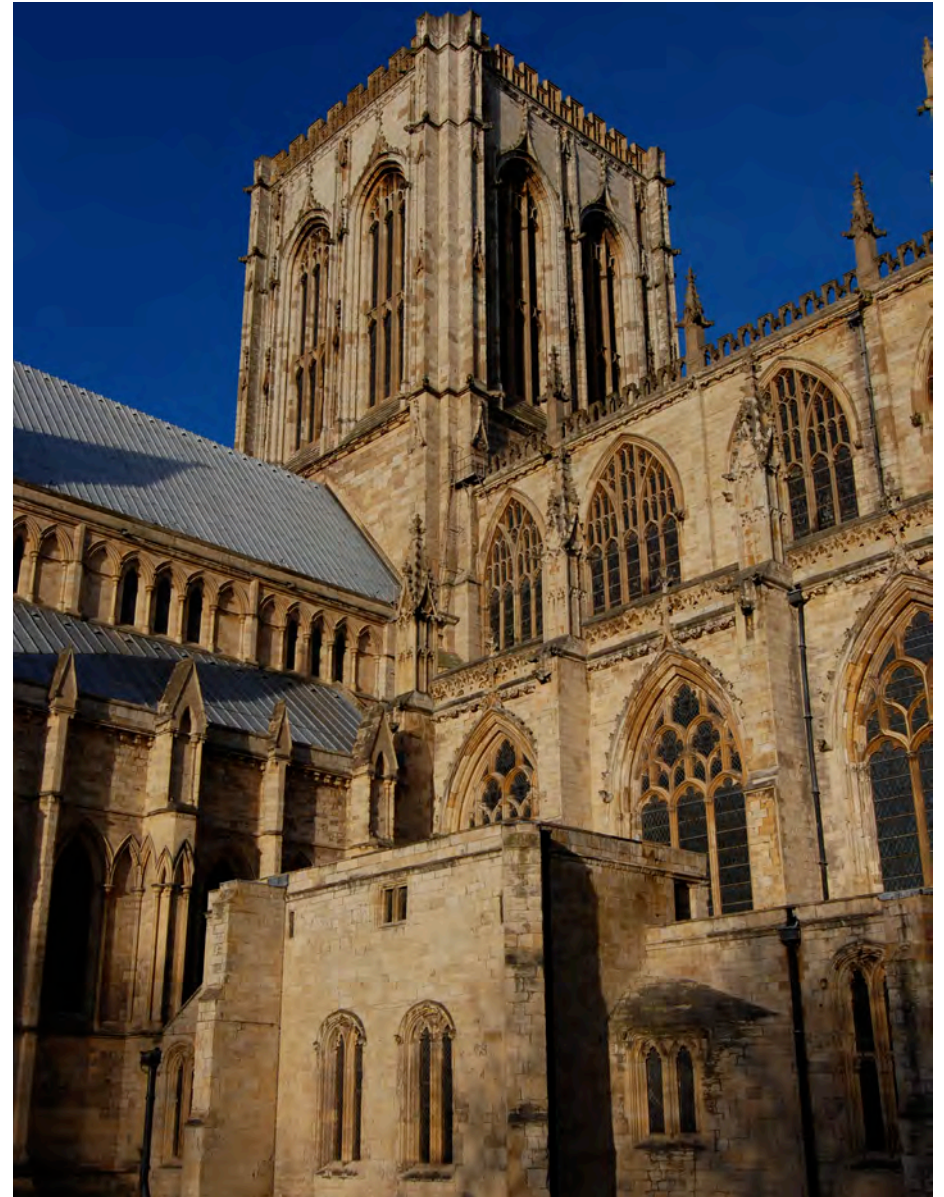
SCALE	NTS	DRAWING NO.	BA5451.1	REVISION	01
SITE CODE	BA5451	NOTES			
CREATED BY	lBarnes				
DATE	11/07/2016				
AUTHORISED BY	SB				



Appendix E – Minster Precinct Character Area Appraisal

See overleaf.

Character Area Nine: The Minster Precinct



Overview

A Precinct is one of the defining features of the medieval English cathedral city. It comprises an enclosure, filled by housing, communal facilities and administrative buildings. Originally subject to independent jurisdiction, they are often places of great charm and beauty. Some, notably Salisbury, are extensive and retain a strong sense of otherness behind their walls and gates. Other like York have evolved into a less formal and less separate place, though one which nonetheless has a distinctive character of its own. It is also a place of contrast: whilst the north side retains much of its historic seclusion and is characterised by green open spaces, to the south of the Minster the walls and gates have come down and the city has swarmed in, right up to the Minster. Here, the streets, cleared of traffic, throng in the summer with the millions who come to see one of the greatest buildings in Europe.

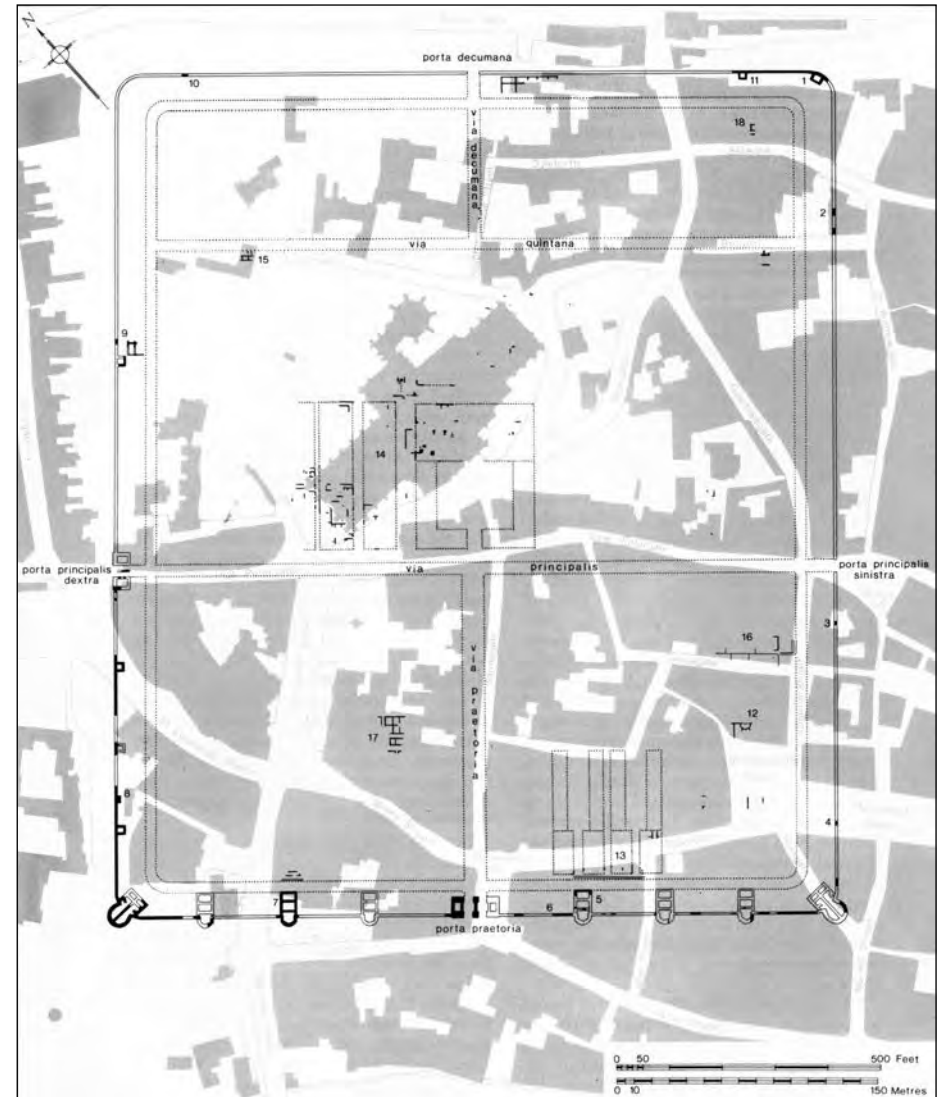
Boundaries

Broadly speaking the boundary follows the historic boundary of the Precinct: the city walls to the north and Petergate and the back of Goodramgate to the south. However, there is an extension south along Duncombe Place, a Victorian creation which has in effect become part of the Precinct.

Historical development

Pre Conquest

The Precinct occupies a substantial chunk of the northern half of the legionary fortress, including the wall here. Part of the 'principia' - the Head Quarters of the fortress - is exposed in the crypt of the Minster, and the diagram here shows how this and the Roman street pattern relates to the present city.



The Roman fortress showing the relationship with the modern street plan and the Minster (grey)

It is supposed that the site of the principia was the location of the 7th century Minster, though no evidence of it has yet been found. If so, this would have established the idea of a Precinct with the ancillary buildings required for the operation of the Minster ranged around it, such as the Bishop's palace and houses and communal facilities for the cathedral clergy.

Middle Ages

A mighty new Minster was erected by the Normans, only for it to be completely rebuilt in the 13th to 15th centuries on an even bigger scale to create the building we see now - the largest Gothic building north of the Alps.

Relatively little is known about the Precinct before the 13th century, though it is clear that under the new Norman archbishops its facilities were extensively renewed, just as the Minster was itself.

A ditch enclosed an area that essentially preserved the layout of the Roman fortress. A century later (1283), the Dean and Chapter were granted a royal licence to replace the ditch with a twelve-foot high wall and gates, to protect clergy and property. Enclosure was also a symbol of the jurisdiction and privileges of the 'liberty of St Peter', and a means by which they could be enforced.

Nothing of the two gates on Petergate and that on Ogleforth survives, and of the other on College Street this is only a simple late 16th or early 17th century timber-framed entranceway (other English Precincts retain much grander gateways). The context of this survivor has been radically altered since the end of the 19th century by the demolition of adjacent buildings.

Of the medieval buildings of the Precinct only fragments survive: parts of the Archbishop's Palace to the north (including his chapel, now the Minster Library) and to the east examples of the clergy housing which once ringed the Minster from east to west (parts of the Treasurer's House and its northern neighbour, and St William's College).



The surviving Precinct Gateway to College Street, on Goodramgate

Transforming the Precinct, c.1550-1950

Since the Reformation, the 'otherness' of the Precinct has diminished dramatically. This has occurred at two related levels. First, the ecclesiastical use has diminished: in 1660, for example, only the Dean retained his own residence, although today a number of properties are once again used by clergy and staff. Second, clearance and landscaping have transformed the setting of the Minster in order to create an 'appropriate' backcloth for the viewing and admiration of a building that was increasingly recognised as monument of great beauty, antiquity and importance. Though these processes mean that the character of the north and south parts of the Precinct has changed quite radically, the contrast between the two areas remains unambiguous.

The northern part of the Precinct was utterly changed by the gradual eradication of the Archbishop's Palace to create what became in the 19th century Dean's Park. Around the edge of the park, a number of new buildings were erected such as the

Gothic 'New Residence' of 1824-7 housed the 'Canons Residentiary'. It later became part of the Purey Cust Hospital, built against it in 1913.

South of the Minster, secular occupants and worldly activity replaced the clerics, and the building stock was rebuilt to suit. Petergate, for example, became one of the most prosperous streets in York in the 17th century, lined with reconstructed and modernised shops and houses, though many retained medieval basements. The encroachment of trade and commerce was carried up to the walls of the Minster itself: in 1633 Charles I criticised shops that had been built up against the South Transept in the 1570s and west end in the 1580s.



The public space at the west end of The Minster was created in phases in the 19th century by demolishing houses and shops

These were the first of many houses to be demolished in Minster Yard east and west of the Minster to open up views of it. Most of this took place in the 19th century, creating College Green and the space outside the west front. The most dramatic change was the creation of Duncombe Place in the 1860s, the climax of a brand new route across the city from the station and over Lendal Bridge, which was designed to open up spectacular new views of the west front. In 1903, the approach from the station was made a through route by the creation of Deangate between Minster Yard and Goodramgate.

The cumulative impact of these townscape changes was to peel back development from the Minster and open up unprecedented views of it on the south, west and east sides. As with other great medieval cathedrals at this time, the Minster was now unequivocally a matter of pride. In the process, however, the sense on these sides of the Minster - in contrast to the north side - that there had ever been a defined Precinct separate from the rest of the City was completely lost.

The precinct since 1950

The greatest post-war change to the Precinct was the closure of Deangate to motor vehicles in 1989, although at present the carriageway remains in situ. Lord Esher proposed fundamental reform of the Precinct to create a paved pedestrian space, but that idea has yet to be realised.

Ambience and use






Because of the quality of the surroundings and the absence of traffic, the Precinct is a wonderful place for pedestrians. These include not just tourists and other visitors to the Minster, but locals walking into the city from Bootham Bar.

Uses are very varied: not just the Minster, but two other churches, a library, school, hotel, stoneyard, offices, a conference centre (St William's College), National Trust properties (Treasurer's House and precinct gateway on College Street), shops and restaurants and quite a number of houses.

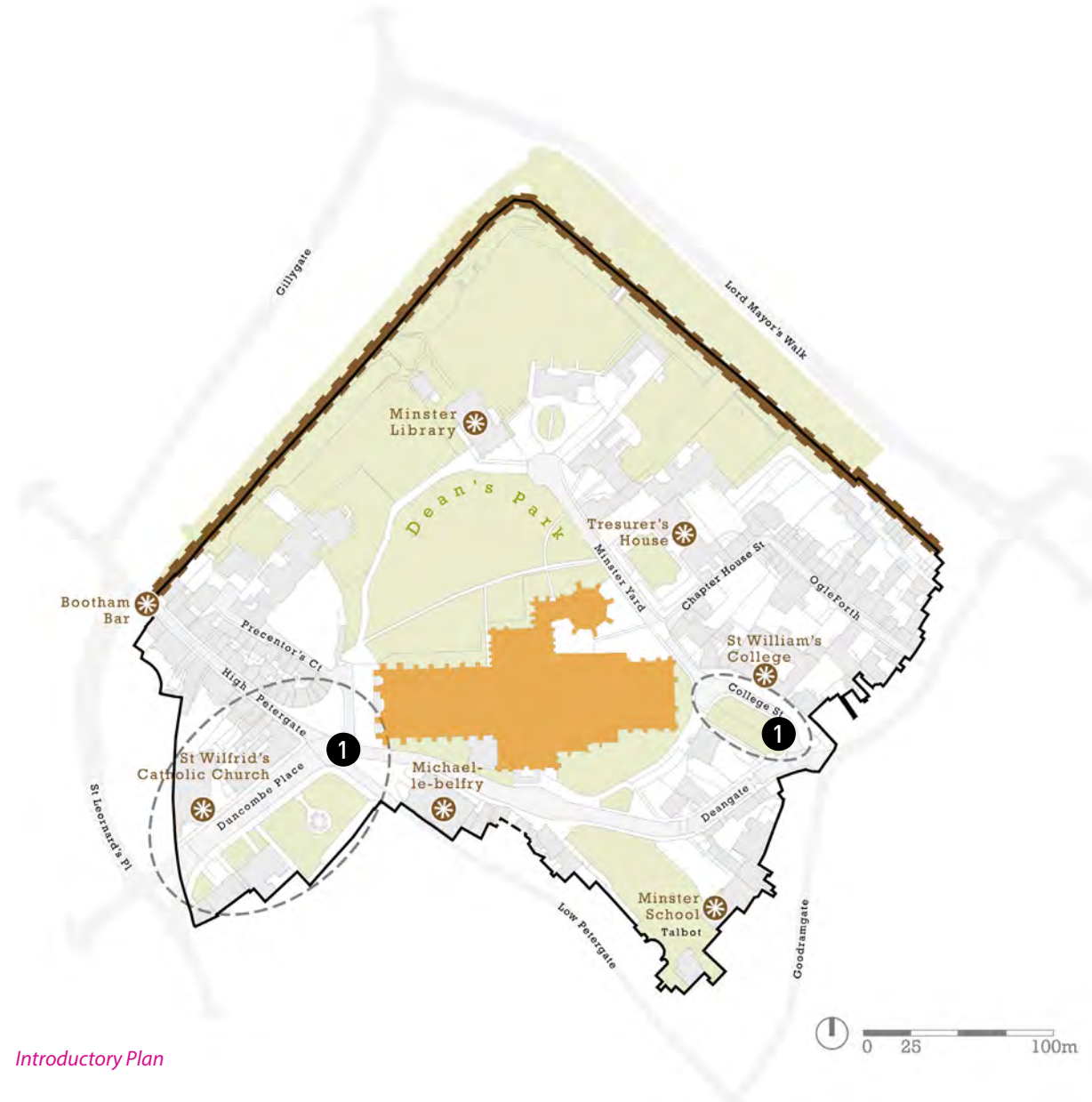
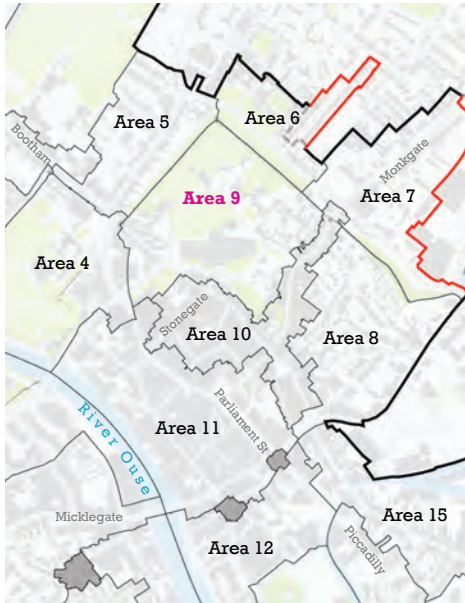


Duncombe Place

Part One: Understanding the City > Character Areas > Nine: The Minster Precinct

-  19th century civic improvement and creation of views
-  Landmark
-  City Wall
-  York Minster
-  Character Area boundary

Area 9 Location plan










Introductory Plan

Designations

Not surprisingly, a very high percentage of buildings in this area are listed, and quite a number are Grade I. In addition a number buildings of merit have been identified – the former Purey Cust Hospital, the Minster Stoneyard and houses in Ogleforth. No detractors are identified, though the tower of St Wilfrid's Catholic Church detracts from one of the finest views in the city – up Duncombe Place to the Minster.

Because of the outstanding archaeological importance of the area, most of the ground and the deposits within it are designated a Scheduled Ancient Monument.

-  Scheduled Ancient Monument
-  Grade I Listed Building
-  Grade II* Listed Building
-  Grade II Listed Building
-  Building of merit
-  Detractor
-  Character Area boundary



Designation Plan

Streets & Spaces

There are some streets here that are of a form familiar from other parts of the conservation area, such as the intimate, tightly enclosed High Petergate.

However, most of the Precinct has a very distinctive character which sets it apart from the rest of the historic core - reflecting its history as a separate place within the city, under separate jurisdiction and with a very specific function.

Today, the character of the Precinct splits in to two contrasting parts. North of the Minster it retains much of its historic seclusion and is marked by broad, green openness, and an almost complete absence of roads. Dean's Park is the largest green space within the city walls, and though owned by the Minster, it is managed and treated as a public park.



Dean's Park, Minster Library and the Deanery from the Minster's Crossing Tower

South of the cathedral, the narrow streets of the city centre come up almost to the walls of the Minster itself, and are separated only by a necklace of roads and modest, informal paved spaces. This is more open than it once was: in the 19th and early 20th centuries many buildings were cleared away to open up the setting of the Minster at the east end (creating College Green) and the west. Here, Duncombe Place was driven through to open up direct views of the west end for the first time. It is an odd place, half street, half public space with the gardens and memorials on one side.

With the opening of Deangate at the beginning of the 20th century, a through route was created from Museum Street via Minster Yard to Goodramgate, right passed the Minster. This was closed to traffic in 1989 but most remains tarmaced and marked out for traffic. However, on the north side of the Minster there is a good survival of historic paving and cobbled surfaces (e.g., Chapter House Street) as well as some very fine Victorian iron railings at the entrances to Dean's Park.



Despite being closed to traffic 20 years ago, Minster Yard and Deansgate Yard are still marked out as highways

Buildings

The architecture of this area is of course dominated by the Minster, one of the greatest Gothic buildings in Europe. The church has exerted a powerful influence over the architectural character of the area because most of it was and still is owned by the Minster, and most buildings were either built to support the Minster in one way or other – such as grand medieval homes for the clergy including the remains of the Archbishop's Palace (now Library), 9-13 Minster Court and the Treasurer's House - or developed by it, as on the corner of High Petergate.

It is not surprising therefore that Gothic is a common style, both for genuine medieval buildings such as St Michael-le-Belfrey, but also for the more important buildings that the church built in the 19th century – such as the Minster School and the New Residence (later part of the Purey-Cust Hospital). These are all of Magnesian limestone like the Minster: its widespread use is one of the distinctive characteristics of the Precinct. St William's College has the most sophisticated timber-



St William's College

framed building in the city, and as a building type – large purpose built accommodation for Chantry Priests – unique in the country.

By contrast, more modest domestic buildings are built of brick and are simple in style. The Precinct has the usual Georgian houses and shops, but also the highest concentration of 17th century architecture in the city – including the remodelling of the Treasurer's House, the striking Dutch House in Ogleforth, with carved-brick detailing, and the delightful houses in Precentors Court, which still have original but now very rare timber 'casement' windows.

The architecture of Duncombe Place – a late 19th century creation – is quite different: large blocks in a variety of other materials, predominantly Gothic but different variations of the style. They include St Wilfrid's Catholic church, a sadly lumpen and uninspiring intruder into the superb view of the west front of the Minster the Victorians created from Museum Street.



Surviving casement windows in Precentors Court

Traffic & Movement

This is one of the few character areas that is virtually free from traffic. This is because the City Walls are on two sides, the footstreets on the other sides, and much of the area in between is privately owned by the Church. This makes it one of the most pleasurable places in the city for a pedestrian.

Parking is an issue in two places: along High Petergate, which is very narrow and where the cars detract from the charming townscape seen and view of the Bar, and on the north side of the Minster, where pressure for parking spaces for Minster staff has resulted in a temporary carpark over part of the gardens next to the Library. The future of this should be resolved because this is a highly sensitive location between elements of the former medieval Archbishop's Palace in the shadow of the City Walls.



Pedestrians and cyclists in Minster Yard

Issues & Opportunities

Strengths

This character area has tremendous inherent strengths:

- the Minster and the extraordinary array of historic buildings around it
- superb views and charming streets
- Dean's Park - the largest green space within the City Walls
- the absence of traffic

Weaknesses and opportunities

There are two main weakness:

1) the quality of the spaces and streets on the south side of the Minster:

The Victorians opened up the southern side of the Minster for it to be admired, but then expanded Minster Yard into a major thoroughfare - Duncombe Place to Deangate. Esher recommended banishing traffic and unifying these places to create a paved pedestrian space flowing around the Minster. The traffic left in 1989, but little has changed since.

Now the Minster is to pave the area in front of the South Transept, and the moment should be seized to expand this scheme and create a pedestrian space from Museum Street to Goodramgate worthy of the Minster. Duncombe Place could be completely rethought as a part of this: its present form make little sense without large quantities of traffic.

The importance of the Minster and the number of its visitors suggest this is should be a priority.

2) Bridge the divide between the north and the south sides of the Minster.

Locals know it and use it, but it is hidden by the cathedral from most visitors. By better information and signage and perhaps new facilities, ways could be considered to draw the Park into the orbit of more visitors to the Minster, to increase understanding and appreciation of the superb historic buildings and monuments around it.

Both these ideas will require close partnership with the Minster.






Minster Yard is soon to become a paved square, but the tarmac will remain for the time being to the east of these gateposts

Existing











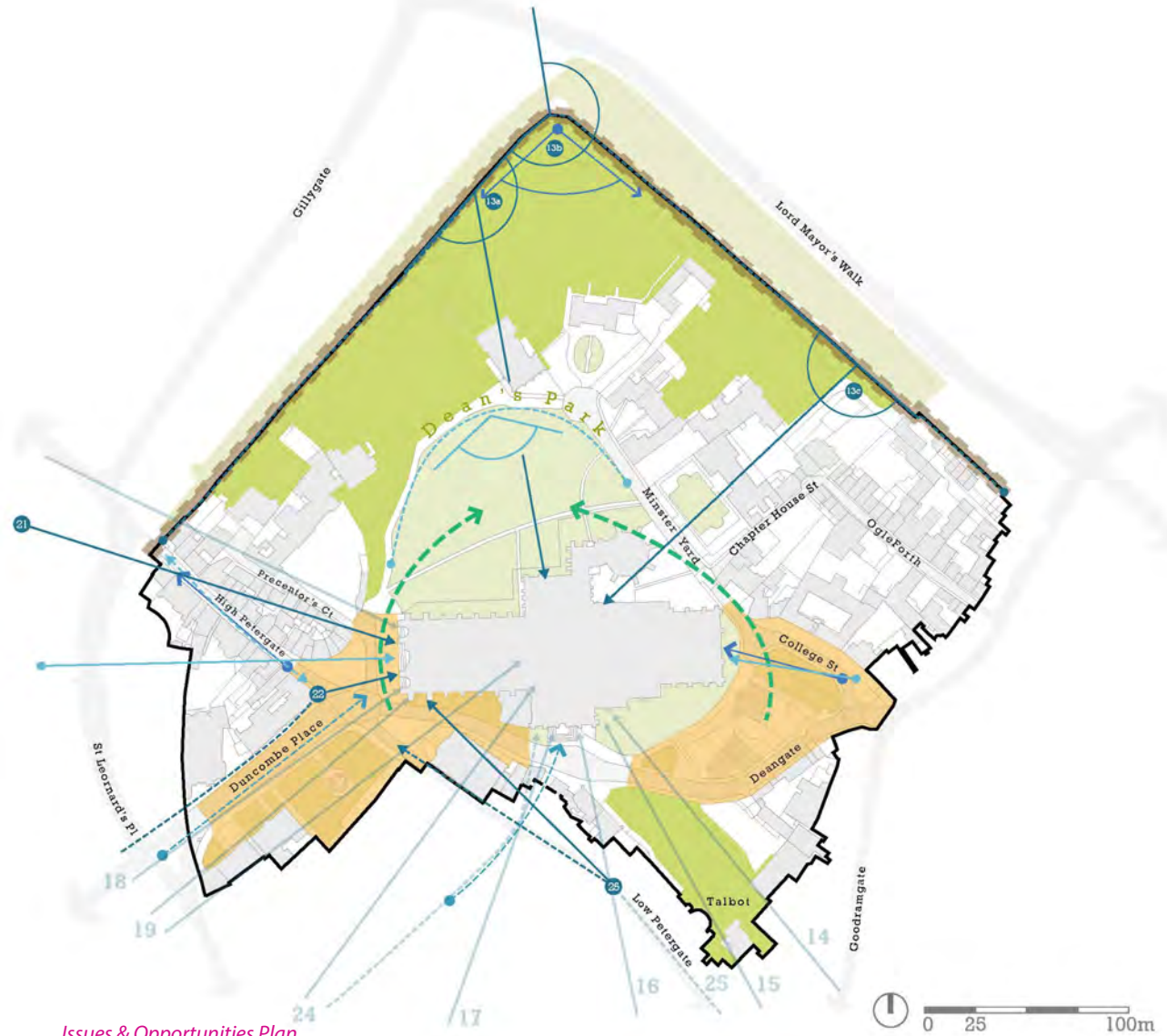
City Wall

Opportunities

-  Promote appreciation of Dean's Park and its buildings, monuments and history
-  Improvements to road and pavement surfaces to make consistent with other footstreets
-  Well maintained gardens

Views

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



Appendix F – Scoping Report Consultation Responses

See overleaf.

Date: 22 August 2019
Our ref: 292397
Your ref: Minster Precinct Neighbourhood Plan



Mr Stead
The Works Department
4 Deangate
York
YO1 7JA

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Crewe Business Park
Electra Way
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CW1 6GJ

BY EMAIL ONLY

T 0300 060 3900

Dear Mr Stead,

Minster Precinct Neighbourhood Forum Scoping Report

Thank you for your consultation on the above dated and received by Natural England on the 19 August 2019.

Natural England is a non-departmental public body. Our statutory purpose is to ensure that the natural environment is conserved, enhanced, and managed for the benefit of present and future generations, thereby contributing to sustainable development.

Natural England is a statutory consultee in neighbourhood planning and must be consulted on draft neighbourhood development plans by the Parish/Town Councils or Neighbourhood Forums where they consider our interests would be affected by the proposals made.

Natural England has no specific comments to make on this neighbourhood plan scoping report.

However, we refer you to the advice in the attached annex which covers the issues and opportunities that should be considered when preparing a Neighbourhood Plan.

For any further consultations on your plan, please contact: consultations@naturalengland.org.uk.

Yours sincerely,

Joanne Widgery
Consultations Team

Annex 1 - Neighbourhood planning and the natural environment: information, issues and opportunities

Natural environment information sources

The [Magic](#)¹ website will provide you with much of the nationally held natural environment data for your plan area. The most relevant layers for you to consider are: **Agricultural Land Classification, Ancient Woodland, Areas of Outstanding Natural Beauty, Local Nature Reserves, National Parks (England), National Trails, Priority Habitat Inventory, public rights of way (on the Ordnance Survey base map) and Sites of Special Scientific Interest (including their impact risk zones)**. Local environmental record centres may hold a range of additional information on the natural environment. A list of local record centres is available [here](#)².

Priority habitats are those habitats of particular importance for nature conservation, and the list of them can be found [here](#)³. Most of these will be mapped either as **Sites of Special Scientific Interest**, on the Magic website or as **Local Wildlife Sites**. Your local planning authority should be able to supply you with the locations of Local Wildlife Sites.

National Character Areas (NCAs) divide England into 159 distinct natural areas. Each character area is defined by a unique combination of landscape, biodiversity, geodiversity and cultural and economic activity. NCA profiles contain descriptions of the area and statements of environmental opportunity, which may be useful to inform proposals in your plan. NCA information can be found [here](#)⁴.

There may also be a local **landscape character assessment** covering your area. This is a tool to help understand the character and local distinctiveness of the landscape and identify the features that give it a sense of place. It can help to inform, plan and manage change in the area. Your local planning authority should be able to help you access these if you can't find them online.

If your neighbourhood planning area is within or adjacent to a **National Park** or **Area of Outstanding Natural Beauty (AONB)**, the relevant National Park/AONB Management Plan for the area will set out useful information about the protected landscape. You can access the plans on from the relevant National Park Authority or Area of Outstanding Natural Beauty website.

General mapped information on **soil types** and **Agricultural Land Classification** is available (under 'landscape') on the [Magic](#)⁵ website and also from the [LandIS website](#)⁶, which contains more information about obtaining soil data.

Natural environment issues to consider

The [National Planning Policy Framework](#)⁷ sets out national planning policy on protecting and enhancing the natural environment. [Planning Practice Guidance](#)⁸ sets out supporting guidance.

Your local planning authority should be able to provide you with further advice on the potential impacts of your plan or order on the natural environment and the need for any environmental assessments.

Landscape

¹ <http://magic.defra.gov.uk/>

² <http://www.nbn-nfbr.org.uk/nfbr.php>

³ <http://webarchive.nationalarchives.gov.uk/20140711133551/http://www.naturalengland.org.uk/ourwork/conservation/biodiversity/protectandmanage/habsandspeciesimportance.aspx>

⁴ <https://www.gov.uk/government/publications/national-character-area-profiles-data-for-local-decision-making>

⁵ <http://magic.defra.gov.uk/>

⁶ <http://www.landis.org.uk/index.cfm>

⁷ <https://www.gov.uk/government/publications/national-planning-policy-framework--2>

⁸ <http://planningguidance.planningportal.gov.uk/blog/guidance/natural-environment/>

Your plans or orders may present opportunities to protect and enhance locally valued landscapes. You may want to consider identifying distinctive local landscape features or characteristics such as ponds, woodland or dry stone walls and think about how any new development proposals can respect and enhance local landscape character and distinctiveness.

If you are proposing development within or close to a protected landscape (National Park or Area of Outstanding Natural Beauty) or other sensitive location, we recommend that you carry out a landscape assessment of the proposal. Landscape assessments can help you to choose the most appropriate sites for development and help to avoid or minimise impacts of development on the landscape through careful siting, design and landscaping.

Wildlife habitats

Some proposals can have adverse impacts on designated wildlife sites or other priority habitats (listed [here](#)⁹), such as Sites of Special Scientific Interest or [Ancient woodland](#)¹⁰. If there are likely to be any adverse impacts you'll need to think about how such impacts can be avoided, mitigated or, as a last resort, compensated for.

Priority and protected species

You'll also want to consider whether any proposals might affect priority species (listed [here](#)¹¹) or protected species. To help you do this, Natural England has produced advice [here](#)¹² to help understand the impact of particular developments on protected species.

Best and Most Versatile Agricultural Land

Soil is a finite resource that fulfils many important functions and services for society. It is a growing medium for food, timber and other crops, a store for carbon and water, a reservoir of biodiversity and a buffer against pollution. If you are proposing development, you should seek to use areas of poorer quality agricultural land in preference to that of a higher quality in line with National Planning Policy Framework para 112. For more information, see our publication [Agricultural Land Classification: protecting the best and most versatile agricultural land](#)¹³.

Improving your natural environment

Your plan or order can offer exciting opportunities to enhance your local environment. If you are setting out policies on new development or proposing sites for development, you may wish to consider identifying what environmental features you want to be retained or enhanced or new features you would like to see created as part of any new development. Examples might include:

- Providing a new footpath through the new development to link into existing rights of way.
- Restoring a neglected hedgerow.
- Creating a new pond as an attractive feature on the site.
- Planting trees characteristic to the local area to make a positive contribution to the local landscape.
- Using native plants in landscaping schemes for better nectar and seed sources for bees and birds.
- Incorporating swift boxes or bat boxes into the design of new buildings.
- Think about how lighting can be best managed to encourage wildlife.
- Adding a green roof to new buildings.

You may also want to consider enhancing your local area in other ways, for example by:

⁹<http://webarchive.nationalarchives.gov.uk/20140711133551/http://www.naturalengland.org.uk/ourwork/conservation/biodiversity/protectandmanage/habsandspeciesimportance.aspx>

¹⁰ <https://www.gov.uk/guidance/ancient-woodland-and-veteran-trees-protection-surveys-licences>

¹¹<http://webarchive.nationalarchives.gov.uk/20140711133551/http://www.naturalengland.org.uk/ourwork/conservation/biodiversity/protectandmanage/habsandspeciesimportance.aspx>

¹² <https://www.gov.uk/protected-species-and-sites-how-to-review-planning-proposals>

¹³ <http://publications.naturalengland.org.uk/publication/35012>

- Setting out in your plan how you would like to implement elements of a wider Green Infrastructure Strategy (if one exists) in your community.
- Assessing needs for accessible greenspace and setting out proposals to address any deficiencies or enhance provision.
- Identifying green areas of particular importance for special protection through Local Green Space designation (see [Planning Practice Guidance on this](#) ¹⁴).
- Managing existing (and new) public spaces to be more wildlife friendly (e.g. by sowing wild flower strips in less used parts of parks, changing hedge cutting timings and frequency).
- Planting additional street trees.
- Identifying any improvements to the existing public right of way network, e.g. cutting back hedges, improving the surface, clearing litter or installing kissing gates) or extending the network to create missing links.
- Restoring neglected environmental features (e.g. coppicing a prominent hedge that is in poor condition, or clearing away an eyesore).

¹⁴ <http://planningguidance.planningportal.gov.uk/blog/guidance/open-space-sports-and-recreation-facilities-public-rights-of-way-and-local-green-space/local-green-space-designation/>



Historic England

YORKSHIRE

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The Works Department,
4 Deangate,
York,
YO1 7JA.

Our ref: PL00610975
Your ref:

Telephone 01904 601 879
Mobile 0755 719 0988

5 September 2019

Dear Mr. Stead,

**York Minster Precinct Neighbourhood Development Plan
Sustainability Appraisal incorporating Strategic Environmental Assessment Scoping
Report 2019
Consultation Response**

Thank you for consulting Historic England about the Sustainability Assessment (SA) incorporating Strategic Environment Assessment (SEA) Scoping Report for the York Minster Precinct Neighbourhood Plan.

For the purposes of this consultation, Historic England will confine its advice to the question, “Is it likely to have a significant effect on the environment?” in respect to our area of concern, cultural heritage. Our comments are based on the information supplied within the York Minster Precinct Neighbourhood Plan Sustainability Appraisal incorporating Strategic Environmental Assessment Scoping Report 2019.

In terms of the historic environment, on the whole, we consider that the Report has identified the main factors which are of relevance to the development of the Neighbourhood Plan, that it has established an appropriate Baseline, as set out in section 10, “Landscape, Cultural Heritage and Archaeology”, against which to assess the Plan’s proposals and that it has put forward a suitable set of Objectives and Indicators. Overall, therefore, we believe that it provides the basis for the development of an appropriate framework for assessing the significant effects which this plan might have upon the historic environment.

However, there are a number of aspects of the Report where we consider that some amendments are necessary; these are mainly focussed upon the assumption within the SA/SEA that development will proceed, rather than providing a framework for development to be considered; additionally we have concerns that not all aspects of the historic environment of have been satisfactorily considered within the report. These are detailed on Appendix A, attached.

Historic England is aware that you have already been in detailed dialogue with York City Council including the Conservation and Archaeology Teams and we would advise that they should continue to be involved, throughout the preparation of the SEA/SA for this Neighbourhood Plan.

You have signed up to our Enhanced Advisory Service and we welcome the opportunity to continue this dialogue and to be able to help you explore the options you may wish to take forward at York Minster Precinct.

This opinion set out above and within the Appendix is based on the information provided by you in the document dated August 2019 and, for the avoidance of doubt, does not affect our obligation to advise you on, and potentially object to any specific development proposal which may subsequently arise from this or later versions of the plan which is the subject to consultation, and which may, despite the SA/SEA, have adverse effects on the environment.

Given the high degree of significance embodied in the York Minster Precinct, and the Scheduled Monument within which it sits, the Neighbourhood Plan will need to set out in detail the implications of any development within the Scheduled Monument area.

If you have any queries about any of the matters raised above or would like to discuss anything further, please do not hesitate to contact us.

Yours sincerely,

A handwritten signature in black ink, appearing to read 'Craig Broadwith', is positioned over a faint, repeating watermark of the word 'electronic'.

Craig Broadwith
Historic Places Adviser
E-mail: Craig.Broadwith@HistoricEngland.org.uk

Appendix A: Table of Historic England’s comments on the SA & SEA Scoping Report of the York Minster Precinct Neighbourhood Plan

Page	Section	Support/ Object/ Comment	Comments	Suggested Change (in red)
7	1.4.1	Comment	An update of the NPPF was issued on 19 June 2019.	<i>Amend the text of the second sentence of this section as follows: “This document, most recently updated in June 2019, sets out the governments planning policies.”</i>
25	4.5.6	Comment	The emerging Neighbourhood Plan can <u>provide for, or envisage</u> development, but not it should not “involve”, “assume” or “bring forward” development. The Neighbourhood Plan can provide for or preclude development in specified locations within the Neighbourhood Plan area, and its policies can both prescribe where development can and cannot happen, as well as prescribing its form, scale, massing and materials, within the constraints set out in the NPPF.	<i>Amend the text of the second sentence of this section as follows: “Any development envisaged as part of a Neighbourhood Plan must still clear the requirements imposed by national and local planning policy.”</i>
28	5.5.1	Comment	This section assumes development rather than envisaging it.	<i>Amend the text of the second sentence of this section as follows: “It should be noted that the envisaged redevelopment of the Deanery Garages will create a small amount of affordable housing for the Minster community.”</i>

Page	Section	Support/ Object/ Comment	Comments	Suggested Change (in red)
38	7.5.5	Comment	This section assumes development rather than envisaging it.	Amend the text of the second sentence of this section as follows: “There is no <i>envisaged</i> development which will significantly increase the drainage requirements of the Precinct.”
39	7.6.1	Comment	This section assumes large-scale development rather than envisaging it.	Amend the text of this section as follows: “The emerging policies do not <i>envisage</i> any large-scale development which would pose a risk to soil quality...”
41	8.5.1	Comment	This section assumes residential development rather than envisaging it.	Amend the text of the second sentence of this section as follows: “Moreover, there is no significant residential development <i>envisaged</i> which would...”
45	9.6.1	Comment	This section assumes development rather than envisaging it.	Amend the text of this section as follows: “There is no development <i>envisaged</i> in the emerging policies...”

Page	Section	Support/ Object/ Comment	Comments	Suggested Change (in red)
49	10.3.9	Object	The “very high significance” of the York Minster Precinct Area” does not preclude the identification of “non-designated heritage assets”. Potential examples include the footpath to the east of the Minster laid out for Elisabeth II, or the Festival of Britain era lamp standards.	<p><i>Amend the text of this section as follows:</i></p> <p><i>“There are a number of potential non-designated heritage assets in the Minster Precinct which require identification, assessment, possible designation and/or inclusion in the Neighbourhood Plan.” Delete second sentence.</i></p> <p><i>Additionally an audit should be conducted of all buildings, structures and sites with the Neighbourhood Plan area, to determine whether they are any elements which are not designated, but which warrant identification and assessment for designation and/or within the Neighbourhood Plan as “non-designated heritage assets”.</i></p>
52	10.5.1	Comment	This paragraph refers to assumed “outlined development”, without specifying what and where this development may be, or citing other sections of the text which set this out. It is assumed the “outlined development” relates to that set out in section 1.6.2, 3.5.4.	<p><i>Amend the text of this section as follows:</i></p> <p><i>“The envisaged development in the emerging Neighbourhood Plan, as set out in sections 1.6.2 and</i></p>

Page	Section	Support/ Object/ Comment	Comments	Suggested Change (in red)
				<i>3.5.4...</i>
52	10.5.4	Comment	This section assumes development rather than envisaging it.	<i>Amend the text of this section as follows: “The emerging Neighbourhood Plan policies will provide for a modest amount of building work, in specified locations and of an appropriate design, which will have the potential...”</i>
53	10.6.2	Comment	The Neighbourhood Plan sets the framework for development, whereas the Masterplan sets out the form and disposition of development. Therefore development should be provided for, or envisaged, not assumed.	<i>Amend first sentence of this section: “The emerging Neighbourhood Plan envisages quite modest development aspirations.”</i>
53	10.8	Comment	<u>SEA Objective 1</u> Sub-point 3: Access should include physical and intellectual access, for all irrespective of capability.	<i>Amend Sub-point 3 as follows: “Support physical and intellectual access for all to, and interpretation of...”</i>
54	10.8	Comment	<u>SEA Objective 2</u> Sub-point 2: Views of, from and across the Precinct need to be considered, to ensure that proposals enhance and better reveal the key aspects and qualities the Minster, its setting and the	<i>Amend Sub-point 3 as follows: “Enhance or reveal the key aspects and qualities of the historic</i>

Page	Section	Support/ Object/ Comment	Comments	Suggested Change (in red)
			character of the Conservation Area, and its component Character Areas.	<i>environment, including the distinct skyline of the Precinct and the surrounding historic townscape, ensuring the visual dominance of the Minster both in and beyond the Precinct?”</i>
57	12	Comment	<u>Landscape, Cultural Heritage & Archaeology: SEA Objective 1</u> Sub-point 3: Access should include physical an intellectual access, for all irrespective of capability.	<i>Amend Sub-point 3 as follows: “Support physical and intellectual access for all to, and interpretation of...”</i>
57	12	Comment	<u>Landscape, Cultural Heritage & Archaeology: SEA Objective 1</u> New Sub-point 5: The Neighbourhood Plan should provide for the identification and appropriate policies for previously un-identified designated and non-designated heritage assets.	<i>Add new Sub-point 5, as follows: “Provide for the identification and assessment of previously unidentified heritage assets, for designation and/or inclusion within the Neighbourhood Plan, as non-designated heritage assets.”</i>
57	12	Comment	<u>Landscape, Cultural Heritage & Archaeology: SEA Objective 2</u> Sub-point 3: Views of, from and across the Precinct need to be considered, to ensure that proposals enhance and better reveal the key aspects and qualities the Minster, its setting and the character of the Conservation Area, and its component	<i>Amend Sub-point 3 as follows: ““Enhance or reveal the key aspects and qualities of the historic environment, including the distinct</i>

Page	Section	Support/ Object/ Comment	Comments	Suggested Change (in red)
			Character Areas.	<i>skyline of the Precinct and the surrounding historic townscape, ensuring the visual dominance of the Minster both in and beyond the Precinct?"</i>



Minster Precinct Neighbourhood Plan Forum
C/O Tim Stead
Major Projects Officer
The Works Department,
4 Deangate,
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City & Environmental Services

Forward Planning
Planning and Public Protection
West Offices,
Station Rise
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Email: neighbourhoodplanning@york.gov.uk

Date: 20th September 2019

By Email Only

Dear Minster Precinct Neighbourhood Plan Forum

Sustainability Appraisal Scoping Report Consultation

Thank you for consulting City of York Council on the Sustainability Appraisal Scoping report for the Minster Precinct Neighbourhood Plan. We welcome the production of an SA incorporating the requirements of Strategic Environmental Assessment to ensure that issues relating to social, environmental and economic issues are considered as appropriate.

We concur with the identified topics scoped in for further assessment and to be included in a Sustainability Appraisal report. However, we have the following comment to make regarding the consideration of transport.

We note that the topic of transport is covered under section 5: Social. This states that the emerging neighbourhood plan will involve some changes to parking arrangements and cycle lanes. Although we acknowledge that the neighbourhood plan is not likely to have significant effects on the wider transport network, it will need to consider the implications of changes as well as access to and from the precinct for the purposes of visiting, working and business, including where they adjoin the neighbourhood area (High Petergate / Duncombe Place/ Goodramgate area). Given the timetable for the production of the Neighbourhood Plan, it is likely bring into force specific policies for this area in advance of the adoption of the Local Plan policies. For this reason, we recommend scoping in the topic of transport and access with a specific objective to ensure consideration is given to this matter in the production of the Neighbourhood Plan. Our suggested text is as follows:

- Objective - Support sustainable access for residents, businesses and visitors into and out of the Minster precinct
- Sub-objectives – Encourage walking and cycling? Allow access to for residents and businesses? Support the transport network?

Please contact me should you have any questions on the above. I would also be pleased to receive any statutory body responses received to the consultation for information and would welcome a discussion regarding next steps if this would be useful to you.

We look forward to working with you to progress the Neighbourhood Plan and associated documents.

Kind regards

Alison Cooke

Alison Cooke

Local Plan Project Officer

Appendix D – Scoping Responses

Date: 22 August 2019
Our ref: 292397
Your ref: Minster Precinct Neighbourhood Plan



Mr Stead
The Works Department
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BY EMAIL ONLY

T 0300 060 3900

Dear Mr Stead,

Minster Precinct Neighbourhood Forum Scoping Report

Thank you for your consultation on the above dated and received by Natural England on the 19 August 2019.

Natural England is a non-departmental public body. Our statutory purpose is to ensure that the natural environment is conserved, enhanced, and managed for the benefit of present and future generations, thereby contributing to sustainable development.

Natural England is a statutory consultee in neighbourhood planning and must be consulted on draft neighbourhood development plans by the Parish/Town Councils or Neighbourhood Forums where they consider our interests would be affected by the proposals made.

Natural England has no specific comments to make on this neighbourhood plan scoping report.

However, we refer you to the advice in the attached annex which covers the issues and opportunities that should be considered when preparing a Neighbourhood Plan.

For any further consultations on your plan, please contact: consultations@naturalengland.org.uk.

Yours sincerely,

Joanne Widgery
Consultations Team

Annex 1 - Neighbourhood planning and the natural environment: information, issues and opportunities

Natural environment information sources

The [Magic](#)¹ website will provide you with much of the nationally held natural environment data for your plan area. The most relevant layers for you to consider are: **Agricultural Land Classification, Ancient Woodland, Areas of Outstanding Natural Beauty, Local Nature Reserves, National Parks (England), National Trails, Priority Habitat Inventory, public rights of way (on the Ordnance Survey base map) and Sites of Special Scientific Interest (including their impact risk zones)**. Local environmental record centres may hold a range of additional information on the natural environment. A list of local record centres is available [here](#)².

Priority habitats are those habitats of particular importance for nature conservation, and the list of them can be found [here](#)³. Most of these will be mapped either as **Sites of Special Scientific Interest**, on the Magic website or as **Local Wildlife Sites**. Your local planning authority should be able to supply you with the locations of Local Wildlife Sites.

National Character Areas (NCAs) divide England into 159 distinct natural areas. Each character area is defined by a unique combination of landscape, biodiversity, geodiversity and cultural and economic activity. NCA profiles contain descriptions of the area and statements of environmental opportunity, which may be useful to inform proposals in your plan. NCA information can be found [here](#)⁴.

There may also be a local **landscape character assessment** covering your area. This is a tool to help understand the character and local distinctiveness of the landscape and identify the features that give it a sense of place. It can help to inform, plan and manage change in the area. Your local planning authority should be able to help you access these if you can't find them online.

If your neighbourhood planning area is within or adjacent to a **National Park** or **Area of Outstanding Natural Beauty (AONB)**, the relevant National Park/AONB Management Plan for the area will set out useful information about the protected landscape. You can access the plans on from the relevant National Park Authority or Area of Outstanding Natural Beauty website.

General mapped information on **soil types** and **Agricultural Land Classification** is available (under 'landscape') on the [Magic](#)⁵ website and also from the [LandIS website](#)⁶, which contains more information about obtaining soil data.

Natural environment issues to consider

The [National Planning Policy Framework](#)⁷ sets out national planning policy on protecting and enhancing the natural environment. [Planning Practice Guidance](#)⁸ sets out supporting guidance.

Your local planning authority should be able to provide you with further advice on the potential impacts of your plan or order on the natural environment and the need for any environmental assessments.

Landscape

¹ <http://magic.defra.gov.uk/>

² <http://www.nbn-nfbr.org.uk/nfbr.php>

³ <http://webarchive.nationalarchives.gov.uk/20140711133551/http://www.naturalengland.org.uk/ourwork/conservation/biodiversity/protectandmanage/habsandspeciesimportance.aspx>

⁴ <https://www.gov.uk/government/publications/national-character-area-profiles-data-for-local-decision-making>

⁵ <http://magic.defra.gov.uk/>

⁶ <http://www.landis.org.uk/index.cfm>

⁷ <https://www.gov.uk/government/publications/national-planning-policy-framework--2>

⁸ <http://planningguidance.planningportal.gov.uk/blog/guidance/natural-environment/>

Your plans or orders may present opportunities to protect and enhance locally valued landscapes. You may want to consider identifying distinctive local landscape features or characteristics such as ponds, woodland or dry stone walls and think about how any new development proposals can respect and enhance local landscape character and distinctiveness.

If you are proposing development within or close to a protected landscape (National Park or Area of Outstanding Natural Beauty) or other sensitive location, we recommend that you carry out a landscape assessment of the proposal. Landscape assessments can help you to choose the most appropriate sites for development and help to avoid or minimise impacts of development on the landscape through careful siting, design and landscaping.

Wildlife habitats

Some proposals can have adverse impacts on designated wildlife sites or other priority habitats (listed [here](#)⁹), such as Sites of Special Scientific Interest or [Ancient woodland](#)¹⁰. If there are likely to be any adverse impacts you'll need to think about how such impacts can be avoided, mitigated or, as a last resort, compensated for.

Priority and protected species

You'll also want to consider whether any proposals might affect priority species (listed [here](#)¹¹) or protected species. To help you do this, Natural England has produced advice [here](#)¹² to help understand the impact of particular developments on protected species.

Best and Most Versatile Agricultural Land

Soil is a finite resource that fulfils many important functions and services for society. It is a growing medium for food, timber and other crops, a store for carbon and water, a reservoir of biodiversity and a buffer against pollution. If you are proposing development, you should seek to use areas of poorer quality agricultural land in preference to that of a higher quality in line with National Planning Policy Framework para 112. For more information, see our publication [Agricultural Land Classification: protecting the best and most versatile agricultural land](#)¹³.

Improving your natural environment

Your plan or order can offer exciting opportunities to enhance your local environment. If you are setting out policies on new development or proposing sites for development, you may wish to consider identifying what environmental features you want to be retained or enhanced or new features you would like to see created as part of any new development. Examples might include:

- Providing a new footpath through the new development to link into existing rights of way.
- Restoring a neglected hedgerow.
- Creating a new pond as an attractive feature on the site.
- Planting trees characteristic to the local area to make a positive contribution to the local landscape.
- Using native plants in landscaping schemes for better nectar and seed sources for bees and birds.
- Incorporating swift boxes or bat boxes into the design of new buildings.
- Think about how lighting can be best managed to encourage wildlife.
- Adding a green roof to new buildings.

You may also want to consider enhancing your local area in other ways, for example by:

⁹<http://webarchive.nationalarchives.gov.uk/20140711133551/http://www.naturalengland.org.uk/ourwork/conservation/biodiversity/protectandmanage/habsandspeciesimportance.aspx>

¹⁰ <https://www.gov.uk/guidance/ancient-woodland-and-veteran-trees-protection-surveys-licences>

¹¹<http://webarchive.nationalarchives.gov.uk/20140711133551/http://www.naturalengland.org.uk/ourwork/conservation/biodiversity/protectandmanage/habsandspeciesimportance.aspx>

¹² <https://www.gov.uk/protected-species-and-sites-how-to-review-planning-proposals>

¹³ <http://publications.naturalengland.org.uk/publication/35012>

- Setting out in your plan how you would like to implement elements of a wider Green Infrastructure Strategy (if one exists) in your community.
- Assessing needs for accessible greenspace and setting out proposals to address any deficiencies or enhance provision.
- Identifying green areas of particular importance for special protection through Local Green Space designation (see [Planning Practice Guidance on this](#) ¹⁴).
- Managing existing (and new) public spaces to be more wildlife friendly (e.g. by sowing wild flower strips in less used parts of parks, changing hedge cutting timings and frequency).
- Planting additional street trees.
- Identifying any improvements to the existing public right of way network, e.g. cutting back hedges, improving the surface, clearing litter or installing kissing gates) or extending the network to create missing links.
- Restoring neglected environmental features (e.g. coppicing a prominent hedge that is in poor condition, or clearing away an eyesore).

¹⁴ <http://planningguidance.planningportal.gov.uk/blog/guidance/open-space-sports-and-recreation-facilities-public-rights-of-way-and-local-green-space/local-green-space-designation/>



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Email: neighbourhoodplanning@york.gov.uk

Date: 20th September 2019

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Please contact me should you have any questions on the above. I would also be pleased to receive any statutory body responses received to the consultation for information and would welcome a discussion regarding next steps if this would be useful to you.

We look forward to working with you to progress the Neighbourhood Plan and associated documents.

Kind regards

Alison Cooke

Alison Cooke

Local Plan Project Officer

Appendix A: Table of Historic England’s comments on the SA & SEA Scoping Report of the York Minster Precinct Neighbourhood Plan

Page	Section	Support/ Object/ Comment	Comments	Suggested Change (in red)
7	1.4.1	Comment	An update of the NPPF was issued on 19 June 2019.	<i>Amend the text of the second sentence of this section as follows: “This document, most recently updated in June 2019, sets out the governments planning policies.”</i>
25	4.5.6	Comment	The emerging Neighbourhood Plan can <u>provide for, or envisage</u> development, but not it should not “involve”, “assume” or “bring forward” development. The Neighbourhood Plan can provide for or preclude development in specified locations within the Neighbourhood Plan area, and its policies can both prescribe where development can and cannot happen, as well as prescribing its form, scale, massing and materials, within the constraints set out in the NPPF.	<i>Amend the text of the second sentence of this section as follows: “Any development envisaged as part of a Neighbourhood Plan must still clear the requirements imposed by national and local planning policy.”</i>
28	5.5.1	Comment	This section assumes development rather than envisaging it.	<i>Amend the text of the second sentence of this section as follows: “It should be noted that the envisaged redevelopment of the Deanery Garages will create a small amount of affordable housing for the Minster community.”</i>

Page	Section	Support/ Object/ Comment	Comments	Suggested Change (in red)
38	7.5.5	Comment	This section assumes development rather than envisaging it.	Amend the text of the second sentence of this section as follows: “There is no <i>envisaged</i> development which will significantly increase the drainage requirements of the Precinct.”
39	7.6.1	Comment	This section assumes large-scale development rather than envisaging it.	Amend the text of this section as follows: “The emerging policies do not <i>envisage</i> any large-scale development which would pose a risk to soil quality...”
41	8.5.1	Comment	This section assumes residential development rather than envisaging it.	Amend the text of the second sentence of this section as follows: “Moreover, there is no significant residential development <i>envisaged</i> which would...”
45	9.6.1	Comment	This section assumes development rather than envisaging it.	Amend the text of this section as follows: “There is no development <i>envisaged</i> in the emerging policies...”

Page	Section	Support/ Object/ Comment	Comments	Suggested Change (in red)
49	10.3.9	Object	The “very high significance” of the York Minster Precinct Area” does not preclude the identification of “non-designated heritage assets”. Potential examples include the footpath to the east of the Minster laid out for Elisabeth II, or the Festival of Britain era lamp standards.	<p><i>Amend the text of this section as follows:</i></p> <p><i>“There are a number of potential non-designated heritage assets in the Minster Precinct which require identification, assessment, possible designation and/or inclusion in the Neighbourhood Plan.” Delete second sentence.</i></p> <p><i>Additionally an audit should be conducted of all buildings, structures and sites with the Neighbourhood Plan area, to determine whether they are any elements which are not designated, but which warrant identification and assessment for designation and/or within the Neighbourhood Plan as “non-designated heritage assets”.</i></p>
52	10.5.1	Comment	This paragraph refers to assumed “outlined development”, without specifying what and where this development may be, or citing other sections of the text which set this out. It is assumed the “outlined development” relates to that set out in section 1.6.2, 3.5.4.	<p><i>Amend the text of this section as follows:</i></p> <p><i>“The envisaged development in the emerging Neighbourhood Plan, as set out in sections 1.6.2 and</i></p>

Page	Section	Support/ Object/ Comment	Comments	Suggested Change (in red)
				<i>3.5.4...</i>
52	10.5.4	Comment	This section assumes development rather than envisaging it.	Amend the text of this section as follows: “The emerging Neighbourhood Plan policies will <i>provide for</i> a modest amount of building work, <i>in specified locations and of an appropriate design</i> , which will have the potential...”
53	10.6.2	Comment	The Neighbourhood Plan sets the framework for development, whereas the Masterplan sets out the form and disposition of development. Therefore development should be provided for, or envisaged, not assumed.	Amend first sentence of this section: “The emerging Neighbourhood Plan <i>envisages</i> quite modest development aspirations.”
53	10.8	Comment	<u>SEA Objective 1</u> Sub-point 3: Access should include physical and intellectual access, for all irrespective of capability.	Amend Sub-point 3 as follows: “Support <i>physical and intellectual</i> access <i>for all</i> to, and interpretation of...”
54	10.8	Comment	<u>SEA Objective 2</u> Sub-point 2: Views of, from and across the Precinct need to be considered, to ensure that proposals enhance and better reveal the key aspects and qualities the Minster, its setting and the	Amend Sub-point 3 as follows: “ <i>Enhance or reveal the key aspects and qualities of the historic</i>

Page	Section	Support/ Object/ Comment	Comments	Suggested Change (in red)
			character of the Conservation Area, and its component Character Areas.	<i>environment, including the distinct skyline of the Precinct and the surrounding historic townscape, ensuring the visual dominance of the Minster both in and beyond the Precinct?”</i>
57	12	Comment	<u>Landscape, Cultural Heritage & Archaeology: SEA Objective 1</u> Sub-point 3: Access should include physical an intellectual access, for all irrespective of capability.	<i>Amend Sub-point 3 as follows: “Support physical and intellectual access for all to, and interpretation of...”</i>
57	12	Comment	<u>Landscape, Cultural Heritage & Archaeology: SEA Objective 1</u> New Sub-point 5: The Neighbourhood Plan should provide for the identification and appropriate policies for previously un-identified designated and non-designated heritage assets.	<i>Add new Sub-point 5, as follows: “Provide for the identification and assessment of previously unidentified heritage assets, for designation and/or inclusion within the Neighbourhood Plan, as non-designated heritage assets.”</i>
57	12	Comment	<u>Landscape, Cultural Heritage & Archaeology: SEA Objective 2</u> Sub-point 3: Views of, from and across the Precinct need to be considered, to ensure that proposals enhance and better reveal the key aspects and qualities the Minster, its setting and the character of the Conservation Area, and its component	<i>Amend Sub-point 3 as follows: ““Enhance or reveal the key aspects and qualities of the historic environment, including the distinct</i>

Page	Section	Support/ Object/ Comment	Comments	Suggested Change (in red)
			Character Areas.	<i>skyline of the Precinct and the surrounding historic townscape, ensuring the visual dominance of the Minster both in and beyond the Precinct?"</i>



Historic England

YORKSHIRE

Mr. Timothy Stead
Major Projects Officer and Honorary Secretary,
The Minster Precinct Neighbourhood Forum,
The Works Department,
4 Deangate,
York,
YO1 7JA.

Our ref: PL00610975
Your ref:

Telephone 01904 601 879
Mobile 0755 719 0988

5 September 2019

Dear Mr. Stead,

**York Minster Precinct Neighbourhood Development Plan
Sustainability Appraisal incorporating Strategic Environmental Assessment Scoping
Report 2019
Consultation Response**

Thank you for consulting Historic England about the Sustainability Assessment (SA) incorporating Strategic Environment Assessment (SEA) Scoping Report for the York Minster Precinct Neighbourhood Plan.

For the purposes of this consultation, Historic England will confine its advice to the question, “Is it likely to have a significant effect on the environment?” in respect to our area of concern, cultural heritage. Our comments are based on the information supplied within the York Minster Precinct Neighbourhood Plan Sustainability Appraisal incorporating Strategic Environmental Assessment Scoping Report 2019.

In terms of the historic environment, on the whole, we consider that the Report has identified the main factors which are of relevance to the development of the Neighbourhood Plan, that it has established an appropriate Baseline, as set out in section 10, “Landscape, Cultural Heritage and Archaeology”, against which to assess the Plan’s proposals and that it has put forward a suitable set of Objectives and Indicators. Overall, therefore, we believe that it provides the basis for the development of an appropriate framework for assessing the significant effects which this plan might have upon the historic environment.

However, there are a number of aspects of the Report where we consider that some amendments are necessary; these are mainly focussed upon the assumption within the SA/SEA that development will proceed, rather than providing a framework for development to be considered; additionally we have concerns that not all aspects of the historic environment of have been satisfactorily considered within the report. These are detailed on Appendix A, attached.

Historic England is aware that you have already been in detailed dialogue with York City Council including the Conservation and Archaeology Teams and we would advise that they should continue to be involved, throughout the preparation of the SEA/SA for this Neighbourhood Plan.

You have signed up to our Enhanced Advisory Service and we welcome the opportunity to continue this dialogue and to be able to help you explore the options you may wish to take forward at York Minster Precinct.

This opinion set out above and within the Appendix is based on the information provided by you in the document dated August 2019 and, for the avoidance of doubt, does not affect our obligation to advise you on, and potentially object to any specific development proposal which may subsequently arise from this or later versions of the plan which is the subject to consultation, and which may, despite the SA/SEA, have adverse effects on the environment.

Given the high degree of significance embodied in the York Minster Precinct, and the Scheduled Monument within which it sits, the Neighbourhood Plan will need to set out in detail the implications of any development within the Scheduled Monument area.

If you have any queries about any of the matters raised above or would like to discuss anything further, please do not hesitate to contact us.

Yours sincerely,

A handwritten signature in black ink, appearing to read 'CB', is written over a faint, repeating watermark of the word 'electronic'.

Craig Broadwith
Historic Places Adviser
E-mail: Craig.Broadwith@HistoricEngland.org.uk