

# YORK MINSTER PRECINCT NEIGHBOURHOOD PLAN

A Sustainable Future 2020 – 2035

Adopted Version

June 2022



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



Alan Baxter

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# Preface

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

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

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

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

The Rt Hon the Earl of Halifax K. St J., D.L.  
High Steward of York Minster



# Neighbourhood Plan: Foreword

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

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

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

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

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

We commend to you this Neighbourhood Plan.

**The Rev Canon Michael Smith,  
Acting Dean of York**

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







# 1 INTRODUCTION



# 1.0

## INTRODUCTION

- 1.0.1 The York Minster Precinct Neighbourhood Plan (YMPNP) is a community-led planning document. Neighbourhood Plans are part of community powers to enable local communities to better shape their area introduced by the Government through the 2011 Localism Act.
- 1.0.2 A Neighbourhood Plan can be used to decide where new development takes place, what use it should have and what it should look like. It can also consider other issues such as open space, public realm and community facilities. It cannot be used as a tool to prevent development and must reflect the strategic policies of the Local Plan. Neighbourhood Plans can also provide an opportunity to set out strategic policies for an area voicing the aspirations of the local community for the future.
- 1.0.3 The York Minster Precinct Neighbourhood Plan is the first time the future care and development of a heritage estate has been brought forward as a Neighbourhood Plan. The plan forms part of the statutory development plan framework for the City of York and will carry significant weight in decision making on future planning applications. This is of particular importance to the Chapter of York, the governing body of York Minster and its Precinct, as it will provide clarity on development policies when securing funding for the various projects set out within this Neighbourhood Plan. The importance of the Minster and the City of York Council working collaboratively to secure funding is captured in a Community Action.
- 1.0.4 The decision to formulate a York Minster Precinct Neighbourhood Plan stems from a recognition that planning for future change in such a complicated and sensitive area of the city requires clarity. It also forms a key objective of Chapter's Strategic Plan 2015-2020, in which Chapter acknowledged the need for a Precinct-wide Masterplan. Policy SS3 of the draft Local Plan lends its support to developing a plan for the future. The Chapter of York has led the process of establishing a Neighbourhood Forum, which was formally ratified by City of York Council on 14th March 2019. It was seen as a positive opportunity to create a genuinely community-led plan for the Precinct with everyone's priority being the care and future sustainability of York Minster.
- 1.0.5 The Neighbourhood Plan provides a long-term policy framework and a co-ordinated spatial plan. This will guide Chapter in managing its limited resources appropriately to maintain a viable and sustainable Precinct and business model, so that it can seize the opportunities on offer, take action to meet present and future challenges, and thereby ensure that future generations can enjoy the Minster. Importantly, the Neighbourhood Plan has given residents and businesses the opportunity to create a shared sustainable vision of how they would like the Precinct to develop over the next 15 years. This will ensure new development or change fits in and contributes to conserving the character of the Precinct, recognising that it is a special place so highly regarded and valued by many. The Neighbourhood Area is shown in Figure 1. The Plan period is 2020 to 2035.

### Community Actions

#### **Funding**

The Forum and the City of York Council will work collaboratively to secure funding for projects in general, and as identified in this Plan in particular.

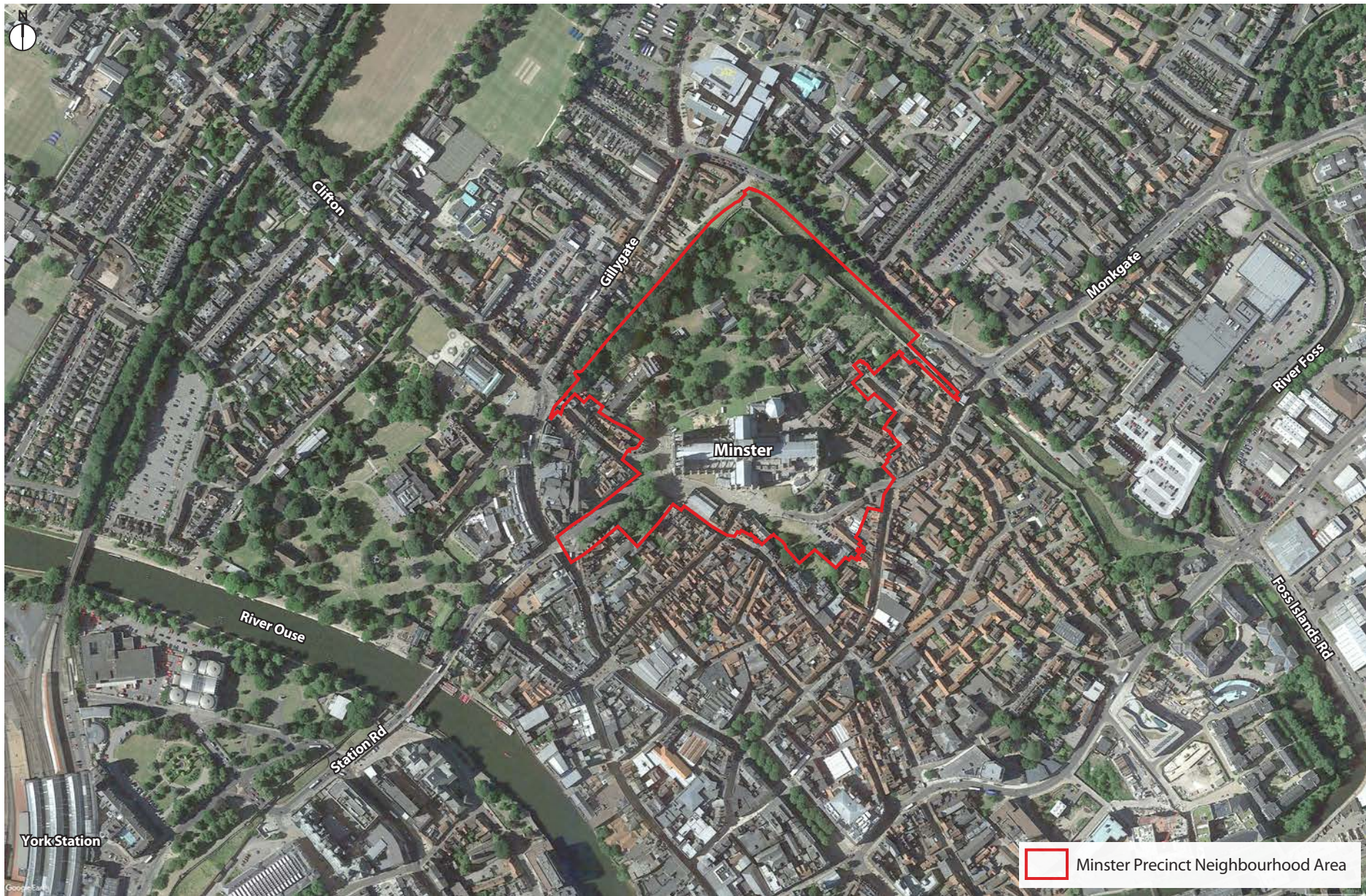


Figure 1: Location plan

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

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



Minster entrance



Old Palace library



Stone corrosion

- The York Minster Precinct attracts crowds as a result of its cultural and historic assets. The Minster is one of the City's leading visitor attractions and draws around 700,000 visitors to the Precinct annually (pre-pandemic). As such, measures for the safety and security of users and facilities need to be constructively considered through management of access and links to the rest of the city centre, particularly in relation to vehicles.

- 1.0.7 The key areas of change set out in this Neighbourhood Plan are the result of over two years work to identify locations where appropriate development, predominately through conversion of existing buildings but with limited new development, should take place to provide the facilities needed to address existing shortcomings and provide the assets needed to support the functioning of the Minster in the 21st century. They are supported by wider policies related to the Minster's public realm and movement routes, the historic environment and landscape.
- 1.0.8 The Precinct is not unaccustomed to change; indeed, the area has been continuously evolving and changing since the Romans founded the city. It is of the utmost importance, however, that any plans for the future are focused on the care of York Minster and that the vision is carefully articulated to reinforce the message of care, welcome and sustainable change. This Neighbourhood Plan provides a route map to support the Neighbourhood Forum and Chapter in sustaining and enhancing the cultural significance and environmental value of the Precinct and its buildings, and continuing to make a positive impact on the community and wider city.
- 1.0.9 Securing planning permission and providing certainty to funders and future donors is essential. Because of the complicated nature of the Precinct, the medieval masterpiece that is York Minster, and the attachment people from all over the world have for the Minster, the Neighbourhood Plan must offer a credible route map to delivering the vision for the next 15 years.



York Minster, view to the south door



## 2 POLICY CONTEXT





## 2.0 POLICY CONTEXT

### 2.1 The National Planning Policy Framework

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

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



View of York Minster from Museum Street

## 2.2 York's Local Plan

- 2.2.1 Ensuring compatibility between the YMPNP and the City of York Local Plan is complicated by the fact that York does not have an adopted Local Plan. At present, the 2005 'City of York Draft Local Plan Incorporating the 4th Set of Changes' is used for the purpose of development control.
- 2.2.2 A new Local Plan for York is currently under development. This was submitted to the Secretary of State in May 2018 and is in the process of independent examination and consultation on proposed changes.
- 2.2.3 The most recent draft version of the new Local Plan is the Local Plan Publication Draft, published in February 2018. Although not formally adopted, publicly available correspondence between the Planning Inspectorate and City of York Council (COYC) states that the Local Plan Phase 1 hearings (December 2019) focused on legal compliance, including the duty to co-operate and sustainability appraisal, and matters in principles relating to York's housing requirements and green belt. Matters pertaining to more detailed policies will be discussed in the next phase of hearings. As these policies have limited relevance to the Minster Precinct, it is reasonable to use this Draft Local Plan for the purposes of ascertaining compatibility with the strategic policies contained therein.
- 2.2.4 The Neighbourhood Area boundary, the 'Minster Precinct Neighbourhood Area' is taken from the Precinct Boundary as defined by the Policy Map (City Centre Inset) with the addition of Duncombe Place as agreed in discussion with COYC.



### 3 THE MINSTER PRECINCT IN CONTEXT



## 3.0 THE MINSTER PRECINCT IN CONTEXT

### 3.1 Introduction

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

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

3.1.3 The Minster sits within a Precinct of approximately 6 hectares of land, bounded by the historic City Walls to the north and west and by city streets to the south and east. It is an integral element of the city centre, connected with surrounding streets and surrounded by homes and businesses. Proposals for the Precinct must therefore take account of a much wider context.

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

- more than 60 listed buildings, including four at Grade I
- Treasurers House, a National Trust visitor property
- a large area of open green space (Dean's Park)
- two smaller open green spaces
- residential housing
- retail units
- a former school
- a hotel
- the Stoneyard
- a parish church and
- a library/archive

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

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

### 3.2 The history of the Minster Precinct

- 3.2.1 The Minster Precinct sits atop the remains of Eboracum, the Roman legionary fortress and town founded in 71 AD. The site is bounded by the City Walls between Bootham Bar and Monk Bar, which follow the Roman lines, and Petergate, which was the main street of the fortress. The headquarters building or Principia lies under the Minster itself.
- 3.2.2 After the collapse of the Roman Empire, York was revived as an important town in the Anglian kingdom of Northumbria. The first church was built in 627 AD for the baptism of the Anglian king Edwin, and later rebuilt in stone. The site of this building is believed to have been close to the present Minster, but no trace of it has yet been found. However, archaeological discoveries indicate that this area of the city was an important part of Anglian and subsequently Viking York.
- 3.2.3 After the Norman Conquest, a magnificent new Minster was built on the site of the present building, traces of which can be seen below ground. This was surrounded by a Precinct, extending from the City Walls to Petergate, which was administered by the Minster and subject to its own laws. This area, known as the Liberty, was walled off and densely built up, and included the Archbishop's Palace, numerous houses and chapels and its own prison. At its heart remained the Minster church, which over the course of the 13th, 14th and 15th centuries was rebuilt to create the present Gothic masterpiece.
- 3.2.4 Shops and other buildings were built against the walls of the cathedral, but from the mid-17th century onwards these structures, much of the abandoned Archbishop's Palace and numerous other buildings and three of the gates were demolished to create what was considered a more appropriate setting for the Minster. This process culminated in the 19th century with the laying out of Dean's Park and the creation of a west prospect of the Minster and Duncombe Place, at the head of new approach to the cathedral from the railway station via Lendal

Bridge. Deangate, created in 1903, formed part of the main road to Scarborough and Hull before being closed in the 1980s.

- 3.2.5 To the north and west of the Minster the sense of separateness survives behind the railings of Dean's Park and Minster Court, in the enclosure of the City Walls. To the south and east, however, the streets and life of the city now encroach closely on the Minster. As part of the York Minster Revealed Project, a refurbished public space was reclaimed from the highways at the south transept. It serves as both as a pedestrian square and as a buffer between the Minster and the buildings of Minster Yard/Minster Gates. A strategic south-east to north-east cycle route (which forms part of the National Cycle Network Route 658) was incorporated into the refurbished public space at the South Transept. To the west, however, Duncombe Place remains a disjointed space with the potential for greater use and enhancement as a key public space in the city centre.



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

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

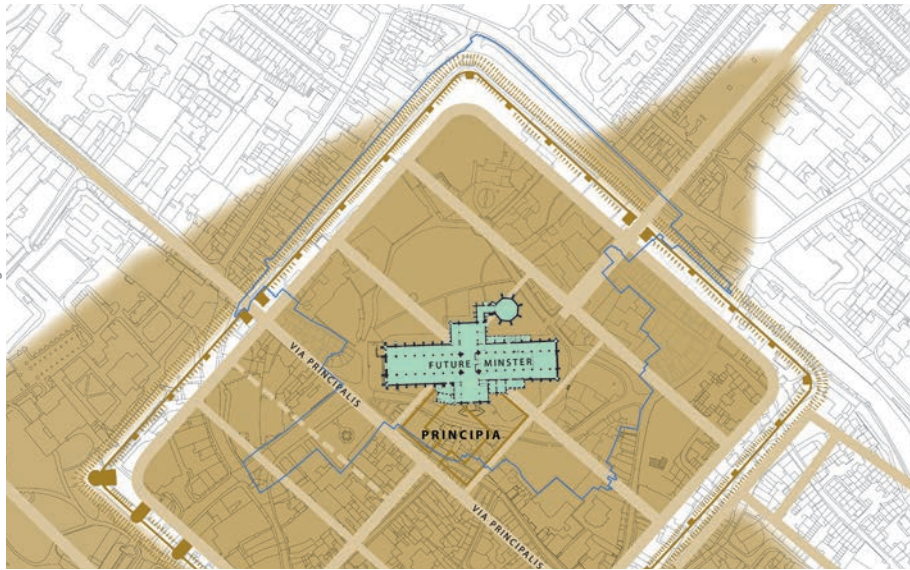


Figure 2: Eboracum, 200AD

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

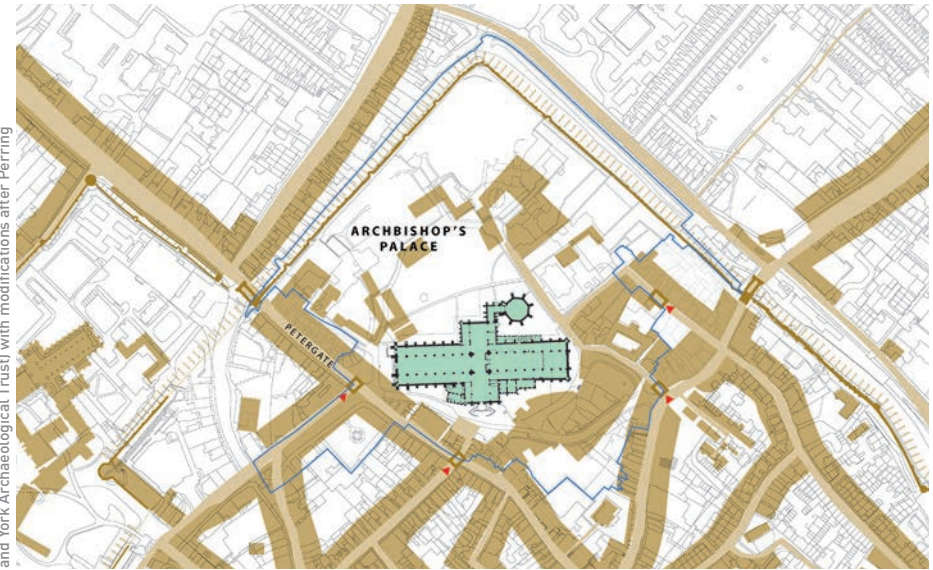


Figure 3: York, 1500

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

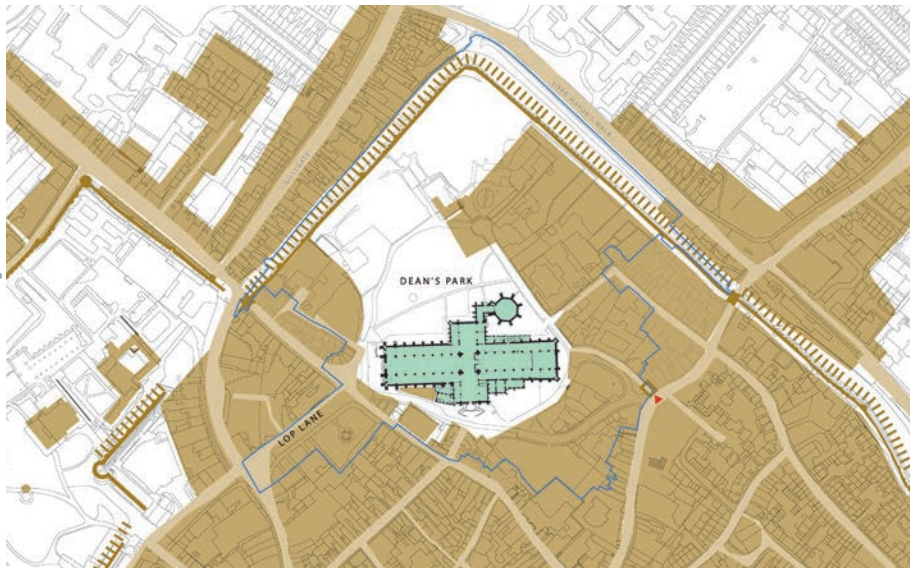


Figure 4: York, 1850

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

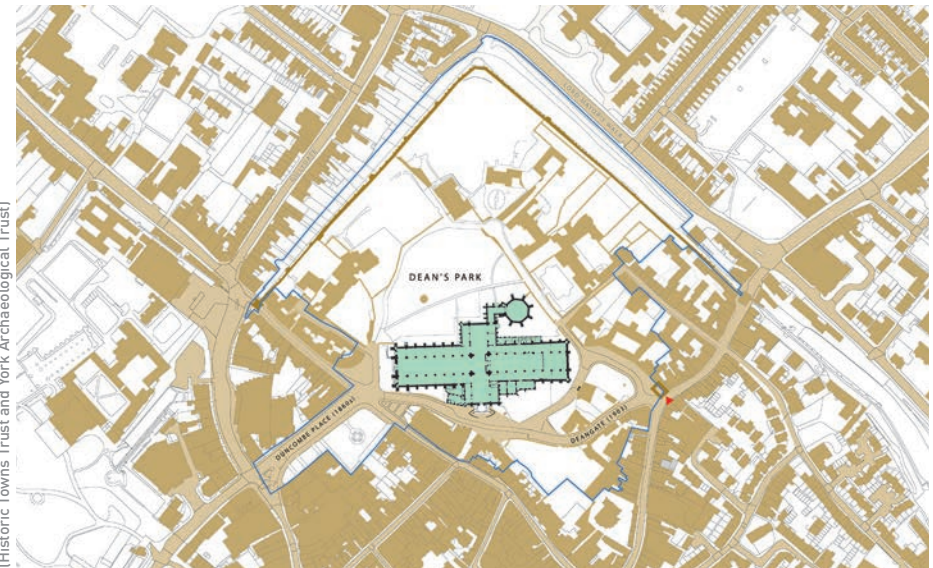


Figure 5: York, 2019

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

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### 3.3 The Minster Precinct today

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

3.3.2 The Minster Precinct is dominated by the awe-inspiring Minster at its core, surrounded by a rich and irregular 'necklace' of buildings and structures, outdoor spaces, vegetation and movement routes. These individual areas of distinctive character are experienced by visitors as a series of visually and culturally linked places and spaces creating a sense of the Precinct as a whole. The Neighbourhood Plan policies recognise the variation in character across the Precinct and the issues that need to be addressed in each area :



South side of the Minster

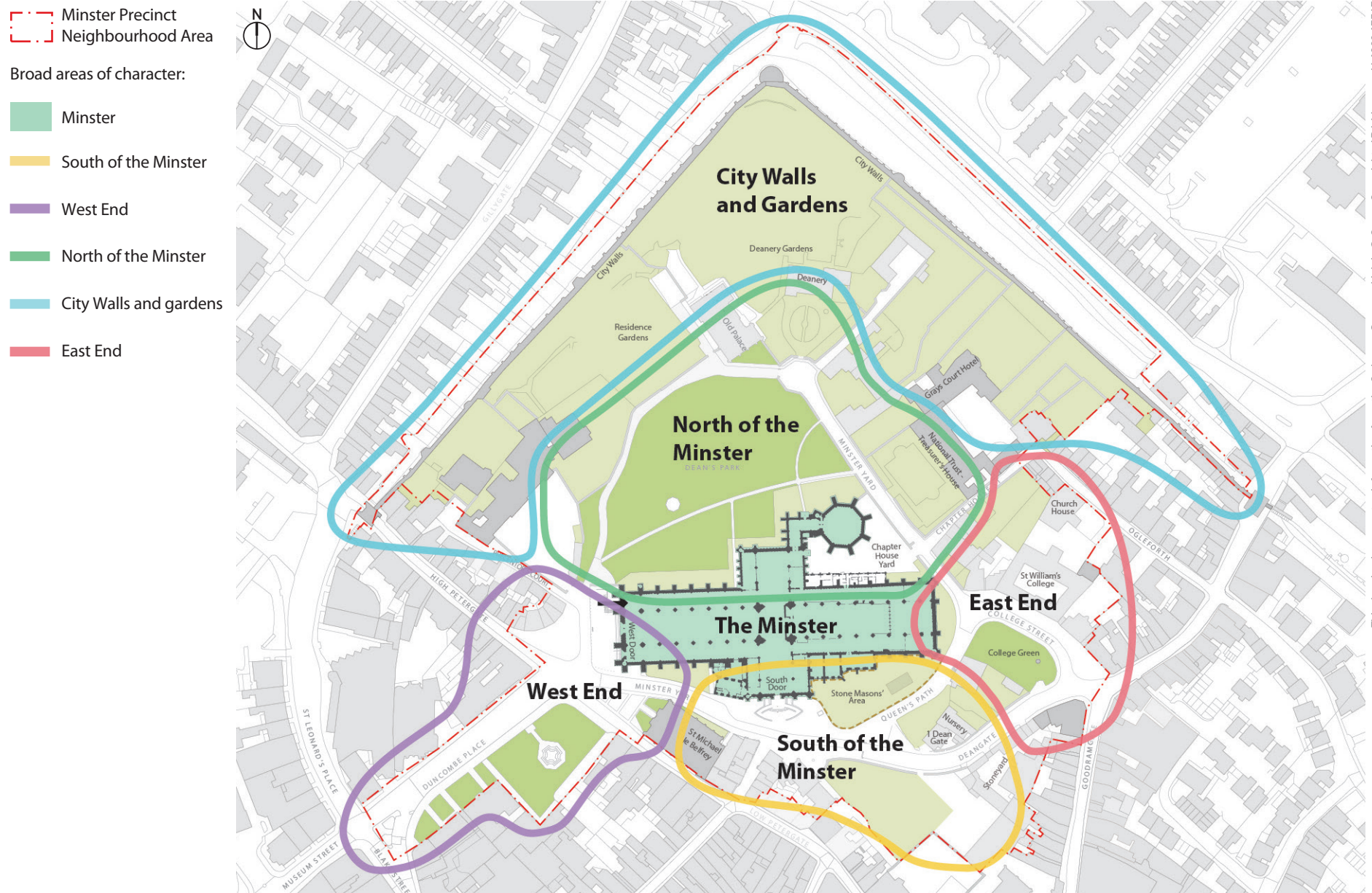
#### **South of the Minster**

Visitors arriving at the Precinct from Stonegate/Minster Yard experience a breath-taking change in character from the tightly packed medieval streets to the vast scale of the Minster and the openness of the public square which wraps around the Minster's south door. This high quality, south facing space, redesigned through the York Minster Revealed project is a popular space for people to congregate and rest. It is surrounded by the former Minster School buildings including the former song school and small playing field.

Issues include:

- Relationship between the strategic cycle route through the square and the square's public realm use by pedestrians.
- Finding an appropriate new use for the former Minster School buildings.
- The fragmented nature of the public realm to the south east – a legacy of the former trunk road.
- Views towards St William's College, Holy Trinity Church and St Michael Le Belfrey.





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Figure 6: Existing character areas

#### East End

College Green has a more intimate scale. It is crossed by College Street and dominated by the view to the Minster's East End. St William's College, Minster staff housing and small businesses frame the northern side of the space where the wide pavement is occupied by café seating. To the south is a lawn and the access into Deangate and Queen's Path which serve educational uses and the Minster's Stoneyard.

Issues include:

- Opportunity to enhance the quality of the space's soft and hard landscaped areas.
- Fragmentation of the space by the road carriageway.
- Management of traffic and parking in College Street and Deangate.

#### West End

The grand approach to the Minster's West End lacks coherence as a space and is dominated by large trees, street carriageways and parked cars. Part of the space is lawn and forms the setting for the South African War Memorial. Surrounding uses include hospitality, institutional uses, churches and residential.

Issues include:

- Management of cycle, vehicle and pedestrian movement routes which cross outside the Minster's west door.
- Lack of definition of entering the Precinct.
- Opportunity to enhance the quality and coherence of the public space and make better use of the lawn area.
- Importance of the view to the Minster's west end and views towards Dean's Park and Minster Yard.



East End: view of St William's College and College Green from Queen's Path



West End: view of the Minster from Duncombe Place

#### North of the Minster

Dean's Park is a valued green space comprising lawn, mature trees and footpaths. It is open to the public between dawn and dusk and offers a sense of tranquillity within a busy part of the city which locals and visitors enjoy. It is loosely framed by the Purey Cust private homes, the Old Palace library and archives, the Kohima War Memorial, and railings and a hedge beyond which lie the Deanery, Minster staff housing and the National Trust Treasurer's House and garden. Beyond the Kohima War Memorial is the private Residence Garden. This is a grassed area leading up to the City Walls which has recently been used for minibus parking and garden storage.

Issues include:

- The need to retain the sense of tranquillity in Dean's Park and enhance its quality as a public green space.
- Lack of wayfinding towards the Treasurer's House and Old Palace.
- Opportunity to make better use of the Residence Gardens.
- Poor quality surfacing and parked cars on the cobbled street east of Dean's Park and their effect on the setting of the Minster and Dean's Park. The cobbled street is part of the private estate and an un-adopted section of road.
- Opportunity to improve access to the Minster's collections and archive; functional shortcomings of the existing extension to the Old Palace.

#### City Walls and Gardens

The City Walls form a solid boundary to the north east and north west of the Precinct strongly defining the Precinct edge. Visitors experience the Minster and the Precinct from a different perspective on the walls, where there are views across the private gardens and outhouses to the rear of the Deanery and Minster Yard which are not visible from street level.

Issues include:

- The lack of disabled access along the City Walls and the potential to provide access from the Precinct direct onto the City Walls.
- The contrast between the vast scale of the Minster and the intimate character of leafy, private gardens and domestic buildings lining the walls.
- Wide ranging views across the Precinct and the city to the north.



View of City Walls from the Residence Gardens

### 3.4 Land use

3.4.1 Figure 7 illustrates the current distribution of land uses across the Precinct which includes:

- land uses associated with the operations of the Minster such as Minster offices, Old Palace library and archive, Stonemasons' Yard and Deanery
- small businesses including retail and cafés
- Grays Court Hotel
- the National Trust Treasurer's House
- small areas of residential use including:
  - Minster Yard, from the Deanery up to St William's College, consists of 12 residential properties, owned by the Chapter of York and largely occupied by its own staff
  - The Purey Cust, a residential development on the west side of Dean's Park, containing 12 residential properties and
  - a small number of isolated residential properties scattered around the Precinct

3.4.2 Public and private green space within the Precinct forming the setting for the Minster:

- Dean's Park (owned by the Chapter of York and open to the public)
- College Green (owned by the Chapter of York and open to the public)
- Duncombe Place (owned by City of York Council)
- large parts of the Precinct's green spaces are currently private and Chapter wish to increase public access to some of this space through the Neighbourhood Plan.



Figure 7: Existing land uses

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### 3.5 Access and movement

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

3.5.2 Vehicular access is via Goodramgate and College Street. There is a restricted vehicle access to the west via Duncombe Place and High Petergate as part of the Council's footstreet zone. Minster Yard to the south of the Minster is shared space and a busy pedestrian area and contains a demarcated cycle route. Deangate provides access to the Stoneyard and York Glaziers Trust and has a vehicle turning circle at Minster Yard.

3.5.3 Limited parking for Minster staff is provided within Chapter House Yard and on the cobbled lane to the north. The latter has a negative visual impact on the setting of Dean's Park and the Minster and hinders pedestrian access to the park gates.

3.5.4 Duncombe Place accommodates taxi parking, together with parking for businesses, space for a horse-drawn carriage and a turning circle for the National Railway Museum train. There are security issues posed by such a large gathering space so close to a public highway. In 2017, in light of the wider security environment, temporary measures were put in place to protect a small part of this gathering space on the basis that a permanent solution would be incorporated in the design for a new civic square.

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



View of York Minster from Museum Street



Public space to the west of the Minster

- Minster Precinct
- Neighbourhood Area
  
- Adopted highways
- Pedestrian zone footstreet\*
- Not footstreet
- Area closed to motor vehicles at all times, but cycling is permitted
  
- Access road only
- Primary areas of parking
- National Railway Museum train route
- Walking routes
- National Cycle Route 658
- Shared use cycling track on highway closed to motor vehicles at all times, but on which cycling is permitted
- Other cycling routes
- Bicycle parking
- Bollard
- Gates
  
- \*Footstreets have restrictions to vehicle access between certain times of the day [https://www.york.gov.uk/info/20114/york\\_city\\_centre/1434/footstreets](https://www.york.gov.uk/info/20114/york_city_centre/1434/footstreets)

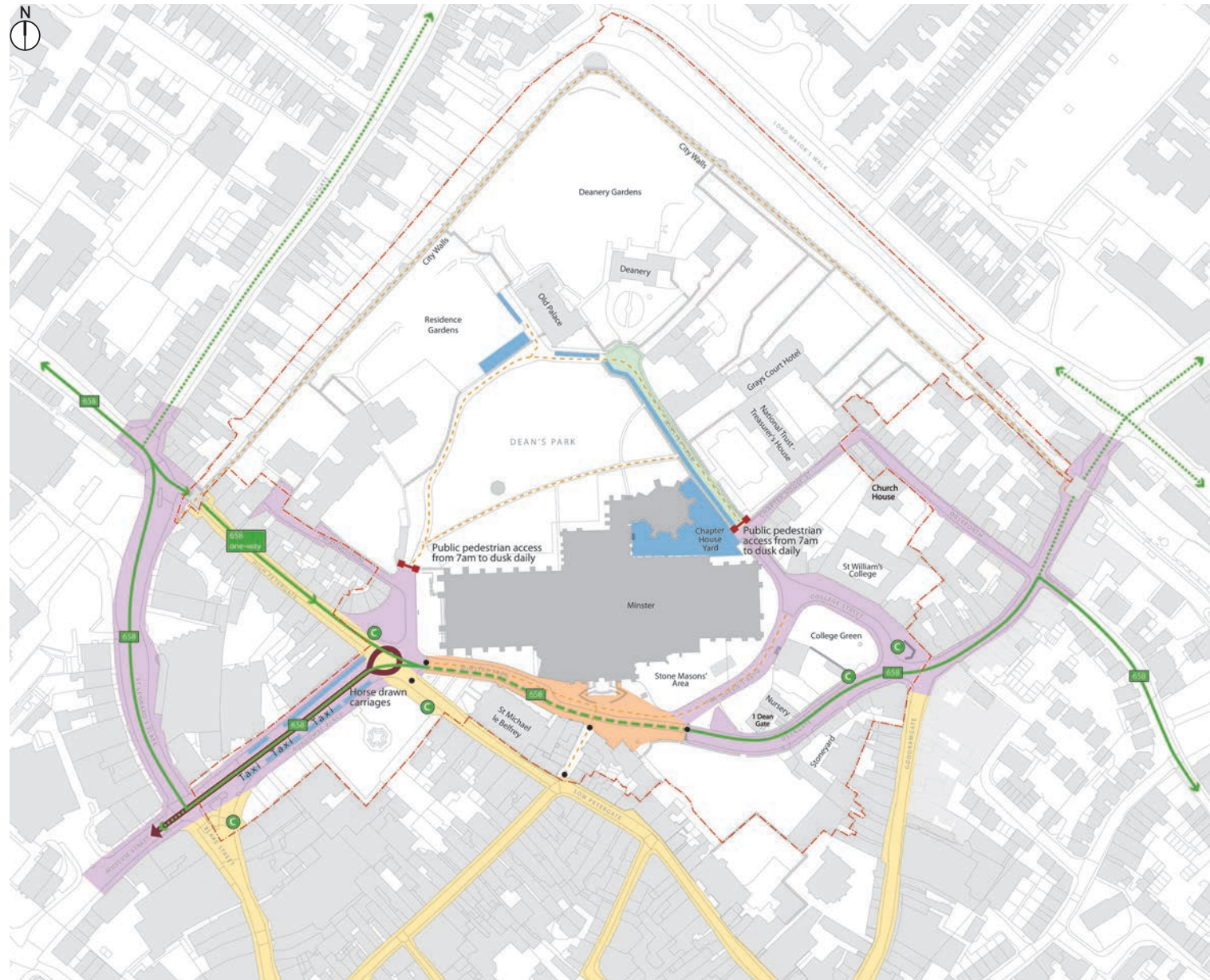


Figure 8: Movement and access

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### 3.6 The Precinct's economy

- 3.6.1 York profits greatly from tourism. With major York attractions such as the Minster, the National Railway Museum and Jorvik Viking Centre it provides a cluster of high quality facilities. York's wider economy is primarily based around services, especially healthcare and education with York boasting a large NHS hospital and two universities.
- 3.6.2 The Minster Precinct is a vibrant economic area, with activity primarily based around tourism and retail. In 2019 the Minster welcomed over 700,000 visitors in addition to the many thousands of people we welcome to services every day. The Minster itself receives no regular funding from the government or Church of England and is therefore largely responsible for covering its own maintenance and running costs.
- 3.6.3 The Precinct contains a library jointly run by the Minster and University of York and an archive.
- 3.6.4 The Minster itself is the largest employer in the Precinct with 158 full-time equivalent posts in 2021, paying £3.7 million in wages and pensions from a total expenditure of £6.5 million.
- 3.6.5 The Precinct contains a large number of businesses, primarily shops and restaurants/cafés. These are mostly local small businesses, though branches of large chains also exist in the Precinct.

### 3.7 Community and wellbeing

- 3.7.1 Guildhall Ward (which the Minster Precinct sits within) includes the relatively affluent city centre, but also the less affluent areas of the Groves and Layerthorpe, as well as student housing near York St John University. As such, there is significant disparity within the local area between affluent and more deprived areas. The Ward as a whole is significantly younger than the York average, with below-average numbers of children and 35+ year old people, and a larger number of 15-34 year olds.
- 3.7.2 Pockets of deprivation inside Guildhall Ward mean that it exhibits higher than the York average levels of income support claimants, fuel and child poverty, challenges around access to work, training or education and people on Jobseekers Allowance.
- 3.7.3 The Precinct, due to its small size and the fact that residential accommodation is either of high-end type or connected to employment at the Minster, is not representative of the wider ward. The population of the area is generally of settled family age i.e. 35+, with some children living at home. There is a virtually non-existent level of deprivation inside the Precinct itself.
- 3.7.4 The Minster Precinct is, therefore, a quite distinct socio-economic space compared to the surrounding area.
- 3.7.5 In developing the Neighbourhood Plan proposals, consideration has also been given to the needs and experiences of the much broader community who visit the Minster Precinct including worshippers, tourists, local residents and businesses. This approach will help to identify opportunities to support community and well-being.



### 3.8 Environmental quality

- 3.8.1 While there are no statutorily designated sites of nature conservation value, there are several areas, such as the City Wall embankments, which have biodiversity value. The Precinct as a whole supports a variety of trees and wildlife, including foraging bats, birds, hedgehogs and invertebrate life. There is a family of peregrine falcons which nest each year on the North West Tower. Dean's Park houses two beehives. The Minster Precinct, while small, includes a number of valued green spaces and a substantial number of trees. Because it is in a conservation area, these trees are subject to additional control. Consultations have revealed the great importance placed on landscape and ecology by residents and users of the Precinct.
- 3.8.2 The Minster Precinct abuts an Air Quality Management Area along Gillygate, a result of poor quality air caused by traffic congestion.
- 3.8.3 There are no watercourses in the Precinct, and the Precinct sits within Flood Zone 1 meaning the area has a less than 1 in 1,000 annual probability of river flooding (<0.1%). To comply with the draft Local Plan (2018) applications for future development must be accompanied by an assessment of whether the proposed development is likely to be affected by flooding and whether it will increase flood risk locally.
- 3.8.4 Extreme weather events, as well as changes such as increased rainfall linked to anthropogenic climate change, represent one of the biggest threats to conservation of the fabric of York Minster over the course of the next century.
- 3.8.5 The entire Precinct is classified as 'built up area'.

### 3.9 Historic environment

- 3.9.1 The Precinct of York Minster is a place of international cultural importance. As Figure 9 and Figure 10 show, it contains an exceptionally high concentration of heritage assets, which contributes towards a historic environment that is unusually complex. Its conservation and enhancement is an opportunity addressed by the Neighbourhood Plan.
- 3.9.2 The outstanding cultural importance of the Precinct is recognised by these designations and controls:
- The York Minster Cathedral Precinct Scheduled Monument (see York Minster Conservation Management Plan for details) applies to the ground beneath the Precinct, to conserve its exceptional archaeology, the arcade of the former Archbishop's Palace and those parts of the City Walls bounding the Precinct, including Bootham Bar. All other structures and buildings, including the Minster, are excluded, as well as above ground roads, paths and fixtures.
  - More than 60 listed buildings and structures, including four buildings (York Minster, St William's College, the Old Palace and the Treasurer's House) listed at the highest Grade, Grade I (identified on Figure 9).
  - York Minster itself is subject to Ecclesiastical Exemption. Under the Ecclesiastical Exemption (Listed Buildings and Conservation Areas) Order 2010, any building in ecclesiastical use by the Church of England is exempted from listed building control, the area defined by the so-called 'red line'. In its place, the Minster is regulated by the Care of Cathedrals Measure 2011. Under this legislation, which as a Measure passed by the General Synod of the Church of England has equivalent status to an Act of Parliament, within a precinct

defined by the so-called 'green line' heritage control is exercised by the Cathedrals Fabric Commission for England (CFCE) and local Fabric Advisory Committees (FACs). These bodies, in consultation with the Local Planning Authority, Historic England and national amenity societies, receive applications for any works which might materially affect the architectural, archaeological, artistic or historic character of such a building or its setting within the green line. They also exercise control over a cathedral's Inventory and any archaeological or human remains in its precinct. Outside the red line of Ecclesiastical Exemption (that is, everywhere except the Cathedral itself) works in the Precinct are also subject to normal listed building control.

- Inclusion in the York Central Historic Core Conservation Area, where it forms Character Area 9 (The Minster Precinct). The Conservation Area Appraisal notes:
  - The contrast between the secluded north side and more open south side of the Precinct.
  - The highly pedestrianised nature of the Precinct.
  - The strong case for extending the pedestrianisation of areas to the south of the Minster including Duncombe Place.
  - The visual dominance of the Minster and importance of the prospects and spot-view around the Precinct.

A link to the Conservation Area Appraisal character assessment for the Minster Precinct is included in Appendix B.

3.9.3 Visually, the historic environment is primarily experienced as a dynamic sequence of views. Some of the most important of these are identified in Figure 9. This is not an exhaustive list – the selection is representative and illustrates the characteristics that are important. These characteristics include:

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

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

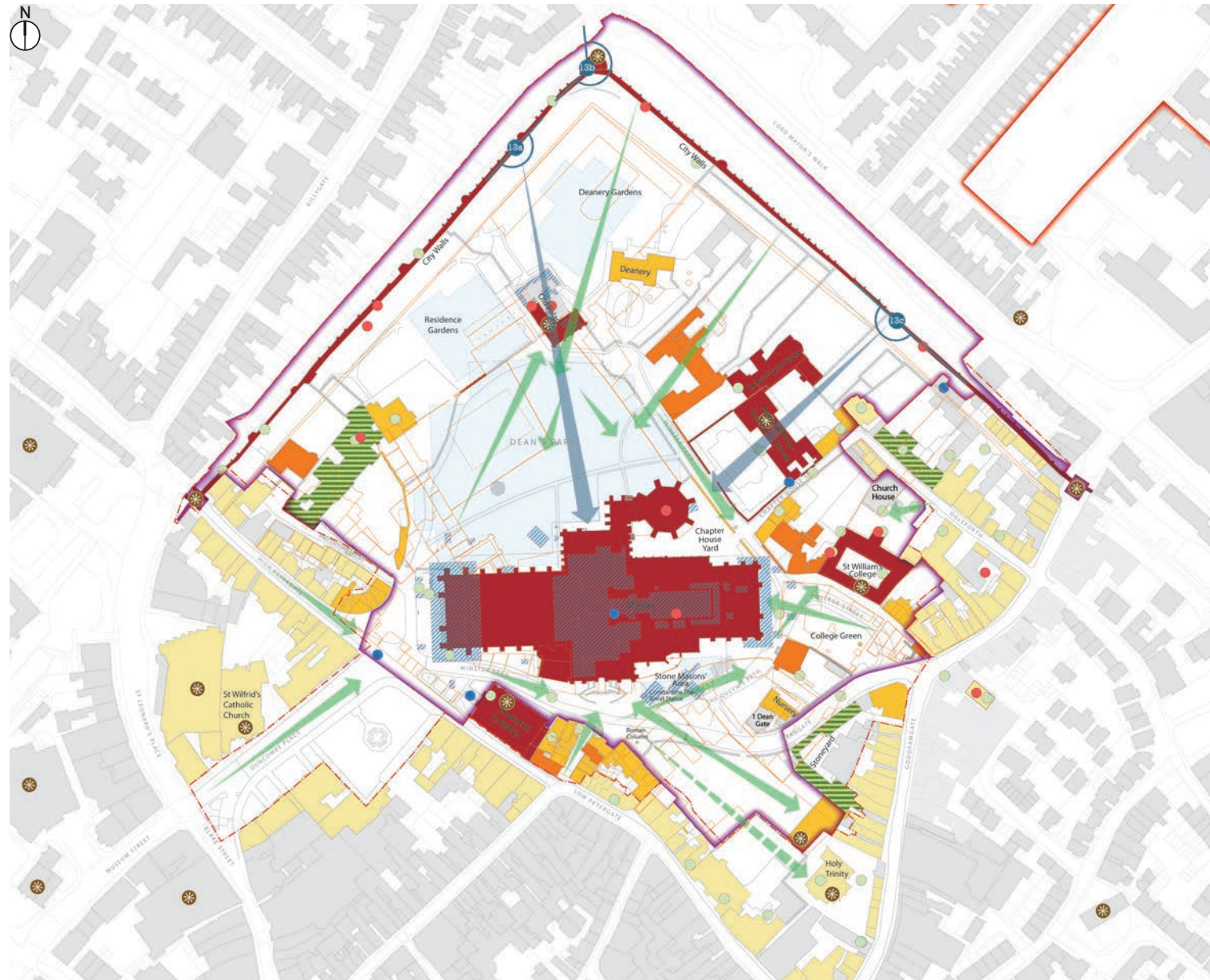


Figure 9: Historic environment

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### 3.10 Summary of challenges

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

- It costs over £22,000 a day to care for and operate the Minster. The Minster receives no ongoing Government funding or central Church of England financial support towards the care of the fabric and relies entirely on the generosity of our community, paying visitors and funding bodies to sustain its care and operations. Ensuring a viable and sustainable business to underpin the care of the Minster lies at the heart of how we plan for the future.
- In 2019 York Minster welcomed over 700,000 visitors, a new record. To maintain these numbers and offer a visitor experience which is comparable to competitor attractions, the Minster requires the facilities necessary to support the visitor department.
- Ticketing for the Minster is currently located inside the West Door. This is cramped and insufficient for visitor numbers. Its location detracts from the initial experience of the Minster.
- Unlike many other cathedrals the Minster has no dedicated café to offer refreshments to visitors, both individuals and larger groups. This has been a recurring criticism during public consultation.
- Toilets for Minster visitors are located within the Minster and also used by choristers. For that reason, they must be closed to visitors at certain times of the day.
- The Minster is the only cathedral with museum accreditation, but it has no purpose built, fit for purpose space within which to exhibit the collection or share with other museums on a reciprocal basis.

Exhibitions are primarily held in the undercroft which is unsuitable in the long-term given the high humidity levels and associated damp.

- The Minster has no dedicated community space which the Canon Pastor can use for youth groups, community meetings and other outreach.
- The learning team needs additional fit for purpose teaching space, with flexibility to welcome large numbers of visiting school parties and provide adult/community education.
- Though the Minster's Stoneyard is internationally renowned, the facilities available to the cathedral's craftspeople are constrained and inadequate for the long term task of sustaining the scarce craft skills that are vital to the long term repair and conservation of the medieval building.
- The high cost of housing in York is a major challenge for the apprentices that the Minster takes on to provide the long term skills needed for its care and management.
- The Minster does not sit in a clearly defined Precinct, which presents its challenges both in terms of security and presenting a distinct sense of place, quite different from the other parts of the city, as it did historically.

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

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

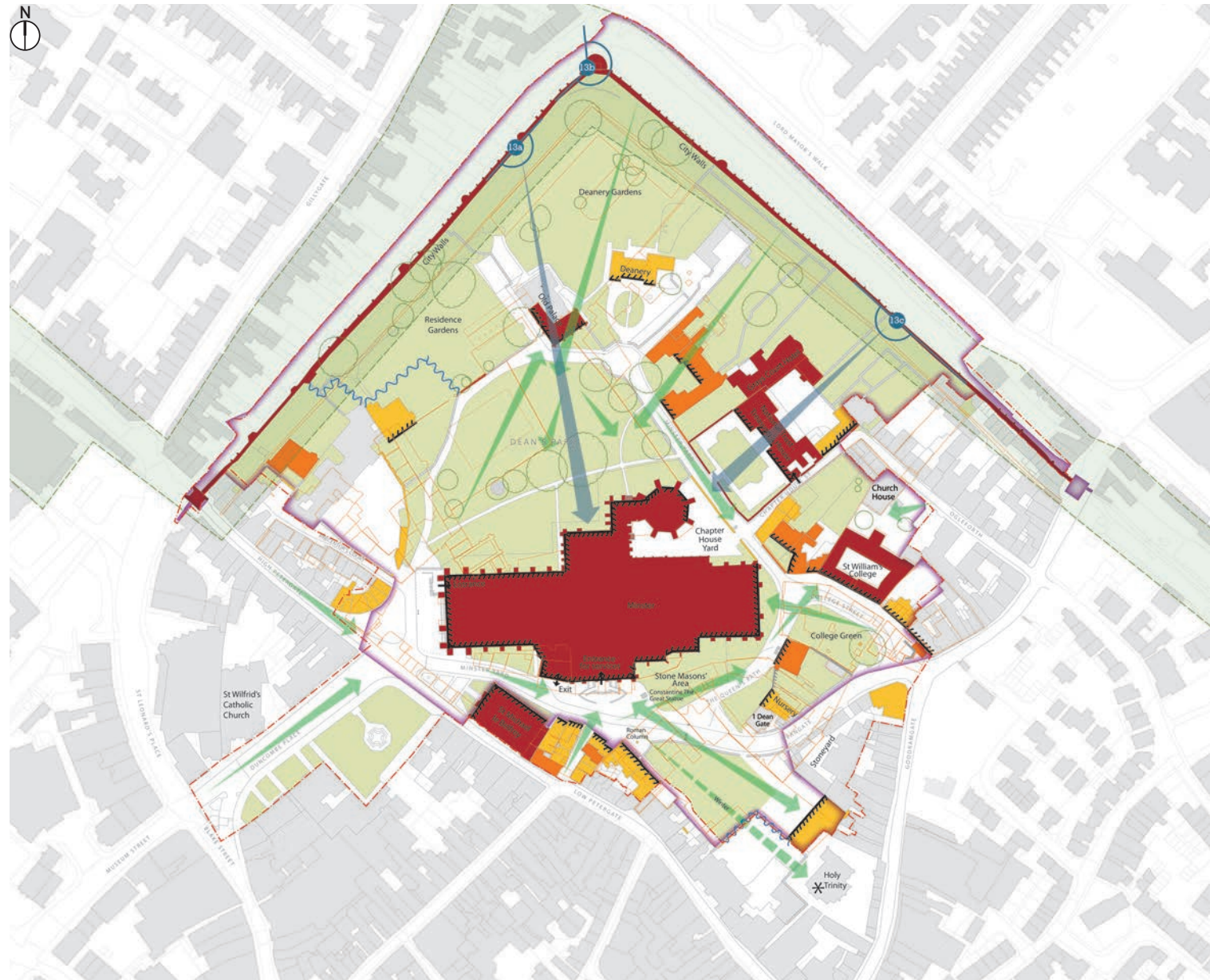


Figure 10: Constraints

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



## 4 PREPARING THE PLAN





## 4.0 PREPARING THE PLAN

### 4.1 A long term approach

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

supported by professional expertise from Alan Baxter, Savills, Curtins and Boyd-Thorpe Associates. The process has involved a number of key steps.

### 4.2 York Minster Neighbourhood Area

- 4.2.1 The first step in the neighbourhood planning journey was to define the extent of the area the plan will cover (“Minster Precinct Neighbourhood Area”). An application to City of York Council was made on 23 January 2018. The Neighbourhood Area was approved by the Councils’ Executive on 14th March 2019.
- 4.2.2 The majority of the Neighbourhood Area is taken from the draft Local Plan policies map, however it was agreed with City of York Council that the boundary would be widened slightly to include Duncombe Place given the importance of public realm and security improvements in this area.
- 4.2.3 The designated Minster Precinct Neighbourhood Area is illustrated on Figure 11 overleaf. The policies of the Neighbourhood Plan apply to the entirety of the Neighbourhood Area and not beyond.

### 4.3 Neighbourhood Forum

- 4.3.1 An invitation was extended by post and email to all residences and businesses in the Precinct, as well as to all Chapter employees to introduce the proposal to establish a Neighbourhood Forum. A briefing and Q&A session was held on 24th October 2018, which made it clear that there was sufficient interest in establishing a Forum. Accordingly, the founding Annual General Meeting was held on 27th November

- York Minster boundary (the 'red line' – Ecclesiastical Exemption applies)
- York Minster Precinct boundary (the 'green line' – boundary of the Precinct as defined under the Care of Cathedrals Measure)
- Minster Precinct Neighbourhood Area



Figure 11: Boundaries

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2018, at which the Forum's constitution was established, the executive members nominated, and a formal decision made to apply to City of York Council for Forum/Area designation.

4.3.2 The Minster Precinct Neighbourhood Forum is the 'responsible body' making this Neighbourhood Plan. While the impetus and funding for development of the Plan were provided by the Chapter, it is the Neighbourhood Forum who have approved and submitted this Plan.

4.3.3 The designation of the Minster Precinct as a Neighbourhood Area, and of the Minster Precinct Neighbourhood Forum as the Neighbourhood Forum for that area, were made by the Executive Member of the City of York Council for Transport and Planning on 14th March 2019.

#### 4.4 Consultation and evidence gathering

4.4.1 An initial 'Issues and Options' consultation exhibition was held in May 2018. Members of the public were invited to provide comment on the emerging vision and Spatial Plan for the future of the Precinct (see Figure 12) and how we might address some of the shortcomings of the Precinct. Members of the public were also invited to put forward their own ideas for the use of the Precinct to help support the care of York Minster. Over 200 responses were received.

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

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

- The tranquillity of Dean's Park is highly valued. Dean's Park should not



Figure 12: Emerging Spatial Plan - Initial Public Consultation May 2018

be the location for major visitor attractions.

- A café, toilets and better outdoor spaces would encourage people to visit the Precinct more frequently.
- Visitors agreed that access to the City Walls from the Precinct was a good idea.
- Cyclists and pedestrians sharing the public space can be a problem.



Figure 13: Emerging Spatial Plan - Second Public Consultation May 2019

#### 4.5 Emerging Draft Plan consultation

4.5.1 The responses to the 'Issues and Options' consultation were used to prepare an Emerging Draft Plan for consultation in May 2019 concentrating proposed visitor facilities to the south of the Minster. A guiding principle of the emerging plan was to make use of existing buildings first, before proposing new development. The Minster's future requirements and the availability and characteristics of existing buildings and spaces to meet those requirements was assessed to inform the draft plan.

4.5.2 315 responses were received either online or via written representation. A public exhibition in May 2019 was supported by a number of workshops as well as by numerous presentations to key stakeholders in the city.

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

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

#### 4.6 Pre-Submission Draft, January 2020

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



Figure 14: Emerging Spatial Plan - Third Public Consultation January 2020

#### 4.6.2 Key feedback points received during the January 2020 public consultation:

- High level of support for overall vision of the Plan and the location of different land uses.
- Suggestion that detailed design parameters would be better dealt with in a separate design code or development brief.
- Requirement for an overall policies map.
- Policies relating to heritage and green infrastructure need further refinement.

- Concerns that proposals in the Deangate area may not be compatible with vehicle servicing requirements and the cycling network.

#### 4.7 Pre-Submission Draft, December 2020

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

#### 4.7.2 Key feedback points received during the December 2020 public consultation:

- Continued high level of support from stakeholders and the public for the overall vision of the plan and location of different land uses.
- Support for the reuse of the former Minster School buildings, subject to appropriate noise control/licensing based on continued dialogue with immediate neighbours.
- Concern expressed by local business owner about the potential impact of the proposed Minster Refectory on local hospitality businesses.
- Support for the retention of the cycle route through Minster Yard, but concerns that increased pedestrian traffic will increase the conflict with this route.
- Suggestion that the overall spatial vision for the Precinct could be illustrated more clearly in the Plan for ease of understanding.

#### 4.8 Examination, referendum and adoption

- 4.8.1 The Neighbourhood Plan was amended in light of the comments received at public consultation and formally submitted, as required, to City of York Council for a six-week Regulation 16 publicity period, accompanied by a Sustainability Appraisal incorporating the requirements of Strategic Environmental Assessment, Habitat Regulations Survey and Consultation Statement.
- 4.8.2 Subsequently, an Independent Examination was undertaken by the Planning Inspectorate. The Examination concluded that the Plan meets the basic conditions for the preparation of a neighbourhood plan and, subject to a series of recommended modifications, it recommended that the Plan proceed to referendum. The referendum version incorporated the Inspector's recommended modifications.
- 4.8.3 The referendum area covered the Neighbourhood Area and residential properties within the immediate vicinity of the Neighbourhood Area. The Referendum took place on Tuesday 10th May with 83% voting in favour of the Plan.
- 4.8.4 City of York Council's Executive formally adopted the Plan on 16th June 2022 and it now forms part of the Development Plan for York.
- 4.8.5 Full information on all of the consultations undertaken is provided in the Consultation Statement which accompanies the Plan.

#### 4.9 The structure of the Plan

- 4.9.1 The core of the Neighbourhood Plan that follows comprises 3 main chapters and a set of appendices:
- Chapter 5: Vision and objectives – explains the Neighbourhood Forum's ambitions for the Precinct over the next 15 years.
  - Chapter 6: The plan policies – sets out the detailed planning policies, under five key themes which have been developed to meet the plan's overall aims and objectives. It also covers monitoring, review and implementation, recognising that the Neighbourhood Plan, is a living document which will need to be updated in accordance with the Local Plan reviews.
  - Chapter 7: Project areas – provides further policies relating to the four principal project areas.
  - The appendices provide further information on local and national planning guidance which underpin the policies of this plan.
- 4.9.2 The Plan includes a series of Community Actions. They are non-land use matters which have naturally arisen as the Plan was being prepared. In some cases, their implementation will complement the land use policies. The Actions are incorporated within the policy key themes. They are distinguished from the land use policies by their display in a Community Action box and without the shading associated with the policies.
- 4.9.3 There is in addition a detailed evidence base (listed in Appendix A and available on the COYC Neighbourhood Planning website) which contains many of the detailed references and links to other documents which have been drawn on in order to produce this plan.



## 5 VISION AND OBJECTIVES





## 5.0 VISION AND OBJECTIVES

### 5.1 Vision

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

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

## 5.2 Objectives

5.2.1 The vision informs all Neighbourhood Plan policies. It is underpinned by the following objectives which have been set by the Neighbourhood Forum and the Chapter of York in consultation with City of York Council, York Civic Trust and Historic England:

- To better preserve and celebrate the historic environment of York Minster and its Precinct.
- To create new and improved visitor facilities to improve the welcome to York Minster.
- To create a defined Minster Precinct which is safe and welcoming to all.
- To create new public realm of exemplary design quality which reflects the special character and history of the Minster Precinct.
- To make best use of Chapter's assets within the Precinct for the good of the Minster without causing unacceptable harm to its neighbours.
- To create a dedicated museum to display the Minster's collection and create opportunities to host temporary exhibitions including touring exhibitions of national and international importance.
- To create new flexible community space with improved facilities for learning and participation.

- To ensure financial, social and environmental sustainability sit at the heart of how we care for the Minster over the Plan period with the target of achieving Eco Gold Church<sup>1</sup> status by 2025.
- To enhance and manage trees within the Precinct and improve the publicly accessible parts of the Precinct to support the wellbeing of our community and the people of York.

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

### Community Actions

#### **Eco Gold Church**


The Minster Precinct Forum and the City of York Council will work collaboratively to achieve Eco Gold Church status by 2025.

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


Minster Precinct  
Neighbourhood Area

Principal areas of change:


-  New and improved visitor facilities and community spaces
-  Minster back-of-house facilities and staff accommodation
-  New homes

 Visitor attractions and local businesses

 Public parks

 Public realm  
(squares and green spaces)

 Cycling routes

 Primary walking routes

 Private gardens



Figure 15: Spatial Vision

### 5.3 Spatial vision

5.3.1 Figure 15 summarises how the Neighbourhood Area will evolve in response to the vision and objectives to strengthen the overall character and quality of the Precinct.

5.3.2 The distinction between the busy south and quieter north sides of the Minster will be retained. To the south:

- New visitor welcome facilities and a new public park will be created close to the South Door making use of some of the former Minster School buildings and its playing field. The South Door is to become the main visitor entrance to the Minster. Services and ceremonial events will access via the West Door.
- College Green will be enhanced to provide a high quality setting for the Minster, the restored St William’s College and local businesses.
- Duncombe Place will be redesigned as a cohesive, civic square for the city named ‘Queen Elizabeth Square’.

5.3.3 To the north of the Minster:

- Dean’s Park will be retained and enhanced as a tranquil green space, with public access expanded into a new sensory garden adjacent to the City Walls.
- Improved facilities for learning, archives and the conservation of the Minster’s collections will be created at the Old Palace.
- Controlled access to the City Walls will be created in partnership with COYC.

- The important work of the Minster’s crafts people will be supported by the provision of apprentice accommodation, workshop space and storage in the Deanery garages and adjacent private garden.
- New residential development will be created at Church House on Ogleforth, with Minster back of houses uses focused in St William’s College and Chapter House Yard.

5.3.4 Across the Neighbourhood Area, the individual project areas will be connected by a high quality public realm incorporating trees and wayfinding features to encourage visitors to experience the different character areas of the Precinct. The Minster will work in partnership with COYC to prioritise space in the Precinct for pedestrians and cyclists, reduce potential conflict between these modes and reduce the impact of vehicles.

5.3.5 General policies applicable to the Neighbourhood Area are contained in the next chapter. Detailed policies relating to the principal project areas are contained in Chapter 7.0.



## 6 THE POLICIES



## 6.0 THE POLICIES

### 6.1 Introduction

6.1.1 The York Minster Precinct Neighbourhood Plan policies support the vision and objectives (Chapter 5). The policies have all been informed by extensive public and stakeholder consultation since 2018.

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

6.1.3 Evidence for each policy section is contained in separate background documents, both national and local planning policy, and the Neighbourhood Plan evidence base including:

- National Planning Policy Framework
- The submission draft Local Plan (2018)
- 2015 Strategic Plan
- Statement of Consultation
- York Minster Conservation Management Plan 2021
- Neighbourhood Plan Heritage Impact Assessment
- Neighbourhood Plan Sustainability Appraisal

6.1.4 The policy sections of this chapter are as follows:

A: General Principles

B: Sustainable Environment

C: Historic Environment

D: Wellbeing

E: Movement and Place

F: Monitoring & Review

Chapter 7 contains policies relating to the principal project areas.

## 6.2 Section A – General Principles

- 6.2.1 In considering the pattern of future development within the Precinct, the Neighbourhood Plan supports a sustainable form of land-use. This addresses social, economic and environmental sustainability in line with the overarching objectives for sustainable development set out by the National Planning Policy Framework and with regard to the United Nations Sustainable Development Goals.
- 6.2.2 The Chapter of York wishes to enhance the social and economic sustainability of the Precinct to improve the quality of life for existing and future residents, and achieve a pattern of development which improves the use of its existing assets. It is important to ensure that the vitality and viability of the Minster Precinct community are maintained and where possible, enhanced, within the overall context of conserving the natural environment and unique cultural heritage of the Precinct. Importantly, a principal reason for creating this Plan is to ensure the future vitality of the Minster’s Visitor Experience operation, ensuring that ongoing and urgent conservation projects are funded during the plan period. Investment in the Minster and the quality of the Precinct environment also supports the economic wellbeing of the Neighbourhood Area’s business community.
- 6.2.3 In March 2019 City of York Council declared a ‘Climate Emergency’ and a target for carbon neutrality by 2030. The Minster Precinct Neighbourhood Forum is fully supportive of this environmental sustainability target and the Neighbourhood Plan supports this through its policies. York Minster, as the most iconic building in the city, has an important role to play in changing attitudes towards how we care for the environment and minimise our footprint on the planet. Chapter’s target is to become an Eco Gold Church by 2025 and, supported by the policies in the Plan, it wants to be a key player in the city in promoting sustainability and an agenda of caring for the environment.

## Relevant Neighbourhood Plan Objectives:

- To ensure that financial, social and environmental sustainability, sit at the heart of how we care for the Minster over the Plan period with the target of achieving Eco Gold Church status by 2025.
- To make best use of Chapter’s assets within the Precinct for the good of the Minster without causing unacceptable harm to its neighbours.

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

**Policy DP2:** Sustainable Development

**Policy DP3:** Sustainable Communities

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

**Policy SS3:** York City Centre

**Policy SS4:** York Central

**Policy EC4:** Tourism

**Policy H10:** Affordable Housing

**Policy HW2:** New Community Facilities

**Policy ED6:** Preschool, Primary and Secondary Education

**Policy D1:** Placemaking

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

**Policy D12:** Shop fronts

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

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

**Policy T1:** Sustainable Access

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

**Policy T8:** Demand Management



### Policy A1 – Purpose and ambition

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

There are two primary requirements for the Neighbourhood Plan:

1. Stewardship for the benefit of all:

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

2. Sustaining vitality and viability:

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

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

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

### Policy A2 – Sustainable Development

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

**Economic objective** - the Minster needs to be financially sustainable to pay for the running and restoration of the Minster and its Precinct. The quality of the Precinct environment and its visitor welcome supports the economic wellbeing of other businesses within the Neighbourhood Area.

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

**Environmental objective** – to contribute to protecting and enhancing the natural and historic environment and character of the Neighbourhood Area. To contribute to improving biodiversity, minimising waste and pollution and reducing the carbon footprint over the Plan period.

As appropriate to its scale and nature, new development within the Neighbourhood Area will be supported which:

- Conserves and enhances the internationally acclaimed historic environment and cultural heritage of York Minster, its Precinct and the Neighbourhood Area.
- Conserves and enhances the landscape character and green infrastructure of the Neighbourhood Area and supports an increase in biodiversity.
- Contributes to local distinctiveness through ambitious standards of design excellence and locally appropriate design of buildings and outdoor environments.

- Meets and, where it is possible to do so, exceeds current Government standards in relation to energy and water efficiency and carbon reduction, incorporating technologies such as PV cells whilst respecting the significance of heritage assets and their settings.
- Contributes positively to the health and wellbeing of our community and wider city by sustaining a safe and welcoming Neighbourhood Area.
- Sustains and enhances the Precinct and Minster visitor experience recognising that income from visitors is required to fund the important and ongoing conservation work to the Minster and Precinct which in turn supports footfall to other businesses within the Neighbourhood Area.
- Prioritises sustainable forms of travel, in particular walking and cycling, to and through the Neighbourhood Area and complies with the City's wider footstreets policy.
- Creates a cohesive series of public spaces that help to define the character and distinctive sense of place of the Precinct and that connect with the wider public realm of the city centre.

### Policy A3 – Spatial Plan

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

#### Principal project areas

There are four principal project areas where built development, land use change and improvements to green infrastructure and public realm are focused. The Chapter of York will work closely with the Neighbourhood Forum, City of York Council, Historic England, York Civic Trust and other key stakeholders to implement development and enhancement in line with the policies map to deliver:

**Area 1:** Minster Yard and College Green (PA1). Development of comprehensive visitor experience facilities including ticket office, refectory and the main entrance to York Minster, and reuse of former Minster School buildings for a range of uses. This area will provide a welcoming entrance for York Minster’s many visitors in the same location as the original Roman Principia.

**Area 2:** West Front and Queen Elizabeth Square (PA2). Creation of a new civic and ceremonial space for the city, the first square to be created in over 200 years. The new square will create improved public realm in a safe and usable space which incorporates green infrastructure.

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

**Area 4:** Own Use Properties (PA4). Investment and moderate redevelopment of facilities to the rear of York Minster will provide the

much-needed facilities to run York Minster. This will include affordable housing for our own community and additional facilities to support the functioning of the Stoneyard. Investment in Church House and St William’s College which are being brought forward in parallel to this Plan.

Detailed design parameters for principal project areas (PA1-4) and public realm are to be established in development briefs and / or planning applications. These are to be prepared in collaboration with and agreed with City of York Council and Historic England and will be informed by public consultation.

#### Precinct-wide approach

Outside the four principal project areas (PA1-4), the general policies of the Neighbourhood Plan (Policies A – F) apply and support the delivery of enhancements to the Precinct’s public realm, green infrastructure and buildings to create a world class series of places and spaces.

- Minster Precinct
- Neighbourhood Area
- Project Area policy boundary
- The City Walls District Green Corridor
- Existing
- Minster
- Minster welcome: tickets, shop, toilets (no refectory)
- Chapter of York staff housing
- Minster support uses: offices, Stoneyard, police, storage
- Minster owned residential and commercial buildings
- Minster learning: library, archive, museum, nursery school
- Publicly accessible green space
- Private gardens
- Buildings outside Minster ownership
- Cycling routes (refer to Figure 8 for walking routes)
- Proposed
- Minster welcome: tickets, shop, refectory, toilets
- Chapter of York staff housing, storage
- Minster support uses: Stoneyard, storage, back of house
- Minster owned residential and commercial buildings
- Extension to Minster learning uses – learning and collection space
- New public green space (Sensory Gardens)
- New public green space / square
- Private gardens
- Enhanced access to City Walls
- Enhancements to City Wall ramparts
- Public realm improvements (hard and soft landscape)
- General enhancements to the Chapter House car park



Figure 16: Policies Map

Hatched areas do not indicate proposed building footprints

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### Policy A4 – Design Excellence

Development proposals should demonstrate design excellence and be inspired by and contribute to the distinctive and historic nature of the Precinct, be resilient to climate change and extreme weather events, and reduce carbon emissions.

As appropriate to their scale and nature, development proposals will be supported which meet the following criteria:

- Complies with Policy SS3 (York City Centre) of the draft Local Plan;
- Complies with the Policies PA1-4 within this Neighbourhood Plan and subsequent development briefs (where relevant);
- Reinforces the importance of the distinctive character of the Neighbourhood Area, as identified in the Heritage Impact Assessment and Conservation Management Plan, by having regard to scale, height, density, layout, appearance and materials;
- Delivers distinctive and innovative design which achieves the highest practicable energy efficiency, uses low-embodied carbon building materials and minimises water demand, where financially viable to do so. Where proposals relate to designated heritage assets, care will need to be taken to ensure that any proposals related to environmental performance are considered against the significance of the heritage asset and do not cause unacceptable harm to the asset's significance;
- Minimises the need for new built development by making use of vacant or underused buildings in the Precinct first, and where necessary, demonstrating that there is a need for new development;

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

### Justification

6.2.4 Development that meets the needs of the present without compromising the ability of future generations to meet their own needs is central to the economic, environmental and social success of the country and is the core principle underpinning national planning policy. Simply stated, the principle recognises the importance of ensuring that all people should be able to satisfy their basic needs and enjoy a better quality of life, both now and in the future.

6.2.5 Within the context of York Minster, sustainable development goes wider. One of the overarching aims of this Neighbourhood Plan is to ensure that the care of York Minster is planned for carefully, to ensure it has the right facilities to underpin the operational side of caring for a medieval building. The essential income to fund the maintenance and restoration of the Minster and its Precinct must be sustained for the benefit of the City of York and our many visitors.

- 6.2.6 Over the next 15 years the Chapter of York is due to complete works to the value of £30 million to conserve York Minster. All funds that Chapter raises through admission charges and income from the Precinct are invested back into running the Minster and supporting the ongoing restoration and conservation projects that keep the Minster, its collection and Precinct the special place it has always been.
- 6.2.7 York Minster has set a target of securing Eco Gold Church Status by 2025 in recognition of the significant changes required to reduce its carbon footprint and ensure the Minster and Precinct are as sustainable as possible. York Minster will lead by example to ensure everyone who lives and works within the Precinct plays their part in helping to address the Climate Emergency declared by City of York Council in 2019. Climate change poses a substantial long-term threat to the fabric of the Minster and the Precinct, and the benefits of implementing climate adaptation measures will be balanced carefully against the significance of the historic environment in the Precinct in managing any necessary change.
- 6.2.8 We want the planned care of York Minster and its Precinct to be an inspirational example of planning for the care of an important heritage estate. We want to develop a proactive approach to enhance the existing cultural heritage of the Precinct and to maximise the many benefits of investment for both York Minster and our community, and for the wider benefit of the city and our environment. By managing Chapter's resources wisely and ensuring we have the necessary facilities to support the visitor experience we will ensure that the Minster and its Precinct is handed over in a better condition for future generations to enjoy.
- 6.2.9 The Minster is one of the City's leading visitor attractions and draws around 700,000 visitors to the Precinct annually (pre-pandemic). Visitor footfall to the Precinct supports many small businesses and



View of the Old Palace from Dean's Park

hospitality venues. By investing in the care and conservation of the Minster, improving its visitor welcome and enhancing the quality of the public realm of the Precinct, there are wider economic benefits to local businesses as a result of increased visitor footfall and dwell times.

- 6.2.10 To that end, the policies map for the Precinct has been developed as an overarching framework which sets out the key zones of activity and areas of change. The plan responds to the challenges and objectives for the Precinct, and seeks to make best use of the available land and property, and to minimise the impact of necessary built development.
- 6.2.11 By refocusing visitor facilities to the south of the Minster, making use of the south facing public square, the tranquillity of Dean’s Park is preserved and extended into a new sensory garden. The Old Palace retains its association with learning and education through the provision of new facilities, while the west end of the Minster becomes the focus for civic and ceremonial activities.
- 6.2.12 There is a pressing need to deliver the greatly enhanced visitor and supporting facilities at York Minster outlined in this Plan and to improve the security of the Precinct. The Chapter of York and Neighbourhood Forum will work closely with key stakeholders to enable the effective and timely delivery of the Plan.
- 6.2.13 Wherever possible, vacant buildings within the Precinct are to be given new uses to limit the requirement for new built development and to prolong their useful life. Where development is shown to be necessary, new developments must respect the special character of the Precinct and detailed design must be consulted on widely to ensure that those who live and work within the immediate area have an opportunity to influence change in accordance with the Policies for development set out in this Neighbourhood Plan.

6.2.14 As well as the consideration of the above design and construction issues, the Sustainability Statement in support of the application should also address how the proposals meet all other policies relating to sustainability throughout the plan, including:

- biodiversity and ecology
- land, water, noise and air pollution
- transport, mobility and access
- health and well-being, including provision of open space (where appropriate)
- culture, heritage and the quality of built form, including efficient use of land.

### 6.3 Section B – Precinct landscape

- 6.3.1 The Precinct's outdoor environment contains important green infrastructure and public spaces which are a fundamental part of its character and heritage, creating a setting for built heritage assets, providing spaces for relaxation and recreation for the City's residents and visitors and supporting biodiversity. Important green spaces include Dean's Park, the City Walls ramparts green corridor and private gardens across the Precinct. The Plan supports the enhancement and expansion of public green spaces to support environmental and social sustainability objectives, and increase understanding of the Precinct's environmental heritage.
- 6.3.2 Trees are an important component of the Precinct's green infrastructure and public spaces. Over the past three years the Minster has undertaken various environmental management works to the Precinct's trees. These include an annual inspection of tree condition, the necessary felling or remedial works to unsafe trees and the planting of new trees. Tree planting has resulted in a net increase in tree cover across the Precinct. On the advice of the Royal Horticultural Society, the Minster has adopted the approach of planting slow growing species including Limes, Cherries and Crab Apples. These works will continue throughout the plan period.

#### Relevant Neighbourhood Plan Objectives:

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

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

**Policy DP2:** Sustainable Development

**Policy DP3:** Sustainable Communities

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

**Policy SS3:** York City Centre

**Policy D2:** Landscape and Setting

**Policy GI1:** Green Infrastructure

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

**Policy GI3:** Green Infrastructure Network

**Policy GI4:** Trees and Hedgerows

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

**Policy GI6:** New Open Space Provision

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

**Policy T1:** Sustainable Access

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

**Policy T8:** Demand Management

#### Policy B1 – Landscape and Biodiversity Net Gain

Where relevant, development proposals should protect and enhance existing areas of biodiversity in the Precinct, including any green corridors.

Development proposals should result in biodiversity net gain in line with current Government policy, as a minimum, as measured by DEFRA's biodiversity metric. The use of green roofs will be supported where appropriate.

Where development proposals would affect existing trees:

- Any harm should be clearly justified in terms of public gain against the value of these trees, recognising that trees have differing



arboricultural, aesthetic, biodiversity and amenity values.

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

Development proposals affecting trees should be supported by:

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

In relation to green spaces and the public realm:

- Development proposals will be supported which protect and enhance existing green spaces in the Minster Precinct, including i) Dean's Park, ii) College Green and iii) the Residence Garden.
- Development proposals will be supported which increase public accessibility to green spaces.
- Development proposals will be supported which encourage greater understanding and appreciation of the Precinct's environmental and landscape heritage and the need for environmental stewardship.



Dean's Park

### Justification

6.3.3 Biodiversity is a term that has been used since the Convention on Biological Diversity was signed by 159 governments, including the UK Government, at the first Earth Summit in 1992. It refers to the variety of life on earth. This life includes all plants and animals as well as the habitats, soils and rocks in which they occur. Wildlife and development are often assumed to be in conflict. This does not have to be the case, and Policy B1 of the Neighbourhood Plan aims to encourage design for biodiversity gain alongside new development. This can be both within the building design and the adjoining open spaces.

## 6.4 Section C – Historic Environment

- 6.4.1 The Minster Precinct is a key repository of York’s cultural heritage, containing buildings, landscapes and archaeology of international importance and non-designated assets making up the historic environment. A popular saying is that ‘the history of York is the history of England’, and the Precinct, with its 2,000 year history, epitomises this. The importance – or ‘significance’<sup>2</sup> – of the site is a combination of the buildings, the buried archaeology and its exceptional history as a place of governance, faith and learning for two millennia. This significance is highly complex. It is analysed in detail in the evidence base of the Plan (Heritage Impact Assessment, York Minster Conservation Management Plan). Applicants are strongly encouraged to engage in pre-application discussions with City of York Council and Historic England on any development in the Precinct that would require Planning Permission, Listed Building Consent or Scheduled Monument Consent. The York Civic Trust should be consulted on applications.
- 6.4.2 The Precinct has profound value to many communities for its close association with the culture of the Christian faith, expressed in music, liturgy and ceremony, and as a towering symbol York and Yorkshire. Therefore, though the significance of York Minster and its Precinct may seem obvious, it means different things to different people. An archaeologist may focus on the evidence it provides about Anglian Britain, whereas someone attending Evensong will expect to find spiritual meaning in its architecture and worship, and residents and visitors might seek tranquillity and reflection in Dean’s Park, away from the hurly-burly of the city. There are many thousands of people who visit the Precinct or pass through it on a daily basis and take something from the character of this special part of the city.
- 6.4.3 The primary focus for this Plan is the sustainable management of the internationally significant cathedral church and the buildings and spaces that form its setting. In 2019 it cost £22,000 per day to operate

York Minster and fund its care and maintenance. Improved facilities for visitors and a new museum and learning centre will provide an enhanced and more robust income flow to support the conservation and operation of the cathedral. These facilities will also allow the Minster to extend its welcome to more people, better explain the history and stories of the cathedral and the Precinct, and reach larger and more diverse audiences. In developing these new facilities, the Neighbourhood Plan has carefully assessed the potential to reuse the Precinct’s existing buildings and spaces in a sustainable and appropriate manner first, to minimise the need for new development.

- 6.4.4 Environmental changes and extreme weather events brought about by climate change constitute a substantial threat to the conservation of the historic fabric of the Minster and other heritage assets in the medium and long term. Because of the threat climate change poses to the environmental and economic well-being of York, the City of York Council has declared a Climate Emergency. The Minster is also committed to achieving Eco Gold Church status by 2025. In pursuit of these commitments, the public and heritage benefits of works in the historic environment to reduce carbon footprint and mitigate climate change effects are considerable and should be balanced carefully against any possible harm to significance by following best practice and adopting a holistic approach to the climate adaptation of historic buildings and places.
- 6.4.5 Policy C3 comments about the archaeology and scheduled monuments consent procedures. Where development proposals affect Scheduled Monuments, an application must be made to Historic England for Scheduled Monument Consent. When Scheduled Monument Consent is granted, it is usually subject to certain conditions that may specify methods of working, or arrangements for prior archaeological investigation and recording. These conditions are listed in the consent letter and are applied in order to safeguard the scheduled remains.

<sup>2</sup> Page 73, Annexe 2 Glossary of the National Planning Policy Framework

### Relevant Neighbourhood Plan Objectives:

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

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

**Policy DP2:** Sustainable Development

**Policy DP3:** Sustainable Communities

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

**Policy SS3:** York City Centre

**Policy SS4:** York Central

**Policy D1:** Placemaking

**Policy D4:** Conservation Areas

**Policy D5:** Listed Buildings

**Policy D6:** Archaeology

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

**Policy D8:** Historic Parks and Gardens

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

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

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

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

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

**Policy T1:** Sustainable Access

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

**Policy T8:** Demand Management

### Policy C1 – Historic Environment

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

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

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

Development proposals will be supported where they:

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

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

- Grade II listed buildings will only be supported in exceptional circumstance.

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

Change of use of heritage assets will be supported where:

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

### Policy C2 – Listed Building Consent

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

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

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

### Policy C3 – Archaeology & Scheduled Monument Consent

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

- Incorporate every practical and reasonable step to protect and, where possible, enhance its significance.
- Be the subject of a staged archaeological strategy for the development site, agreed with City of York Council. If initial assessment does not provide sufficient information, applicants will be required to undertake field evaluation in advance of determination of the application. This may include a range of techniques for both intrusive and non-intrusive evaluation, as appropriate to the site.
- Include in support of planning applications an appropriate and proportionate assessment to understand the potential for and significance of remains, and the impact of development upon them.
- Wherever possible and appropriate, be subject to mitigation strategies to ensure the preservation of archaeological remains in-situ. Where this is either not possible or not desirable, provision must be made for preservation by record according to an agreed written scheme of investigation submitted by the application and approved by City of York Council.

### Justification

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

## 6.5 Section D – Wellbeing

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

### Relevant Neighbourhood Plan Objectives:

- To create new and improved visitor facilities to improve the welcome to York Minster.
- To create a defined Minster Precinct which is safe and welcoming to all.
- To create new public realm of exemplary design quality which reflects the special character and history of the Minster Precinct.
- To create new flexible community space with improved facilities for learning and participation.

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

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

**Policy DP2:** Sustainable Development

**Policy DP3:** Sustainable Communities

**Policy SS3:** York City Centre

**Policy HW1:** Protecting Existing Facilities

**Policy HW2:** New Community Facilities

**Policy HW7:** Healthy Places

**Policy GI1:** Green Infrastructure

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

**Policy GI3:** Green Infrastructure Network

**Policy GI4:** Trees and Hedgerows

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

**Policy GI6:** New Open Space Provision

**Policy ENV1:** Air Quality

**Policy T1:** Sustainable Access

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

**Policy T8:** Demand Management

### Policy D1 – Wellbeing

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

Development proposals should, where appropriate:

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

### Justification

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

## 6.6 Section E – Movement and Place

- 6.6.1 The Minster Precinct is an important part of the public and civic life of the City of York. The public realm of the Precinct has both civic and movement functions and is the setting for the Minster and the Precinct's other important historic assets. It is important that this setting is improved to realise all of the benefits the Precinct can bring to the city and region as a whole. Proposals which affect the adopted highway including changes to street furniture and planting require consultation with and approval by the Highways Authority. Due regard will be given to Department for Transport guidance in relation to shared spaces.
- 6.6.2 It is a key aspiration of the Neighbourhood Plan that the Minster Precinct becomes accessible to all by ensuring that improvements in public realm and through any new development recognise the needs of all abilities at all stages of their lives. York Minster welcomes over 700,000 visitors a year in addition to those attending its many statutory services and consequently accessibility needs to be considered with due regard to the need to ensure public safety.



Public space to the south of the Minster



### Relevant Neighbourhood Plan Objectives:

- To better preserve and celebrate the historic environment of York Minster and its Precinct.
- To create a defined Minster Precinct which is safe and welcoming to all.
- To create new public realm of exemplary design quality which reflects the special character and history of the Minster Precinct.
- To ensure that financial, social and environmental sustainability sit at the heart of how we care for the Minster over the Plan period with the target of achieving Eco Gold Church status by 2025.

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

**Policy DP2:** Sustainable Development

**Policy DP3:** Sustainable Communities

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

**Policy SS3:** York City Centre

**Policy SS4:** York Central

**Policy D1:** Placemaking

**Policy D2:** Landscape and Setting

**Policy GI3:** Green Infrastructure Network

**Policy GI6:** New Open Space Provision

**Policy HW7:** Healthy Places

**Policy ENV1:** Air Quality

**Policy ENV2:** Managing Environmental Quality

**Policy T1:** Sustainable Access

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

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

**Policy T8:** Demand Management

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

### Policy E1 – Movement and Public Realm

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

- Create a cohesive series of public spaces that help to define the character and distinctive sense of place of the Precinct and that connect with the wider public realm of the city centre.
- Prioritise pedestrian and cycle movements over vehicle movements and parking subject to consideration for universal accessibility as set out in Policy E2 of this Plan.
- Provide appropriate routes throughout the Precinct for cyclists to travel at low speeds.
- Provide spaces which are high quality and flexible to accommodate the public and civic life of the Precinct and City.
- Use high quality hard landscape materials, street furniture and planting which are in keeping with the character of the Precinct and form a high quality setting for the Precinct's heritage assets. Reference should be made to the COYC Streetscape Strategy (2011) to ensure proposals within the Precinct are complementary to enhancements in the wider city centre.
- Are appropriately designed in relation to required security measures.
- Result in no net loss of cycle parking spaces within the Neighbourhood Area and, where appropriate, identify new locations for cycle parking.

#### Community Actions

##### **Cycling and pedestrian strategy**

A strategy for pedestrian and cycle movements within the Precinct will be developed with COYC/Highways Authority to address current and potential future conflicts between cycle movement routes, walking routes and pedestrian dwelling spaces across the Neighbourhood Area. The strategy will connect with wider City Centre public realm proposals and will inform detailed design proposals for the public realm of the Precinct.

Additionally, this will seek to ensure the suitable location for cycle parking or amendments to existing facilities to make them accessible to all types of cycles.

### Policy E2 – Accessibility and Wayfinding

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

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

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

### Policy E3 – Electric Vehicle Charging

In support of environmental sustainability objectives, development proposals for suitable electric charging points which are appropriately positioned will be supported.

### Policy E4 – Green Travel Plan

Development proposals that reduce unnecessary vehicle movements and parking within the Minster Precinct will be supported.

#### Community Actions

##### **Green Travel Plan Strategy**

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

The Minster will work towards reducing unnecessary vehicle movement and parking within the Precinct by providing alternative modes of transport to be articulated in a York Minster Green Travel Plan. This will consider the impacts of any proposals on neighbouring streets and car parks and the needs of blue badge holders. Other businesses and institutions within the Neighbourhood Area will be encouraged to collaborate in a joint Green Travel Plan strategy.

#### Justification

- 6.6.3 The Minster Precinct is an important and increasingly busy part of the city. Consideration of movement into and through the Precinct forms a vital part of the Plan, with an emphasis on greater pedestrian safety and priority over vehicles. These policies intend to appropriately manage this movement. The Neighbourhood Forum recognises that the Minster Precinct is an important route for cyclists and will continue to work with City of York Council and key stakeholders to facilitate safe access for cyclists through the Precinct.
- 6.6.4 The quality of the public realm has a significant influence on quality of life because it affects people's sense of place, security and belonging, as well as having an influence on a range of health and social factors.
- 6.6.5 York Minster welcomes over 700,000 visitors a year in normal times, in addition to those attending its many statutory services, and consequently accessibility needs to be considered.
- 6.6.6 The Neighbourhood Forum would support the further expansion of the footstreets network within the Neighbourhood Area to increase pedestrian accessibility. The majority of the footpaths and roads within the Precinct are adopted highway and therefore any future changes including expansion of the footstreets network will be subject to the Town and Country Planning Act (1990), the Highways Act (1980) and other relevant legislation relating primarily to services and utilities. City of York Council, in its capacity as Local Highways Authority, will play a key role in working delivering any change involving the adopted highway.

## 6.7 Section F – Monitoring and Review

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

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

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

Policy DM1: Infrastructure and Developer Contributions

### Policy F1 – Monitoring and Securing Delivery

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

Where necessary, the Chapter of York will work closely with City of York Council and Historic England to prepare development briefs, which will set out design parameters for project areas in greater detail than is appropriate for this Neighbourhood Plan.

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

### Justification

- 6.7.2 The core policies of the Plan will be delivered through their application by officers of City of York Council, Historic England and Members of City of York Council Planning Committee.
- 6.7.3 The results of monitoring will be used to assess:
- Whether there are any obstacles to development that the Neighbourhood Forum, in consultation with Chapter, can act upon.
  - Whether there is a significant risk to the delivery of the Plan’s requirements.
  - Delivery progress.



7 PROJECT AREAS



## 7.0 PROJECT AREAS

7.0.1 Figure 17 identifies where the four principal project areas described in Policy A3 are located within the Minster Precinct. Policies for each of the four project areas are presented in this section by short description, policy table and a parameter plan.

7.0.2 All Neighbourhood Plan objectives are relevant to the policies set out in this chapter. The proposals for the project areas should be considered in conjunction with the other policies in the neighbourhood plan. This will ensure that the Plan is read as a whole.

### 7.1 Area 1 – Minster Yard and College Green

7.1.1 The focus of the busy visitor welcome facilities will be at the south of the Minster, reflecting consultation feedback received during the 'Issues & Options' Stage in May 2018. The main visitor entrance to the Minster will be moved to the South Transept. Chapter will redevelop its existing property at 1 Deangate to provide a new ticket and box office. The former Minster School will be redeveloped to create a new refectory (café/restaurant), new public open space and opportunities for office, education and residential conversion in the future. The policy approach offers a longer-term opportunity to reconfigure Deangate to enhance the quality and enclosure of the public

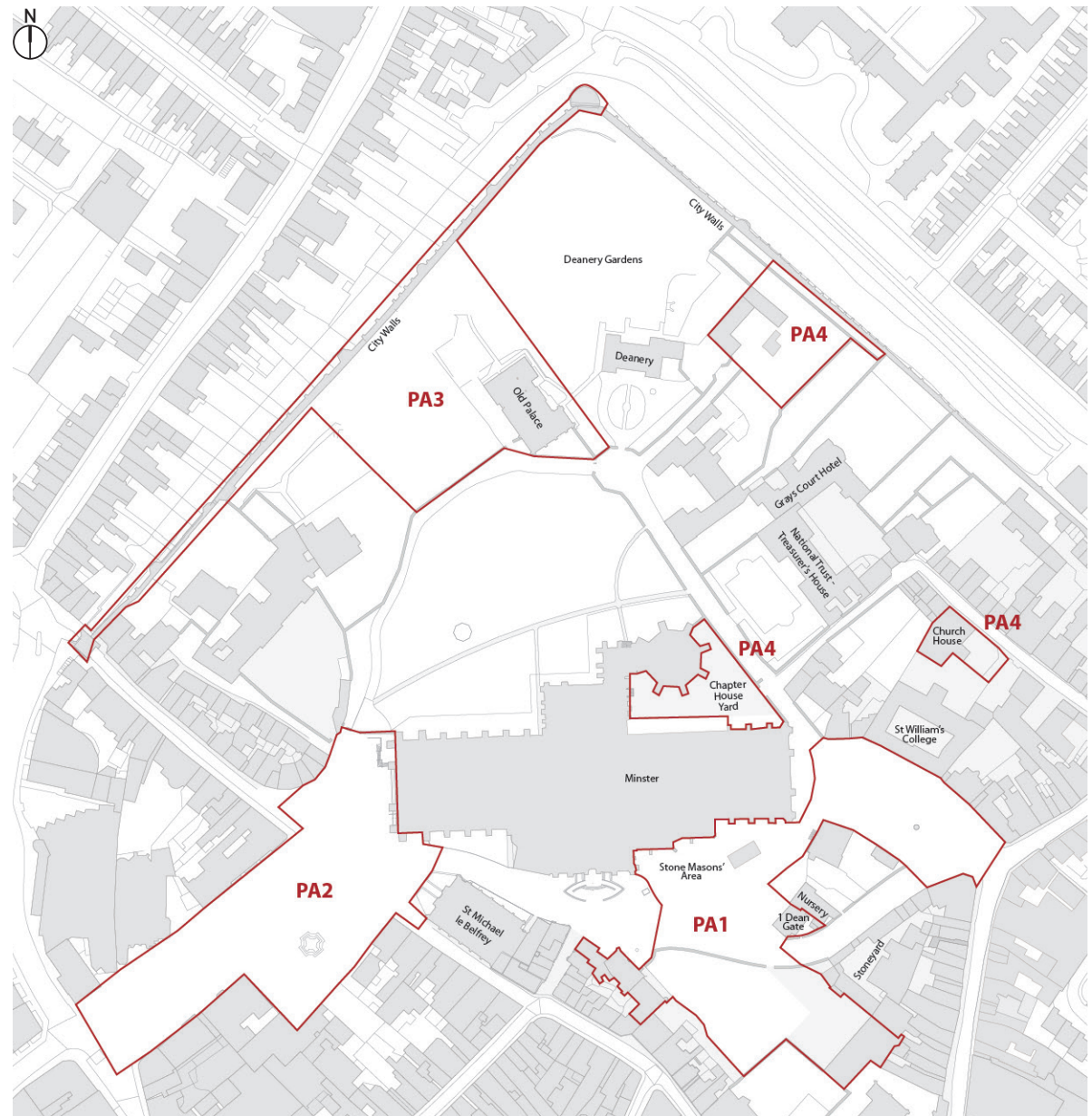


Figure 17: Project areas location plan

realm in this area. Any changes to traffic routing will require agreement with the City of York Council in its capacity as the Highways Authority.

- 7.1.2 Within the Minster, the reordering of visitor flows from the south door and the visitor experience of the Minster will be guided by the Minster Liturgical Plan.

### Policy PA1 – Minster Yard and College Green

Development at Minster Yard will be supported where it is in accordance with the following parameters as shown on Figure 18 and detailed planning applications for change of use, new buildings and for the design of College Green (area J):

- A. Former song school building (former part of the Minster school) restored and converted with change of use to create a destination refectory suitable for providing refreshment to visitors to the Precinct.
- B. New outdoor seating for residents and visitors.
- 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 park will be managed on the same basis as Dean’s Park and will be policed by York Minster Police creating an additional space with a sense of tranquillity. When funding allows, improved public realm proposals will be brought forward to create an attractive flexible landscape.
- D. Potential change of use and conversion to include residential and office. Opportunities for some continued education use.
- E. Change of use to create the new ticket and box office. The new

development should be visible across Minster Yard for intuitive visitor orientation, while retaining and enhancing views to the Minster and Red House/St William’s College.

- F. 7 Minster Yard to remain in educational use.
- G. The development of a zone for reconfigured stonemasons’ compound with appropriate fencing to allow for continued visitor engagement.
- H. Access should be maintained to the Stoneyard and refectory from Deangate. On road cycling route should be maintained with careful design to minimise conflict between the cycling route and pedestrians.
- I. The enhancement of College Green should provide greater usable public space, incorporating green infrastructure and improved security features (in consultation with the Home Office and COYC) while maintaining access for essential vehicles.

### Community Actions

#### Access and Parking

A review of future access and parking requirements including blue badge parking, management and security in Minster Yard / College Green and Deangate will be undertaken with the COYC / Highways Authority to inform future planning applications. Due regard will be given to Department for Transport guidance in relation to shared spaces.

Refer also to **Community action: cycling and pedestrian strategy** under Policy E1 which will address potential conflicts between cycle movement routes, walking routes and pedestrian dwelling spaces.



- Existing**
- Private gardens
  - Public realm layout
  - High quality tree\*
  - Moderate quality tree\*
  - Low quality tree or unsuitable for retention\*
  - Cycling route

- Proposed**
- Reconfigured Stone
  - Masons' area
  - Potential development zone 1 storey for Minster Welcome uses  
*(the above do not represent development footprints)*
  - Change of use to Minster Welcome uses
  - Public realm improvements (hard and soft landscape)
  - Minster residential and commercial buildings
  - Minster learning: nursery school
  - New public green space/square
  - Retained/enhanced key view corridors
  - Reconfiguration of Minster access
  - A-I** Refer to Policy PA1

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



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Figure 18: Area 1 Parameter Plan – Minster Yard and College Green

## 7.2 Area 2 – West Front and Queen Elizabeth Square

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

7.2.2 Detailed proposals for Queen Elizabeth Square will be brought forward by way of a development brief which will confirm the technical and operational requirements and civic ambitions for the space in agreement with COYC, Historic England and York Civic Trust. This will be followed by a Design Competition with public consultation playing an important part in the development of the design proposals. As the first public square created in York in 200 years, the successful design will need to consider many issues which need to be carefully incorporated into any design solution, namely:

- Provision of necessary access and servicing for existing businesses and residents in Duncombe Place, Low Petergate and High Petergate including the Theatre Royal, St Wilfrid's Church, Dean Court Hotel (drop off and pick up), The Purey Cust, York Minster, St Michael-le-Belfrey, Duncombe Court, and Grays Solicitors. The scheme must make adequate provision for the taxi rank (including late night capacity) and provide a sufficient turning circle for the National Railway Museum train and out of hours servicing, and for existing cycle routes and cycle parking and provide an appropriate level of blue badge parking.
- This is an extremely sensitive area and any detailed design will need to be developed in close consultation with Historic England in order to conserve and where possible enhance the significance and










understanding of the historic environment here.

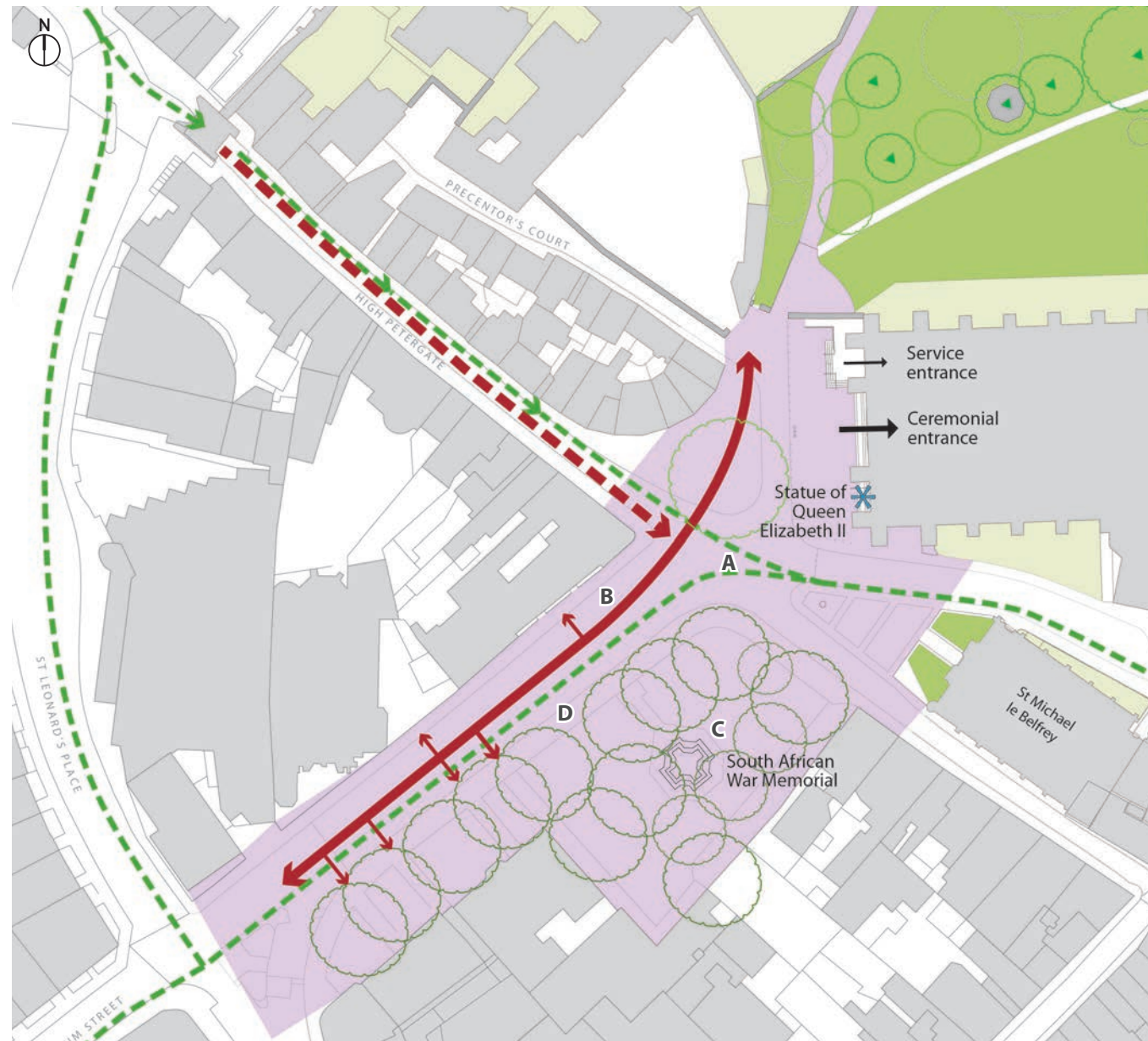
- Security measures are designed into the square to restrict vehicle access close to the Minster and create a safety barrier between Duncombe Place and Queen Elizabeth Square in consultation with COYC and the Home Office.
- Due regard will be given to Department for Transport guidance in relation to shared spaces, and ensuring that any proposals can be maintained in perpetuity.

### Policy PA2 – West Front and Queen Elizabeth Square

Development at the West Front & Queen Elizabeth Square will be supported in accordance with the following parameters as shown on Figure 19, which are to be incorporated into a development brief to be prepared in collaboration and agreed with City of York Council and Historic England and York Civic Trust:

- A. A new public square will be created for civic and ceremonial use.
- B. The new design of this space should accommodate necessary restricted vehicular access serving existing residential and commercial uses, cycling infrastructure including no net loss of cycle parking, appropriate blue badge parking and necessary security measures, and should support intuitive wayfinding for visitors to the Precinct.
- C. The South African War Memorial should be incorporated into the design of the new square and surrounding public realm.
- D. Due regard must be given to the existing trees within any design.
- E. Design proposals should include reference to the alignment of the historic Roman route from Bootham to Petergate, and reinforce the sense of entering the Precinct.

- Existing**
-  Publicly accessible green space
  -  Private gardens
  -  Moderate quality tree\*
  -  Existing trees (indicative location)
  -  Cycling route
- Proposed**
-  Public realm improvements (hard and soft landscape)
  -  Retained and improved vehicle access (indicative alignment)
  -  Footstreet with restricted hours, one-way vehicle access from Bootham Bar
  -  Reconfiguration of Minster access
  - A-D** Refer to Policy PA2



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

Figure 19: Area 2 Parameter Plan – West Front and Queen’s Square

### 7.3 Area 3 – Learning & gardens

- 7.3.1 During the 2018 'Issues and Options' Consultation, we received a strong message that the quiet oasis of Dean's Park was much valued by the residents of York and this is reflected in this Plan. Dean's Park will be enhanced as an important city centre green space. A sensory garden will be created on land which is not currently accessible to the public. This space for reflection and contemplation is enclosed by the Kohima War Memorial to the Second Division and reflects the Minster's commitment to the wellbeing of its community.
- 7.3.2 Chapter has been very clear that it wishes to invest in learning and participation, which are fundamental to the Minster's Mission. The existing facilities are not fit for purpose and additional space is needed to create a new education and learning centre with space to exhibit the Minster's collection of artefacts. The overall space requirement is 20,000 sq. ft. The building will have flexible space for use by visiting schools and community groups and for adult learning.
- 7.3.3 This area will be designed to facilitate a disabled access from the Precinct onto a small part of the City Walls up to Robin Hood's Tower. Access gate security will be managed by the Minster Police. Associated enhancements to extend level access along the Walls will be the subject of detailed study and partnership working led by City of York Council, which owns and maintain the Walls.
- 7.3.4 The sensory garden, Old Palace and City Walls proposals will be developed in an integrated manner as complementary facilities, to deliver an appropriate balance between visitor activity areas and areas of tranquillity.
- 7.3.5 Dean's Park will continue to host temporary events to support the Minster and will continue to be managed to maintain its landscape quality and tree stock.

#### Policy PA3 – Learning & gardens

Development at the Old Palace and sensory garden will be the subject of a development brief prepared in partnership with City of York Council and Historic England in accordance with the following parameters as shown on Figure 20:

Zones A – D will become a centre for learning and participation with space to exhibit the Minster's artefacts. It will have multifunctional space for use by visiting schools and community groups and for adult learning and will include: teaching space, learning, office, exhibition space, stores and conservation studio and library. It will incorporate the following elements:

- A. Old Palace to be retained, repaired and enhanced with expanded public access as part of the learning and education centre.
- B. Reconfiguration or redevelopment of existing twentieth century extensions to the Old Palace.
- C. Indicative location for additional built extension to the learning centre. The design will be required to respond appropriately to the setting of heritage assets including the Old Palace, Minster and City Walls and key views, and will be 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.

Development proposals should also incorporate the following elements:

- The wider support for controlled and authorised access to the City Walls.
- The delivery of a new sensory garden, the design of which appropriately incorporates the Kohima War Memorial to the Second Division taking account of healthy and mature trees in the immediate locality.

- Existing**
- Publicly accessible green space
  - Private gardens
  - Minster learning: library, archive, museum
  - The City Walls District Green Corridor
  - High quality tree\*
  - Moderate quality tree\*
  - Low quality tree or unsuitable for retention\*
  - 13c Conservation Area Appraisal key view
- Proposed**
- Extension to Minster learning uses – learning and collection space
  - New public green space (Sensory Gardens)
  - Enhanced access to City Walls
  - Public realm improvements (hard and soft landscape)
  - Retained/enhanced key view
- A-D** Refer to Policy PA3

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



Figure 20: Area 3 Parameter Plan – learning and gardens

## 7.4 Area 4 – Own Use Properties

- 7.4.1 Many of the buildings to the north, east and south of the Minster house functions which are essential for the daily operations of the Minster.
- 7.4.2 The Neighbourhood Plan provides space for additional facilities to support those who live and work in the Precinct. Policy PA4 sets out key land use and design principles for this important part of the Minster Precinct. Given its heritage and environmental sensitivity, 3D modelling of development proposals may be necessary to develop appropriate design solutions.
- 7.4.3 The existing Deanery garages will be redeveloped to create better storage and new first floor accommodation for Minster apprentices. An area of private garden adjacent to the garages will be the location for a new single storey Workshop for the Minster’s stonemasons. This area will be designed to enable visitors on the City Walls to visually engage with the conservation work of the stonemasons and will provide improved facilities to support the masons’ essential Minster conservation work as part of the wider Centre of Excellence. The restored St William’s College will house Chapter’s offices and Church House will be converted to residential flats for private rent. The lane adjacent to Dean’s Park will be resurfaced to provide level access to the Park and learning centre and there is an aspiration to remove parking from this area. The appearance of Chapter House Yard will be improved and the final bays of the north quire aisle will be developed. Car parking in Chapter House Yard which serves an essential function for Minster staff and VIPs and will be retained behind planted screening.
- 7.4.4 In 2021 work will commence on the restoration of St William’s College. The work will return the building to Chapter’s principal offices with the medieval halls returning to use as conference and banqueting venues.

### Policy PA4 –Own Use Properties

Development of areas A-C will be the subject to extended pre-application discussion with City of York Council and Historic England in accordance with the following parameters as shown on Figure 21: Proposals 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
- 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 will be created as part of the investment in the Stoneyard to establish an international centre of excellence for heritage skills across the Precinct. The building is to be a lightweight, single storey construction, with a green living roof and is to be sensitively designed in relation to the character of the retained gardens.
- C. The display of part of the Minster’s lapidarium with examples of historic stone being able to be viewed from the City Walls.

- Existing**
- Publicly accessible green space
  - Private gardens
  - The City Walls District Green Corridor
  - High quality tree\*
  - Moderate quality tree\*
  - Low quality tree or unsuitable for retention\*
  - 13c Conservation Area Appraisal key view
  - Entrance
- Proposed**
- Potential development zone for staff housing and storage
  - Potential development zone for residential uses
  - Potential development zone for Minster support uses (single storey building)  
*(the above do not represent development footprints)*
  - Enhancements to City Wall ramparts
  - Public realm improvements (hard and soft landscape)
  - General enhancements to the Chapter House car park
  - A-F** Refer to Policy PA4

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



Figure 21: Area 4 Parameter Plan – back of house and storage

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Permission will be ascertained and / or implemented to:

- D. Reconfigure and extend Church House to accommodate residential uses, following the relocation of Chapter offices to St William's College. Any new development will take into account important views from Ogleforth.
- E. Enhance the setting of the Chapter House through appropriate, high quality resurfacing of the Chapter House car park and the planting of a beech hedge (or similar) at the boundary to provide screening to the car park.
- F. Deliver the additional back of house space for Minster staff and volunteers at Chapter House Yard (planning consent reference 7/05/189D/LB).





Appendices



## Appendix A: Planning framework and evidence base

### **Planning framework**

City of York Draft Local Plan Incorporating the 4<sup>th</sup> Set of Changes, COYC, April 2005

Submission Draft Local Plan, COYC, 2018

National Planning Policy Framework, MHCLG, updated 2019

National Planning Practice Guidance, MHCLG, various dates

Other Material Considerations

York Central Historic Core Conservation Area Appraisal, COYC, 2011

### **Evidence base**

2015 Strategic Plan, 2015

Consultation Report, 2021

Conservation Management Plan, Alan Baxter, 2021

Heritage Impact Assessment, Alan Baxter, 2021

Sustainability Appraisal, Savills, 2021

Habitats Regulation Assessment, 2021

Ecology Report, 2016

Draft York Minster Liturgical Plan, 2021

## Appendix B: York Central Historic Core Conservation Area Appraisal – City of York Council

The full York Central Historic Core Conservation Area Appraisal can be downloaded here:

<https://www.york.gov.uk/downloads/file/843/conservation-area-01-york-central-historic-core>

The Minster Precinct Character Area can be downloaded here:

<https://www.york.gov.uk/downloads/file/825/9-the-minster-precinct>





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