DRAFT ALLOCATION ST27

EXPERT STATEMENT: HERITAGE MATTERS

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APPENDICES

1.0 INTRODUCTION AND SCOPE OF STATEMENT

1.1 My name is Chris Miele and I am a senior partner at Montagu Evans LLP. I am a chartered town planner and historian by profession and I have specialised in advising on the interaction of the planning system with the historic environment for some 27 years.

1.2 Section 2.0 and Appendix 1.0 gives particular of my background and the basis of my expertise.

1.3 I have prepared this statement on behalf of the University of York.

1.4 In it I address the objection which Historic England has raised to the proposed allocation ST27, promoted by the local planning authority for the expansion of the University of York's campus.

1.5 Historic England have also objected to the University's alternative allocation, which overlaps to an extent with the Council's preference but is larger and extends further west.

1.6 For my purposes, there is in fact little difference between the two options because the HE objection to each is effectively the same: that all open land outside the present settlement edge (Green Belt land) is vital to the historic identity of the City of York.

1.7 I do not dispute that some open land outside the settlement edge of the city does contribute to an appreciation of what is special historically about York. I consider those elements later in this statement.

1.8 The land in question, however, is in no way comparable to that land. This part of the Green Belt does not offer any views of the Minster. Neither is the land necessary to maintain the distinct identity of one of the ancient city's historic 'satellite' settlements from which it is well separated (not least by the Ring Road, the A64).

1.9 The land itself has no intrinsic value and contributes nothing either to the historic landscape structure, which is well documented. Neither does the land contribute in any meaningful way to the setting of the historic settlement of Heslington to the west, which is now partly co-terminus with the University.

1.10 Insofar as I have been able to ascertain, from the Heritage Topic Paper and other sources, the land under consideration has no direct historic associations. I am not aware it is, for example, near to the site of any famous battle.[1]

1.11 There are understood to have been as many as 11 Roman roads converging at York. The Hull Road, north of the site (and forming one of the arms of the nearest roundabout

[1] The nearest I have been able to identify is at the crossing point of the Germany Beck in Fulford, south of Fulford (see battle here in 1066). This land was subject to a Scheduling request which was dismissed, and subsequently judicially reviewed (unsuccessfully). The land is now, I understand, subject to development by Persimmon Homes.

junction with the A64), is understood to have been on the alignment roughly of one of these. And certainly this route is of some antiquity anyway, but the ST27 land does not abut it, and so I can see no setting or similar associative relationship.[2]

1.12 In any event, Historic England assert no such association.

1.13 In short the land in question does not contribute any demonstrable or real value to our ability to appreciate what is special about the historic city. The objection is, I am forced to conclude, based on an abstraction, on an asserted setting relationship which is not present.

[2] There is a good article on this network at British History Online, drawn from the Royal Commission volume on York, originally published in 1962. See http://www.british-history.ac.uk/rchme/york/vol1/pp1-4.

2.0 BACKGROUND AND EXPERTISE

2.1 Appendix 1.0 comprises my CV and list of professional and academic publications.

2.2 I am a chartered town planner and qualified conservation expert (IHBC), and have advanced qualifications in historical studies (a PhD in the history of architecture and urban planning). Alongside my professional work I continue to work as a professional historian, writing, lecturing and reviewing specialist publications. I am chair of the Board of the Centre for Urban History, Leicester University, and am being considered for the role of honorary professor at Glasgow University in the department of real estate and development.

2.3 In recognition of my contribution to academic matters, in particular my publications, I have been elected a Fellow of the Royal Historical Society and of the Society of Antiquaries, London.

2.4 I have held various appointments over the years and which arise from my expertise. These include serving on the national design review panel of CABE and advising a House of Commons Select Committee. I have been a guest curator of a major national exhibition (at the V&A).

2.5 I am a senior and owning partner at Montagu Evans LLP, based on our central London headquarters, where I lead a team of 12 experts working in the development planning team. I provide planning advice on many sites where heritage is a leading issue.

Employment

2.6 My previous employment comprises: English Heritage (1991-98); Alan Baxter and Associations (Senior Director, 1998-2005); RPS Planning (2005-2007) and since then ME.

Public and Charitable Sector Clients

2.7 I have many clients in the arts and higher education sector. My university clients include: Sheffield University, Leicester University (unrelated to my role at the CUH), Durham University, Oxford University plus several colleges, Sussex University, and Kings College London. This is my first instruction for the University of York. I advise the Royal College of Surgeons on their redevelopment in Lincolns Inn Fields, and the Inn itself on a major new education centre at the heart of the historic complex. My arts clients include: the British Museum, the National Gallery of Art, and the South Bank Centre.

2.8 I have worked on many very sensitive sites, involving highly graded listed buildings including Salisbury Cathedral, Westminster Abbey, the British Museum, major country houses and registered parks and gardens, and World Heritage Sites. I am used to

working in densely layered historic environments, both in London but also in historic town centres.

Private Clients

2.9 My private clients include the leading commercial and residential developers, from Berkeley Homes to Barretts and CEG to Land Securities, Hammerson and Westfield (I work on the major shopping centre in West London). I also act for local planning authorities: current and recent instructions include the London Borough of Hillingdon, the Royal Borough of Greenwich (I am leading the team providing all planning advice on a new creative quarter in Woolwich Arsenal), Sheffield City Council and Ashford Borough Council.

2.10 In the last 7 or so years, I have become involved increasingly in urban extensions to existing settlements, most involving housing, with sites ranging from as few as 80 dwellings to 10,000 (the latter is an instruction for Places for People, proposing a new settlement in East Herts). This work is a combination of local plan representation and application support, and alongside this I act regularly as an expert witness at section 78 Appeals. I also am involved in other jurisdictions, in both houses of the tribunal, in civil court matters, consistory and criminal courts, and on occasion prepare witness statements in connection with JRs and statutory challenges.

Expert Affirmation

2.11 As noted above, I act regularly as an expert witness and so set out below the statement of truth that applies to the evidence I have provided to the Inspector.

2.12 I confirm, first, that, insofar as the facts stated in my Proof of Evidence are within my own knowledge, I have made clear which they are and that I believe them to be true, and that the opinions I have expressed represent my true and complete professional opinion. I confirm also that my Proof of Evidence includes all facts which I regard as being relevant to the opinions that I have expressed and that attention has been drawn to any matter which would affect the validity of those opinions.

2.13 I confirm that my duty to the Inspector and the Secretary of State as an expert witness overrides any duty to those instructing or paying me, that I have understood this duty and complied with it in giving my Evidence impartially and objectively, and that I will continue to comply with that duty as required.

2.14 I confirm that I am neither instructed, nor paid, under any conditional fee arrangement by the appellant.

2.15 I confirm that I have no conflicts of interest of any kind other than any already disclosed in my Proof of Evidence.

2.16 Finally, I confirm that my Proof of Evidence complies with the requirements of the Royal Town Planning Institute, as set down in the revised Royal Town Planning Institute "Chartered Town Planners at Inquiries – Practice Advice Note 4".

3.0 THE HISTORIC ENGLAND OBJECTION

3.1 The Historic England objection is set out in its letter of 30 October 2017 (Appendix 2.0), a formal response to the City of York Local Plan: Pre-Publication Draft (see Appendix 3.0 for extracts).

3.2 Page 3 of this letter deals with the draft allocation for the University, where HE state that

> *'… further consideration needs to be had to how the growth of this important institution might be delivered in a manner which best safeguards the elements which contribute to the setting of this important historic City.'*

3.3 The detailed comments on the allocation are set out on pages 29 and 30, where the 'elements that contribute to the setting of this important historic City' are listed.

3.4 The first is visual impact: 'this area is prominent in views from the A64'. The proposal would bring development close to the Ring Road, fundamentally changing 'the relationship which the southern edge of York has with its countryside to the south. It will also alter perceptions when travelling along this route about the setting of the City within an area of open countryside'.

3.5 The proposed landscape buffer would, it is contended, in itself cause harm because it will comprise an alien feature.

3.6 On this point, I refer the Inspector to the landscape submission for the University which explains how landscape screening can be designed in a way which does not present a solid and visually impermeable block of woodland.

3.7 There is, however, no view of the Minster or any other element of the historic city from this part of the Ring Road or indeed from any part of the University campus or the allocation land. The land at its nearest point is about 3 km to the nearest part of the walled city and nearly 4 km to the Minster.

3.8 As noted earlier, in my introductory section (and in footnote 2), the Hull Road is a route of some antiquity and one route to the University from the City centre would follow that route. Equally, a vehicle accessing the University from the east would travel along Hull Road, before accessing the site off Field Lane (and so encountering the Heslington East Campus). The site is, though, still further beyond the existing campus sites as accessed off the Hull Road, so one's experience of it is divorced from the Hull Road, whose character in parts anyway is that of dual carriageway, then a busy route (the A1079) with suburban development lining it nearest the University.

3.9 From Field Lane, near the junction providing access to the eastern part of the campus, the journey by bike is about a quarter of an hour, on foot nearly three quarters of an hour, and by motorised transport anywhere from 15 to 20 or so minutes.

3.10 The proposed land does not feature in any experience of the assets which define York and make it special, and the land itself is not part of the historic landscape structure which does contribute to the historic city's special interest. I discuss this matter further in the next section where I treat the 2014 Heritage Topic Paper (Appendix 4.0).

3.11 Secondly, HE contend that the expansion towards the Ring Road would 'also harm the relationship which the historic city of York has to the surrounding villages – another element identified in the Heritage Topic Paper [produced by the City Councill and discussed in the following section]. This relationship relates to not simply [sic] the distance between the settlements but also the size of the villages themselves, and the fact that they are freestanding, clearly definable settlements'.

3.12 This objection does not identify which villages are of concern. The assertion is a generalised one which is not helpful in the circumstances.

3.13 The nearest sizeable ancient settlement to the allocation land is Dunnington, which is Anglo-Saxon in origin. From the roundabout junction of the A64 with the A166/A11079 (the junction nearest the allocation), the journey by motorised transport takes about 6 minutes over a distance of some 3.4 km; google gives me a journey time of 8 minutes by bike. The Ring Road itself is a significant threshold and boundary too. The linear distance from the roundabout to the centre, roughly, of the village is some 2 km.

3.14 There is a smaller historic settlement at Murton, which is much nearer, which is home to the Yorkshire Museum of Farming. Its setting comprises the busy dual carriageway which is the Ring Road, a significant separating feature, and I can see no erosion of its identity on that basis.

3.15 The only other significant historic settlement on this side is Stockton-on-the-Forest, a linear settlement of medieval origins at least. This is even more distant by any form of transport and further as the crow flies, some 4.4 km.

3.16 I cannot understand that one's awareness of or appreciation for the separate identity and history of these settlements would be undermined in any way by the development of the proposed allocation.

3.17 Historic England make a specific allegation of a similar nature in relation to one location: 'The expansion of the University would effectively reduce the gap between the edge of the built up area of the City and this proposed new settlement at Elvington Lane (Site ST15) to 1.6 km'. This is, I believe, formally identified in the plan as the Whinthorpe New Settlement.

3.18 HE's concern about separation from outlying settlements may have some force in respect of this site, but even if it that is right it has no relevance to the consideration of ST27 which is set well within the Ring Road and closely associated with the existing University campus.

3.19 This component of the objection relates to HE's preferred option for growth to be accommodated in new, freestanding settlements. Thus, the objection is not to eroding the distance between any particular ancient settlement and the City edge (which is not in most places historic anyway) but between the City edge and a new settlement as perceived across the Ring Road. The objection is also based on the premise that 1.6 km is insufficient a gap to ensure the identity of the desired new settlement as distinct from York. This objection relies, again, on the conflation of the historic city of York with the wider City of York, and the nearest heritage asset within the Ring Road is Heslington Village which is a conservation area containing many listed buildings of quality including C18 properties laid out by the Halifax estate and lining Main Street.

3.20 That asset is about 1 km distant from the boundary of the new settlement proposed, again across a modern ring road, and that does not take into account some landscape buffer as well.

3.21 HE's reasons for preferring new settlements to urban extensions is set out earlier in their letter, on page 1. That support is based on the desire to prevent the existing city from extending any further.

3.22 This appears to me to be a spatial planning objection not a heritage one.

3.23 HE's objection in principle, then, does not appear based on concern over any particular impact on a specific asset, but on the perception that an underlying character of the historic city (which they conflate with the City as a whole) would be undermined by any loss of Green Belt within the Ring Road, and has no application to this part of the City in particular.

3.24 The letter cites the Heritage Topic Paper as support for this position, founded on an abstraction, and so I want to consider that material now briefly.

4.0 THE HERITAGE TOPIC PAPER (OR 'HTP', APPENDIX 4.0) AND CONSIDERATIONS OF SETTING

4.1 The Heritage Topic Paper supporting the local plan was published in September 2014 as part of the local plan evidence base.

4.2 In this section I consider the way the paper, as a whole, characterises the setting of the historic city, and the City. I attach the HTP at my Appendix 4.0.

4.3 The part of the HTP that concerns me, since it appears to provide some basis for the HE objection, is section 6.0.

4.4 I say 'appears' because read as a whole the document provides only a very slender basis for the objection.

The Treatment of the City's Setting in the HTP Generally

4.5 Section 2 identifies a range of potential setting considerations defined in relation to views, notably those of the Minster over distance. This is an important part of the wider historic setting of the City. There is no such view of the Minster affected by ST27 or even in the approaches to it.

4.6 The document discusses a broad set of setting considerations at 2.4, for example, where it identifies the historic core and further character defining features outside. These latter comprise 'ancient arterial roads and commons (the green wedges formed by the Strays), the river valleys and patterns of villages set within a predominantly flat landscape of pasture, arable, woodland and wetland'. ST27 does not affect the setting or character of any such features.

4.7 Paragraph 2.8 notes that the 'chronological and spatial expansion of the historic city terminates in a **clear frontier** [my emphasis] where the rural characteristics of farmland and woodland take over [to] provide a buffer zone between villages and the core'. ST27 does not lie on any route to this network of villages, on any arterial route or any historic open space. The later expansion of the City on this side separates the historic core from the edge here. The open spaces that lead into the centre in some areas do not cross the site or come near to it.

4.8 I highlight the phrase 'clear frontier' above because it goes to reinforcing a repeating idea, that of York as a compact city. York the historic city is most certainly compact, and well defined by historic features including the walls. The whole of the City, however, does not have a compact form at all. Green wedges run into the centre, and some of them have historic landscape interest (strays, ings and commons). I do not see a clear frontier at all when I look at the Land Ranger, excepting, that is, the Ring Road which provides a clear boundary, of things within it, and associated with the City (modern conurbation) and things without it.

4.9 And if the point being made here relates to the landscape setting of the A64, then this would be protected in any event by a buffer or landscape margin, which could be achieved with the draft allocation or the University's preferred area.

4.10 I commend this point to the Inspector – on urban 'definition' – because it goes to the heart of what I believe is a flaw in the reasoning that underlies the Historic England objection (misinterpreting, I believe erroneously, the HTP). The flaw can be expressed simply thus: York has a compact and well defined historic core; the historic central conservation area is more or less co-terminus with the City centre as defined in the plan. The City being compact as a whole – the reasoning goes – so its edge is no more than the core's outer expression. Therefore any change on the edge, it follows following this rationale, perforce affects the historic integrity of the town.

4.11 The outward expression of the town edge, outside historic and other natural features, appears to me to be no more than the consequence of the flatness of the terrain which makes expansion in different directions relatively straightforward and logical. This outwards expansion is itself not 'historic' in the sense that term is normally used, that is, to define land as sensitive for planning purposes. The suburban expansion of York in the C20 is naturally part of its history, and some of those suburbs are in fact historic (notably New Earswick). But the majority of course are no more than ordinary suburban areas.

4.12 This process of outward expansion is no different to what one finds in most historic cities in the UK and in Europe besides. The suburbs around Chester or Warwick do not make their ancient centres any less historic. Anyone visiting or living in these places understands perfectly well the difference between the historic centre and the outlying districts, whose character will inevitably be varied and probably pretty ordinary. The Hull Road as it leaves the A64 is unprepossessing, and offers no enticing introduction to the beauties of the historic core. The site does not figure in the rail approach or in the main road approach, which is along the A64 as it approaches from the SW (leaving the A1(M)).

4.13 I leave it to the Inspector to judge the merits of this line of reasoning and, critically, whether there is any support for it in any planning policy document or statutory provision or interpretation. It seems to me, it must be said, to be a novel interpretation that stretches the point.

4.14 The HTP here, and in other places, has a somewhat academic quality to its drafting, talking about the past being 'contested' (a term taken from literary criticism). Somewhat surprisingly, the HTP presents its findings as somehow contingent and unfinished. At paragraph 3.3 it states, for example, that the evidence base is 'subjective and that at any one moment the constituent parts of the categories can change and be redefined.' This is an academic approach and not helpful to the planning process. And that approach – of treating the historic environment as something which is ineffable – explains the opaque reasoning that makes the edge of modern York as a metaphor for the edge of historic York.

4.15 I am, as a planner, aware that one of the purposes of Green Belt is to protect the integrity of historic settlements; but the edge we are concerned with here is some distance from the walls and, indeed, even beyond Heslington, itself an outlying settlement of historic York.

4.16 Section 4.0 of the document is more empirical, identifying five factors as contributing to the 'special character and significances of the City of York'. 'Landscape' is one of those factors – see paragraphs 4.8 and 4.9. The following specific features are identified as:

- Flat and low lying agricultural land dominated by the wide flood plain of the River Ouse, rising slightly to the east
- The green river corridors comprising the Ouse, the Foss and the Derwent
- The ancient strays and ings [sic] that extend open countryside into 'the heart of the main urban area and will continue to provide spatial constraints for development'.

4.17 Also identified are sites of nature and scientific interest, comprising commons and ings in some cases and which would include Heslington Mire, stretching south of Heslington and away from ST27.

4.18 The factor 'Landscape and Setting' are expanded at paragraphs 5.78 and ff.

4.19 That part of the HTP begins by recognising views of the Minster and these must be critical in establishing the historic identity of the City. Hence where there are no views of the Minster, then the understanding of the historic identity of the City will be less. There are, as noted, no views of the Minster or any other part of the historic core from or near ST27.

4.20 The text under 'Landscape and Setting' elaborates on the river valleys and ings (a form of common land management, and which include some wetlands), SSSIs, and 'open countryside'. This is described as 'lowland heath' (paragraph 5.81), and identified as the most significant habitat in the York area. A number of particular sites are identified: Strensall Common, Wheldrake Wood, Hagg Wood, Walmgate Stray, Heslington Tilmire, Askham Bog. None are near to ST27.

4.21 The setting of the settlement and its landscape character is a matter of fact, and there is no suggestion that arable farmland per se, of the kind on and near to ST27, forms part of a structure reflecting historic significance of the settlement in its various aspects. The University campus is not identified as historically significant in townscape terms, though in fact it has some interest as I will explain in the next section.

4.22 Section 6 deals with policy and so considers the purpose of Green Belts, and as already noted one of those is 'to preserve the setting and special character of historic towns'.

4.23 If there is no tangible expression of the historic character of the City from ST27 or near it, including from the Ring Road, and the nearest formally designated area is some

distance away, I do not see the land can have any particular planning function on that count. And anyway that Green Belt purpose will not always be relevant uniformly. And finally the purpose includes 'setting' which must have its normal planning meaning, and that has been carefully defined in guidance I discuss later. .

4.24 This section of the HTP concludes with an identification of all potential assets contributing to York's special interest as an historic city. Ordinary arable farmland of the kind we find on and around ST27 is not identified as having any particular interest, and indeed it does not from a heritage perspective.

4.25 Within this section there is a discussion of 'compactness'. This identifies the city as a series of self-contained settlements each with its own agricultural hinterland. ST27 comprises the historic agricultural hinterland of Heslington which is an outlying settlement now adjoining the University. Heslington's farmland cannot also be York's farmland, at least not without again stretching a point until it breaks.

4.26 Rather the concept of 'compactness' relates to views out to countryside, and there are no views out from the developed area across ST17 of any historic importance, contributing to the historic identity of the area, and no concern about loss of identity of Heslington either.

4.27 Page 39 has a table summarising 'compactness' that relates to the flat terrain and views, but again this pertains to views 'out of and in to the historic core', and there are no such views engaged in relation to ST27.

4.28 The topic 'Landscape and Setting' is elaborated on pages 56 and following, paragraphs 6.29 and 6.30 with an accompanying table.

4.29 Paragraph 6.29 states 'The landscape provides the city and its outlying villages with a rural setting and a direct access to the countryside, and thus has a value/status that reaches beyond the relative quality of the aesthetic landscape'.

4.30 It continues, at 6.30: 'Its [assume 'the landscape'] lies in the conglomeration of layers and relics of old landscapes, in part conserved through time by continuous administration, absence of development, and centuries of traditional management.' Critically, this text continues: 'It is the combination of the various elements such as the ings and strays that provides York's unique makeup. The natural environment is significant in its concentrated collection of a variety of examples of historically managed landscapes, represented for example by wild flower meadows, lowland heath, valley fen, strip fields, veteran orchard trees and species-rich hedgerows. Many of these otherwise isolated remnant landscapes link up with other open spaces resulting for example from our industrial or war time past to form often accessible tracts of subtly diverse landscapes; thus the landscape/natural heritage is much greater than the sum of its parts'.

4.31 ST27 does not form part of any such network. It is in effect isolated by the University and the Ring Road on two sides, and comprises fairly typical rectangular fields of a kind associated with ordinary enclosure cultivation. It is not special landscape in terms of its aesthetic quality.

4.32 Apparent support for the HE position is embedded in the long table that falls within this section of the HTP, and I direct the Inspector to page 57.

4.33 This deals with 'Landscape and Setting', identifying in the left-hand column 'Character elements', in the next column 'Key Features' and then examples.

4.34 'Rural edge setting viewed from the majority of the ring road by of field margin (northern ring road business parks exception to the rule)'.

4.35 The 'Examples' given in column three are relevant to this matter. This is not an exhaustive list, clearly, but each example appears to be views of a defined, characteristic feature: the Minster notably but also the Ouse. The 'Significance' column, the fourth, explains, that 'This is an important English cathedral landscape that goes to the heart of York's identity and attractiveness… [featuring] a unique combination of elements of historic/cultural significance ….The proximity of hills/countryside gives a strong sense of place and location'. Rare long distance views are rare – element of surprise and appreciation'.

4.36 The important 'feature' that goes to this, communicating wider rural setting, is the view of a 'field margin'. A field margin is not a landscape comprised of a mosaic of fields. Thus, all the HTP is suggesting is the maintenance of a margin of open land inside the A64 communicating the open condition of the Green Belt inside the Ring Road. A margin can be defined by landscape and it is described as important simply for its openness. The settlement edge can be glimpsed from parts of the Ring Road already, in varying degrees.

Setting Considerations

4.37 Ultimately, these matters are matters of setting, as this is treated in statute, policy and guidance/best practice.

4.38 First, and uncontroversially, HE make no allegation of a setting impact on any heritage asset, including on that collection of assets in Heslington which is nearest the site. There is no view of the Minster from ST27 or across it, and the land does not figure in our appreciation of the Minster or contribute anything specific or particular to its significance. Hence, and in my opinion, the land is not in the setting of the Minster.

4.39 That being so, and the Minster enjoying the highest position in the historic city, there can be no proper setting relationship with any other designated asset comprising the historic core.

4.40 By ‘proper’ I mean a setting relationship that is quantifiable and demonstrable as established through inter- or co-visibility.

4.41 Historic England best practice guidance, GPA3 (Appendix 5.0) emphasises that setting relationships are ones, mostly, deriving from visual interactions and that in the absence of these there needs to be some demonstrable and particular other relationship. Such a relationship could be established acoustically or through another sense, smell obviously. There is no sensory relationship at play here, between the core and the edge.

4.42 Setting relationships can, on the facts of any case, be created by reason of function or historical connection. No such connection is alleged between ST27 and any designated heritage asset at all, still less any designated asset in the historic core of the City.

4.43 Ultimately, this part of the HTP, and the core of HE’s objection, turns on an abstraction, an idea about York in its settings, assuming the larger part is co-terminus with the historic city. This idea is not based on the direct experience of any asset.

4.44 And anyway, and as noted already, all the HTP calls for is a field margin, a buffer sitting inside the Ring Road (and presumably outside too), and the provision of such buffers on the edges of Green Belt and adjoining major roads is standard practice.

5.0 THE COUNCIL'S HERITAGE IMPACT APPRAISAL OF THE ST27

5.1 The Council deals with the historic dimension of edge of settlement openness in its Heritage Impact Assessment, published in September 2017 as part of its pre-publication Reg 18 consultation.

5.2 The Council assesses its preferred allocation at pages 68 through 70 (Appendix 3.0), with reference to criteria to be found in the HTP (Appendix 4.0).

5.3 The Council found no impact on the City's strong urban form, and no real effect on its compactness taking the existing campus into account.

5.4 The Council did consider (bottom page 68) whether the allocation would harm the relationship of the City to surrounding historic villages taken in combination with ST15, New Elvington. The paper does not explain which villages in particular it has in mind (it could be Heslington), so I cannot comment except to refer back to my earlier analysis of the HE objection, at Section 2.0 of this statement.

5.5 If Heslington is one of these settlements, then practically it has already become part of the greater settlement by the arrival and growth of the University itself. On my recent visit, I noted that this interaction was visual. The educational use, and its extent, also changes the character of the place. The ambience of the historic linear settlement (an estate village) along Main Street has been preserved nonetheless, and its identity. I do not think ST27 (as proposed or as the University would like it amended) would encroach materially on its setting, undermining what we can appreciate today about its special interest.

5.6 Page 70 deals with the other point raises by HE, under 'Landscape and Setting', concluding that the allocation it is proposed (and by inference so also the University's preference) 'may erode the character and rural setting of the city seen from the Ring Road'. Notwithstanding any buffer setting, the paper continues, the development will, it is said, 'in principle' change the relationship which the southern edge of York has with the countryside to its south…' Pausing there, this observation is a statement of fact. It continues 'and which the historic City of York has to its surrounding villages'.

5.7 The Council conclude a landscape buffer is advising to maintain that openness.

5.8 I note here that the text on page 70 just cited draws a distinction – which I maintain in this statement – between 'York' meaning the City as a whole and 'the historic City of York', so in fact the heritage impact under consideration is about erosion of green gap between historic settlements

5.9 Even on this focused basis, I cannot see just what particular relationship is at play and under threat. Heslington is not named, and neither is Dunnington, Murton or Stockton-on-the-Forest. Without some particular set of relationships or even one single one being alleged, then the University cannot address these concerns or indeed know how to answer them in this expert statement I have prepared for it.

5.10 Another way to think of this discussion is to imagine that this Inspector was looking at a section 78 Appeal for a new campus on the site of ST27 or the University's related alternative, whether or not the respective parcel was in Green Belt or out (imagining, that is, no allocation).

5.11 If the local authority in that situation refused the proposals, inter alia, on heritage grounds, it would be obliged to adduce a more specific allegation of harm than the generalised assertions on which the HE objection is based. Quite apart from anything else, a decision maker would have to be certain just what asset is being harmed and why. In my own view, the allegation of harm is in this case just too tenuous to be sustained, even on a very broad, not to say generous and uncritical, interpretation of setting.

5.12 The point may be moot, because what the nature of the asserted heritage impact (real or illusory, based on an abstraction), the Council do not share HE's objection which reads as one in principle.

5.13 In the penultimate part of this statement, I will look briefly at HE's preferred alternative, which is to intensify the existing campus (both phase 1 and phase 2) to the east of Heslington.

6.0 HISTORIC ENGLAND'S PREFERRED OPTION

6.1 Historic England have suggested an alternative to ST27 and so also by inference to the University's alternative.

6.2 The HE alternative comprises the intensification of both phases of the University campus.

6.3 First is the proposition of intensifying the use of the main or original campus site, granted outline planning permission in 1962

6.4 When the first volume of the Pevsner came out, in the late sixties, there is not even an entry on the University. Forty years later there is a dedicated entry over about 5 pages, with an interleaved aerial perspective and two photographs and a further note in the introduction of the city's history.

6.5 This change in emphasis, from disregard to great interest, reflects the general re-valuation of sixties further education architecture which started in the 1990s. The University has some historic interest as part of the planned, post-WWII expansion of state-funded further education.

6.6 The Pevsner entry is commendably concise, and so I direct the Inspector to it, highlighting a few salient points. First the University was founded in 1960, and the first designs date to 1962, the work RMJM, as was known and specifically Mr Andrew Darbishire, its lead designer.

6.7 The guide comments that the siting of the buildings in relation to the lake was one of the best of the new university masterplans, visually and structurally, thanks to their integration with the lake, and the repetition of a single module, the notorious CLASP system, across the buildings. This system allowed fast construction but at the price of durability. Within that masterplan a handful of buildings are singled out, the Chemistry, Vanbrugh College, Biology, the Concert Hall and a few more.

6.8 The parkland character of the grounds, particularly around the lake and on main approaches, and near some of the colleges, is of high landscape design quality. The buildings are planned as pavilions or colleges, freestanding elements which are in many places subservient to the landscape masterplan

6.9 This is a low-density scheme as befitting its Green Belt location. The extent of building coverage is low, some 20% or so including many surface car parks, so significantly less if buildings alone are taken into account.

6.10 I do not think there can be any doubt that the campus is of some historic interest and aesthetic value too, and as such in places can be described as a non-designated heritage asset, whether single buildings or landscape features in association with single buildings or groups.

6.11 The University is mindful of this legacy and has instructed Historic England to review its estate for designation purposes. Whilst it would be wrong to second guess that exercise I would not be surprised if a few single buildings and landscape areas were either listed or registered, or identified formally as non-designated assets.

6.12 Leaving heritage considerations to one side, it would be challenging to achieve the requisite amount of additional accommodation without fundamentally altering at least the landscape character of the campus.

6.13 Intensification of the more recent campus, to the east of Heslington, does not present any heritage reason, but intensification here would change the character of the area, introducing a more urban form, The implications of this on Green Belt are dealt with in the landscape submission for the University.

6.14 Interestingly, the section Inspector who reported to the recovered (under section 77) application (report 20 March 2007) considered and rejected a similar suggestion, albeit then on the grounds of viability and character, and I see no reason to vary from that conclusion now. The SoS granted consent for the eastern extension to the campus.

6.15 That Inspector also, it is worth noting, considered potential visual impacts with the Minster – he found none – and setting impacts on Heslington as an historic settlement. About these he found that the impact could be managed satisfactorily by a landscape buffer. At this stage, there was no concern that the development would dilute the historic city's identity, undermining our appreciation of its special qualities. The potential interaction with the historic core was limited to intervisibility with the Minster (and he found none and none is alleged now).

6.16 Therefore, I can see no basis to prefer the HE preferred alternative. It would effect a significant change to the character of Green Belt land and, more to the point (vis a vis my statement) would harm the heritage interest of the first phase of the campus.

7.0 SUMMARY

7.1 In summary, then, I conclude the following.

7.2 First, the ST27 land (and the University's alternative – I conflate the two for the purposes of this report) does not form part of the setting of any designated heritage asset.

7.3 Second, that land is not proximate to any historic landscape feature contributing to the historic structure of the ancient city.

7.4 There are no views of the Minster or any other listed building, directly, from or across the land, or from the Ring Road.

7.5 The land does not occur on any arterial route of historic interest, linking the historic city of York to any historic satellite settlement. Those settlements are distant from the site and located beyond the Ring Road.

7.6 Thus, and applying the setting guidance from HE, I do not identify that the ST27 land contributes to our ability to appreciate anything particular about the significance of the ancient city or indeed of any other asset.

7.7 There are no historical associations or functional associations between the ST27 land and any asset, not even Heslington whose agricultural hinterland, historically, included the ST27 and now related land.

7.8 The open land separating the present edge of settlement from the Ring Road serves an undoubted landscape purpose, but its relevance to the significance of any heritage asset is limited at best. I have not been able to identify any specific historic associations between this land and the historic city. Fulford to the south and west is the site of a Conquest-period battle, but that is some distance away (about 2.5 km, WSW of the allocation edge). Hull Road to the north of the University (the modern A1079) is understood to reflect the alignment/position of a Roman Road entering from the east. This is location about 800—1000 metres or so to the north of the northern edge of the allocation (depending on the point where the measurement is taken) and interposing is the University's eastern campus and later suburban development.

7.9 And anyway, even the Council, which contends some degree of relevance, accepts the land may be developed acceptably by means of leaving a landscape margin or buffer.

7.10 One premise of the HTP, and also of the HE objection, is based on an abstraction, which has a subjective character to it. The HTP recognises its own limitations as involving subjective judgment. The simple way to express this is to ask whether any party driving around the Ring Road would think of York as an ancient place when s/he looks across the carriageway or shoulder to the land and beyond. Some, steeped in the abstraction, might; others, not, wouldn't, or so I conclude. . And even those

possessed of special, expert understanding require some mental gymnastics to conflate the historic city of York with this piece of unremarkable farmland and the experience of dual carriageway Ring Road.

7.11 Historic England's alternative – the densification of the existing campus – has the unintended, and arguably perverse, consequence of undermining the aesthetic and historic value of the phase 1 campus and also of introducing dense forms of development which add to the impact of existing development on Green Belt.

DR CHRIS MIELE IHBC MRTPI FRHS

SENIOR PARTNER

MONTAGU EVANS LLP

March 2018

Appendix 1

Miele CV and List of Publications

ChrisMiele BAHons MA PhD MRTPI IHBC FRHSFSA

Position
Partner

At Montagu Evans since
2006

Date &Place of Birth
6th November 1961, Washington DC

Main Areas of Expertise
Planning & the Historic Environment

Professional Affiliation
Member, Royal Town Planning Institute
Member, Institute of Historic Buildings Conservation
Fellow, Royal Historical Society
Fellow, Society of Antiquaries, London

Key Commercial Clients

CIT, Land Securities, Chelsfield LLP, National Grid Property, Delancey, Berkeley Homes, Barretts, Fairview New Homes, Gladedale Properties, Dalia Wanda (China), Telford Homes, Bloor Homes, Hallam Land Management, Galliard, Meyer Bergman

Key Public Clients

Trustees of the South Bank Centre, Trustees of the British Museum, University of Oxford, Sheffield University, Dean and Chapter of Westminster Abbey, University College London, the Architectural Association, Greater London Authority, City of Westminster, Transport for London. Trustees of the Southbank Centre& other Public

.

Key Projects

- Admiralty Arch, Prime Investors
- United States Embassy, Grosvenor Square
- British Museum
- Commonwealth Institute
- South Bank Centre (over 12 years)
- Elizabeth House
- One Nine Elms
- Ram Brewery
- Fleet Marston Sustainable Urban Extension, Aylesbury
- Bow Street Magistrates' Court and Police Station

Professional Experience Includes:

- 2004-2005, Senior Planning Director, RPS Planning. Experience included major infrastructure projects, expert evidence at complex planning inquiries, and other development projects of a significant scale, for a range of private and some public clients.
- 1998- 2004 Director, Alan Baxter& Associates, Advising on planning and related urban design matters affecting the historic environment, to inform emerging design proposals; masterplanning, conservation plans and urban design studies; drafting planning policy guidance for historic sites
- 1991-1998 Historic Buildings Advisor, English Heritage. Experience included providing advice on listing and in support of English Heritage's statutory role in relation to listed building and conservation area consents and planning applications. Advice to local authorities on conservation area designations.

Areas of Expertise

All aspects of PLANNING, URBAN DESIGN & THE HISTORIC ENVIRONMENT with particular expertise in:

- Concept design and detailed approach to historic buildings and new development in historic areas; conservation and management plans; conservation area appraisals, heritage assessments; expert witness work; historic landscape analysis; historic building analysis and recording; masterplanning/development frame works in the historic environment; heritage impact assessments; representations and advice spot listings, delistings and certificates of immunity from listing; experience of scheduled monument consents; historic landscape and urban characterisation; historical research.
- Experience of educational, museum and gallery; hotel and restaurant; residential; mixed use town centre schemes.

Curriculum Vitae

ChrisMiele BAHons MA PhD MRTPI IHBC FRHSFSA

Published Works

- 'Scenes of Clerical Life: the Young Scott', in G G Scott RA, ed by P Barnwell (Shaun Tyas, forthcoming).
-
- 'Community Heritage' and other Victorian Myths: Reflections on the English Experience', ed. Melanie Hall, The History of Preservation: International Perspectives (Ashurst, 2013).
- *Forgotten, Lost and Restored,* joint author (Hackney Society, 2012)
- 'Gothic Sign. Gothic Realia: Reflections on the Holy Sepulchre', in *Architectural History*, 2010.
- ,Architectural Representation', Celebrating a Century of the Victorian Society: Essays and
- The Anatomy ofa Georgian Villa, Danson House, author (English Heritage 2009)
- The Supreme Court of the United Kingdom: History, Art, Architecture (Hardcover) , editor and contributor (2010)
- From William Morris: Conservation and the Arts and Crafts Cult of Authenticity, editor and contributor (2005)
- "English Antiquity: Saxonism and the Construction of National Architectural Identities". In Architecture and Englishness, Con. Proceedings Society of Architectural Historians. (2005),ed. I. Dungavell and D. Crellin.
- Designing the World: Engineering, Architecture and the Royal Navy", Architectural History (Jrof the Society of Architectural Historians, UK),vol. 49, 2006.
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- "Danson House Restored", Country Life, 24March 2005.
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- "Love, Marriage and the Painted Georgian Interior", English Heritage Collections Review, (2001).
- "Re-presenting the Church Militant. The Camden Society and the Round Church", in A Church As It Should Be, ed C Webster and J Elliott(Stamford, 2000), pp 257-294.
- "Victorian Internationalism", in The Gothic Revival. Religion, Architecture and Style in Western Europe, 1815-1914, ed J de Maeyer and L Verpoest (Leuven/Louvain, Belgium, 2000), pp. 209-220.
- London Suburbs, gen ed. C Miele, technical ed. Kit Wedd, introduced by A Saint. Also contributor to first chapter: 'From Aristocratic Ideal to Middle-Class Idyll', (English Heritage, 1999), pp. 31-60.
- "The Battle for Westminster Hall", Architectural History (British Society of Architectural Historians) vol. 41 (1998), pp. 220-244.
- 'Robert Adam, Marlborough House and Mrs Fitzherbert: "The First Architect of the World in Brighton"', Sussex Archaeological Collections, vol. 136 (1998), pp. 149-175.
- "Real Antiquity and the Ancient Object", in The Study of the Past in the Victorian Age, ed. V Brand, intro. By Chris Brooks, Oxbow Monographs no. 73 (1998), pp. 103-125.
- Morris on Architecture, ed by C Miele (Sheffield, 1997). A collection of William Morris' lectures on building and architecture, with a critical introduction and annotations.
- "The First Conservation Militants", in Preserving the Past, ed M Hunter (Stroud, Gloucs., 1996), pp. 17-37.
- "Art or Craft? Morris& Co Revisited", The Victorian Society Annual, 1996, pp. 15-21.
- "The Conservationist", in William Morris, ed by Linda Parry(Victoria & Albert Museum, Exhibition Catalogue, 1996), pp. 72-90.
- "Their Interest and Habit. Professionalism and the Restoration of Medieval Churches", in A Saint and C Brooks (Manchester, 1995), pp 151-171.
- "A Small Knot of Cultivated People: The Ideologies of Protection", The Art Journal (American College Art Association: special issue on Conservation and Art History), vol. 54 (Summer 1995), pp. 73-80.
- "The Restoration of the West Front of Rochester Cathedral: Antiquarianism, Historicism and the Restoration of Medieval Buildings", The Archaeological Journal,vol. 151 (1994), pp. 400-419.
- Hoxton (Hackney Society Publication, London,1993)

ListofPublications

Appendix 2

Historic England Letter of Objection, 30 October 2017

Freepost RTEG-TYYU-KLTZ,
City of York Council,
West Offices,
Station Rise
YORK YO1 6GA

Our Ref: HD/P5343/02
Your Ref:

Telephone: 01904 601977

30 October 2017

Dear Sir or Madam,

City of York Local Plan: Pre-Publication Draft

Thank you for consulting Historic England about the Pre-Publication Draft of the Local Plan.

General Comments

Over the past few years, as part of the background work on the emerging City of York Local Plan, the Council has undertaken a great deal of work to identify the various elements which contribute to the special character and setting of the historic City. This work has helped to provide a framework against which to consider not only the appropriateness of the development strategy for the future growth of the City, but also the individual sites where that growth might be accommodated.

We welcome the intention to limit the amount of growth which is proposed around the periphery of the built-up area of the City. Such a strategy will help to safeguard a number of key elements which have been identified in the *Heritage Topic Paper* as contributing to the special character and setting of the historic City. These include its compact nature, the views towards the City from the ring road and the relationship of the City to its surrounding settlements.

However, the reduction in the amount of development on the edge of the City is partly dependent upon two elements, the deliverability of which, at the moment, is unclear. The first of these is York Central (Site ST5) and the second is the two new free-standing settlements (Sites ST14 and ST15). Moreover, whilst the development of these areas may provide part of the solution to safeguarding a number of important elements identified in the *Heritage Topic Paper*, their development could also, potentially, harm other aspects that contribute to York's special character. The Plan will need to demonstrate that these areas can

deliver the scales of growth anticipated in a manner commensurate with safeguarding those elements which make York such a special place.

York Central - The amount of development required on the edge of the City and in its surrounding settlements is very much predicated on being able to deliver a sizeable proportion of the plan's new housing requirements within the York Central site. Whilst we whole-heartedly support the principle of the redevelopment of this large brownfield site and in maximising its development potential, we remain to be convinced that the quantum of development being proposed is actually deliverable in a manner which will not only safeguard the significance of the numerous heritage assets in its vicinity but also not have significant knock-on effects upon the historic core of York. Consequently, there needs to be a lot more work done to demonstrate just how 1,500 dwellings and 61,000sq m of office floorspace can be created on this site.

The new free-standing settlements - Although we have raised concerns in the past about the principle of these two large incursions into the open countryside around York, however, as part of the strategy for accommodating York's assessed development needs, we do consider that there is considerable merit in continuing to explore the potential offered by these new settlements. Whilst such an approach clearly affects the openness of the Green Belt in those locations (and, as a consequence, will result in harm to certain elements which contribute to the special character and setting of the historic City), nevertheless, the degree of harm could be far less than would be caused should the housing in those settlements be located, instead, on the edge of the existing built-up area of the City or in its surrounding settlements. As such, a strategy in which part of York's development needs are met in new free-standing settlements beyond the ring road might help to safeguard the size and compact nature of the historic city, the perception of York being a free-standing historic city set within a rural hinterland, key views towards York from the ring road, and the relationship of the main built-up area of York to its surrounding settlements.

The size of these settlements and their location, as currently indicated in this latest consultation, appears to have taken into account of the relationship which York has with its existing surrounding villages – an element which has been identified in the *Heritage Topic Paper* as being part of the character of the City. It is also apparent that they have been designed to ensure that they do not threaten the individual identity or rural setting of their neighbouring villages, the green wedges that penetrate into the urban area, and important views from the ring road. We would have significant concerns were the size of either of these

settlements to increase (either in this or subsequent Plan periods) beyond the boundaries currently shown.

Despite raising concerns during the last two consultations, it is, still, by no means clear what impact the infrastructure necessary to deliver these new settlements will have upon York's special character and setting. This aspect is of paramount importance. A grade-separated junction on the A64 to the south of the University, for example, to access Site ST15 could cause considerable harm to the setting of the City in this location.

Consequently, at this stage, we consider that there is merit in exploring the potential of the two new settlements based on their size and location shown in this current consultation. However, there is considerable work still to do to demonstrate that the infrastructure necessary to deliver this scale of housing can be achieved in a manner which does not harm other elements which contribute to the special character and setting of York.

Any support for these settlements is given on the basis that it can be demonstrated that they are a key component of a wider strategy designed to achieve the protection of key elements which contribute to the special historic character and setting of York and that they will be delivered in a manner which will minimise any harm to the rural setting of the City.

The University - We have particular concerns about the area identified for the future expansion of the University and consider that further consideration needs to be had to how the growth of this important institution might delivered in a manner which best safeguards the elements which contribute to the setting of this important historic City.

In terms of other aspects of the Plan, despite reduction in their size and/or alterations to their configuration, several of the sites do not appear to have taken account of the elements which the Council has identified as contributing to York's special character. We have set out below, where we consider amendments need to be made to address their shortcomings.

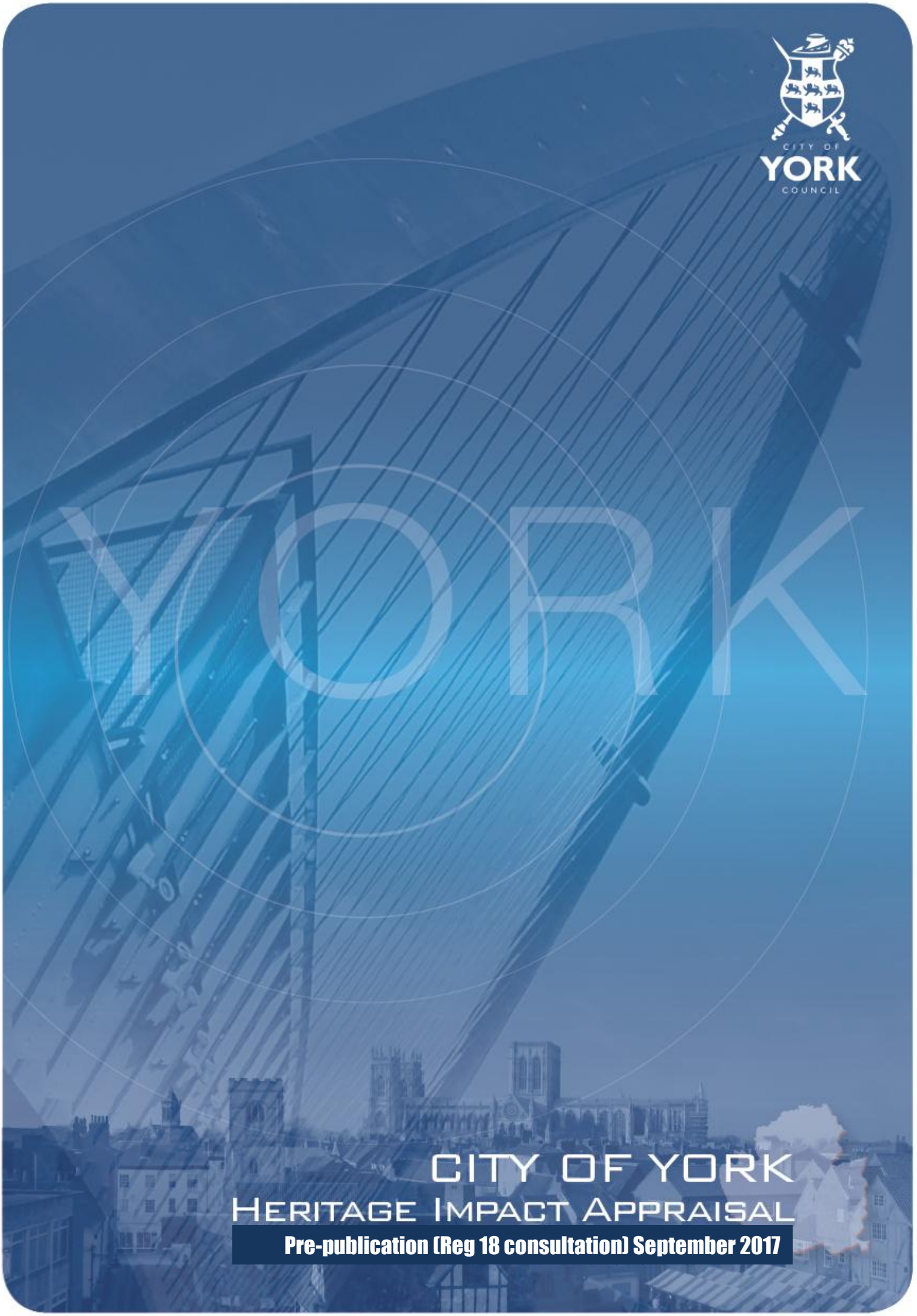
The need to better-understand the development potential of all the Strategic Sites – Meeting the assessed development needs of the City for the next fifteen years in a manner compatible with conserving York's historic character is clearly a huge challenge. We have already expressed concerns about the potential harm which the scale of development proposed on some of the sites (such as York Central) might have upon the historic character of the City. Should the housing or employment figures increase over those currently provided for in the Pre-Publication Draft, this is likely to cause significant problems for York's historic environment. In order to better-understand the potential of those sites that it is proposing to

Page	Section	Support/ Object	Comments	Suggested Changes
				making a positive contribution to its significance"
70	Policy SS22 – Site ST27 (University of York Expansion Site)	Object	Notwithstanding the caveats within the Planning Principles regarding the limits on the development footprint of any new development and for an *"appropriately landscaped buffer between the site and the A64",* this proposal could harm two elements which contribute to the special character of the historic City. Firstly, this area is prominent in views from the A64. The expansion of the University to the extent of the area identified would bring development very close to the Ring Road. This will fundamentally change the relationship which the southern edge of York has with the countryside to its south. It will also alter people's perceptions when travelling along this route about the setting of the City within an area of open countryside. Moreover, it is by no means certain that the requirement for *an "appropriately landscaped buffer"* between the site and the A64, will not, itself, further harm the openness of the Green Belt in this location. Previous landscaping schemes by the University in this part of the City have simply resulted in earth bunding an alien features in the flat landscape to the south of the City. Secondly, the expansion of the university towards the ring road could also harm the relationship which the historic city of York has to the surrounding villages - another element	The future expansion of the University should be restricted to within the Campus East and consideration should be given to the expansion of the university in a northerly direction onto Site ST4 instead.

Page	Section	Support/ Object	Comments	Suggested Changes
			identified in the *Heritage Topic Paper* as contributing to the special character of York. This relationship relates to not simply the distance between the settlements but also the size of the villages themselves, and the fact that they are free-standing, clearly definable settlements. The expansion of the University would effectively reduce the gap between the edge of the built up area of the City and this proposed new settlement at Elvington Lane (Site ST15) to 1.6km.	
71	Policy SS23 – Site ST19 (Northminster Business Park)	Object	In order to retain the separation between the Business Park and nearby villages, the southern extent of this area should not extend any further south than the existing car park to the south of Redwood House. Without this reduction, the development of this area would threaten the separation of Northminster Business Park from the village of Knapton which would be just 250 metres from the southern boundary of this area.	Amend the extent of Site ST19 so that the southern extent of this area extends no further south than the existing car park to the south of Redwood House.
72	Policy SS24 – Site ST37 (Whitehall Grange)	Object	This site forms part of the green wedge that extends into the north of City which is centred on Bootham Stray. Although there are a handful of buildings on this particular site, it is clearly perceived as a part of this open area. The loss of this site and its subsequent development would result in the considerable narrowing of this wedge and harm one of the key elements identified in the *Heritage Topic Paper* as contributing to the special character and setting of York.	Deleted Site ST37
75	Policy EC1, site E16 (Poppleton Garden Centre)	Object	Whilst we have no objection to the redevelopment of that part of the site which is currently occupied by buildings,	Reduce the extent of Site E16 to exclude the currently undeveloped

Appendix 3

Relevant extract from the City of York Heritage Impact Appraisal, Pre-publication (Reg 18 Consultation) September 2017



CITY OF YORK
HERITAGE IMPACT APPRAISAL

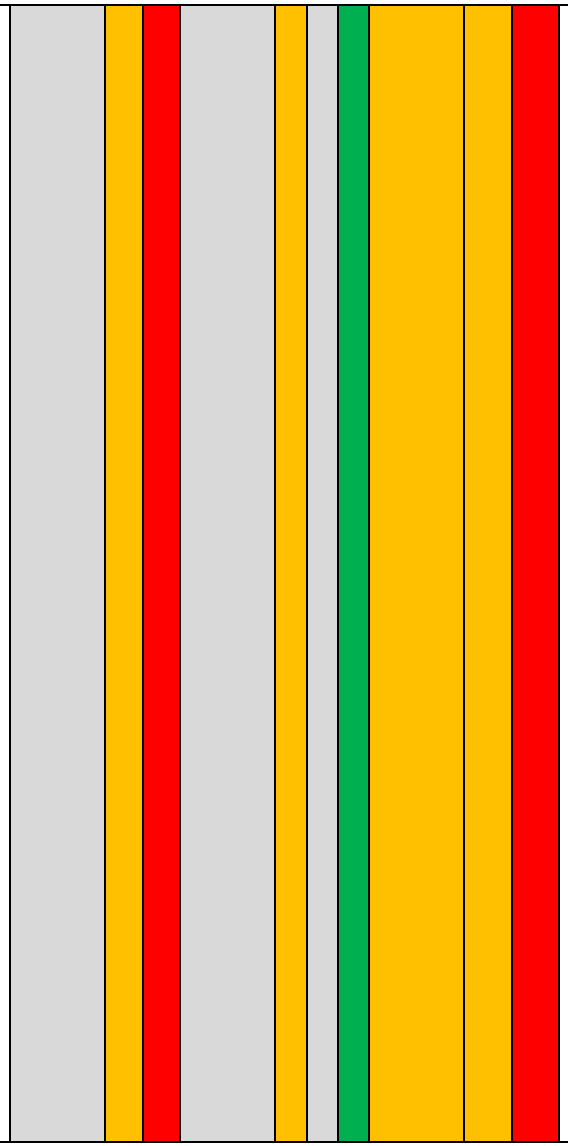
Pre-publication (Reg 18 consultation) September 2017

CONTENTS

Separate Annexes

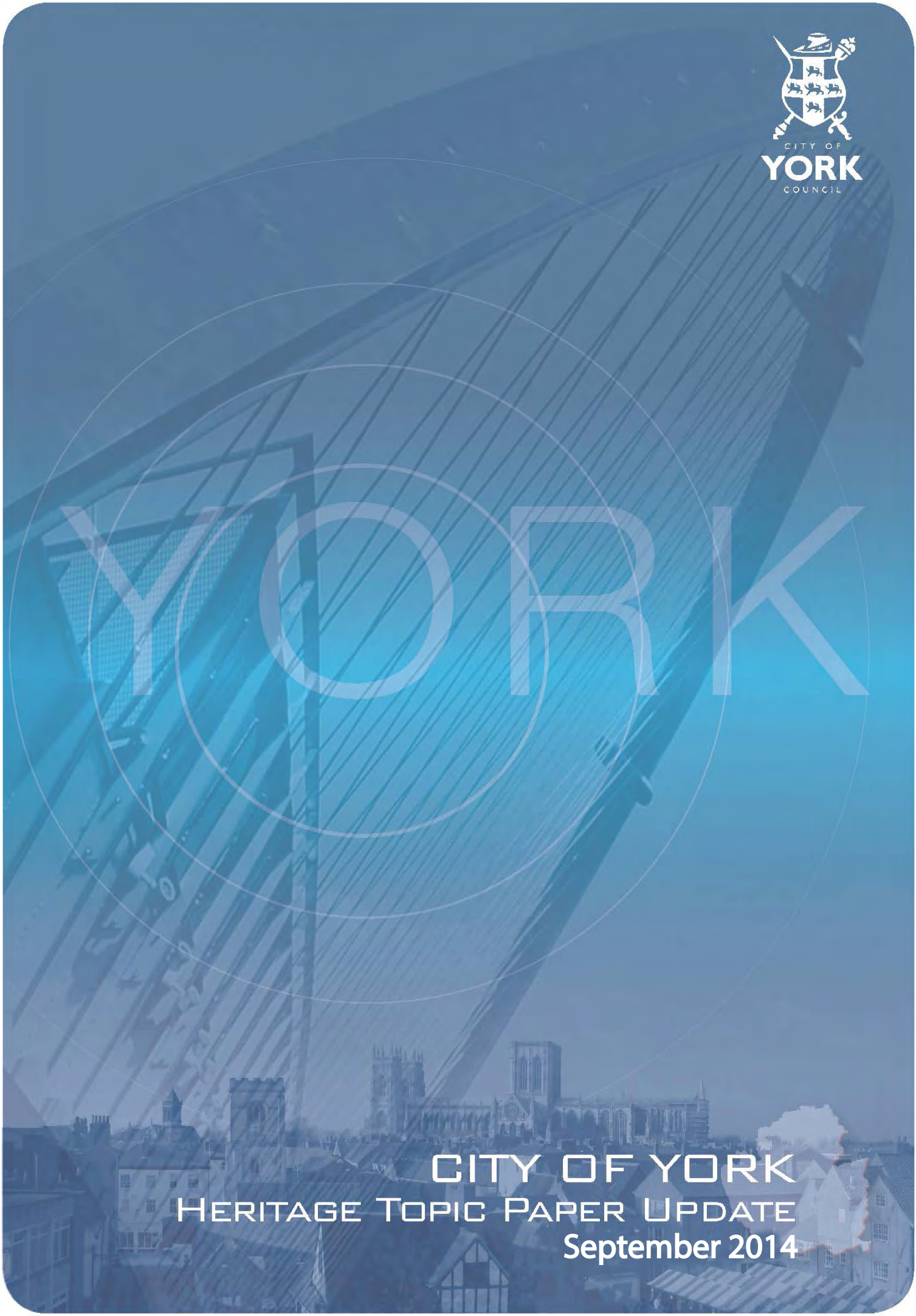
									Screening may partially assist in mitigating against the erosion of the semi-rural setting of the airfield, however a decrease in distance between the Industrial Estate and farmsteads would be inevitable.	
Policy SS22: University expansion Site ref ST27									The Heritage Impact Appraisal (SITES) identifies a number of negative impacts likely as a result of developing in this location. Policy SS22 addresses these as follows (*HIA (SITES) comment in italics*, with HIA (POLICIES) response in normal text): ST27 will provide 21,500sqm of B1b employment floorspace for knowledge based businesses, including research and sciece park uses and other higher education uses. A development brief will be prepared covering landscaping and design requirements. <u>1. Strong Urban Form</u> *The site makes a neutral contribution to this characteristic*. No likely impacts identified <u>2. Compactness</u> *Development here will enlarge the campus area by creating employment land. Impact on the city's compactness may be classed as neutral-minor as development already exists in this area and the campus is its own separate 'settlement'. Low Lane provides the southern boundary for the campus at present, development would extend this up to the ring-road.* The expansion of the university towards the ring road could harm the relationship which the historic city has to its surrounding villages. This relates both to the distance between settlements and to reading villages as free-standing, clearly defined settlements. There is concern that, in conjunction with the proposed new	- Implement this policy alongside others in the Plan (especially those contained within Section 8: Placemaking, Design and Culture) to mitigate and minimise harm as well as maximise enhancement opportunities. - Ensure development is informed by clear appraisal and understanding of the site's characteristics and context (particularly views), and that future development masterplanning is contextually relevant and references the best in contemporary placemaking. - Incorporate the design intentions/philosophy of Heslington East into the extended campus. - Non-intrusive archaeological assessment including a desk-based assessment, geophysical survey and

											settlement ST15, the expansion of the university would effectively reduce the gap between the edge of the built-up area and this new settlement to 1.6km, with the potential for serious harm to the city's compactness. <u>3. Landmark Monuments</u> *The site makes a neutral contribution to this characteristic*. No likely impacts identified. <u>4. Architectural Diversity</u> *Poor architectural design would be detrimental to the generally high quality of buildings and craftsmanship in York. Poorly designed buildings will have a negative impact on the city in general.* Policy seeks to enhance and continue the parkland setting of the existing university campus, with new buildings being of high design standard. The stated development brief will provide a design framework within which the university expansion will emerge – there is an opportunity to develop a scheme which represents the best of contemporary design. <u>5. Archaeological Complexity</u> *Prehistoric-Romano-British settlement and activity known across the existing campus site to the north. This has already been mitigated against through excavation/recording prior to the construction of the new campus. Further archaeological features may exist outside the existing campus boundary.* *In the area south of the existing campus several non designated landscape features exist such field boundaries and ridge and furrow – condition unknown.* *Long Lane is shown as a track/boundary on the 1852*	field walking and excavation of archaeological evaluation trenches must be carried out. The results will be used to assess the nature and significance of any archaeological deposits on site. - The results of the geophysical survey and evaluation trenches should influence the layout of the development and inform archaeological mitigation strategies. - The impact of the development on the significance of archaeological deposits must be mitigated through a programme of archaeological excavation, community involvement, analysis, publication and archive deposition. - The precise extent and content of the mitigation strategy will depend on the content of the masterplan for the site. - The final development must incorporate interpretation of the archaeological and historic development of

		*OS map although is not named.* Development of the site would have a destructive impact on any surviving archaeological deposits or landscape features. Policy makes no reference to mitigating measures. <u>6. Landscape and Setting</u> *This area provides part of the rural edge setting and open countryside surrounding York. It has been identified as protecting the rural setting. Development would be detrimental to the landscape and setting of the city. Development across this site may erode the character and rural setting of the city visible from the ring road. The site will have a strong influence on the setting and context of Heslington East campus and views of it from the A64. The existing campus is designed to include views across the lake to open countryside beyond, which could be harmed. Development in this area is not directly next to Heslington, however it brings development closer to the rural community of Grimston.* Development here will inevitably result in the loss of part of the rural setting of York, bringing development very close to the Ring Road. Buffering and green infrastructure may reduce its impact, but development will 'in principle' change the relationship which the southern edge of York has with the countryside to its south, and which the historic City of York has to its surrounding villages. Policy advises that an appropriately landscaped buffer is provided between the site and the A64 in order to mitigate heritage impacts and to maintain key views to the site from the south and its setting from the A64 to the south and east, and; any future scheme must enhance and continue the parkland setting of the existing	site in order to deliver public benefit and enhance knowledge of the site for residents. - Move the eastern edge away from the ring road and buffer the site to push and screen the development from the ring road. - Significant green infrastructure to mitigate effects will be required. - Historic grain of landscape should be reflected in design of new development with any significant features incorporated as they are. - Green infrastructure required against the western edge of the development to mitigate against possible harmful impacts to views from the Conservation Area of Heslington. - Set the allocation further away from the footpath/lane and/or create a new landscape context for the footpath/lane. - Buffer and screen western edge of proposed site. Do not encourage any further development

Appendix 4

Heritage Topic Paper Update, September 2014



CITY OF YORK COUNCIL

CITY OF YORK

HERITAGE TOPIC PAPER UPDATE

September 2014

Contents

Definitions:

In the paper, the term City of York is used to denote the entire area which is administered by the City of York Council.

The terms historic city and historic core refer to the urban nucleus defined by the city walls, the approach roads to the city walls and the ancient Strays.

1: Purpose

1.1 The historic environment of the City of York is internationally, nationally, regionally and locally significant. This is recognised nationally through existing statutory designations that apply to heritage assets in the City of York and is evidenced locally through the formal bid by City of York Council to gain World Heritage Site status at the international level and a community-driven initiative to adopt a Local Heritage List of locally significant buildings, structures and spaces.

1.2 The historic environment of the City of York is a complex mixture of landscape, buried archaeological remains, buildings and structures representing almost 2000 years of urban growth that underpins the significance of the contemporary city. Past events, decisions and actions, some nationally significant have also helped shape the modern city. The events, decisions and actions that will occur as a consequence of implementing Local Plan policy will in part determine what the historic environment of the city will be in the future. The historic environment is a contested space. Different groups and individuals bring different concepts, analyses and value judgements to this space making it very difficult to clearly define York's special qualities in a way that helps investors, developers and others to determine how they may contribute to better revealing and enhancing them for the present and future.

1.3 However, it is vitally important that Local Plan policy is based on a shared understanding which can provide a view of the special character and significances of this contested domain.

1.4 This document therefore sets out to examine and assess existing evidence relating to the City of York's historic environment and how it can be used to develop a strategic understanding of the city's special qualities and its complex 2000 year history. This assessment has been used to propose six principal characteristics of the historic environment that help define the special qualities of York. The document is set out as part of the evidence base for the Local Plan.

2: Historical and Spatial Introduction

2.1 The historic city rises from and dominates the low-lying Vale of York, one of the great lowland plains of England. The setting is provided by the geological context of the Vale: the limestone ridge and Pennine foothills to the west; the Wolds and Howardian Hills to the east; the glacial moraine crossing the Vale breached by the Rivers Ouse and Foss; the Derwent valley to the east; and the post-glacial deposits accumulating within and between the courses of the river valleys and their tributaries.

2.2 This geological context provides the basis for the natural colonisation and development of the landscape and its subsequent transformation by human activity in the period since approximately 10000BC. The geological context also provides the raw materials which are used and visible in the historic buildings and structures of the City of York.

2.3 It also provides the basis for the important long-distance views both into and from the historic city which emphasise the special role and relationship of the historic city in the Vale of York, Yorkshire and beyond. The Minster can be seen from elevated viewpoints located as far away as Garrowby in the east, Sutton Bank to the north, Hazelwood Castle to the west and Alkborough, North Lincolnshire to the south. On clear days views from the Minster and from other elevated viewpoints within the City include the Pennines, the North York Moors and Wolds, Selby and the Humber estuary.

2.4 The historic city is an urban site, continuously occupied for almost 2000 years. It is characterised by a tightly knit, compact core defined by the City Walls, the visual and physical presence of York Minster, the historic street pattern, tenement plot boundaries, and the Rivers Foss and Ouse. Beyond the historic core the character is further defined by ancient arterial roads and commons (the green wedges formed by the Strays), the river valleys, and the pattern of villages set within a predominantly flat landscape of pasture, arable, woodland and wetland.

2.5 The City of York contains complex archaeological deposits from all periods, culminating in the deep (up to 10m), frequently waterlogged deposits that are preserved within the historic city.

2.6 The City of York exhibits layering, both vertical and horizontal, of all periods with no single period providing the dominant theme.

2.7 The spatial development of the historic core of the City of York can be seen as a series of chronological expansions from the historic core which annexe surrounding settlements, patterned by the arterial roads (many with their origins in the Roman period), the ancient commons and Ings, and the natural topography. These chronological expansions can be read through spatial progressions from centre to periphery.

2.8 This chronological and spatial expansion of the historic city terminates in a clear frontier where the rural characteristics of farmland and woodland take over provide a buffer zone between the villages and the core. This urban edge sits clearly within the encirclement established in the late 20th century by the construction of the outer ring road.

2.9 A similar chronological and spatial progression from centre to periphery can be observed in most of the villages within the City of York.

2.10 York therefore provides an exemplar of continuity within the natural and historic environment. This theme of continuity is punctuated by periodic transformational episodes:

- the establishment of the Legionary Fortress and urban centre from AD71 by the Romans;
- the establishment of regular tenement plot boundaries and streets in the 10thcentury within the historic city;
- the replanning of large tracts of the historic city through the creation of two castle precincts, a new Minster and St Mary's Abbey in the late 11th century;
- the reorganisation of the rural landscape through the creation of planned villages and moated and ecclesiastical sites in the 12th century
- the "opening up" of the historic city through the loss of ecclesiastical precinct boundaries in the 16th century;
- the cultural, social, aesthetic and architectural renewal in the 18th century
- the impact of the railways (townscape, landscape and communication) and associated industrial development (e.g., chocolate, cast-iron, railway, gas) in the 19th century; and,
- 20th century expansions:
    - ♦ suburban expansion from historic core in the 20th century;
    - ♦ expansion and development of villages post-World War II; and
    - ♦ creation of outer ring-road and out-of-town shopping and business centres in the late 20th century.

3: Methodology

3.1 This paper provides a qualitative and quantitative evidence base for the Local Plan. It is not intended to be, nor can it be a definitive work. However, it does set out those factors and themes which have influenced York's evolution as a city. It has been written by the Design Conservation and Sustainable Development team who provide a specialist advice service within City of York Council. Significant input has been provided by Integrated Strategy Unit Officers working on the Local Plan, the Built and Historic Environment sub-group of the Environment Partnership and the Conservation Areas Advisory Panel. In addition, valuable input has been provided by English Heritage.

3.2 The key part of this paper is the attempt to present in a linear narrative form a four dimensional framework for exploring the special historic character and significances of the City of York. The narrative unfolds through three broad categories: Factors (Section 4); Themes (Section 5); and Characteristics (Section 6). The Factors are large-scale, almost deterministic environmental elements with which humans have interacted within the City of York and produced the historic environment. The Themes provide a high-level categorisation which allows the narrative of human action to develop across chronological divisions. The special historic character of the City of York emerges as both the tangible and intangible expression of these themes in the City of York today. The characteristics provide both the means of describing this special historic character and of testing the potential impacts of policy statements.

3.3 It is clear from this linear narrative that the evidence base:

- is incomplete and that there is a requirement for further specific studies which will provide more detailed evidence for this exploration of the special historic character of the city; and
- it is subjective and that at any one moment the constituent parts of the categories can change and be redefined. The results of any further studies will demand a review of this paper and the process of review may challenge parts of the narrative.

3.4 This is a positive aspect of this methodology, for it acknowledges the dynamic nature of the historic environment and of the values and significances attached to it. There is, therefore, no specific point at which the special character can be determined definitively. The key is that there is a continuing process of observation, reflection, interpretation and action within strategic policy development and implementation.

4: The special character and significances of the City of York: Factors

4.1 The following key factors have guided the way in which humans have interacted with the environment of the City of York and produced the historic environment whose special character is the subject of this paper

Geology

4.2 The City of York lies within the Vale of York, a low-lying alluvial basin stretching for over 50 km from Northallerton in the north to the Humber estuary in the south. To the east lie the North York Moors, Hambleton Hills and Howardian Hills, which consist mainly of Jurassic sandstones and limestones, and the Yorkshire Wolds, largely comprising Cretaceous chalk. To the west, low foothills of Permian dolomitic limestones bound the vale, beyond which are the Carboniferous uplands of the Pennines. Triassic sandstones and 'marls' form bedrock beneath the vale, but Quaternary sediments, principally of glacial, lacustrine (lake sediments), aeolian (wind blown material) and riverine (river sediments) origin, largely conceal these rocks. Most of these sediments were deposited during the last cold stage (the Devensian) and the succeeding post-glacial Stage (the Holocene). The York and Escrick moraines mark the ice margin during the last glacial maximum and form two key geological and topographical features in the modern landscape.

Climate

4.3 Natural climate change so far in the Holocene has seen the area move from cold sub-arctic conditions to the temperate climate enjoyed today.

4.4 The Vale lies in the rain shadow of the Pennines so has lower rainfall than areas to the west. It is prone to fog, frosts and cold winds in winter, spring and autumn. In summer the average maximum temperature is 22°C (72°F). The average daytime temperature in winter is 7°C (45°F) and 2°C (36°F) at night. Snow can fall in winter from December onwards to as late as April but quickly melts. The wettest months are November, December and January. From May to July York experiences the most sunshine with an average of six hours per day.

4.5 Climate change will see an increase in average maximum temperatures, increased frequency of hot and cold extreme weather events, and a reduction in average annual rainfall accompanied by an increase in extreme rainfall events and an increase in the number of dry spell events. Increases in extreme rainfall are likely to lead to increased flooding in the City.

Topography

4.6 The City of York occupies a low lying, mainly flat landscape, with the glacial moraines providing subtle, locally noticeable topographic variations, such as The Mount and Holgate. The floodplains and courses of the Ouse, the Derwent, and the Foss create much of this flat landscape and are key topographic features. There are frequent streams and drainage channels which link with the main rivers which cross the vale.

4.7 The landscape has a generally large-scale, open, well tended character where production is the main emphasis of land management. The historic city has a dominant influence - the tower of the Minster is visible for miles around. Beyond the historic city there are villages of varying scale and character with brick farmsteads scattered in between.

Landscape

4.8 The landscape of the York area can be broadly characterised as being relatively flat and low lying agricultural land dominated by the wide flood plain of the River Ouse, rising slightly to the east. The Rivers Ouse, Foss and Derwent are important green corridors as well as important determining factors for the location of the historic city. The ancient strays and ings (the “green wedges”) extend from the open countryside into the heart of the main urban area and have provided and will continue to provide spatial constraints for development.

4.9 York’s green infrastructure also includes eight Sites of Special Scientific Interest (SSSI) two of which (Strensall Common and Derwent Ings, the latter also a RAMSAR site) are also of international importance. There are also numerous designated Sites of Interest for Nature Conservation and recreational open space.

Resources/Materials

4.10 Local and regionally sourced natural and manufactured materials form the majority of materials used in the City of York up to the 20th century. The 20th century has witnessed the proliferation of non-local, non-regional natural materials.

4.11 In the prehistoric period, construction was almost totally in timber augmented by vegetable and animal derived materials. The use of timber in prehistoric structures is evidenced only by post-holes and other features recorded through archaeological interventions.

4.12 Timber framing characterises the domestic structures of the medieval city. Brickwork exists from at least the fourteenth century with bricks coming from tileries in Walmgate and from around Drax. This tile manufacture is the clue to the shape of bricks,

originally thin and broad and long, becoming larger with advances in kiln technology from the eighteenth century onwards. The advent of railway transportation brought in bricks of grey/buff hue or deeper red/browns in the nineteenth century compared with the warmer local hand-made clamps. These developments can be traced through roofing materials too with flat plain clay tiles or curved pantiles characterising York up to the late eighteenth century when greenish Lake District slates were introduced. With the advent of the railway, grey Welsh slates began to be used.

4.13 From the Roman period through to the 18th century there was use of stone for the grander buildings: churches, the city walls, guildhalls, courts and prisons. From around Tadcaster, good Magnesian Limestone was available from which the Minster is built. Few other buildings after the medieval period used this stone although some monastic sites were plundered and materials reused and recycled. Small amounts of the less durable calcarious sandstone from East Yorkshire, but greater quantities of the West Riding sandstones were utilised on buildings as well as pavements - the large examples often employed to span pavement cellars. Millstone Grit is generally characteristic of the Roman period and 19th century only.

4.14 Brick and tile was a characteristic material in the Roman settlement and can be seen in the upstanding remains of the legionary fortress defences in the Museum Gardens and at the rear of the Library. Archaeological evidence for Roman tileries exists at Peaseholme Green.

4.15 Craft specialisation and expertise associated with the use of these materials can be seen in all chronological periods. Of particular note are the innovations employed by the master masons in construction of the minster, the craft and art of the glaziers who produced stained and painted glass in the medieval period and the expression of emerging architectural style and form in the 18th century.

5: The Special Character and Significances of the City of York: Themes

5.1 The special historic character of the City of York is expressed through the themes set out in this section. The visible and hidden spatial and physical expression of activities within these themes form the individual and group assets, which together make up the historic and natural environment.

Economy (Farming, Trade, Industry, Tourism)

5.2 This theme groups together human interactions with the environment that have produced economic activity ranging from prehistoric subsistence activities to modern retail and industrial activity.

5.3 Apart from finds of Mesolithic flint artefacts in later contexts, there is no evidence for human activity in the area between c.10000BC and c.4000BC.

5.4 The emergence of landscape divisions and an agricultural, settled landscape begins in the 4th millennia BC and continues today. The late-prehistoric economy is dominated by agricultural activity.

5.5 The introduction by the Romans of an organised, semi-industrial, economy witnessed an expansion of international, regional and local trade. Locally, pottery and tile manufacture is important.

5.6 This period also saw increased communication links. More extensive use of the rivers and the new road system facilitated an increased scale and pace of change.

5.7 There is a lack of evidence for the nature and extent of economic activity in the immediate post-Roman. However, from the 8th century onwards there is a reassertion of economic activity evidenced in urban/ rural relationships. Local regional and international merchant trading links emerge. There is increased trade and craft specialisation which sees the emergence of social and organisational structures (e.g. guilds), spatial grouping of trades in discrete localities. Significantly, traditional craft skills remain important in the City today.

5.8 Common land (e.g. the Strays), the Ings land, and open fields (many subsequently divided and enclosed) provided the framework for contemporary agricultural activity. The importance of open field agriculture can be seen in the pattern of strips evidenced through the characteristic reversed-S ridge and furrow earthworks and field boundaries and hedges. Where ridge and furrow survives it is often associated with unimproved grassland, an important ecological habitat.

5.9 York has been an important centre for regular markets and fairs in all periods. This role has left significant traces in the historic environment of the City of York.

5.10 The late 18th and early 19th centuries saw the advent of relatively large-scale industrial development. This is characterised by the importation of raw materials, the emergence of tanning, iron-working, gas production. These are strongly associated with the development of water-borne and railway links.

5.11 The manufacture of rolling stock, chocolate and confectionery manufacturing and the growth of industrial-scale flax and flour milling, and brewing characterises the economy of the late 19th and 20th centuries. The development of highly skilled instrument manufacturing emerges in the 19th century.

5.12 The 20th century witnessed the rise and fall of sugar manufacturing in the City and a move from manufacturing in general to a service and retail based economy. Insurance, retail, tourism and public sector employment characterise the late 20th century early 21st century economy.

5.13 The emergence of international and large-scale tourism is a 20th century phenomenon, culminating in the current estimate of 7m visitors to the city each year. Tourism forms a key part of the economy of the modern city. However, York's role as a focus for visitors occupied by leisure and curiosity can be traced back to 17th century. Today, tourism also provides a significant driver for the conservation and interpretation of the historic environment.

Administration (Government, Education, Health)

5.14 It is difficult if not impossible to characterise the nature of tribal "administration" in the City of York in the prehistoric period. Administrative roles did not arise prior to the Roman period. York has been a centre of civil administration since the creation of Eburacum, the Roman legionary fortress in 71AD, and the subsequent emergence of the civilian town. Roman York achieved the status of colonia the highest legal status that could be conferred on a Roman town, probably by c 200AD.

5.15 York has subsequently performed national, regional and local administrative roles across almost 2000 years.

5.16 In the Anglian period (c 400AD to c 866AD) York was certainly a Royal centre. King Edwin of Northumbria was baptised here in 627. By the 8th century the city had a reputation for learning and scholarship, epitomised by the career of Alcuin: educated at the cathedral school in York and destined to be head of the palace school at Aachen and advisor to Charlemagne from 781AD.

5.17 In 866AD, York was captured by the Viking army; in 876AD, the Vikings returned and settled in Northumbria. For nearly 100 years, York was the centre of a Viking kingdom. There were two palaces in the historic city.

5.18 The demise of the Viking kingdom in the 950s AD, the emergence of a unified English kingdom saw the transition of York from a royal and capital centre to an important regional and at times national centre for administration. The emerging role of York as a self-governing polity was recognised through a series of royal charters from AD1154 onwards. These both recognised and anticipated the roles of the York Corporation and the guilds. The disputes in the 13th century concerning the authority of the York Corporation in the Ainsty (a large rural area defined by the Nidd, the Ouse and the Wharfe) anticipate the subsequent extension of local administration in the late 20th century.

5.19 Throughout this time York functioned as a mint, a market centre, a centre for tax collection, and legal administration.

5.20 In the 16th century, the presence of the King's Council in the North established York as the capital of northern England; the government at York effectively prosecuted royal and judicial administration throughout the north of England.

5.21 The establishment of private charities, institutions and schools largely from the 17th century onwards to provide care, assistance and education in the City of York has created a significant footprint in the historic environment.

5.22 From the 17th century, one can trace the focus of local administration in detail through the records of York Corporation: election of civic office-holders; care of the finances and the raising of special rates; admissions to freedom and regulation of trade and industry; repair of such public property as walls, streets, bridges, and staiths; provision of public services as gaols, conduits, sewers, and common crane; and precautions against plague and relief of pauperism and distress. These roles expanded through the 19th and 20th centuries to include education (excluding the private schools and colleges within the City of York) and health.

5.23 York in the twentieth century grew as an industrial town, but not on the scale of its West Riding neighbours. In the later part of the century, it turned more to white-collar employment, in the insurance business, in tourism and in education. The founding of the University of York in 1963, the growth and development of St John's College from its origins as the Diocesan Training College for Schoolmasters opened in 1845 to the University of York St John, the opening of the College of Law in 1989 and the establishment of medical training at the Hull and York Medical School in 2002 has made York a major centre for higher education.

Ecclesiastical/ belief

5.24 The tangible and intangible expressions of belief systems, and in particular Christianity, have had a huge influence on the character and appearance of the City of York.

5.25 There is little evidence for prehistoric ritual sites, though individual finds (eg the Campus 3 Iron Age skull, complete with brain, deposited in a ditch) hint at spiritual beliefs tied in with spatial organisation. Prehistoric burial sites are rare and thus are of great significance when they are identified.

5.26 Roman religious beliefs and practices are much more clearly evidenced through archaeological finds and monuments. Cemeteries dating from the 1st to 5th centuries encircle the historic city; these are of international importance. Temples, evidenced by altar stones and dedication inscriptions, have been found throughout the City of York. Evidence for pre-Christian, Anglian worship and funerary sites is very rare.

5.27 Edwin, King of Northumbria, was baptised by Paulinus at York in 627AD. He was baptised in a wooden structure in which soon after his baptism, was replaced by a church of stone. These events are likely to have taken place within the former Roman principia building and established the site of York Minster. The expression of Christian belief in the City of York has produced a range of structures, artefacts and traditions and events that are of international, national regional and local significance. Most notable in the historic environment are the physical expressions of this tradition that survive from the medieval period: the Minster, St Mary's Abbey, and the parish churches throughout the City of York. The articulation of Christian belief through artistic work has produced an unrivalled collection medieval art expressed in stained glass, statuary, carvings and plays. It is difficult to overstate the physical, social and cultural domination of the medieval city by the practice and expression of Christianity. York Minster is still the pre-eminent structure in the City of York today and it continues to play a significant role in the religious, social and cultural life of the city.

5.28 The impact of the Dissolution in the City of York on this medieval legacy was transformational. The extensive medieval religious precincts were swept away; several parishes were also merged in the 16th century. The 17th and 18th centuries witnessed the development of Protestant Nonconformity in the City. The Society of Friends (Quakers) was established in the city following a visit by George Fox in 1651. This is notable because of the significant role and impact of Quaker families (e.g. Rowntree, Terry) in York in the 19th century.

5.29 Evidence for Roman Catholicism can be traced in the historic city in the 17th 18th and 19th centuries despite the persecutions until the Catholic Relief Acts in the late 18th century. The Bar Convent was founded in 1686. However, it is not until the Irish

immigration of the 1840's that there was a significant increase in the number of practicing Roman Catholics and new churches were built to accommodate them.

5.30 The only evidence for post-Roman, non-Christian belief in the City of York prior to the 20th century relates to the Jewish community. In the 12th century, the York Jewish community was one of the largest and most important in England. In March 1190, an infamous pogrom took place at York Castle; some 150 Jewish men women and children were massacred. This event is of international significance and continues to be important to the Jewish community today. After the expulsion of the Jews from England in the 13th century, there appears to have been no Jewish religious community in the City of York until modern times. The York Hebrew Congregation was formed in 1892 and a room at 9 Aldwark was rented for services that were still taking place there in 1956. Today, there is no synagogue in the City of York, a heavy and enduring legacy of the events of March 1190.

5.31 There is no evidence for Islam or Muslims in medieval York, although Islamic artifacts (most notably coinage) have been recovered from archaeological contexts dating from as early as the 9th century. In 1982, the York Mosque and Islamic Centre was opened and today there is a mosque in Bull Lane.

Military/Defence

5.32 There is no evidence for prehistoric defensive enclosures. The earliest military evidence is provided by the arrival of the Roman Ninth Legion in 71AD. The defensive features of the legionary fortress evolved over the next three centuries. More than 50% of the line of the fortress defences either form or are preserved under the medieval defences between Museum Street, the Multangular Tower, Robin Hood's Tower and the Merchant Taylor's Hall. Significant elements are visible in the contemporary townscape. It is also possible that the Roman civil town on the south-east bank of the Ouse in the Bishophill area was also defended. Temporary Roman camps are located on Bootham Stray and Monks Cross.

5.33 In the post-Roman, pre-Viking period (c410 AD to c876 AD) there is no clear evidence for development or adaptation of the defences round the historic core.

5.34 During the 9th and 10th centuries it is probable that key extensions to the defences were made (a) between the legionary fortress and the River Ouse where Lendal Bridge now stands (b) between the north–east corner tower of the legionary fortress and the River Foss (Merchant Taylors Hall to Layerthorpe) and a possible extension at (c) in Walmgate.

5.35 The medieval defences of the historic city emerge in the form in which they exist in the modern townscape from the 11th century onwards. York Castle and the Old Baille are built by William the Conqueror in AD1067-68. The construction of York Castle is accompanied by the formation of a dam across the mouth of the Foss Valley. This

created an artificial lake which extended from what is now Castle Mills Bridge to Foss Islands Road, Osbaldwick Beck and Monk Bridge in the Foss Valley. This lake, the Kings Fishpool, meant that it was not necessary to construct defences between Red Tower and Layerthorpe (the modern Foss Islands Road). The main gateways into the historic core (apart from Monk Bar) are all constructed in stone by the early 12th century. During the 13th and 14th centuries the defences are completed with the addition of stone walls to the top of the rampart. York is the only place in the UK where town walls are constructed on the apex of the rampart. Chains were installed which could be raised and lowered between Lendal Tower and Barker Tower on the north and Davy Tower and Skeldergate Postern on the south side of the historic city. These controlled access to the city up and down the River Ouse.

5.36 In AD1266 St Mary's Abbey was granted a license to crenellate. The walls around the abbey date from the late 13th century and represent both an ecclesiastical precinct and an additional defensive feature on the north side of the historic city

5.37 During the medieval period, the walls were a physical expression of the importance and role of the city and its Corporation. They controlled access into the city; they allowed the collection of taxes and regulation of trade; they were the focus of ceremony and display. They stood as a secular counterpoint to the looming presence of the Minster, St Mary's Abbey and the other ecclesiastical precincts that dominated the medieval city. The City Walls were on occasion prepared for but rarely used for defence. It was not until AD 1644 and the Siege of York that the walls were properly utilised for their defensive qualities. The walls were hastily repaired, houses around the outside of the walls and on the arterial roads were demolished and defensive outworks were constructed. Many of these outworks were captured by the besieging Parliamentary armies and turned into siege works. With the exception of the lazily rebuilt Marygate Tower, very little evidence of the siege of York is visible in the townscape today.

5.38 Due to its administrative and strategic importance York has been the focus of large scale battles, from the difficult to locate 11th century battles of Fulford and Stamford Bridge, to Towton (AD 1461) and Marston Moor (AD 1644).

5.39 Military quarters in Fulford Road are thought to have been established on the site of the later barracks as early as 1720. Over the following centuries the area developed through acquisitions to include cavalry barracks, a military hospital, an ordnance factory and quay, and married quarters. Beyond Fulford Road, new buildings were constructed and existing buildings taken over (for instance, the De Grey Rooms, Tower House Fishergate, Fishergate Hose). Drill Halls exist in Colliergate and Tower Street. There has been a military barracks and training area since 1880's on Strensall Common.

5.40 In the 20th century military airfields were established in the City of York. A WWI airfield was created at Copmanthorpe. In WWII airfields were established at Clifton Moor,

Elvington, Acaster Malbis and Rufforth. Associated camps for airmen can be traced at Clifton Backies (now a significant SINC site) and at the rear of the City Art Gallery in the historic core. A Royal Observer Corps Observation Post now functions as sports changing room on Little Knavesmire. In addition, searchlight stations, a decoy site and air-raid shelters and bomb sites survive.

5.41 Formal War Memorials can be found throughout the City of York, and there are informal memorials such as the famous 'Betty's Mirror' in Betty's Tea Room in St Helens Square.

5.42 The Cold War Bunker in Acomb, in use between 1960 and 1990 is a scheduled ancient monument originally designed as a nerve-centre to monitor fall-out in the event of a nuclear attack.

Communication

5.43 The City of York occupies a significant location within the Vale of York. It lies at the point where two rivers cut through the York Moraine and merge.

5.44 The moraine and the rivers will have provided convenient routes for local and regional communications from the prehistoric period onwards. Archaeological finds attest to communication across great distances. A good example is the greenstone Neolithic axes from the Great Langdale 'axe-factories' that have been found at Dringhouses. These objects may have been traded, exchanged or perhaps carried by an individual from the Lake District to the Vale of York. These long-distance routes would have been complimented by a network of local paths and trackways through the landscape.

5.45 In the Roman period, these existing communication routes were extended by the addition of engineered roads and bridges. Archaeological evidence points to the existence of metalled and unmetalled roads and to a bridge across the River Ouse between Wellington Row and Coney Street at this time. Land and water routes linked Eburacum to the wider Roman Empire. Isotopic analyses of Roman skeletal remains and epigraphic evidence demonstrate a diverse city populated by migrants to York from across and beyond the Empire. Raw materials and finished objects were transported to and from York along a complex network of local, regional and national routes.

5.46 In the period from the 5th to the 11th centuries it is reasonable to assume that the rivers continued to provide most effective means of transportation and communication. Archaeological evidence indicates extensive trading/ exchange contacts between York and the continent. The establishment of the Viking Kingdom of York with its extensive national and international links was inextricably tied in with water communication.

5.47 Some of the major Roman roads would have remained in use and to some repaired. The alignment of the main arterial roads (Bootham/ Clifton, Tadcaster Road/

The Mount/ Blossom Street, Heworth Green/ Stockton Lane, Lawrence Street/ Hull Road) follow the line of Roman roads; it is reasonable to infer that these roads were maintained. Certainly much later, in the 14th and 15th centuries, York merchants occasionally made gifts towards the improvement of roads and bridges around the city. In the medieval period, the corporation was responsible for the upkeep of roads as far as the boundary of the liberty of the city. However, systematic construction of paved highways did not resume until the building of turnpikes in the 18th century. The system of turnpikes facilitated an increase in local and national coach traffic. A service between London and York had been established by 1658, and several local services were inaugurated during the 18th century. However, the greatest increase took place in the early 19th century, when the number of services rose from 14 in 1796 to 36 in 1823. From the 19th century onwards there has been significant development of the road system leading to the present highway hierarchy.

5.48 By the 10th century the Roman bridge across the Ouse had fallen out of use and had been replaced by a new bridge on the site of the current Ouse Bridge. This bridge and its successors was the only bridge over the River Ouse between York and the Humber Estuary until the Scarborough Railway Bridge was built in 1845, followed by Skeldergate, Lendal and, in the early 21st century, the Millennium Bridge. Beyond the historic city, river crossings were affected largely by ferry or ford. Ferries are evidenced by place names at Bishopthorpe and Naburn. There was a ferry on the site of Lendal Bridge, at the site of the Millennium Bridge and at Water End in Clifton. By the end of the 18th century there were three bridges across the River Foss at Foss Bridge, Layerthorpe and Monk Bridge.

5.49 In the 14th century citizens described the River Ouse as a ‘highway’ of trade coming from all parts of Yorkshire and further afield. By the 17th century efforts were being made to deal with navigation problems caused by silting between York and the Humber Estuary. It was not until the construction of the weir and lock at Naburn in 1757 that a concerted effort was made to ameliorate navigation of the Ouse. Regular passenger services on the river appear to have started in the early 19th century; a steam packet had begun to ply between Hull and York as early as April 1816 but the service had disappeared by 1876.

5.50 An Act ‘for making and maintaining a navigable communication from the junction of the Foss and Ouse to Stillington Mill’ was passed in 1793. By November 1794 the Foss Navigation had been opened up to Monk Bridge and by June of the following year the line had been marked as far as Sheriff Hutton. However, the navigation never delivered significant profits and the subsequent failure of the navigation was due to mismanagement and over-expenditure. However, the construction of and competition from the York and Scarborough railway ruined it. By 1845 it was silted up and stagnant and the corporation was anxious to take it over and cleanse it. An Act authorizing them to do so was obtained in 1853. The Foss retained a commercial function between Castle Mills Bridge and Foss Islands Road until the last delivery of newsprint by barge was made to the Evening Press plant in 1997.

5.51 York has been an important centre not only of railway routes but of railway administration from almost the very start of the Railway era. It was, in particular, the headquarters of the North Eastern Railway throughout the company's existence (1854-1923). York has attracted many ancillary railway activities, from carriage-building to the National Railway Museum. The city's first railway connection was constructed by the York and North Midland from York to Normanton, where it connected with lines to London and Leeds; it was built in three stages, the first opened in May 1839, the second in May 1840, and the third in July 1840. The opening of the Hull & Selby Company's line, also in 1840, extended rail communication from York to Hull. A temporary station in Queen Street was used until the Old Railway Station was built inside the city walls near Tanner Row in 1839. In 1877 the current railway station was constructed.

5.52 In 1936 an airfield was opened on land purchased in 1934 by the York Corporation in Clifton Without and Rawcliffe parishes. An air taxi service was operated but no scheduled passenger flights were made. The airfield was requisitioned in 1939 by the War Department. The site of Clifton Airfield has now been developed as an out-of-town business and retail park, residential and industrial properties. Remains of WWII airfields survive to varying degrees at Acaster Malbis (poor survival) Rufforth (good survival) and Elvington (good survival). Elvington is the location for the Elvington Air Museum.

Residential

5.53 The earliest evidence for housing comes in the form of post-holes and drip gullies representing Iron Age roundhouses from archaeological excavations on rural sites in the City of York. These houses were built from timber with wattle and daub walls and thatched roofs.

5.54 Evidence for housing in the Roman period comes from both urban and rural sites. Stone buildings appear for the first time, constructed from stone imported from the Tadcaster area and the North Yorkshire Moors. Mosaic floors, *hypocausts*, *opus signinum* floors, painted wall plaster, roof tiles, and masonry all demonstrate the sophistication of Roman domestic architecture in the city. No definite villa site has been identified within the City of York. However a range of structures have been excavated which represent buildings within rural farmsteads.

5.56 York has produced the best -preserved evidence for Viking period houses, storehouses and workshops in the UK. These were constructed of timber and wattle-and-daub construction. Houses often had cellars lined with plank-built walls with upright timber posts. Reed or straw thatch would be the usual roofing material.

5.57 Although part of a 12th century house built of stone survives at the rear of 48-50 Stonegate, the earliest, most complete surviving domestic building is the terrace of timber buildings in Goodramgate, Lady Row. Lady Row was built in 1316 and consists of nine one-up, one-down timber-framed tenements. Generally housing in the medieval city was

timber framed with either wattle and daub panels or tile panel infill. Buildings were of two three or four storeys, jetttied, and roofed with either thatch, tiles or wooden shingles. Examples of such housing from the 14th to 17th centuries survive in the historic core in Stonegate, Petergate, Colliergate and the Shambles.

5.58 In the 18th century York witnessed a building boom at a time of a new architectural style. The adoption of brick allowed red-brick buildings to take the place of half-timbered houses and shops. New buildings such as the Mansion House, Fairfax House, Castlegate House, the Judge's Lodging, Mickelgate House, and 20 St Andrewgate represent some of the finest provincial 18th century housing in the country. Elsewhere in the city medieval timber-framed buildings were "modernised" through the addition of brick facades.

5.59 Interestingly, there are no medieval domestic buildings in the rural villages in the City of York. The earliest buildings all appear to date from the 18th century. The villages therefore form a stark contrast with the historic core: in the former there are earlier timber-framed structures and later brick buildings; in the latter there are only brick-built houses.

5.60 Archaeology is shedding more light on the development of 19th century working class housing. At Hungate five houses built in the mid 1800's fronting onto Lower Dundas Street were at some point subdivided into ten back-to-backs, each house then comprising a tiny one-up/one-down residence, in many ways not dissimilar to the 14th century housing at Lady Row. A five-cubicle toilet over a cess-pit was now rebuilt as a communal toilet block with a tipper-flush mechanism that in some parts of the city was in use up to the 1980s. Used by around 50 people it remained in use until the 1930s. Elsewhere within the City Walls only the terraced housing in Bishophill survives from this period. Outside the City Walls, 19th century housing can be traces along Lawrence Street and Heslington Road.

5.61 In 1901 Joseph Rowntree purchased 123 acres of land in Huntington, later known as New Earswick, and within three years had built 30 new houses, let at 5s. a week. The emerging garden village was a challenge to bad housing and bad building. With the exception of the Water Lanes clearance in 1852, little had been done to improve or clear the slums. It was not until the 1930's that significant slum clearance was carried out by the Corporation. Whole streets off Walmgate and in Hungate were pulled down, and the residents moved to new council homes built outside the city centre. By the mid-Thirties, the corporation housed one seventh of the city's population in more than 3,000 homes in estates like Tang Hall and Heworth Grange.

5.62 As York grew during the 20th century, outlying districts and villages were subsumed into the city. The village of Acomb had fewer than 1,000 residents in the 1871 census; that figure rose to 7,500 when it was officially incorporated into the city of York in 1937. Haxby grew from 711 in 1902 to 2,100 half a century later. Areas like South Bank sprang up, providing homes for workers at the Terry's factory. Whole streets in South Bank and off

Burton Stone Lane were constructed in a few years to cope with demand. The junction of Haxby Road, Wigginton Road and Lowther Street was wide open until terraces grew up around it in the first two decades of the century.

5.63 After WWII there was further expansion of public and private housing estates around the urban fringe and the villages. In 1967, Lord Esher, president of the Royal Institute of British Architects, produced a report York: a study in conservation. His report called for the city centre to be improved and repopulated, historic buildings to be enhanced and economically self-preserving, and only buildings of the highest standards to be built within the walled city. This led, inter alia, to the construction of new residential properties in the Aldwark area.

Leisure/Performance

5.64 There is no evidence for leisure activities or performance in the prehistoric period. In the Roman period, it is reasonable to assume that there would have been an amphitheatre and also, perhaps, a theatre in Eburacum. The recent excavation of a cemetery with burials that have been interpreted as the remains of gladiators reinforces this observation.

5.65 Archaeological finds of miniature objects dating to the Roman, Anglo-Saxon, Viking and medieval periods may suggest their use as toys or playthings.

5.66 Performance was undoubtedly a feature of the Roman town. However, it is not until the appearance of the Mystery Plays and their annual performance in the streets of the city at Corpus Christi that one can again talk of public performances. There is no record of when the Mystery Plays were first performed in the city. They are first recorded in York at the celebration of the festival of Corpus Christi in 1376, by which time the use of “pageant” wagons for performance in the streets had already been established. The wagons moved through the streets of York starting at Toft Green and finishing in St Helen’s Square. The wagons stopped at each of 12 points or stations along the route and each play was performed in turn.

5.67 On the collapse of the mystery plays, increasing attention was devoted to the Midsummer Eve ‘show’, which began soon after dawn with a review of citizens in their armour, and proceeded later in the day with music and merry-making.

5.68 Medieval and later sports and pastimes included archery, cock-fighting, bear-baiting, and bull-baiting, while the popularity of dice, cards, and backgammon was in 1573 blamed for the scandalous neglect of archery. In 1566 two boys were flogged by the Ecclesiastical Commissioners for kicking a football in the minster itself.

5.69 The first recorded horse race at York took place between William Mallory and Oswald Wolsthrope in 1530. In 1709 races were held on Clifton and Rawcliffe Ings. In the winter of 1730 the wardens of Micklegate Ward were ordered to drain Knavesmire, and next year the Knavesmire levelled and rolled; the meeting was first held there in the summer of 1731. In the middle of the century the amenities of the course were improved by Carr's grandstand and a new road leading to it. Further buildings were added in 1768.

5.70 The assemblies, though primarily a winter entertainment, were associated with race week, probably began about 1710 as weekly meetings in the King's Manor at which there were dancing and card games. The Assembly Rooms in Blake Street were built in time for the race week of 1732. The Assembly Rooms were built by subscription to a design by Lord Burlington. It was to be his masterpiece, an Egyptian Hall influenced by the work of Palladio and Vitruvius. For the next fifteen or twenty years, regular assemblies were probably held in the rooms, though they declined after 1750.

5.71 The riverside path and gardens known as New Walk were laid out as a promenade when the Assembly Rooms were being built.

5.72 In 1765 the Theatre Royal had been established on its present site. In 1825 a concert hall holding 2,000 people was constructed at the rear of the Assembly Rooms. Among the functions held in the concert rooms in the early 20th century were film shows: a cinematograph licence was granted from 1910 until 1915. In 1842 the De Grey Rooms were built, initially intended primarily to house the officers' mess of the Yorkshire Hussars during their annual visit to York. The rooms were also used for concerts, balls, public entertainments, and meetings.

5.73 At the beginning of the 20th century the Theatre Royal found a rival in the music hall: the 'York New Grand Opera House' was opened in 1902. In the early years of the century 'animated pictures' joined variety as a competitor of the Theatre Royal. Film shows were given in the Opera House, the Festival Concert Rooms, the Exhibition Buildings, the Victoria Hall (Goodramgate), the New Street Wesleyan Chapel, and in the Theatre Royal itself. The first building designed as a cinema, the Electric, Fossgate, was opened in 1911. Three further cinemas were established during the following ten years: the Picture House, Coney Street, The Grand, Clarence Street, and the St. George's Hall, Castlegate. Four new cinemas were opened in the 1930's: the Regent, Acomb, the Odeon, Blossom Street, the Regal, Piccadilly, and the Clifton. By the late 20th century all these apart from the Odeon had closed. Cinema was provided by a multiplex at Clifton Moor. In 2000 a new City Centre cinema, City Screen, was opened.

5.74 Sporting provision within the City of York can be traced through the emergence of cricket, football and rugby pitches managed by private and amateur clubs. Heworth Cricket Club is said to have been founded in 1784; in 2009 they celebrated their 225th anniversary. A cricket ground is shown on the 1852 OS Plan of the historic city at Leeman

Road. In 1864 a cricket ground was established by Wigginton Road where the Yorkshire Gentlemen. Yorkshire played their only first-class fixture in the City of York on this ground in 1890 when Yorkshire beat Kent. Yorkshire 2nd XI continued to use the venue until the late 1950s. In 1966 the site was developed for the district hospital.

5.75 The amateur clubs were often associated with the large employers – giving rise, for instance, to the Rowntree sports provision along Haxby Road and the York Railway Institute. This amateur provision was enhanced in the 20th century through the emergence of professional and semi-professional football, rugby league, and cricket clubs.

5.76 York City Football Club was founded in 1922 joining the Football League in 1929. It intially played at a pitch in Fulfordgate, moving to Bootham Crescent in 1932. York Football Club, the forerunner of York City Knights Rugby League Club, was formed in 1868. At first the club had no pitch of its own. The club played on the Knavesmire, at the Yorkshire Gentlemen's cricket ground in Wigginton Road (see above), eventually locating to a piece of land close to the Clarence Street, Wigginton Road, Haxby Road junction leased to the Club by the York Lunatic Asylum in 1885. In 1898 the club joined the new Northern Union. The club developed this site and eventually the site was sold for housing in 1989.

5.77 Rowing was a feature of the river Ouse in the 19th century. A regatta was held in October 1843, with the first official regatta in 1865 for "Racing and Swimming" with the course being from Marygate Landing to a boat moored below Ouse bridge which was rounded by the boats and. Swimming baths were municipally provided during the 1870's, notably at Yearsley Baths, St Georges Fields and the Museum Gardens. Bowling and cycling clubs began to increase in number during the 1890's.

Landscape and setting

5.78 Views in and out - York Minster sits on the subtle ridge formed by the York moraine surrounded by flat former wetlands. The surrounding low-lying, relatively flat landscape allows far reaching view of a classic cathedral landscape and a strong landscape setting and identity for York.

5.79 Rivers and Ings - The flooding of the Ouse and Derwent have played a major role on the landscape. The wetland meadows on the flood plains of the Ouse have been traditionally managed for centuries under a regime of grazing and hay cutting resulting in species-rich grassland. South Ings, Church ings, Naburn marsh, and Fulford Ings all have SSSI status. Clifton Ings and Bishopthorpe Ings are linked to these and have been recognised as SINCS. The extensive quantity and connectivity between these wetlands makes them an especially significant national collection of wet grassland. The majority of these can be experienced from riverside footpaths leading out from the city centre. Within the town, strolling along the river is encouraged along the tree-lined promenades of New

Walk (created in 1730's), Terry Avenue, North Street Gardens and the esplanade in front of Museum gardens. The addition of the Millennium Bridge in 2000 has enhanced this tradition.

5.80 The full length of the Derwent along the City of York Council boundary is a SSSI, which expands to include the Derwent Ings in the far south east extent of the authority's boundary as a RAMSAR site of international importance. The Derwent Ings are more extensive because they are much less constrained by flood banks, thus allowing more extensive flooding. The Ings have been protected by their isolated location and through the maintenance of traditional farming practices over centuries associated with flood meadow grasslands, resulting in a rich wildlife habitat and internationally significant wetland both for habitat and birds. There are very few other examples of this extent and quality in the country.

5.81 Open countryside - Lowland heath is the most significant habitat in the York area. Strensall common is the most extensive, northerly lowland heath site in Britain. There are other lowland heath sites, but these are largely afforested with coniferous woodland in the south east area of the district, because the poor soil was less suited to agriculture, e.g. Wheldrake wood, Hagg wood. Ministry of Defence bought out the common rights of Strensall common circa 1840. It was probably used by military before this for practice purposes. Walmgate Stray was used during the first and second world wars. There is some evidence of use during the 18th century, e.g. mound for gun turret.

5.82 Heslington tilmire is more akin to the strays and indeed connects to Walmgate stray via the golf course. It is wet acidic grassland used predominantly as common grazing. The track alongside Heslington tilmire is the line of a Roman road. Old drove routes such as Outgang lane could pre-date Roman times. Broad funnel-shaped lanes. Most species-rich hedgerow alongside Roman road.

5.83 Askham Bog is the most significant example of valley fen in northern England. It is a unique meeting place for the wetland plants and animals from the south and east on one hand, and the north and west on the other, and is particularly renowned for its rare wetland plants and animals. Furthermore it has uniquely extensive historical records of its wildlife dating back to 18th century.

5.84 The landscape setting of some villages provides evidence of layers of different land management over the centuries. For example, Skelton's contemporary field system may contain elements of a Saxon or early Norman assarted landscape, evidenced in a more or less continuous oval of ditches divided, on old maps into North Field, South Field, Park Field and Ings field for grazing and hay, stemming from the old Norman manor site. This has been superimposed with reversed S-shaped hedgerows of medieval and early enclosure field patterns. The 19th century landscapes of Skelton Hall removed hedgerows in park field followed later by the planting of more recent hedgerows.

5.85 The high concentration of airfields within the York area provides large expanses of openness within an otherwise hedged landscape. Many of the runways are still present. Elvington now has an uncommon grassland habitat and birds because of its extensive open nature on poorer soils. Airfields such as Elvington provide a link in the green infrastructure as it connects Derwent vale to Heslington tillmire and in turn to the golf course on Heslington common and thence to Walmgate stray in very close proximity to the historic core.

5.86 Orchards, both commercial and private, were common place in and around York during the late 19th to mid 20th century. Many of the trees were incorporated into long rear gardens as the city grew in such areas as Holgate, Knapton Lane, and Tang Hall, the significance of which was written into the deeds of the properties. Some of these still stand today as veteran pear and apple trees. There are a few rare instances where the remains of neglected orchards have not been absorbed by later development, such as that which formerly belonged to York City Asylum (later Naburn Hospital). This is now managed as Fulford Community Orchard by the local communities. A new community orchard was created at Danesmead meadows in Fulford in the 1990's, and on Scarcroft Green in 2011.

5.87 Many of the district's public rights of way (PROW's) are now used purely for recreational purposes. But historically they had a number of purposes such as drove roads, Roman roads, and tow paths. Today they form important direct access to the countryside and cross-country links between neighbouring settlements; and long distance routes such as The Minster Way and the Ebor Way pass through the city centre. These beneficially devised long distance routes on existing public rights of way connect a variety of landscapes and make cultural/historical references. The Minster Way links the north's two probably most famous Minsters - Beverley and York. The Ebor Way (named after Eboracum) created in 1970 connects Helmsley with Ilkley and passes alongside the river Foss and Ouse and is led beyond the city's boundaries to the Wharfe along the line of a Roman road.

5.88 Designed suburban villages - The model village of New Earswick, contemporary with Saltaire and Port Sunlight, was founded by the York philanthropist Joseph Rowntree. Today it continues to provide a good example of the contribution that generous and thoughtfully laid out open space, private gardens, and landscape detail, especially grass verges, street trees and hedges, can make to the perceptions of well being through good design. The Foss, integral to the eastern side of the village, provides added amenity and recreational benefit, plus immediate access to the larger countryside. Similar principles were applied to much of Tang Hall which was designed and laid out by the City of York Corporation, where streets such as Fifth Avenue, Melrosegate, etc. were laid out with private gardens bound by hedges, wide grassed verges adorned with avenues of Lime trees; and included public parks alongside Tang Hall beck & Osbaldwick Beck, and provision of allotments.

5.89 Parks and gardens - York has a number of registered historic parks and gardens, but a number of others are noteworthy for a range of reasons, such as Homestead Park, Westbank Park, Hull Road Park and Glen gardens, York university, and also village greens and Millennium greens. All contribute to the matrix of culturally/recreationally evolved/ evolving accessible open spaces that have a strong relationship with the built environment. Rowntree Park (registered in October 1999 grade II - of national significance) was York's first municipal park opened in 1921 based on a sketch plan attributed to Frederick Rowntree. The trees and shrubs for the park were supplied by the James Backhouse Nurseries in York. The basic format of the garden has remained unchanged, but there have been several alterations over the years, most recently this has resulted in a popular park that is suited to today's requirements of a municipal park. Terry Avenue, the former tow path along the river Ouse, forms its eastern boundary. To the south lies communal informal grass land providing a continuation of the open space and the avenue. The tree-lined Terry Avenue was added to the park in 1954 as a memorial to those killed during the Second World War. Homestead park is not of such importance in design terms, but it was also provided by Rowntrees and is located on the opposite side of town on the opposite bank of the river, thus balancing the distribution of parks by Rowntrees.

5.90 Museum gardens (registered Grade II May 1984) were laid out by Sir John Murray Naesmyth for the Yorkshire Philosophical Society in 1844, designed to provide private pleasure grounds for members of the society which formed an appropriate setting for the museum and the various ancient monuments and incorporated a botanical garden. The main circuit path remains substantially as shown on the 1847 plan, designed to offer changing views of the grounds, buildings and antiquities. In 1961 the Society gave the Museum and gardens in trust to the citizens of York. It contains a number of important specimen trees and the general tree cover provides setting for the many SAMs and listed structures within its grounds.

6: The Special Character and Significances of the City of York: Characteristics

6.1 Contemporary York is the latest manifestation of an internationally and regionally important city that dates back at least to the Roman occupation of Britain in the first century AD. It is easy to think of York in a historical sense as a series of overlapping past urban environments such as ‘Roman York’, ‘Viking York’ or ‘Medieval York’. In fact, the modern city is all of this and more. The historic environment is the glue that brings it all together, not in a stale and overtly precious way but in a dynamic, exciting and very contemporary way. Partly through accident and partly though design, York, has uniquely retained much of the special character that sets it clearly apart from other similar historic cities in England. Since Lord Esher published his Conservation Plan for York’s historic centre in 1968 there have been many subsequent studies, statements, plans and strategies which have researched and discussed the character and significance of York. Some have been protectionist, some have been progressive and it is clear that there can be no agreed single definitive statement about the special character and significances of the historic environment of York.

National Planning Policy Framework

6.2 The National Planning Policy Framework (NPPF), published in March 2012, sets out the Government’s planning policies for England and how these are expected to be applied. It replaces the previous Planning Policy Guidance and Planning Policy Statements. The NPPF states that the purpose of the planning system is to contribute to the achievement of sustainable development. Sustainable development will involve seeking positive improvements in the quality of the built, natural and historic environment, as well as in people’s quality of life which can include moving from a net loss of bio-diversity to achieving net gains for nature and replacing poor design with better design. At the heart of the NPPF is a ‘presumption in favour of sustainable development’.

6.3 With regard to local planning policies the NPPF states that polices should address the connections between people and places and the integration of new development into the natural, built and historic environment. They should be based on stated objectives for the future of the area and an understanding and evaluation of the area’s defining characteristics. Local planning authorities should set out in their Local Plan a positive strategy for the conservation and enjoyment of the historic environment, including heritage assets most at risk through neglect, decay or other threats. In developing this strategy, local planning authorities should take into account: the wider social, cultural, economic and environmental benefits that conservation of the historic environment can bring and the character of a place.

6.4 The NPPF includes policies about conserving and enhancing the historic environment. The objective of the policies is to maintain and manage change to heritage assets in a way that sustains and where appropriate, enhances its significance. That significance is the value of a heritage asset to this and future generation because of its heritage interest, which may be archaeological, architectural, artistic or historic. This significance may derive not only from its physical presence but also from its setting.

6.5 Great importance is attached to Green Belts in the NPPF. The fundamental aim of Green Belt policy is to prevent urban sprawl by keeping land permanently open; the essential characteristics of Green Belts are their openness and their permanence. Five purposes which the Green Belt serves comprise the following:

- to check the unrestricted sprawl of large built-up areas;
- to prevent neighbouring towns merging into one another;
- to assist in safeguarding the countryside from encroachment;
- to preserve the setting and special character of historic towns; and
- to assist in urban regeneration, by encouraging the recycling of derelict and other urban land.

6.6 For the natural environment the NPPF sets out that the planning system should protect and enhance valued landscapes, geological conservation interests and soils, recognise the wider benefits of ecosystem services and minimise impacts on biodiversity and providing net gains in biodiversity where possible.

The Evidence

6.7 Heritage assets in York are varied and complex. Ranging from the huge and impressive to the small and subtle, from highly visible surviving monuments and buildings to the buried remains of 2000 years urban development, human settlement and activity. The evidence is rich, unique and irreplaceable. The majority is hidden and relatively unknown either through burial or later building. Heritage assets and evidence can also be intangible, relating to aesthetics and interests which are hard to quantify and therefore difficult to manage and monitor. Presentation of evidence has traditionally dealt principally with the formally designated, or protected following national criteria and methodologies.

6.8 The following table presents evidence about assets that are currently recognised in one form or another through being included in statutory lists and schedules as well as inclusion in the City's Historic Environment Record. What it does not do is list evidence of all the undesignated historically valuable and architecturally interesting buildings, streets and urban landscapes because that data does not exist. The City of York does however have ambitions, in partnership with others, to establish a Local List of heritage assets (buildings, structures or spaces of archaeological architectural, historic or artistic significance) that will meet this.

Asset type	Designated	Undesignated
Listed buildings	1581	
Grade I	70	
Grade II*	170	
Grade II	1341	
Scheduled Ancient Monuments	22	
Conservation Areas	35	
Registered Parks and Gardens	4	
Areas of Archaeological Importance	1, divided into 7 polygons	
Historic Environment Record: monuments (including buried archaeology and upstanding buildings and ruins)		2272
Historic Environment Record: events (excavations, surveys and other research)		4296
Historic Environment Record: sources (books, journal articles, reports, personal communications)		1210
Vertical aerial surveys		4(1936, 1965, 1971, 1971-73)
Historic Landscape Characterisation data		various

Principal Characteristics

6.9 The following pages consider six principal defining characteristics of York's historic environment which have been arrived at following a period of detailed assessment and analysis. The six principal characteristics describe the fundamental special qualities of York that sets the City apart from other similar cities in England. There are gaps in our knowledge and understanding and this document recognises that further research will provide greater clarity.

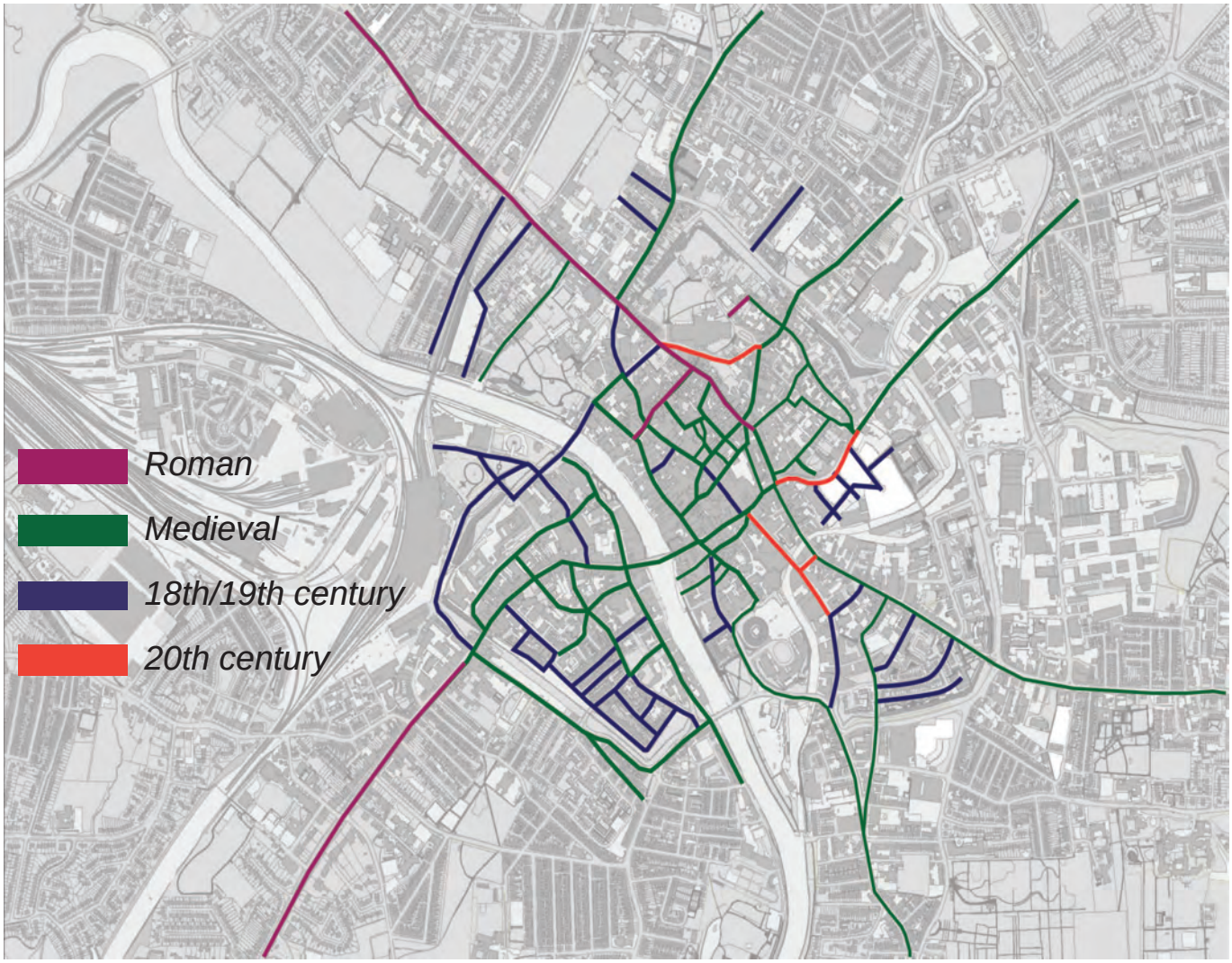
Strong Urban Form

6.10 There are few places in England where a 2000 year legacy of urbanism can be appreciated in such detail as in York. In many ways York offers a unique experience largely because it has remained relatively unscathed by the post- war urban renewal and reform programmes that have compromised so many other historic towns and cities. Post-war development, especially housing has instead added interest and value as at Walmgate in the historic centre and in many of the suburban areas of York. The medieval street pattern, in place by the 12th century, overlays of Roman roads, significant 19th century highway improvement schemes including St Leonard's Place, Parliament Street and the few later streets such as Clifford's Street and Piccadilly separate urban blocks of medieval tenements built on and rebuilt over many centuries. This is a remarkable survival and nowhere in competition with the dominance of the Minster which deliberately occupies the highest point in the centre.

6.11 The theme of these early urban blocks is taken up outside the historic core by the warehouses, factories, train stations, commercial, cultural and institutional buildings of the Victorian and Edwardian eras, built as a consequence of rapid urbanization, generally occupying whole blocks on the edge of the city centre where the scale of operation could take advantage of more open sites and close access to transportation routes.

6.12 The main arterial routes, many of Roman origin link countryside to historic core via suburban villages, linear developments and formal housing estates that continue the urban gain interspersed with major buildings and building complexes like Fulford Barracks, Bootham Hospital, Nestle and Terry's factories.

Map showing the most significant streets and roads by broad period in the historic core



Strong Urban Form			
Character Elements	**Key Features**	**Examples**	**Significance**
Large urban blocks	Mixed use blocks composed of taller (3-5 storey) buildings facing the street with lower extensions and *ad-hoc* smaller structures behind and within the blocks, retained private yards. Blocks strongly enclose streets.	Throughout the walled city but particularly evident at Stonegate/ Low Petergate/Church Street.	This is a defining characteristic and the historic urban core.
Long narrow plots and gated side passages	Usually reflecting medieval or earlier building plots with side access to former workshops and gardens	Stonegate and Coney Street	Highly flexible form capable of successive occupation and reuse. A rare opportunity to appreciate the complexities of a medieval city as so much survives

Strong Urban Form			
Character Elements	**Key Features**	**Examples**	**Significance**
Framed shop fronts	Variety of good quality “frames” around shop windows, providing visual support to building above whilst allowing interaction with the street. Usually associated with smaller retail premises	Stonegate, Goodramgate, Low and High Petergate contain many historic examples. The Shambles interesting but less authentic. Coney Street is an example of a street under pressure	The extensive survival of small specialist retail establishments is a significant contributor to the quality of the York experience. Architecturally there is a close fit between this use and the layout and fabric of many surviving historic buildings; so importantly this characteristic maintains the authenticity of historic form and additionally it supports the local economy

Strong Urban Form			
Character Elements	**Key Features**	**Examples**	**Significance**
medieval street patterns	Overlayed pattern of historic routes, narrow well enclosed primary streets, gentle curvilinear routes, secondary lanes & ginnels/alleys threading through the blocks or giving access to more private enclaves. High degree of choice, connectivity and permeability.	Networks both south and north of the river within the city walls: Micklegate, St Martin's Lane, Goodramgate, Coney Street, Coffee Yard, historic water lanes on north bank leading to river	The survival of such an extensive network of medieval streets and lanes is rare in an English city. The "pre-conquest" origin of so many streets in the historic core increases the significance of this asset.
Small squares	Close distribution of small squares intimate in scale. Larger spaces formed later by highways interventions or through provision of markets. Few examples of formal compositions such as at "Eye of York".	St Helen's Square (good quality natural materials), St Sampson's Square (early market place) & King's Square (triangular space created from former church yard) – both lined with trees. Added to in C20th with St Mary's Square off Coppergate and enhancement scheme in Parliament Street.	Rare survivals of early spaces where previous uses often determine the spatial form. Enduring quality of openness to be guarded.

Strong Urban Form			
Character Elements	**Key Features**	**Examples**	**Significance**
Rich townscape	city centre as a place of diversity, contrasts and surprises; unfolding views of great variety and historic interest; juxtaposition of different materials and forms; experience of shock scale; bridges offering panoramic views; pre-industrial skyline of city centre; city walls as vantage points, highly legible environment	Micklegate unfolding up the hill(Pevsner), view from Exhibition Square towards Bootham Bar and beyond, emergence from Minster Gates to south transept of Minster, from Lendal Bridge towards north bank of River Ouse, roofscape from Clifford's Tower	Highly attractive environment of human scale developed over two millennia. Vulnerable to loss through large scale interventions (highways and buildings)
Arterial roads	broad straight streets connecting city centre to suburbs enclosed by buildings of higher stature towards city bars; cobbled margins and tree lined avenues giving way to broad verges (at best); routes interrupted by large outlying complexes providing green open spaces	Blossom Street/The Mount/Tadcaster Road (main route into city from from Great North Road, Bootham with later Georgian, Edwardian and Victorian residential developments and location of purpose built hospital by John Carr	Streets of high quality following historic routes, particular to York.

Compactness

6.13 The city is located to the north east of the trans-pennine conurbations. It is a series of contained settlements each with its own planned agricultural hinterland with historic city at the heart of the administrative area. There is close access to and strong identification with the countryside. In turn the natural environment and relatively flat topography dramatize the setting of each settlement as it rises from the plain.

6.14 The historic city has a contained concentric form of approx 10km (6miles) across and its relatively flat terrain makes it “walkable” and cycle friendly. The historic green strays and rivers feed into the historic city centre and divide the built form into identifiable segments.

6.15 The majority of village settlements are linear in form, situated to take advantage of ridge routes. This gives rise to gently curving streetscapes with glimpsed views out of an immediate surrounding countryside.

6.16 Where village and town coalesce, villages retain their separate identity in various ways: by having a separate focus such as the village green (Clifton), an intermediate area of openness (Fulford), through change of scale (Dringhouses) and/or through provision of some local facilities.

6.17 The historic city centre is inward focused. The combination of dense urban fabric and relatively flat topography prohibit most outward views from street level. The open swathes of the rivers and strays provide visual relief and enable connection with the wider context. Elevated locations provide panoramic vistas of the city’s roofscape. Most important vantage points are the Minster, Clifford’s Tower and the city walls which assume strategic importance in connecting the city with long distance views beyond.

6.18 York is a compact city of international reach. Overseas connections forged through governance and trade have been supplanted by international relations in research and education, and by world wide tourism.

View from the grounds of Millthorpe Secondary School, one of the rare areas of relatively high ground in York.

The thriving shopping centre of Bishopthorpe Road during an annual street party.

Compactness			
Character Elements	**Key features**	**Examples**	**Significance**
Contained concentric form	The city is walkable and the centre is accessible by cycle and foot with relative ease. The York outer ring road accentuates the city form and the walls enclose the historic core.	The whole city.	This creates strongly defined entry points or 'gateways' and separates out rural from urban in a way that links countryside and urban very positively. A very significant contributor to York's unique identity.
Flat terrain and views	Low lying setting and compactness of city creates both long views and surprise views both out of and in to the historic core.	View from Clifford's Tower; views from the City Walls; revealed views of the Minster and other key monuments; enclosed views within the urban centre – The Shambles, High and Low Petergate.	Prohibits outward views from street level, enhancing the importance of views from elevated positions providing panoramic views of City's roofscape.
Arterial roads	Broad straight streets connecting city centre to suburbs enclosed by buildings of higher stature towards city bars; cobbled margins and tree lined avenues giving way to broad verges (at best); routes interrupted by large outlying complexes providing green open spaces	Blossom Street/ Tadcaster Road (main route into city from from Great North Road, Bootham with later Georgian, Edwardian and Victorian residential developments and location of purpose built hospital by John Carr	Streets of high quality following historic routes, particular to York.

Compactness			
Character Elements	**Key features**	**Examples**	**Significance**
Dense urban fabric	Inward focussed centre, mixed uses both horizontally and vertically in urban centre, identifiable sub-areas of particular form and use	Retail core with living above the shop (Shambles), housing districts (Southbank), commercial area close to station	Mixed use compact city retains inherent characteristics of the pre-industrial city. The dense multi-nucleated city is also be a model for sustaining the city in the future.
Identifiable compact districts	Outlying development is divided into segments by the rivers, strays and arterial roads; this containment of built form positively accentuates the identity of each area whilst allowing quick access to open areas, informal green spaces and the cycle routes and riverside walks leading out of the city	Southbank and Tadcaster Road (Knavesmire/ Racecourse), Bishopthorpe Road & Fulford Road (divided by river)	Defining characteristic of peripheral area; access routes of high amenity value
Urban villages retain identity	Village greens as focus or linear main streets with surviving back lanes. Clusters of facilities retained in village core	Clifton (village green), Fulford (linear main street with wide verges)	Clustered form provides community focus; origins as separately planned rural settlements

Compactness			
Character Elements	**Key features**	**Examples**	**Significance**
Planned rural villages	Enduring form of curving linear main street with burgage plots running to historic back lanes; broad planted verges common feature of main artery, later infilling and minor extensions often protect historic grain, openness, and views out to countryside	Wheldrake, Elvington (linear), Askham Richard with village green	Origin as early planned agricultural settlements often dating from the 12th century.

Landmark monuments

6.19 Buildings of high cultural significance or common value remain highly legible within the everyday fabric of built form. They concentrate visual attention and punctuate both streetscape and skyline. These ‘Object Buildings’ act as physical and temporal landmarks within the city and are set apart from the everyday working/living/commercial fabric of the city. They possess special qualities to distinguish themselves such as: generosity of space; size and scale; special materials or technologies; highly skilled craftsmanship; and/or they employ architectural devices and symbols to evoke authority.

6.20 The Minster is the City of York’s “signature building” and a symbol of common identity, which presides over the built environment surrounding it, dominating the city’s skyline. The castle dominated by Clifford’s Tower and complemented by the formal complex of 18th classical buildings within its precinct is an architectural and urban composition with few rivals in Britain demonstrating the long-standing importance of York, first as a political centre and later as a social centre. The city walls almost circumscribe the historic urban nucleus. They are a linear edge-defining monument softened by planted grassed ramparts and punctuated with formal gateways and towers. Their earlier role of physical and legislative limitation has given way to recreational use and they now provide a city perambulation with elevated vantage points.

6.21 York is unique in England for the number of substantial communal buildings which survive intact or as ruins from the Middle Ages. Other monuments include the four 14th and 15th century guildhalls, set apart from the more homogeneous fabric of the city.

The Minster from the city wall with the converted 1840s railway station in the foreground

Landmark Monuments			
Character Elements	**Key Features**	**Examples**	**Significance**
Buildings of high cultural significance	Visually, aesthetically and historically interesting and sometimes associated with historical events and specific individuals.	The Minster; Clifford's Tower (12th century massacre of York Jews); The Eye of York complex (Luddites; Chartists).	The relative completeness of the city walls and the presence of so many principal monuments within their circuit such as the Minster, Castle, Guildhalls, and numerous churches is unique in England.
Physical and temporal landmarks	The Minster in particular can be viewed from the Wolds, Moors and Dales. The walls are ever present and a perambulation of them will reveal many of the City's monuments including Terry's and the Nestle Factory. Clifford's Tower is particularly associated with historical events. The Civil War is associated with the Bars. The Eye of York with Luddites.	The Minster; Clifford's Tower, Terry's Factory; Nestle Factory. Rowntree Wharf; Foss Islands chimney.	The revealed views, distant views and iconic views of the Minster and other monuments are extremely important and are a principal characteristic.

Landmark Monuments			
Character Elements	**Key Features**	**Examples**	**Significance**
Substantial numbers of medieval communal buildings	Buildings that reflect functional importance as civic centres, places of justice, work and religious activity	Minster Court; Gray's Court; St Leonard's Hospital; King's Manor; Merchant Adventurers Hall.	The Minster is the largest Gothic Cathedral north of the Alps and probably the most architecturally expressive.
Monument clustering	There is very little dispersion and most principal monuments are sited within the historic core and there is a degree of inter-visibility, especially from the City Walls.	Exhibition Square (Bootham Bar; Roman Wall; City Wall; Art Gallery; Kings Manor; St Mary's Abbey).	The proximity of principal monuments to each other helps legibility and accessibility making it easy to enjoy the historical and cultural significances of York.
Quantity of monuments	York has a higher than average number of listed buildings and other principal monuments.	Views from the City Walls.	This is a defining characteristic of York which has succeeded in conserving so much of its architectural and artistic legacy.

Landmark Monuments			
Character Elements	**Key Features**	**Examples**	**Significance**
Diversity of monuments	Diversity ranges from Substantial limestone structures like the Minster to Timber framed Barley Hall and Merchant Adventurers Hall and domestic buildings to brick built Railway headquarters and 19th and 20th century factories.	Brick – Fairfax House; Limestone – The Minster; Timber framing – Merchant Adventurers Hall.	This diversity adds richness and interest and sets it apart from Bath as an example where easy access to good quality local stone and formal 18th century town planning resulted in less diversity.
Churches locked into urban fabric	Provide pockets of green space within dense urban blocks and are a haven for wildlife.	Churches off Micklegate.	Substantially enriches the spatial quality and amenity of the city centre in particular and historically they are surviving markers for important city parishes.

Architectural character

6.23 A morning's stroll around the historic centre and suburbs will reveal the full range of architectural styles from the 14th century up to the present day that can be experienced and appreciated. Two story timber framed 14th century almshouses on Goodramgate; jettied later medieval buildings on Low Petergate and The Shambles contrast with the four and five story brick Georgian and Victorian buildings on Church Street and Colliergate. These predominantly single developments sit adjacent or close to more formal terraces such as St Leonard's Place, St Saviourgate and elsewhere.

6.24 Areas of planned housing occur at Bishophill and Aldwark in the historic centre and Southbank and New Earswick as examples outside the City walls. Late 20th century housing in Aldwark supplanted an area of declining and noxious industry and was grafted onto the earlier street pattern accommodating pre-existing houses and other important buildings.

6.25 Housing is mostly set out as linear grids forming primary and secondary streets outside the city walls. The more orderly are the Victorian and Edwardian sub-urban expansions from the city core, usually substantial houses of 3 main floors with attic and cellars. Post war housing in the suburbs, for instance, Dringhouses and Woodthorpe comprise a mix of semi-detached and terraces with wide streets and generous gardens.

6.26 This rich diversity of age and construction is accompanied by a wealth of detail in window and door openings; bay rhythms; chimneys and roofscape; brick, stone, timber; ranges; gables; ironwork; passageways; and rear yards and gardens.

City Screen to the left and the Early Music Centre above.

Architectural Character			
Character Elements	**Key Features**	**Examples**	**Significance**
Architectural legacy	Buildings representing two thousand years of architectural development in close proximity to each other.	14th century almshouses on Goodramgate; The Guildhall, Merchant Adventurers Hall, The North eastern Railway Headquarters, Yorkshire House.	Expression of York's history - its important religious and early political role; and its socio-economic and technological development within Britain and Europe
Variety	The fine grain of urban blocks accommodates a tremendous range of building types from all ages. Early timber framed ranges and gabled fronts sit amongst later 18th century and 19th century brick built development. Formal Georgian town houses occupy plots adjacent to more ordinary dwellings. Churches and churchyards punctuate almost continuous street lines. Large guildhalls sit in their own enclaves. Few streets have consistent themes, though streets have formed their own identity. High degree of articulation through bay windows, window reveals, chimneys, high brick walls, iron railings and decorative artefacts.	Early 14th century Lady Row Goodramgate, Micklegate House, St Leonard's Place	York's architectural Continuity and change have resulted in a rich townscape with formality and informality co-existing.

Architectural Character			
Character Elements	**Key Features**	**Examples**	**Significance**
Human scale	The limits of natural materials and techniques have ensured that human scale buildings predominate. Narrow plot boundaries assist in developing rhythm. Where these limits have been exceeded to create factories, warehouses, office blocks, they have simple massing and are clustered on low ground close to the station or within extra mural compounds. Even so height is restrained, roof-tops acknowledge with modelling or decorative parapets, and facades have a level of detailed consideration.	Majority of city centre and village buildings built as residences, shops, workshops. Former railway HQ building sets standard for station cluster. 1960s and 1980s insurance buildings sit reasonably well into the urban landscape	The absence of post-war high rise development has protected the visual dominance of the Minster and ensured the survival of ground level views as well as preserving York's unique skyline. The significance of this is also experiential for visitors and residents. Use of large scale with hierarchy of elements is usually reserved for important buildings

Architectural Character			
Character Elements	**Key Features**	**Examples**	**Significance**
Craftsmanship	Highly skilled craftsmen and artists have benefited from religious and secular patronage through-out York's history. Of particular significance are: stained glass, stone carving, carpentry and timber relief work, wrought and cast ironwork, monuments, brasses, bells and public statuary	Minster east window, Merchant Adventurer's aisled timber frame, Lutyen's war memorials	Highly significant artefacts in international and national context. Focus of research and apprenticeship training. Important to retain knowledge, skill base and workshops in city centre and local area.

Architectural Character			
Character Elements	**Key Features**	**Examples**	**Significance**
Materials	Magnesian limestone used for early religious buildings and the few stone houses, with sandstone being sourced later for civic buildings. Historically materials were locally sourced and crafted, with timber framing succeeded by clamp bricks in lime mortar. Highly skilled master carpenters extended spans and the range of details in important buildings such as Guildhalls. Brickwork gave warmth, texture and solidity to many ordinary buildings whose solidity was punctured by regular openings of limited width. Subtle variety of detail exists within regular facades, though timber framing allowed more freedom. Heavy dentilled cornices and string courses of formal architectural buildings are common. Small element tile and pantiles common on older roofs were followed by slate brought in by the railways White/buff bricks belong to industrial period.	City churches (limestone), guildhalls (timber framing), 18th and19th century houses (brickwork), 1870s railway station and hotel (buff brick)	Materials signify the importance of a building. They dictate rhythm, scale and proportion and are used to give emphasis through articulation and detail. Modern framed buildings in York have used natural materials and solid ompositional discipline to avoid uncharacteristic transparency.

Archaeological Complexity

6.27 Archaeological features and deposits are finite and fragile. Sub-surface deposits cannot be repaired or replaced. Whilst the fabric of above ground buildings and structures can be repaired or restored, this inevitably entails the loss of original material, the fragile and finite archaeology.

6.28 Archaeological deposits can be found throughout the City of York area. All areas within the City of York have the potential to preserve archaeological features and deposits. Detailed characterisation of the archaeological features and deposits within this area is a complex process beyond the scope of this paper. This section therefore attempts to provide simple, high-level character statements which can be used to assess the impact of Local Plan policy statements.

Foundations of the medieval church of All Saint's, Fishergate (photo by John Oxley).

Iron Age round house ditches at Campus 3, Heslington (photo by John Oxley).

Archaeological Complexity			
Character elements	**Key features**	**Examples**	**Significance**
Exceptional preservation in historic core	Timber foundations of Anglo-Scandinavian houses have been found well preserved at Coppergate and Hungate. Food waste and other similar organic waste is well preserved giving valuable insight into diet, health, economy that is lacking in more conventional archaeological deposits	Excavated examples include Coppergate and more recently, Hungate.	Very few major urban sites of this age and complexity in Northern Europe have this amount of well preserved archaeological deposits, especially for the earlier periods. York has an internationally significant resource.
Depth of deposits in historic core	Remains of successive development from Roman through to the present day.	Throughout the centre but best illustrated through the 1980's excavations of Coppergate, now ably presented be the Yorvik Centre	This is one of the main factor in York's bid to become a World Heritage Site.
2000 years of urban development	Archaeological deposits relating to at least Roman through to the present day,	The Hungate excavations revealed the remains of housing from the period of Sebohm Rowntree's ground breaking study of poverty and health. Coppergate provided exceptional insights into Anglo-Scandinavian York.	Very few North European cities have so much well preserved evidence of urban development over such a long period of time.

Archaeological Complexity			
Character elements	**Key features**	**Examples**	**Significance**
Finite and non-renewable resource	Anaerobic deposits that are extremely dependant on sustained ground conditions. Fluctuating water table creates pressures on the continued preservation of these deposits. Any form of deposit removal, even by archaeologists in a controlled and recorded manner will destroy important evidence and information.	Throughout the city.	Archaeological deposits and the remains of human settlement and activity provide a rare insight into the lives of our ancestors in a way that the limited number of contemporary documents cannot. Because the deposits are so rich and so well preserved in York, the information contained within them is both irreplaceable and internationally important, especially for the earlier periods.

Archaeological Complexity			
Character elements	**Key features**	**Examples**	**Significance**
Majority of Known and unknown archaeological features and deposits are not designated heritage assets.	The York Historic Environment Record contains some 6000 records relating to the archaeology of York and its surroundings which is only a small percentage of actual remains.	East Heslington excavations of prehistoric and Roman settlement.	Very difficult to predict where significant archaeology will be found and because the historic core is so special, its relationship with the rural hinterland is also very important. The low density of damaging development throughout the Unitary area has meant that more archaeology has survived.

Landscape and setting

6.29 On a national scale York's landscape is considered generally not to be of a particularly high quality. Nonetheless it does include a range of features of natural, historical, and cultural significance that contribute to the special qualities of the local landscape. This is also the landscape that serves a substantial population, thus placing great importance on the amenity that it affords. The landscape provides the city and its outlying villages with a rural setting and a direct access to the countryside, and thus has a value/status that reaches beyond the relative quality of the aesthetic landscape.

6.30 Its relevance lies in the conglomeration of layers and relics of old landscapes, in part conserved through time by continuous administration, absence of development, and centuries of traditional management. It is the combination of the various elements such as the Ings and strays that provides York's unique make up. The natural environment is significant in its concentrated collection of a variety of examples of historically managed landscapes, represented for example by wild flower meadows, lowland heath, valley fen, strip fields, veteran orchard trees, species-rich hedgerows. Many of these otherwise isolated remnant landscapes link up with other open spaces resulting for example from our industrial or war time past, to form often accessible tracts of subtly diverse landscapes; thus the landscape/natural heritage is much greater than the sum of its parts.

The Knavesmire, part of Micklegate Stray and an important part of York's green infrastructure.

Landscape and Setting			
Character elements	**Key Features**	**Examples**	**Significance**
Views in and out	Long-distance views of York Minster in low-lying relatively flat vale landscape. The Minster constantly reappears at closer quarters. View of the race course/ Knavesmire and Terrys combined. Rural edge setting viewed from majority of ring road by way of field margin (northern ring road business parks exception to rule). Views out to the Wolds, Moors and the Howardian Hills (orientation, identity, and sense of location/ setting).	Views from the A64 to Minster from stretch between Hopgrove roundabout to Hull Road View of Minster and city from Askham Bryan roundabout Closer views of Minster from Leeman Road and Water End. View of Terrys/race course/Knavesmire from A64/Bishopthorpe. Views out from Acomb, Kimberlow Hill/Grimston Bar. Views from the Ouse when approaching from the south; Views entering York by Rail from the North, as the line sweeps round by Water End bridge.	This is an important English cathedral landscape that goes to the heart of York's identity and attractiveness. There is a unique combination of elements of historic/ cultural significance important for the setting and identity of York. The proximity of hills/ countryside give a strong sense of place and location. The long distance views are rare - element of surprise and appreciation.

Landscape and Setting			
Character elements	**Key Features**	**Examples**	**Significance**
Strays (including racecourse) and common land	Openness; greenness; natural/rural character within city. Village greens.	All the strays. Some connect with other open spaces which extend their capacity as part of the City's green infrastructure with linked spaces providing a continuous green route through a range of open spaces, e.g. Scarcroft recreation ground – Scarcroft allotments – Knavesmire – allotments - Hob Moor. Walmgate Stray/ allotments - university grounds, Heslington golf course.	More than any other similar city there is a strong countryside connection between the historic core and perimeter countryside. Variety between them; each serving a range of different functions; in part protected by historic management. Immediacy and availability/welcome, most are open access. Race course open space - cultural significance. Race days – sense of event across city.

Landscape and Setting			
Character elements	**Key Features**	**Examples**	**Significance**
Rivers and Ings	Derwent/Ouse: Flooding; Ings meadows; retention of traditional management over centuries - still hay cropped and grazed where possible. Ouse - walking along most of either bank north to Beningborough hall, south past Bishops palace. Activity on river - rowing (3 clubs) dating back to mid 19th century. Foss – two rivers converging in city centre; walkway from centre to countryside beyond ring road; linking villages – the 'hidden' river. Views along river/banks.	Derwent ings; Fulford Ings (north of the ring road); Naburn marsh (south of ring road); Church and South ings at Acaster malbis; all SSSI's; Millenium Walk, New Walk, Terrys Walk; avenues of trees.	The Derwent Ings are internationally important. SSSI's of national importance. Their significance lies in the number and extent of SSSI's within the local authority boundary. Setting of city and recreational value.

Landscape and Setting			
Character elements	**Key Features**	**Examples**	**Significance**
Open countryside and green belt	The open countryside surrounding York contributes to the landscape setting of the historic city. A wide variety of different habitats and landscape elements including: Lowland heath; wet acidic grassland; rich hedgerows; valley fen; open Ings landscape associated with river; wiildflower meadows; Airfields with large expanse of openness/ cultural heritage/habitat value; Village settings including: assarted land; strip field pattern/ridge and furrow; hedgerows; veteran orchards. Long distance uninterrupted recreation routes with cultural significance through countryside Orchards – vale of York high orchard productivity historically; veteran Pear and apple trees often in gardens of later development.	Strensall Common; Askham bog; Heslington tilmire. Airfields: Elvington, Acaster Malbis, Rufforth, Clifton Moor, Copmanthorpe. Rufforth & Murton. Nether Poppleton; Skelton Hessay church yards. Ebor Way, Minster way – linking two Minsters. York to Selby disused railway line passing through open countryside connecting to other routes. Walmgate stray; Heslington golf course Derwent Ings. Scarcroft recreation ground – Scarcroft allotments – Knavesmire/Racecouse – splits to Hob Moor allotments – Hob Moor and Trans-Pennine trail cycle route. Orchard trees: in gardens at Skelton, Tanghall, Holgate. One fruit tree planted in every garden in first model of New Earswick.	Strensall common most extensive, northerly lowland heath site in Britain. Askham bog - most significant site in northern England and has uniquely extensive historical records of its wildlife dating back to 18th century. High concentration of airfields. Elvington - uncommon grassland habitat and birds because of extensive open nature. National route: spur of Trans-Pennine trail, runs coast to coast from Southport to Hornsea; cultural heritage along line of disused railway. Orchards at Skelton, Tanghall and Holgate remnant veteran Pear and apple trees usually in back gardens of later development. Significance written into deeds of properties. Historically significant.

Landscape and Setting			
Character elements	**Key Features**	**Examples**	**Significance**
Suburban villages	Street trees, public parks, large gardens, 'quiet streets', pedestrian-friendly environment, strong community identity, allotments, front gardens bound by hedges	New Earswick model village, Tanghall, Dringhouses	Design/movement examples; philanthropic; cultural significance; association with Rowntrees Complete compositions of key features and holistic community provision
Parks and gardens	Registered historic parks and gardens Parks for the people Designed campus landscape Matrix of accessible parks	Museum gardens; Rowntrees park; York cemetery. Others - Tower gardens, Homestead Park York university	Museum gardens: Exceptional concentrated collection of SAMs/ listed buildings in designed circulatory walk; botanical gardens Rowntrees park and Homestead park given to people of York by Rowntrees and son Seebolm: Cultural significance and major recreational facility for large population, landscape/trees/ setting. York cemetery: landscape setting, trees, bio-diversity, important people/ head stones; listed structures. Iconic campus landscape (originally)

Landscape and Setting			
Character elements	**Key Features**	**Examples**	**Significance**
Relationship of the historic city of York to the surrounding settlements	The relationship of York to its surrounding settlements. This relationship relates to not simply the distance between the settlements but also the size of the villages themselves, and the fact that they are free-standing, clearly definable settlements.	Skelton, Upper and Nether Poppleton, Bishopthorpe...etc	The relationship of York to its surrounding settlements was identified as one of the elements which contributes to the special character of the City. The relationship of York to these settlements could be damaged by with the growth of the city or, conversely, the expansion of the villages.

7: Conclusion

7.1 This document has considered evidence relating to the City of York's historic environment and how the evidence is translated into our understanding of the city's special qualities and its complex 2000 year history. This evidence and understanding has then been used to identify six principal characteristics of the historic environment that help define the special qualities of York, providing a detailed explanation of each characteristic.

7.2 The following six principal characteristics are identified as strategically important to the special character and setting of York:

- the city's **strong urban form**, townscape, layout of streets and squares, building plots, alleyways, arterial routes, and parks and gardens;
- the city's **compactness**;
- the city's **landmark monuments**, in particular the City Walls and Bars, the Minster, churches, guildhalls, Clifford's Tower, the main railway station and other structures associated, with the city's railway, chocolate manufacturing heritage;
- the city's **architectural character**, this rich diversity of age and construction displays variety and order and is accompanied by a wealth of detail in window and door openings; bay rhythms; chimneys and roofscape; brick; stone; timber; ranges; gables; ironwork; passageways; and rear yards and gardens;
- the city's **archaeological complexity**: the extensive and internationally important archaeological deposits beneath the city. Where development is permitted, the potential to utilise this resource for socio-economic and educational purposes for the benefit of both York's communities and those of the wider archaeological sector will be explored; and
- the city's **landscape and setting** within its rural hinterland and the open green strays and river corridors and Ings, which penetrate into the heart of the urban area, breaking up the city's built form.

7.3 These characteristics define the city and set it apart from other similar cities in England and should be key considerations for enhancement and growth. New development can have an adverse, neutral or positive impact on what makes the city special and it is important for development proposals to respond to York's special qualities, character and significance whether in the historic core, urban fringe or rural village communities. Although York is famous for its historic assets, new developments can add richness and diversity to its existing corpus of building styles and types and better reveal its significances through enhancement and research.

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Appendix 5

Historic England GPA3: The Setting of Heritage Assets

(December 2017)

Historic England

The Setting of Heritage Assets

Historic Environment Good Practice Advice in Planning Note 3 (Second Edition)

Summary

This document sets out guidance, against the background of the National Planning Policy Framework (NPPF) and the related guidance given in the Planning Practice Guide (PPG), on managing change within the settings of heritage assets, including archaeological remains and historic buildings, sites, areas, and landscapes.

It gives general advice on understanding setting, and how it may contribute to the significance of heritage assets and allow that significance to be appreciated, as well as advice on how views contribute to setting. The suggested staged approach to taking decisions on setting can also be used to assess the contribution of views to the significance of heritage assets. The guidance has been written for local planning authorities and those proposing change to heritage assets.

It replaces The Setting of Heritage Assets: Historic Environment Good Practice Advice in Planning Note 3 – 1st edition, 2015 and Seeing the History in the View: A Method for assessing Heritage Significance within Views (English Heritage, 2011).

It is one of three related Good Practice Advice (GPA) Notes, along with *GPA1 The Historic Environment in Local Plans* and *GPA2 Managing Significance in Decision-Taking in the Historic Environment*.

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HistoricEngland.org.uk/advice/planning/planning-system/

Front cover: York Water Gate, Victoria Embankment Gardens, City Of Westminster, Greater London.
Built for the Duke of Buckingham in 1626 to provide access to the Thames. View from south east.

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Historic Towns Forum

Institute of Historic Building Conservation

National Trust

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Introduction

1 The purpose of this Historic England Good Practice Advice note is to provide information on good practice to assist local authorities, planning and other consultants, owners, applicants and other interested parties in implementing historic environment policy in the National Planning Policy Framework (NPPF) and the related guidance in the national Planning Practice Guide (PPG). It should be read in conjunction with Good Practice Advice notes 1 (The Historic Environment in Local Plans) and 2 (Managing Significance in Decision-Taking in the Historic Environment). This good practice advice acknowledges the primacy of the NPPF and PPG, supporting the implementation of national policy, but does not constitute a statement of Government policy itself, nor does it seek to prescribe a single methodology or particular data sources. Alternative approaches may be equally acceptable, provided they are demonstrably compliant with legislation, national policies and objectives. This guidance, *Good Practice Advice 3 – The Setting of Heritage Assets* (2nd edition, 2017) supersedes *Good Practice Advice 3 – The Setting of Heritage Assets* (1st edition, 2015) and *Seeing the History in the View: A Method for assessing Heritage Significance within Views* (English Heritage, 2011).

2 The advice in this document, in accordance with the NPPF, emphasises that the information required in support of applications for planning permission and listed building consent should be no more than is necessary to reach an informed decision, and that activities to conserve or invest need to be proportionate to the significance of the heritage assets affected and the impact on the significance of those heritage assets. At the same time those taking decisions need enough information to understand the issues.

3 This note gives assistance concerning the assessment of the setting of heritage assets, given:

- the statutory obligation on decision-makers to have special regard to the desirability of preserving listed buildings and their settings, and
- the policy objectives in the NPPF and the PPG establishing the twin roles of setting (see boxes below): it can contribute to the significance of a heritage asset, and it can allow that significance to be appreciated. When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the heritage asset's conservation, including sustaining significance (NPPF, paragraph 132).

4 This note therefore starts by giving general advice on understanding setting and how it may contribute to the significance of heritage assets, before adding advice on how views play a part in setting; it ends by suggesting a staged approach to taking decisions on the level of the contribution which setting and related views make to the significance of heritage assets (Part 2, paragraphs 17–42).

5 Consideration of the contribution of setting to the significance of heritage assets, and how it can enable that significance to be appreciated, will almost always include the consideration of views. The staged approach to taking decisions on setting given here can also be used to assess the contribution of a view, or views, to the significance of heritage assets and the ability to appreciate that significance.

6 Views, however, can of course be valued for reasons other than their contribution to heritage significance. They may, for example, be related to the appreciation of the wider landscape, where there may be little or no association with heritage assets. Landscape character and visual amenity are also related planning considerations. The assessment and management of views in

the planning process may therefore be partly or wholly separate from any consideration of the significance of heritage assets. This advice therefore directs readers elsewhere for approaches to landscape and visual impact assessment and amenity valuation (paragraphs 15 and 16).

Part 1: Settings and Views

NPPF Glossary: Setting of a heritage asset

The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral (NPPF, Annex 2: Glossary).

PPG: What is the setting of a heritage asset and how should it be taken into account?

The "setting of a heritage asset" is defined in the Glossary of the National Planning Policy Framework.

A thorough assessment of the impact on setting needs to take into account, and be proportionate to, the significance of the heritage asset under consideration and the degree to which proposed changes enhance or detract from that significance and the ability to appreciate it.

Setting is the surroundings in which an asset is experienced, and may therefore be more extensive than its curtilage. All heritage assets have a setting, irrespective of the form in which they survive and whether they are designated or not.

The extent and importance of setting is often expressed by reference to visual considerations. Although views of or from an asset will play an important part, the way in which we experience an asset in its setting is also influenced by other environmental factors such as noise, dust and vibration from other land uses in the vicinity, and by our understanding of the historic relationship between places. For example, buildings that are in close proximity but are not visible from each other may have a historic or aesthetic connection that amplifies the experience of the significance of each.

The contribution that setting makes to the significance of the heritage asset does not depend on there being public rights or an ability to access or experience that setting. This will vary over time and according to circumstance.

When assessing any application for development which may affect the setting of a heritage asset, local planning authorities may need to consider the implications of cumulative change. They may also need to consider the fact that developments which materially detract from the asset's significance may also damage its economic viability now, or in the future, thereby threatening its on-going conservation (PPG, paragraph: 013, reference ID: 18a-013-20140306).

Difference between setting and curtilage, character, context and landscape

7 Setting is separate from the concepts of curtilage, character and context:

- Curtilage is a legal term describing an area around a building and, for listed structures, the extent of curtilage is defined by consideration of ownership, both past and present, functional association and layout. The setting of a heritage asset will include, but generally be more extensive than, its curtilage (if it has one) (see Identification and Designation of Heritage Assets: Listed Buildings in the Historic England *Heritage Protection Guide*).

- The historic character of a place is the group of qualities derived from its past uses that make it distinctive. This may include: its associations with people, now and through time; its visual aspects; and the features, materials, and spaces associated with its history, including its original configuration and subsequent losses and changes. Character is a broad concept, often used in relation to entire historic areas and landscapes, to which heritage assets and their settings may contribute.

- The context of a heritage asset is a non-statutory term used to describe any relationship between it and other heritage assets, which is relevant to its significance, including cultural, intellectual, spatial or functional. Contextual relationships apply irrespective of distance, sometimes extending well beyond what might be considered an asset's setting, and can include the relationship of one heritage asset to another of the same period or function, or with the same designer or architect. A range of additional meanings is available for the term 'context', for example in relation to archaeological context and to the context of new developments, as well as customary usages. Setting may include associative relationships that are sometimes referred to as 'contextual'.

- To avoid uncertainty in discussion of setting, a landscape is 'an area, as perceived by people, the character of which is the result of the action and interaction of natural and/or human factors' (Glossary, *Guidelines for Landscape and Visual Impact Assessment*, 3rd edition, published by the Landscape Institute and the Institute of Environmental Management and Assessment, p 157, based on the definition in the European Landscape Convention, European Treaty Series – No. 176, Florence, 20.x.2000, p 2).

The extent of setting

8 The NPPF makes it clear that the extent of the setting of a heritage asset 'is not fixed and may change as the asset and its surroundings evolve' (NPPF, Annex 2: Glossary). All of the following matters may affect considerations of the extent of setting:

- While setting can be mapped in the context of an individual application or proposal, it cannot be definitively and permanently described for all time as a spatially bounded area or as lying within a set distance of a heritage asset. This is because the surroundings of a heritage asset will change over time, and because new information on heritage assets may alter what might previously have been understood to comprise their setting and the values placed on that setting and therefore the significance of the heritage asset.

- Extensive heritage assets, such as historic parks and gardens, landscapes and townscapes, can include many heritage assets, historic associations between them and their nested and overlapping settings, as well as having a setting of their own. A conservation area is likely to include the settings of listed buildings and have its own setting, as will the hamlet, village or urban area in which it is situated (explicitly recognised in green belt designations).

The Courts have held that it is legitimate in appropriate circumstances to include within a conservation area the setting of buildings that form the heart of that area (R v Canterbury City Council ex parte David Halford, February 1992; CO/2794/1991). And NPPF paragraph 80, for example, makes it clear that historic towns are regarded as having a setting.

- Consideration of setting in urban areas, given the potential numbers and proximity of heritage assets, often overlaps with considerations both of townscape/urban design and of the character and appearance of conservation areas. Conflict between impacts on setting and other aspects of a proposal can be avoided or mitigated by working collaboratively and openly with interested parties at an early stage.

Setting and the significance of heritage assets

9 Setting is not itself a heritage asset, nor a heritage designation, although land comprising a setting may itself be designated (see below Designed settings). Its importance lies in what it contributes to the significance of the heritage asset or to the ability to appreciate that significance. The following paragraphs examine some more general considerations relating to setting and significance.

The setting of World Heritage Sites may be protected as 'buffer zones' – see PPG, paragraph: 033 Reference ID: 2a-033-20140306.

- Change over time
  Settings of heritage assets change over time. Understanding this history of change will help to determine how further development within the asset's setting is likely to affect the contribution made by setting to the significance of the heritage asset. Settings of heritage assets which closely resemble the setting at the time the asset was constructed or formed are likely to contribute particularly strongly to significance but settings which have changed may also themselves enhance significance, for instance where townscape character has been shaped by cycles of change over the long term. Settings may also have suffered negative impact from inappropriate past developments and may be enhanced by the removal of the inappropriate structure(s).

- Cumulative change
  Where the significance of a heritage asset has been compromised in the past by unsympathetic development affecting its setting, to accord with NPPF policies consideration still needs to be given to whether additional change will further detract from, or can enhance, the significance of the asset. Negative change could include severing the last link between an asset and its original setting; positive change could include the restoration of a building's original designed landscape or the removal of structures impairing key views of it (see also paragraph 40 for screening of intrusive developments).

- Access and setting
  Because the contribution of setting to significance does not depend on public rights or ability to access it, significance is not dependent on numbers of people visiting it; this would downplay such qualitative issues as the importance of quiet and tranquillity as an attribute of setting, constraints on access such as remoteness or challenging terrain, and the importance of the setting to a local community who may be few in number. The potential for

appreciation of the asset's significance may increase once it is interpreted or mediated in some way, or if access to currently inaccessible land becomes possible.

- **Buried assets and setting**

  Heritage assets that comprise only buried remains may not be readily appreciated by a casual observer. They nonetheless retain a presence in the landscape and, like other heritage assets, may have a setting. These points apply equally, in some rare cases, to designated heritage assets such as scheduled monuments or Protected Wreck Sites that are periodically, partly or wholly submerged, eg in the intertidal zone on the foreshore.

  - The location and setting of historic battles, otherwise with no visible traces, may include important strategic views, routes by which opposing forces approached each other and a topography and landscape features that played a part in the outcome.

  - Buried archaeological remains may also be appreciated in historic street or boundary patterns, in relation to their surrounding topography or other heritage assets or through the long-term continuity in the use of the land that surrounds them. While the form of survival of an asset may influence the degree to which its setting contributes to significance and the weight placed on it, it does not necessarily follow that the contribution is nullified if the asset is obscured or not readily visible.

- **Designed settings**

  Many heritage assets have settings that have been designed to enhance their presence and visual interest or to create experiences of drama or surprise. In these special circumstances, these designed settings may be regarded as heritage assets in their own right, for instance the designed landscape around a country house. Furthermore they may, themselves, have a wider setting: a park may form the immediate surroundings of a great house, while having its own setting that includes lines-of-sight to more distant heritage assets or natural features beyond the park boundary. Given that the designated area is often restricted to the 'core' elements, such as a formal park, it is important that the extended and remote elements of the design are included in the evaluation of the setting of a designed landscape. Reference is sometimes made to the 'immediate', 'wider' and 'extended' setting of heritage assets, but the terms should not be regarded as having any particular formal meaning. While many day-to-day cases will be concerned with development in the vicinity of an asset, development further afield may also affect significance, particularly where it is large-scale, prominent or intrusive. The setting of a historic park or garden, for instance, may include land beyond its boundary which adds to its significance but which need not be confined to land visible from the site, nor necessarily the same as the site's visual boundary. It can include:

  - land which is not part of the park or garden but which is associated with it by being adjacent and visible from it

  - land which is not part of the site but which is adjacent and associated with it because it makes an important contribution to the historic character of the site in some other way than by being visible from it, and

  - land which is a detached part of the site and makes an important contribution to its historic character either by being visible from it or in some other way, perhaps by historical association

- **Setting and urban design**

  As mentioned above (paragraph 8, The extent of setting), the numbers and proximity of heritage assets in urban areas mean that the protection and enhancement of setting is intimately linked to townscape and urban

design considerations. These include the degree of conscious design or fortuitous beauty and the consequent visual harmony or congruity of development, and often relates to townscape attributes such as enclosure, definition of streets and spaces and spatial qualities as well as lighting, trees, and verges, or the treatments of boundaries or street surfaces.

See *Managing Significance in Decision–Taking in the Historic Environment: Historic Environment Good Practice Advice in Planning 2* (2015) and *Conservation Area Designation, Appraisal and Management: Historic England Advice Note 1* (2016).

- Setting and economic viability

Sustainable development under the NPPF can have important positive impacts on heritage assets and their settings, for example by bringing an abandoned building back into use or giving a heritage asset further life. However, the economic viability of a heritage asset can be reduced if the contribution made by its setting is diminished by badly designed or insensitively located development. For instance, a new road scheme affecting the setting of a heritage asset, while in some cases increasing the public's ability or inclination to visit and/or use it, thereby boosting its economic viability and enhancing the options for the marketing or adaptive re-use of a building, may in other cases have the opposite effect.

Views and setting

10 The contribution of setting to the significance of a heritage asset is often expressed by reference to views, a purely visual impression of an asset or place which can be static or dynamic, long, short or of lateral spread, and include a variety of views of, from, across, or including that asset.

11 Views which contribute more to understanding the significance of a heritage asset include:

- those where the composition within the view was a fundamental aspect of the design or function of the heritage asset
- those where town- or village-scape reveals views with unplanned or unintended beauty
- those with historical associations, including viewing points and the topography of battlefields
- those with cultural associations, including landscapes known historically for their picturesque and landscape beauty, those which became subjects for paintings of the English landscape tradition, and those views which have otherwise become historically cherished and protected
- those where relationships between the asset and other heritage assets or natural features or phenomena such as solar or lunar events are particularly relevant

12 Assets, whether contemporaneous or otherwise, which were intended to be seen from one another for aesthetic, functional, ceremonial or religious reasons include:

- military and defensive sites
- telegraphs or beacons
- prehistoric funerary and ceremonial sites
- historic parks and gardens with deliberate links to other designed landscapes and remote 'eye-catching' features or 'borrowed' landmarks beyond the park boundary

13 Views may be identified and protected by local planning policies and guidance for the part they play in shaping our appreciation and understanding of England's historic environment, whether in rural or urban areas and whether designed to be seen as a unity or

as the cumulative result of a long process of development. This does not mean that additional views or other elements or attributes of setting do not merit consideration. Such views include:

- views identified as part of the plan-making process, such as those identified in the *London View Management Framework* (LVMF, Mayor of London 2010) and *Oxford City Council's View Cones* (2005) and *Assessment of the Oxford View Cones* (2015 Report)
- views identified in character area appraisals or in management plans, for example of World Heritage Sites
- important designed views from, to and within historic parks and gardens that have been identified as part of the evidence base for development plans, and
- views that are identified by local planning authorities when assessing development proposals

Where complex issues involving views come into play in the assessment of such views – whether for the purposes of providing a baseline for plan-making or for development management – a formal views analysis may be merited.

Landscape Assessment and Amenity

14 Analysis of setting is different from landscape assessment. While landscapes include everything within them, the entirety of very extensive settings may not contribute equally to the significance of a heritage asset, if at all. Careful analysis is therefore required to assess whether one heritage asset at a considerable distance from another, though intervisible with it – a church spire, for instance – is a major component of the setting, rather than just an incidental element within the wider landscape.

15 Assessment and management of both setting and views are related to consideration of the wider landscape, which is outside the scope of this advice note. Additional advice on views is available in *Guidelines for Landscape and Visual Impact Assessment*, 3rd edition, published by the Landscape Institute and the Institute of Environmental Management and Assessment (in partnership with Historic England).

> Being tall structures, church towers and spires are often widely visible across land- and townscapes but, where development does not impact on the significance of heritage assets visible in a wider setting or where not allowing significance to be appreciated, they are unlikely to be affected by small-scale development, unless that development competes with them, as tower blocks and wind turbines may. Even then, such an impact is more likely to be on the landscape values of the tower or spire rather than the heritage values, unless the development impacts on its significance, for instance by impacting on a designed or associative view.

16 Similarly, setting is different from general amenity. Views out from heritage assets that neither contribute to significance nor allow appreciation of significance are a matter of amenity rather than of setting.

Part 2: Setting and Views – A Staged Approach to Proportionate Decision-Taking

17 All heritage assets have significance, some of which have particular significance and are designated. The contribution made by their setting to their significance also varies. Although many settings may be enhanced by development, not all settings have the same capacity to accommodate change without harm to the significance of the heritage asset or the ability to appreciate it. This capacity may vary between designated assets of the same grade or of the same type or according to the nature of the change. It can also depend on the location of the asset: an elevated or overlooked location; a riverbank, coastal or island location; or a location within an extensive tract of flat land may increase the sensitivity of the setting (ie the capacity of

the setting to accommodate change without harm to the heritage asset's significance) or of views of the asset. This requires the implications of development affecting the setting of heritage assets to be considered on a case-by-case basis.

18 Conserving or enhancing heritage assets by taking their settings into account need not prevent change; indeed change may be positive, for instance where the setting has been compromised by poor development. Many places coincide with the setting of a heritage asset and are subject to some degree of change over time. NPPF policies, together with the guidance on their implementation in the Planning Policy Guidance (PPG), provide the framework for the consideration of change affecting the setting of undesignated and designated heritage assets as part of the decision-taking process (NPPF, paragraphs 131-135 and 137).

19 Amongst the Government's planning policies for the historic environment is that conservation decisions are based on a proportionate assessment of the particular significance of any heritage asset that may be affected by a proposal, including by development affecting the setting of a heritage asset. Historic England recommends the following broad approach to assessment, undertaken as a series of steps that apply proportionately to the complexity of the case, from straightforward to complex:

Step 1: Identify which heritage assets and their settings are affected

Step 2: Assess the degree to which these settings make a contribution to the significance of the heritage asset(s) or allow significance to be appreciated

Step 3: Assess the effects of the proposed development, whether beneficial or harmful, on that significance or on the ability to appreciate it

Step 4: Explore ways to maximise enhancement and avoid or minimise harm

Step 5: Make and document the decision and monitor outcomes

Each of these steps is considered in more detail below.

For further information on Strategic Environmental Assessment and Environmental Impact Assessment, see *Sustainability Appraisal and Strategic Environmental Assessment: Historic England Advice Note 8* (2016).

Development proposals involving the setting of single and less significant assets and straightforward effects on setting may best be handled through a simple check-list approach and can usefully take the form of a short narrative statement for each assessment stage, supported by adequate plans and drawings, etc.

Cases involving more significant assets, multiple assets, or changes considered likely to have a major effect on significance will require a more detailed approach to analysis, often taking place within the framework of Environmental Impact Assessment procedures. Each of the stages may involve detailed assessment techniques and complex forms of analysis such as viewshed analyses, sensitivity matrices and scoring systems. Whilst these may assist analysis to some degree, as setting and views are matters of qualitative and expert judgement, they cannot provide a systematic answer. Historic England recommends that, when submitted as part of a Design and Access Statement, Environmental Statement or evidence to a public Inquiry, technical analyses of this type should be seen primarily as material supporting a clearly expressed and non-technical narrative argument that sets out 'what matters and why' in terms of the heritage significance and setting of the assets affected, together with the effects of the development upon them.

Step 1: Identify which heritage assets and their settings are affected

20 The setting of a heritage asset is 'the surroundings in which a heritage asset is experienced' (NPPF, Annex 2: Glossary). Where that experience is capable of being affected by a proposed development (in any way) then the proposed development can be said to affect the setting of that asset. The starting point of the analysis is to identify those heritage assets likely to be affected by the development proposal.

21 It is important that, at the pre-application or scoping stage, the local authority, having due regard to the need for proportionality:

- indicates whether it considers a proposed development has the potential to affect the setting of (a) particular heritage asset(s), or
- specifies an 'area of search' around the proposed development within which it is reasonable to consider setting effects, or
- advises the applicant to consider approaches such as a 'Zone of Visual Influence' or 'Zone of Theoretical Visibility' in relation to the proposed development in order to better identify heritage assets and settings that may be affected

A 'Zone of Visual Influence' defines the areas from which a development may potentially be totally or partially visible by reference to surrounding topography. However, such analysis does not take into account any landscape artefacts such as trees, woodland, or buildings, and for this reason a 'Zone of Theoretical Visibility' which includes these factors is to be preferred.

22 For developments that are not likely to be prominent or intrusive, the assessment of effects on setting may often be limited to the immediate surroundings, while taking account of the possibility that setting may change as a result of the removal of impermanent landscape or townscape features, such as hoardings or planting.

23 The area of assessment for a large or prominent development, such as a tall building in an urban environment or a wind turbine in the countryside or offshore, can often extend for a distance of several kilometres. In these circumstances, while a proposed development may affect the setting of numerous heritage assets, it may not impact on them all equally, as some will be more sensitive to change affecting their setting than others. Local planning authorities are encouraged to work with applicants in order to minimise the need for detailed analysis of very large numbers of heritage assets. They may give advice at the pre-application stage (or the scoping stage of an Environmental Statement) on those heritage assets, or categories of heritage asset, that they consider most sensitive as well as on the level of analysis they consider proportionate for different assets or types of asset.

24 Where spatially extensive assessments relating to large numbers of heritage assets are required, Historic England recommends that local planning authorities give consideration to the practicalities and reasonableness of requiring assessors to access privately owned land. In these circumstances, they should also address the extent to which assessors can reasonably be expected to gather and represent community interests and opinions on changes affecting settings.

25 Where the development proposal affects views which may be particularly helpful in allowing the significance of an asset to be appreciated and which are therefore part of the setting, it is often necessary to identify viewing points for assessment. An explanation why a particular viewing point has been selected will be needed. Sometimes a heritage asset is best appreciated while moving (for example, in a designed landscape, where its three-dimensional

formal qualities are an essential part of its significance). These, such as the changing views of the Tyne bridges viewed from the banks of the River Tyne or of the Tower of London from the south bank of the River Thames in London, are often termed 'kinetic' views.

Step 2: Assess the degree to which these settings and views make a contribution to the significance of the heritage asset(s) or allow significance to be appreciated

26 The second stage of any analysis is to assess whether the setting of an affected heritage asset makes a contribution to its significance and the extent and/or nature of that contribution; both setting, and views which form part of the way a setting is experienced, may be assessed additionally for the degree to which they allow significance to be appreciated. We recommend that this assessment should first address the key attributes of the heritage asset itself and then consider:

- the physical surroundings of the asset, including its relationship with other heritage assets
- the asset's intangible associations with its surroundings, and patterns of use
- the contribution made by noises, smells, etc to significance, and
- the way views allow the significance of the asset to be appreciated

27 The box below provides a (non-exhaustive) checklist of the potential attributes of a setting that it may be appropriate to consider in order to define its contribution to the asset's heritage values and significance. Only a limited selection of the attributes listed will be of particular relevance to an asset. A sound assessment process will identify these at an early stage, focus on them, and be as clear as possible what emphasis attaches to them. In doing so, it will generally be useful to consider, insofar as is possible, the way these attributes have contributed to the significance of the asset in the past (particularly when it was first built, constructed or laid out), the implications of change over time, and their contribution in the present.

A handy way of visualising the contribution of setting to the significance of heritage assets may be diagrammatically to map past and present relationships between a heritage asset and its surroundings, weighting the mapped connections to demonstrate the relative contribution of the relationship to the significance of the asset or the ability to appreciate the significance. By setting out the relationships and considering the level of their contribution to significance, it is possible to gauge impact more transparently and more consistently.

Change can also have the effect of strengthening relationships, for example by removing visual impediments such that significance is better revealed; mapping thereby provides one mechanism for identifying opportunities for enhancement.

28 The local authority Historic Environment Record is an important source of information to support this assessment and, in most cases, will be able to provide information on the wider landscape context of the heritage asset as well as on the asset itself. Landscape Character Assessments, Historic Landscape Character Assessments, Conservation Area Appraisals, the Register of Parks and Gardens and the Parks & Gardens UK database are also important sources in this regard.

29 This assessment of the contribution to significance made by setting will provide the baseline for establishing the effects of a proposed development on significance, as set out in 'Step 3' below. It will, therefore, be focused on the need to support decision-taking in respect of the proposed development. A similar approach to

assessment may also inform the production of a strategic, management or conservation plan in advance of any specific development proposal, although the assessment of significance required for studies of this type will address the setting of the heritage asset 'in the round', rather than focusing on a particular development site.

30 An assessment of the contribution to significance of a view does not depend alone on the significance of the heritage assets in the view but on the way the view allows that significance to be appreciated. The view may be part of a landscape, townscape or other design intended to allow a particular attribute of the asset to be enjoyed, such as its reflection in a body of water. Heritage assets (sometimes of different periods) may have been deliberately linked by the creation of views which were designed to have a particular effect, adding meanings through visual cross-references. Composite or fortuitous views which are the cumulative result of a long history of development, particularly in towns and cities, may become cherished and may be celebrated in artistic representations. The ability to experience

Assessment Step 2 Checklist

The starting point for this stage of the assessment is to consider the significance of the heritage asset itself and then establish the contribution made by its setting. The following is a (non-exhaustive) check-list of potential attributes of a setting that may help to elucidate its contribution to significance. It may be the case that only a limited selection of the attributes listed is likely to be particularly important in terms of any single asset.

The asset's physical surroundings

- Topography
- Aspect
- Other heritage assets (including buildings, structures, landscapes, areas or archaeological remains)
- Definition, scale and 'grain' of surrounding streetscape, landscape and spaces
- Formal design eg hierarchy, layout
- Orientation and aspect
- Historic materials and surfaces
- Green space, trees and vegetation
- Openness, enclosure and boundaries
- Functional relationships and communications
- History and degree of change over time

Experience of the asset

- Surrounding landscape or townscape character
- Views from, towards, through, across and including the asset
- Intentional intervisibility with other historic and natural features
- Visual dominance, prominence or role as focal point
- Noise, vibration and other nuisances
- Tranquillity, remoteness, 'wildness'
- Busyness, bustle, movement and activity
- Scents and smells
- Diurnal changes
- Sense of enclosure, seclusion, intimacy or privacy
- Land use
- Accessibility, permeability and patterns of movement
- Degree of interpretation or promotion to the public
- Rarity of comparable survivals of setting
- Cultural associations
- Celebrated artistic representations
- Traditions

these same views today can illuminate the design principles and taste of our predecessors.

31 The impact of seasonal and day/night changes on a view or views needs to be considered, including other changes that may mean that a view at a particular point in time may not be representative of the experience over longer periods. Does summer foliage hide an asset that is visible in winter? Does artificial external lighting at night emphasise some aspects of an asset and leave others in the dark.

Step 3: Assess the effects of the proposed development, whether beneficial or harmful, on the significance or on the ability to appreciate it

32 The third stage of any analysis is to identify the effects a development may have on setting(s) and to evaluate the resultant degree of harm or benefit to the significance of the heritage asset(s). In some circumstances, this evaluation may need to extend to cumulative and complex impacts which may have as great an effect on heritage assets as large-scale development and which may not solely be visual.

33 The wide range of circumstances in which setting may be affected and the range of heritage assets that may be involved precludes a single approach for assessing effects. Different approaches will be required for different circumstances. In general, however, the assessment should address the attributes of the proposed development in terms of its:

- location and siting
- form and appearance
- wider effects
- permanence

34 The box (see below) provides a more detailed list of attributes of the development proposal that it may be appropriate to consider during the assessment process. This list is not intended to be exhaustive and not all attributes will apply to a particular development proposal. Depending on the level of detail considered proportionate to the purpose of the assessment, it would normally be appropriate to make a selection from the list, identifying those particular attributes of the development requiring further consideration and considering what emphasis attaches to each. The key attributes chosen for consideration can be used as a simple check-list, supported by a short explanation, as part of a Design and Access Statement, or may provide the basis for a more complex assessment process that might sometimes draw on quantitative approaches to assist analysis.

35 In particular, it would be helpful for local planning authorities to consider at an early stage whether development affecting the setting of a heritage asset can be broadly categorised as having the potential to enhance or harm the significance of the asset through the principle of development alone; through the scale, prominence, proximity or placement of development; or through its detailed design. Determining whether the assessment will focus on spatial, landscape and views analysis, on the application of urban design considerations, or on a combination of these approaches will clarify for the applicant the breadth and balance of professional expertise required for its successful delivery.

36 Cumulative assessment is required under the EU Directive on EIA. Its purpose is to identify impacts that are the result of introducing the development into the view in combination with other existing and proposed developments. The combined impact may not simply be the sum of the impacts of individual developments; it may be more, or less.

Assessment Step 3 Checklist

The following is a (non-exhaustive) check-list of the potential attributes of a development affecting setting that may help to elucidate its implications for the significance of the heritage asset. It may be that only a limited selection of these is likely to be particularly important in terms of any particular development.

Location and siting of development

- Proximity to asset
- Position in relation to relevant topography and watercourses
- Position in relation to key views to, from and across
- Orientation
- Degree to which location will physically or visually isolate asset

Form and appearance of development

- Prominence, dominance, or conspicuousness
- Competition with or distraction from the asset
- Dimensions, scale and massing
- Proportions
- Visual permeability (extent to which it can be seen through), reflectivity
- Materials (texture, colour, reflectiveness, etc)
- Architectural and landscape style and/or design
- Introduction of movement or activity
- Diurnal or seasonal change

Wider effects of the development

- Change to built surroundings and spaces
- Change to skyline, silhouette
- Noise, odour, vibration, dust, etc
- Lighting effects and 'light spill'
- Change to general character (eg urbanising or industrialising)
- Changes to public access, use or amenity
- Changes to land use, land cover, tree cover
- Changes to communications/accessibility/ permeability, including traffic, road junctions and car-parking, etc
- Changes to ownership arrangements (fragmentation/permitted development/etc)
- Economic viability

Permanence of the development

- Anticipated lifetime/temporariness
- Recurrence
- Reversibility

Step 4: Explore ways to maximise enhancement and avoid or minimise harm

37 Maximum advantage can be secured if any effects on the significance of a heritage asset arising from development likely to affect its setting are considered from the project's inception. Early assessment of setting may provide a basis for agreeing the scope and form of development, reducing the potential for disagreement and challenge later in the process.

38 Enhancement (see NPPF, paragraph 137) may be achieved by actions including:

- removing or re-modelling an intrusive building or feature
- replacement of a detrimental feature by a new and more harmonious one
- restoring or revealing a lost historic feature or view
- introducing a wholly new feature that adds to the public appreciation of the asset
- introducing new views (including glimpses or better framed views) that add to the public experience of the asset, or
- improving public access to, or interpretation of, the asset including its setting

39 Options for reducing the harm arising from development may include the repositioning of a development or its elements, changes to its design, the creation of effective long-term visual or acoustic screening, or management measures secured by planning conditions or legal agreements. For some developments affecting setting, the design of a development may not be capable of sufficient adjustment to avoid or significantly reduce the harm, for example where impacts are caused by fundamental issues such as the proximity, location, scale, prominence or noisiness of a development. In other cases, good design may reduce or remove the harm, or provide enhancement. Here the design quality may be an important consideration in determining the balance of harm and benefit.

40 Where attributes of a development affecting setting may cause some harm to significance and cannot be adjusted, screening may have a part to play in reducing harm. As screening can only mitigate negative impacts, rather than removing impacts or providing enhancement, it ought never to be regarded as a substitute for well-designed developments within the setting of heritage assets. Screening may have as intrusive an effect on the setting as the development it seeks to mitigate, so where it is necessary, it too merits careful design. This should take account of local landscape character and seasonal and diurnal effects, such as changes to foliage and lighting. The permanence or longevity of screening in relation to the effect on the setting also requires consideration. Ephemeral features, such as hoardings, may be removed or changed during the duration of the development, as may woodland or hedgerows, unless they enjoy statutory protection. Management measures secured by legal agreements may be helpful in securing the long-term effect of screening.

Step 5: Make and document the decision and monitor outcomes

41 It is good practice to document each stage of the decision-making process in a non-technical and proportionate way, accessible to non-specialists. This should set out clearly how the setting of each heritage asset affected contributes to its significance or to the appreciation of its significance, as well as what the anticipated effect of the development will be, including of any mitigation proposals. Despite the wide range of possible variables, normally this analysis should focus on a limited number of key attributes of the asset, its setting and the proposed development, in order to avoid undue complexity. Such assessment work is a potentially valuable resource and should be logged in the local Historic Environment Record.

42 The true effect of a development on setting may be difficult to establish from plans, drawings and visualisations. It may be helpful to review the success of a scheme and to identify any 'lessons learned' once a development affecting setting has been implemented that was intended to enhance, or was considered unlikely to detract from, the significance of a heritage asset. This will be particularly useful where similar developments are anticipated in the future.

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Appendix 6

Buildings of England ('Pevsner') Extract from University of York, from York and the East Riding

The chancel was restored 1885–6 by *Ewan Christian*, following an earlier survey by *J. L. Pearson*, and further restoration work was carried out by *W. H. Brierley* in 1893.

FONT. Tub-shaped, *c.* 1200; with arcading. – PULPIT. With the typical Jacobean blank arches. The date 1717 makes it incredibly old-fashioned. – The church has one of the finest collections of WOODWORK in the East Riding. Parclose screens of one-light divisions. – The cresting of another screen in N aisle. Could it be C16? – Four panels of *c.* 1520–30 with monsters, probably from pew ends, now in the tower. – STALLS with poppyheads. – One MISERICORD, quite probably the earliest in England, belongs to the SW stall. It has a trail of stiff-leaf type and must be *c.* 1200. – BENCH ENDS. By far the most complete set in the Riding. Mostly tracery patterns, but also the large figure of a jester in profile. – SCULPTURE. In the transept a row of four excellent head corbels. They may well be *in situ* and have carried images above an altar. – STONE TABLE in the N transept. Two-bay front with two-light traceried panels and a crested top. C15, and related to the similar table at Pocklington (q.v.). – STAINED GLASS. E window S aisle †1900. – N aisle windows 1935 and 1938 by *Donald B. Taunton* (of *John Hardman & Co. Ltd*, Birmingham). – MONUMENTS. Several C13 gravestones, the best preserved under the crossing, with a cross head enclosed in a circle and a sword. – Cadaver, C15 or early C16 in N transept. – In the N aisle two wooden panels on which are painted curious rhyming inscriptions to Gregory ('the 10th') Robinson †1696 and Gregory Robinson †1758. – A number of wall-tablets including three by *Plows* of York †1785, †1800, and †1823. – William Haddlesey †1824 by *John Earle* of Hull. Inscription on drapery in late C17 style with Regency urn. – J. F. Carr †1862 by *Laytham* of Wakefield. Gothic. – HATCHMENT. Early example, for Dame Lenox Pilkington, †1706. Above are a funeral helm and gauntlets.

In the village are a number of good C18 brick and pantile farmhouses, especially along the main street. CHURCH FARM, mid C18, of five bays, two storeys, with overhanging eaves, brick band, stone coping and kneelers to gables; TYTHE FARM late C18; HOTON HOUSE, dated 1751 on stone kneeler to right gable, two-storey, double-pile with a latish example of a central lobby-entry plan; THE HOLLIES with date 1763 in keystone over blocked Venetian window over round-arched entrance door; and the OLD HALL, *c.* 1800, which has a somewhat showy façade for a house of its size. The central bay, slightly set back, has a pedimented top with semicircular recess. This shape is echoed in the Diocletian windows in the bays on either side. Central pedimented doorcase set in round-arched recess. Bands, modillion eaves cornice and brick quoins add to the effect. MILLGATE HOUSE, at the S end of the village, has metal tie-plates forming the date 1754. An early example of a two-storey end-stack farmhouse.

E along SCHOOL ROAD a series of interesting mid-C19 buildings. First the former SCHOOL, now village hall, dated 1847. A delightful single-storey building of brick in Flemish bond with an overhanging hipped slate roof. Large round-headed windows with stone arches and wooden Y-tracery. The inscription over the larger central window records the building as a gift from Mary Carr to her native parish. The building would not have disgraced her husband's great-uncle and benefactor, the architect John Carr. Opposite is THE CHASE, a pleasing mid-C19 three-bay brick house with hipped slate roof and Doric porch. Further E HEMINGBROUGH HALL, 1842, by *Weightman & Hadfield* for Rev. John Ion, vicar of Hemingbrough. Large many-gabled Tudor-style house. Main block of three bays with two-bay service wing. Rendered brick and slate with stone details. Mullioned windows and quoins. Opposite is THE HERMITAGE, the former vicarage of 1862 by *J. B. & W. Atkinson*.

CHAPEL FIELDS, E of the Hall. A group of four, once-identical, semi-detached cottages and two detached houses. A planned development of *c.* 1845 on newly enclosed land.

BABTHORPE LODGE on Howden Road, *c.* 1840. A square cottage with overhanging eaves and Gothick windows.

HAGTHORPE HALL, 2 m. E. Moated site with five-bay brick and pantile house of *c.* 1750 with later bay added to E. Good series of contemporary outbuildings. Opposite is BRACKENHOLME, a large ornate house of the 1890s in white brick with red brick pilasters and other details in red brick and stone.

WOOD HALL, 2 m. NE. A white brick mansion which has lain largely derelict since occupation by troops in the Second World War. The lesser W half, in pink brick, would appear to be the house erected by John Reeves in 1802. To this Robert Menzies added *c.* 1835 the main white brick block to the E. The doors and windows have stone architraves and there is a bold stone cornice with low-pitched slate roof. The three-bay N front has a Doric stone doorcase with open pediment, probably from the 1802 house, set in a two-storey canted bay to r. To the l. of this is a large Venetian staircase window recessed within a round arch. Three-bay E front with full-height bay window on l. The interior retains some fittings including the main staircase of stone with cast-iron balustrade.

HESLINGTON

6050

ST PAUL. 1857–8 by *J. B. & W. Atkinson* replacing a medieval church on the same site. It is in the early C14 style and stands on its own. Nave, chancel and W tower with broach spire. Built at the expense of G.J. and Alicia Lloyd (later Yarburgh) of Heslington Hall and, when viewed from the S, it is a typical estate church. But the N elevation and the interior are a surprise, for the building was transformed in 1971–3 when a large and successful extension was added to the designs of *R. G. Sims*. The N wall of the nave was removed and a new N sanctuary was formed. To the N a series of linked octagons providing a vestry, library and meeting rooms were added. A slatted roof unifies the old nave and new sanctuary which is furnished with limed oak and black steel. – FONT. A striking piece in stainless steel, 1973. – The chancel has been left unaltered and retains its mosaic floor and REREDOS of 1870. – STAINED GLASS. E window *c.* 1858 by *William & Thomas Hodgson* of York. – Nave S window incorporates part of the 1919 window by *Kayll & Reed*, Leeds. – In the

large churchyard is a table-tomb on six stone vase-shaped legs, †1825.

Opposite the church in SCHOOL LANE is the simple one-storey brick and pantile OLD SCHOOL of 1795 with a central stack. Across the lane is its impressive Gothic gabled successor of 1856 by *J. B. & W. Atkinson* for G.J. and Alicia Lloyd. Red brick and slate with stone mullioned windows, tall stacks and a bell-turret with small spire. Additions by *W. H. Brierley*, 1908.

Despite, or perhaps more correctly because of, the presence of the University Heslington has retained its village character. The broad MAIN STREET has wide grass verges, trees and plenty of pleasant houses and cottages. The few new buildings, including two sympathetically designed banks, do not intrude. MANOR HOUSE at the S end is of the late C18, brick and pantile with stone coping and kneelers, four bays, two storeys. Entrance porch with fluted pillars. Opposite are the LADY DERAMORE MEMORIAL COTTAGES, four almshouses of 1903, of small brick and pantile in a pleasing late C17 style with central pediment and heavy modillioned eaves cornice, justifiably attributed to *W. H. Brierley*. LIME TREE FARM is another four-bay late C18 farmhouse. Behind the village shop is the former WESLEYAN CHAPEL of 1844 with overhanging slate roof and Tudor windows and glazing bars. LITTLE HALL, set back from the street, is an ambitious double-pile house of the early C18 built for a member of the Yarburgh family. It is of five bays, brick with a flat-tile roof and stone coping to parapet and gables. The doorway has a broken pediment on brackets. Inside is a charming staircase with three twisted balusters to the step and a plaster ceiling with rectangular panels and the date 1734. VILLAGE FARM has a three-bay brick front of *c.* 1700 with stringcourse and toothed eaves cornice. Lobby-entry plan with later outshot. It retains remnants of late C16 timber framing, with a post, rail and braces curving up to the wall-plate in typical Vale of York style. Nos. 9–10 MAIN STREET, mid C18, brick and pantile, with stringcourse. Originally one house of lobby-entry plan. No. 5 MAIN STREET is early C18. Lobby-entry, L-shaped plan, three bay, brick with pantile roof hipped to the left.

On Heslington Lane, which goes W between the Hall and its former stable block, is MORE HOUSE, of the mid to late C18, brick and slate, with two three-storey canted bays. Opposite THE LODGE, 'newly erected' in 1839, has a distinctive bowed front and a cast-iron balcony to first-floor window. Further out are the HESKETH ALMSHOUSES, founded by Sir Thomas Hesketh, 1605, and rebuilt by Henry Yarburgh in 1795. Brick and flat tile. Five doors; centre with three-bay pediment. Originally there was a chapel in the centre with four two-roomed apartments on either side.

UNIVERSITY OF YORK

The university was established in 1960. The initial designs by *Robert Matthew, Johnson-Marshall & Partners* (*Andrew Derbyshire* in charge) were accepted in 1962 and the first two colleges were opened in 1965. The concept of the general planning was that the university should be collegiate in the sense that staff and students, residential rooms, dining room, common rooms, a small library, and accommodation for academic departments (except those laboratory-based) should be repeated for each college. There are at the time of writing seven colleges with a student population of *c.* 5,000, of whom *c.* 1,000 are graduates (1992–3).

The site is just under two miles from the Minster and served by two main roads, University Road and Heslington Lane, the former amply bridged by the university buildings. The two roads meet at Heslington Hall.

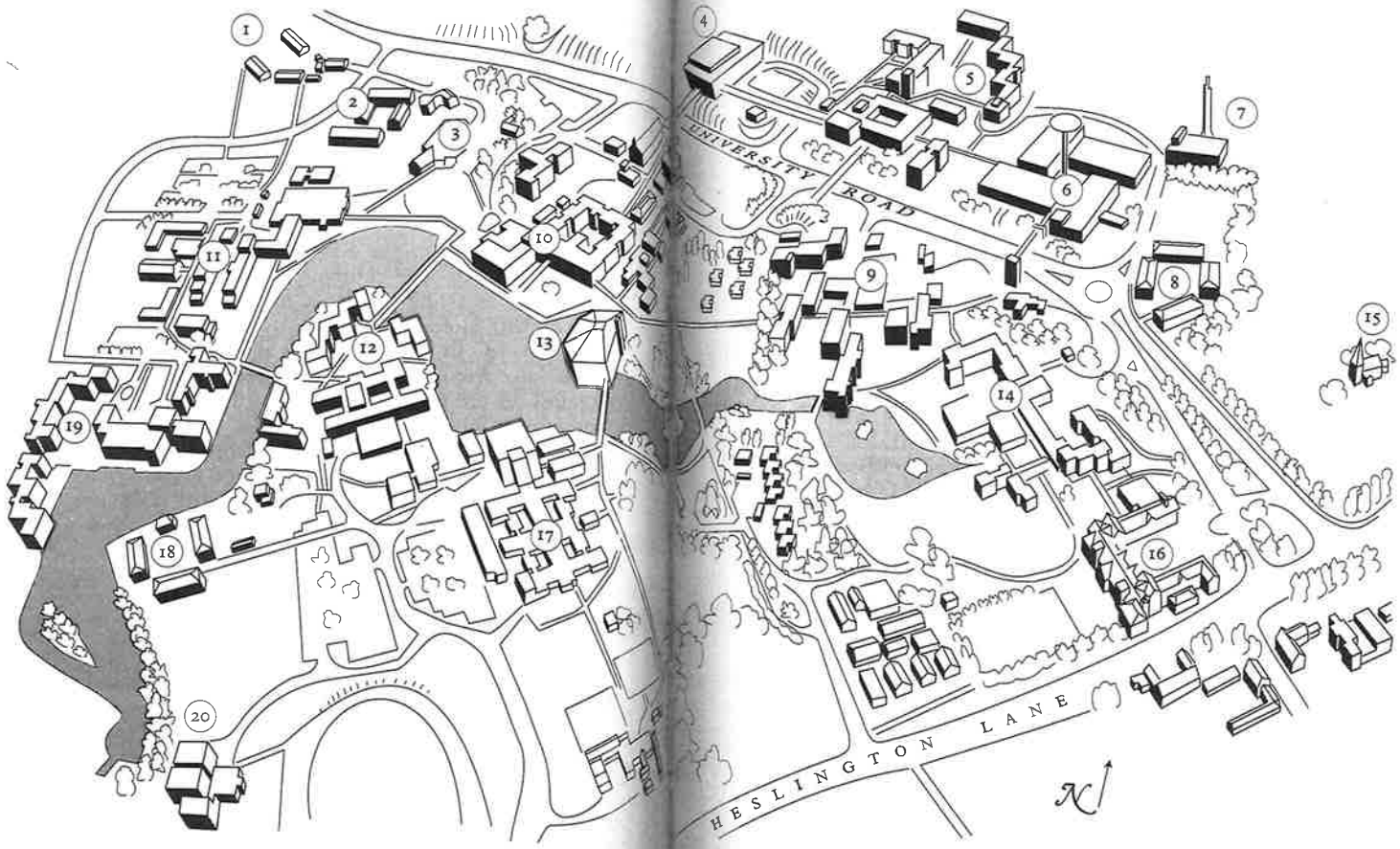
HESLINGTON HALL, the administrative centre, is a large brick mansion with an open courtyard, now externally almost entirely a Victorian recasting of 1852–5 by *P. C. Hardwick* for Yarburgh Greame with alterations in 1876 by *David Brandon* and 1903 by *W. H. Brierley*. In its main façade it represents the old building which dated from 1565–8 and was erected by Sir Thomas Eynns, secretary to the Council of the North (1550–78). The front is symmetrical with a stone doorway of two pairs of Corinthian columns and a pediment. This is a copy; the original is at the far end of the walled garden. The windows are mullioned and transomed and there are two canted bay windows reaching through two storeys, with four transoms. Three gables above. All this follows the old house closely, and since it incorporates much of the old structure may properly be called a restoration. The long projecting wings are largely Victorian, though there is old work in the basement and the high gables flanking the main front represent original features. The centre of the garden (SW) front is wholly a Victorian creation but the two flanking staircase towers belong to the original house.

The interior is mostly of 1903 by *Brierley*, but the great hall, now enlarged, placed in the traditional position and going up through both floors, has an original Elizabethan stucco ceiling with patterns of ribs and many pendants (very similar to that of Gilling Castle, North Riding). The wooden panelling at the N end is original too. The staircase installed when the hall was converted for University use in the early 1960s is entirely modern and suits the building excellently. *Sir Bernard Feilden* was the architect for the conversion.

In the garden on the SW side is a metal sculpture, Dryad, by *Austin Wright*. Behind are ancient clipped yews providing a fine display of mature topiary work. They were part of the modest GARDEN in the Dutch style laid out in the late C17–early C18 for James Yarburgh, the father-in-law of Sir John Vanbrugh. At right angles was a formal canal extending into the parkland. The position of the canal is marked by an indentation in the lawn to the NW and overlooking this is a charming early C18 brick GAZEBO. The gazebo forms the corner of a walled garden in whose middle is a simple five-bay brick ORANGERY.*

As for the NEW BUILDINGS and their siting, they have resulted in

*The following section on the university buildings is as written by Nikolaus Pevsner for the first edition published 1972, updated with notes on major additional buildings.



1 Bleachfield
2 Iriss
3 Sir Jack Lyons Concert Hall
4 Bowes Morrell Library
5 Alcuin College
6 Chemistry
7 Central Boiler House
8 Derwent Langwith Extension
9 Langwith College
10 Vanbrugh College
11 Biology
12 Goodricke College
13 Central Hall
14 Derwent College
15 St Paul's Church
16 Heslington Hall
17 Physics and Electronics
18 James College
19 Wentworth College
20 Sports Centre

The University of York

the best of the new universities visually and structurally, thanks to one stroke of genius and one highly sensible decision. The stroke of genius is the large lake. It provides all the undulation and some of the variety one wants to see, and it allows the buildings to be entirely reasonable and to keep away from all gimmicks. The decision referred to was to use the CLASP system, a system of modular dimensioning and prefabricated parts. The module will be noticed everywhere, units of one, two, three panel widths for the windows, even for oriels projecting rectangularly and even for the many restless and incomprehensible concrete reliefs. The CLASP system allowed York to build more quickly and more cheaply than the others, which was and is imperative. Now all this may sound like boredom; in fact it is nothing of the sort. The first two colleges, DERWENT and LANGWITH, both

1965, are so intricately planned, with inner courtyards – even a square pool off the lake – many walkways, and projections this way and that, that one hardly comes to feel the chief reason behind it all.

The CHEMISTRY LABORATORIES, 1965, were among the first buildings too, across University Road. They are one-storeyed, four blocks with the splendid WATER TOWER in the middle. The shape of its tank, like an umbrella upturned by a storm, is the best vertical feature. The high triple chimney of the BOILER HOUSE is less of an ornament. To the E is the DERWENT and LANGWITH EXTENSION, late 1980s by *Hunt Thompson Associates*, the first major break from the original concept. Four accommodation blocks of yellow brick in a more traditional style arranged around a courtyard. The third college, ALCUIN, 1967, lies W of the laboratories. Its plan has less intricacy and hence less attraction. A courtyard is formed by the additional accommodation block to the N built 1990–1 by *Hunt Thompson Associates*. A terrace of three-storey brick houses with tiled roof with gablets. Further W is the BOWES MORRELL LIBRARY, 1966, and for this the CLASP system was replaced by precast concrete. A recessed ground floor, two floors of concrete posts and glass, and a third again recessed, with a heavy roof put down over it.

Back across University Road past the aluminium sculpture by *Austin Wright* to VANBRUGH COLLEGE, 1967, of which the same is to be said as of Alcuin. It has, however, the advantage of a lakeside front. Right by it is the one building of the University where – rightly – fancy is allowed free run. It is the CENTRAL HALL, 120 1968, and it is a half-octagon with the canted sides to the lake and the upper storeys cantilevered out on that side too. Heavy aluminium roof, the structural members exposed at the apex to form an open turret. Across the lake is GOODRICKE, 1968, with the degree of variety of the early colleges (sculptures by *Alan Robinson*), and the PHYSICS LABORATORY, 1967, whose lake front of five storeys is no asset in the general scenery. It extends a long way back. To the W the newest college, JAMES, 1990–3 by *Hunt Thompson Associates*. Two groups of the now-standard brick accommodation blocks arranged around open courtyards. Terraces of three-storey houses following the pattern of the late 1980s extension of Derwent and Langwith colleges. Yellow brick with blue brick bands. A third phase is planned with dining hall, social and administrative accommodation and further housing units. Alongside work on building the PSYCHOLOGY DEPARTMENT was in progress in 1993.

A delightful iron suspension FOOT-BRIDGE, 1993, leads to WENTWORTH COLLEGE 1972, CLASP with brick additions of 1975 and the big BIOLOGY LABORATORIES, 1968, CLASP, with a concrete clock tower. Finally, to the NE, THE INSTITUTE FOR RESEARCH IN THE SOCIAL SERVICES (IRISS) 1990–2 by *Hunt Thompson Associates*, four brick ranges around a courtyard, and the LYONS CONCERT HALL, 1968, seating 500, brick, with a canted shape and an aluminium roof. Sculpture by *Barbara Hepworth*, 1969. The C19–early C20 brick and pantile DRAMA BARN is the last remnant of the buildings of BLEACHFIELD FARM which stood on the site. Its name has been used for the nearby housing designed by the *University Design Unit (David Crease)*.

HESSLE 0020

Hessle was little more than a large agricultural village until the late C18 and early C19 when a number of events initiated its growth as a dormitory settlement for Hull. Land was released for building by the enclosure of the open fields in 1796 and almost immediately Hull merchants began building large villas to the W of the village. The suitability of the area for such developments was further enhanced by the provision of a direct road from Hull to Hessle in 1826 and, more significantly, by the opening, in 1840, of the Hull–Selby railway with a station at Hessle. The developers then moved in, and the population of 681 in 1801 rose to 1,625 by 1861 and to 3,918 by 1901. In 1906 J. E. Morris noted that Hessle was 'now quite suburban to Hull ... but traces remain of the old country village among masses of modern villas'. These traces have been eroded further this century but the concern expressed by Pevsner in 1972 that the identity of this small town might be destroyed by the Humber Bridge has not been justified. The population of Hessle in 1991 was 13,818.

ALL SAINTS. This fine stone church which dominates the centre of the town looks authentically medieval. It is indeed essentially late E.E. with a Perp W tower and spire but such substantial alterations were carried out in the C19 that they need to be initially described for an understanding of the present structure. In 1841 *C. Appleton* had rebuilt the N side of the chancel replacing the brick walling and heightening the arcade. A full restoration was then undertaken by *Cuthbert Brodrick* in 1852–3 but the greatest changes took place in 1868–71 under the supervision of *R. G. Smith*. The chancel and its side chapels were taken down and rebuilt further to the E, the nave was lengthened by two bays to the E and the aisles rebuilt almost trebling their original width. The area of the church was doubled.

Of the Norman church little remains except reused masonry and a collection of fragments built into the N wall of the chapel S of the chancel. They include corbels and bits of elaborate C12 windows with beakhead and zigzag decoration. The church was enlarged in the early C13 by the addition of narrow aisles. The late E.E. S doorway with four orders of shafts and fillets on the arch rolls is of this period, as are the N doorway and of course the arcades. The arcades are in their W parts of three bays with round piers and round capitals. The capitals are painted with scrolls and in one case a design of trefoil-ended stalks and intersecting arches. Although repainted, they provide rare evidence of the decoration of E.E. moulded capitals (DP). The arches are moulded on the S, double-chamfered on the N side. The S arcade seems stylistically earlier. The two easternmost bays to N and S are part of the Victorian rebuilding.

The E.E. chancel arch, raised by *Smith, Brodrick & Lowther* in

Architect *David Harvey* with the Porter Street Flats, 1928 and Kingston Upper School, 1937–8. *Harvey* also built a series of innovative primary schools to serve the extensive suburban housing estates. Here too were built the new Anglican churches, those in Hull by *Milner & Craze* (St Aidan, 1935, St Alban, 1938, St Martin, 1938–9, and also at Withernsea, St Matthew, 1934–5) and at York by *Brierley* (St Chad, 1926) and *Leckenby* (St Hilda, 1933–4). They are all of brick, usually with round-headed lancets and impressive interiors, white-painted or exposed brick, with round-arched arcades and passage aisles.

Finally to the architecture of the POST-WAR PERIOD. In the quarter century after the Second World War two local architects, *George G. Pace* (1915–75) of York and *Francis Johnson* of Bridlington rose to more than local prominence, working in contrasting styles and increasingly different fields. *Pace* was a major figure in post-war ecclesiastical architecture. He successfully combined the traditional strengths of architecture with an individual Modernism, and was a true disciple of the Arts and Crafts movement, admiring among others the churches of Temple Moore and Sir Ninian Comper. His
122 main works covered by this volume are the Holy Redeemer, York (1959–65) which incorporates features from the demolished St Mary Bishophill Senior with great originality, and St Martin-le-Grand, Coney Street, York reconstructed after war damage (1956–68). Large numbers of local churches include unmistakable fittings by Pace mostly in his distinctive Perp-inspired style adopted in the mid 1960s – seating, light fittings, organ cases, font covers and new glazing. He also designed memorials including those at Sledmere to Dame Virginia Sykes † 1970.

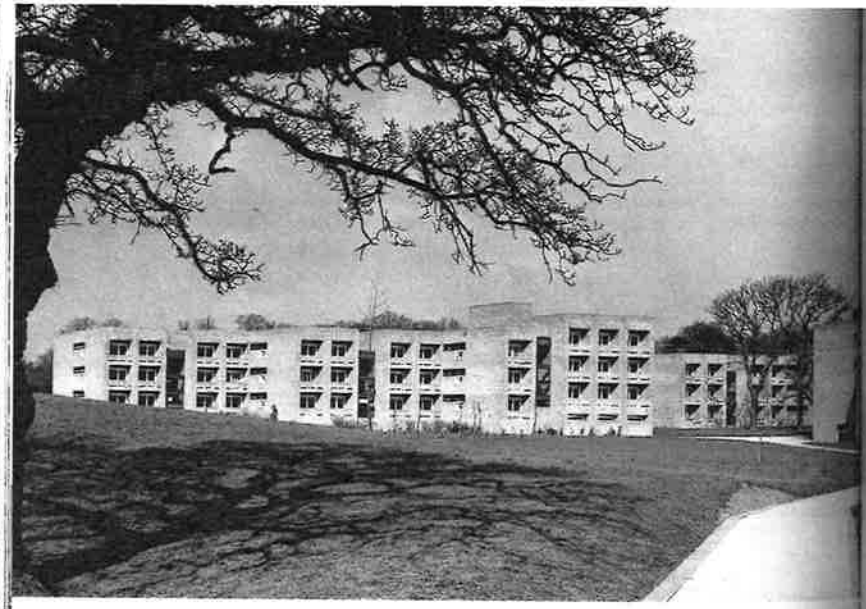
Pace was almost solely a church architect but *Francis Johnson*, although responsible for a number of fine original churches (e.g. Hilston, 1956–7, and St Michael and All Angels, Hull, 1957–8), is best known for his country-house work. Johnson, born in 1911, has been in practice at Bridlington since 1935. Pace's inspiration was primarily Gothic and vernacular, but that of Johnson is primarily Classical – the Classical of the Georgian period. Although his buildings are more directly inspired by an historical style Johnson is no more a practitioner of a thin historicism than Pace. His buildings are unmistakably in the tradition of John Carr, yet have a lightness and practicality attuned to the later C 20. This is particularly evident
121 at Sunderlandwick (1962–3), Settrington (1963) and Garrowby (1981–2) and in the admirable remodelling of Everingham and of Houghton. The restoration of Fairfax House, York and the long gallery at Burton Agnes illustrate the architect's skills and those of the craftsmen employed. In all this work Johnson, like Pace, has drawn on the work of Yorkshire craftsmen, amongst them the carver *Dick Reid* of York, plasterer *Leonard Stead* of Bradford and the successive Kirkbymoorside blacksmiths, *Wilfrid Dowson* and *Michael Hammond*. Other than the work of Pace and Johnson and *Patrick Gwynne*'s ingenious extension to York Theatre Royal of 1967–8, the best architecture of the 1960s was confined to the UNIVERSITIES. Hull, founded 1928 as a University College, became a full university in 1954. York was created in 1960. Their conception of a university and their approach to architecture was as different as can be – Hull normal, York novel. At Hull it was a case of providing increased

teaching and research accommodation on the existing campus. Here the style of the original Neo-Georgian blocks of 1928, by *W. A. Forsyth & Partners*, persisted in new developments until the late 1950s when a plan for the whole campus was drawn up by the architect *Sir Leslie Martin*. He also designed the best of the buildings (Larkin Building and Middleton Hall), avoiding any assertiveness – which is more than one can say of the Brynmor Jones Library by *Castle, Park, Dean, Hook* (1966–9). The majority of the halls of residence are at Cottingham, including the exemplary Lawns 119
complex by *Gillespie, Kidd & Coia* (1963), a group of identical brick buildings, rather fortress-like from a distance and shunning the relaxation of the York colleges. On the main site at Hull are other noteworthy buildings including the Gulbenkian Centre by *Peter Moro* (1966–8). Brick is the dominant material with only the concrete Wilberforce Building by *Napper, Errington, Collerton, Barnett, Allott*, 1968–70, deviating from the norm. *The Napper Collerton Partnership* have been responsible for most of the new buildings on the campus since the mid-1970s including Taylor Court, 1991–2, traditional-style brick accommodation blocks around a courtyard.

At York a collegiate-style university was planned in 1962 on an open site adjoining Heslington Hall. The first colleges were opened in 1965. Here, where speed of construction and low cost was essential, the CLASP system was accepted as the building technique, i.e. a modular system of prefabricated parts. This, with the exception of very few buildings, was applied everywhere. The architects *Robert Matthew, Johnson-Marshall & Partners* (*Andrew Derbyshire*) avoided monotony by setting the buildings in a varied landscape with a large serpentine lake as the unifying feature. The most original building is the Central Hall, 1968, a half-octagon cantilevered over the lake. 120
It was not until the late 1980s that the first major break was made from the original concept, with the design by *Hunt Thompson Associates* of brick accommodation blocks in a traditional style around open courtyards as at Hull.

The third university, Humberside, created 1992, has a diverse group of buildings belonging to former institutions and lacks any mid- to late C 20 buildings of note. Of other educational buildings the most controversial is the futuristic Perronet Thompson School, 124
Hull, 1987 by *Peter G. H. Dale, Humberside County Architect* (job architects: *C. Ratcliffe-Springall* and *D. Thomas*), an exciting industrial-style building that brings some life to Bransholme, Europe's largest local-authority housing estate. Bransholme, developed from the late 1960s, displays none of the vision that inspired the Garden City Movement. The greatest advance in housing in the last twenty years has been the return to 'inner-city' living in York, Hull and Beverley and the development of human-scale court housing in both the private and public sector. The work in this field of the *York University Design Unit* and its former members is particularly praiseworthy.

The development of planning control through Conservation Areas since the late 1960s and the increased awareness of the value of the whole historic environment has made large-scale developments a sensitive issue. Architectural innovation has not been totally obliterated and there have been some successes, particularly in York,



119. Cottingham, University of Hull, The Lawns residential buildings, by Gillespie, Kidd & Coia, begun 1963
120. Heslington, University of York, Central Hall, by Robert Matthew, Johnson-Marshall & Partners, 1968
121. Garrowby Hall, south range by Francis Johnson and Malcolm McKie, 1981–2, tower on left *c.* 1909
122. York, Holy Redeemer, by George G. Pace, 1962–4
123. Hull, Crown Court, by Building Design Partnership, 1988–90