

York Minster Precinct Neighbourhood Plan Heritage Impact Assessment Prepared for York Minster April 2021



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Executive summary and conclusion

This Heritage Impact Assessment is part of the evidence base for the York Minster Precinct Neighbourhood Plan. By following best practice advice issued by Historic England, the report:

- Presents a summary of the history and significance of the Precinct drawn from a substantial literature including the York Minster Conservation Management Plan, the Central Historic Core Conservation Area Appraisal, the Royal Commission on Royal Commission on Historic Monuments of England volumes and other sources.
- Explains the options development process and how potential impacts on the historic environment were evaluated and helped to determine the proposed Policies and options.
- Assesses the impact of the draft Policies and the proposals for the four project areas. In some of these project areas, notably 3 and 4, there are potentially considerable impacts on the historic environment. The assessment identifies a series of measures by which these impacts can be avoided and any residual harm mitigated and balanced.

At the end of this process, it is possible to consider the cumulative impact of the Neighbourhood Plan policies and proposals as a whole. In making this overall judgement, this Impact Assessment concludes that the Neighbourhood Plan will deliver substantial heritage benefits of national importance because of the exceptional significance of the historic environment of the Precinct. These benefits are exceptionally wide-ranging, encompassing buildings, landscape, archaeology and collections, in the form of:

- an enhanced setting for the Minster through major improvements to landscape and public realm
- substantial improvements to facilities for the care and conservation of its fabric and collections
- enhancements to the facilities provided for the Minster's internationally-renowned stonemasons, sustaining training and endangered skills
- better facilities by which the public and visitors can access, understand and enjoy the Minster and the historic environment of its Precinct
- improved education facilities
- improved security measures to protect the Minster
- new publicly-accessible uses for the redundant school buildings

There are some localized aspects of potential harm, for example to the below-ground archaeology and the setting of small sections of the City Walls and views from it. However, if the recommendations in this HIA are followed, the great majority of potential harm can be avoided or mitigated. The limited degree of residual harm that might be identified is overwhelmingly balanced by the substantial heritage benefits outlined above. Therefore, the cumulative impact of the Neighbourhood Plan policies and proposals on the historic environment is judged to be strongly positive, and the Plan is judged to meet the requirements of legislation, the NPPF and local policy with respect to preservation of the historic environment.

1.0 Introduction

1.1 Background

York Minster and its neighbours and partners are preparing a Neighbourhood Plan for the Precinct of the Minster. Once adopted, the Plan will create clarity about planning for future change in such a complicated and sensitive area of the city. It forms a key objective of Chapter's Strategic Plan 2015-2020, in which Chapter acknowledged it needed a Precinct wide Masterplan.

The Neighbourhood Plan will provide a long-term policy framework and a coordinated spatial plan. This will guide Chapter in managing its limited resources appropriately to maintain both a sustainable Precinct and a viable business model, ensuring that future generations can enjoy the Minster. Significantly, the Neighbourhood Plan gives residents and businesses the opportunity to create a shared sustainable vision of how they would like the Precinct to develop over the next 15 years. This will ensure new development or change fits in and contributes to conserving the character of the Precinct that is so valued by those who hold this special place in such high regard.

The main Neighbourhood Plan document explains in detail the challenges that the Plan is intended to face, and the proposals for addressing them. These are also summarized in chapter 6.0 of this report.

1.2 Purpose

Effective Neighbourhood Plans are built on a robust evidence. York Minster Precinct Neighbourhood Plan is atypical in some of its aspects, including the exceptional significance of its historic environment. This level of significance requires a thorough assessment of significance and assessment of the potential impact of the Plan policies, in order to demonstrate that the Plan is consistent with legislation and policy for the historic environment.

This Heritage Impact Assessment (HIA) provides that analysis and will be deposited as part of the submitted and publicly-scrutinized evidence base of the Neighbourhood Plan evidence base.

1.3 Scope

The scope of this assessment is the boundary of the NP, which is shown in Figure 1. For the purpose of the impact assessment it has been necessary to look outside this boundary in order to understand history, context, setting and any longer-range impacts.

1.4 Methodology and structure

The HIA has been prepared following best practice guidance issued by Historic England (see below) and the evidence base outlined in 2.4 above.

Multiple site visits were undertaken during 2018, 2019 and 2020.

The methodology was agreed with City of York Council and Historic England, and both were consulted on a draft in April 2020. Responses from Historic England (inspectors for archaeology, buildings and areas, and planning advisor) and City of York Council (conservation architect, city archaeologist) were taken into account in preparing a final version of the HIA for submission with the Neighbourhood Plan.

Following agreement with City of York Council and Historic England, the main sections of this report are:

3.0 Summary description of the historic environment

4.0 Summary history of York Minster Precinct

5.0 Neighbourhood Plan objectives

6.0 Options development and assessment

7.0 Impact assessment of proposed Neighbourhood Plan policies

1.5 Relevant national and local policy

York Minster is subject to both secular and ecclesiastical planning regulation:

1.5.1 Legislation

- Plan making: Localism Act 2011, The Neighbourhood Planning (General) Regulations 2012, Neighbourhood Planning Act 2017.
- Listed buildings and conservation areas: Planning (Listed Buildings and Conservation Areas) Act 1990.
- Archaeology: Ancient Monuments and Archaeology Act 1979, National Heritage Act 1983
- Cathedrals: Care of Cathedrals Measure, 2011.

1.5.2 Policy

- National: National Planning Policy Framework (2019)
- Local: City of York Draft Local Plan Incorporating the 4th Set of Changes (April 2005); emerging new Local Plan (reg 19 consultation stage)

1.6 Advice and guidance

The assessment will be prepared with reference to policy advice and guidance. Of particular importance are: Historic England's *Advice Note 11: Neighbourhood Planning and the Historic Environment* (2019), *Good Practice Advice 1: Local Plan Making* (2015), *Good Practice Advice 3: the setting of heritage assets* (2017) and *Conservation Principles, Policies and Guidance for the Sustainable Management of the Historic Environment* (2008).

1.7 Evidence base

The primary evidence base for the HIA will be the *York Minster Conservation Management Plan* (CMP). This multi-volume document, first prepared in 2009 in consultation with CoYC and EH, is being revised. The CMP includes the Precinct.

The CMP will be included in the evidence base submitted with the Plan, so that this information and analysis is public and transparent.

Because the CMP and NP boundaries are not identical (the NP takes in the City Walls, Duncombe Place and the Treasurer's House / Grays Court), a number of other documents and sources have also been consulted and referred to:

- York Central Historic Core Conservation Area Appraisal (YCHCCAA)
- Royal Commission on Historic Monuments of England volumes (RCHME)
- National heritage list for England (the list)
- Historic mapping
- *The Cathedral Landscape of York: the Minster Close c.1500-1642*, PhD thesis by Stefania Merlo Perring (2010)
- Other secondary literature

Public and stakeholder consultation has been an integral part of preparing the draft Neighbourhood Plan and its evidence base:

- Discussions with City of York Council (CoYC), Historic England Advisory Committee (HEAC), Historic England staff (HE) and York Minster Fabric Advisory Committee (FAC)
- Public consultation on the emerging Neighbourhood Plan in 2018, 2019 and 2020 (events and online questionnaires)

1.8 Authors

This assessment has been prepared by Richard Pollard of Alan Baxter, who is also the principle author of the Minster CMP and the York Central Historic Core Conservation Area Appraisal.

1.9 Abbreviations

The following abbreviations are used in this report:

- York Minster Precinct Neighbourhood Plan (NP)
- Heritage Impact Assessment (HIA)
- York Central Historic Core Conservation Area Appraisal (YCHCCAA)
- Royal Commission on Historic Monuments of England volumes (RCHME)
- City of York Council (CoYC)
- Historic England (HE)
- York Minster Fabric Advisory Committee (FAC)



Figure 1: Neighbourhood Plan site

2.0 Summary description of the historic environment

2.1 Complexity and assets

The Precinct of York Minster is one of the most complex and heavily designated historic environments in the country, with nationally and in some cases internationally important evidence and assets from the Roman, Anglian, Viking, Medieval and post Medieval eras.

The site contains multiple designations, shown on Figure 2, including:

- Scheduled monument
- Area of Archaeological Interest
- More than 60 listed buildings (including several at the higher levels of Grade I and II*)
- Conservation Area
- Conservation Area buildings of merit
- Key Views of the city centre (from the YCHCCAA)

Many more are located in the setting of the NP area, see Figure 3.

2.2 Descriptions and analysis in the evidence base

Descriptions of the historic environment and the assets within in it can be found in these sections of the submitted HIA evidence base:

- CMP Vol 1: chapter 2 Understanding York Minster (in particular sections 2.11, the Precinct, and 2.13.1 Views)
- CMP Vol 2: gazetteer entries for the Precinct
- Appendix: YCHCCAA Character Zone 9: the Minster Precinct

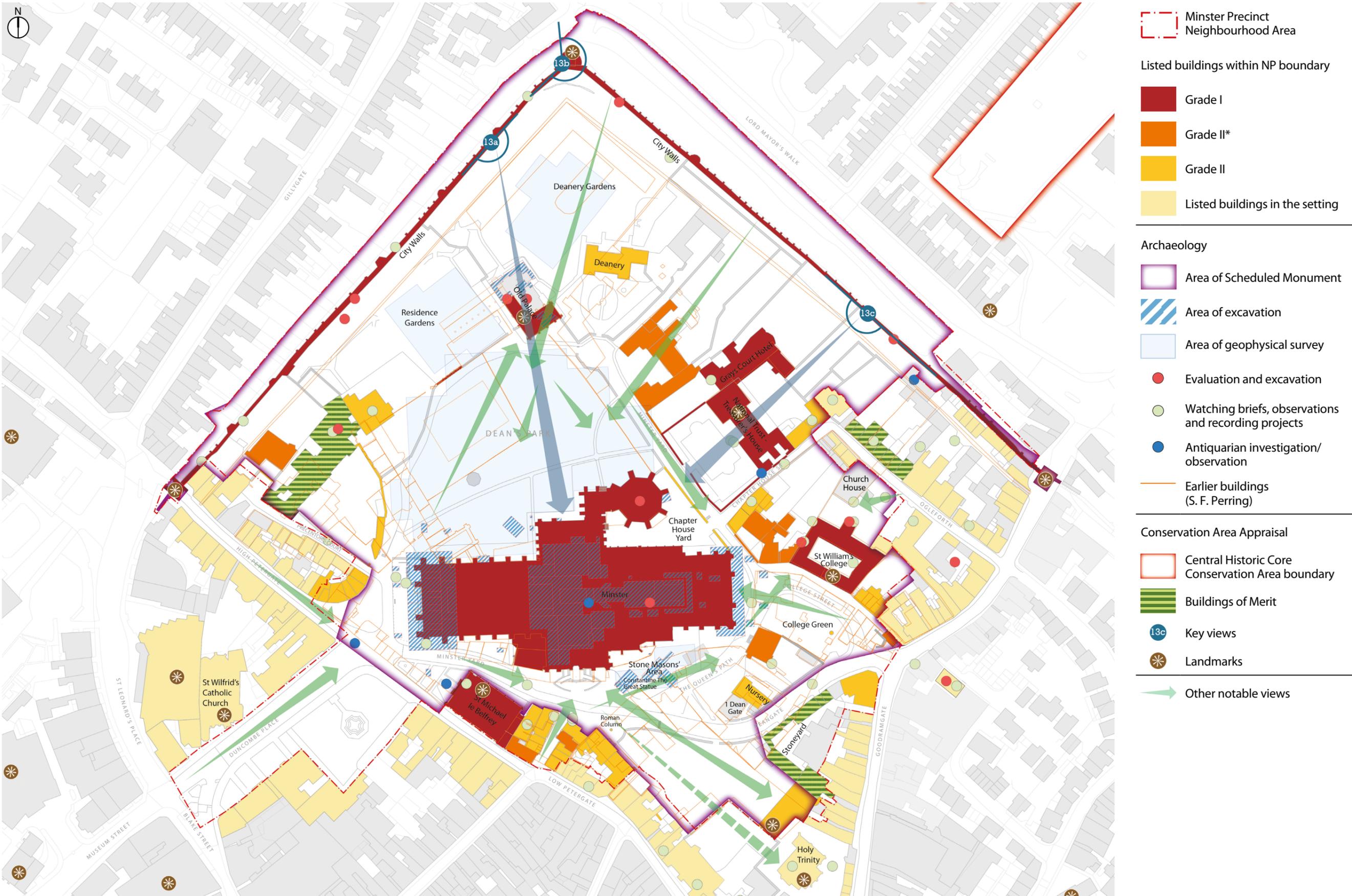


Figure 2: Historic environment

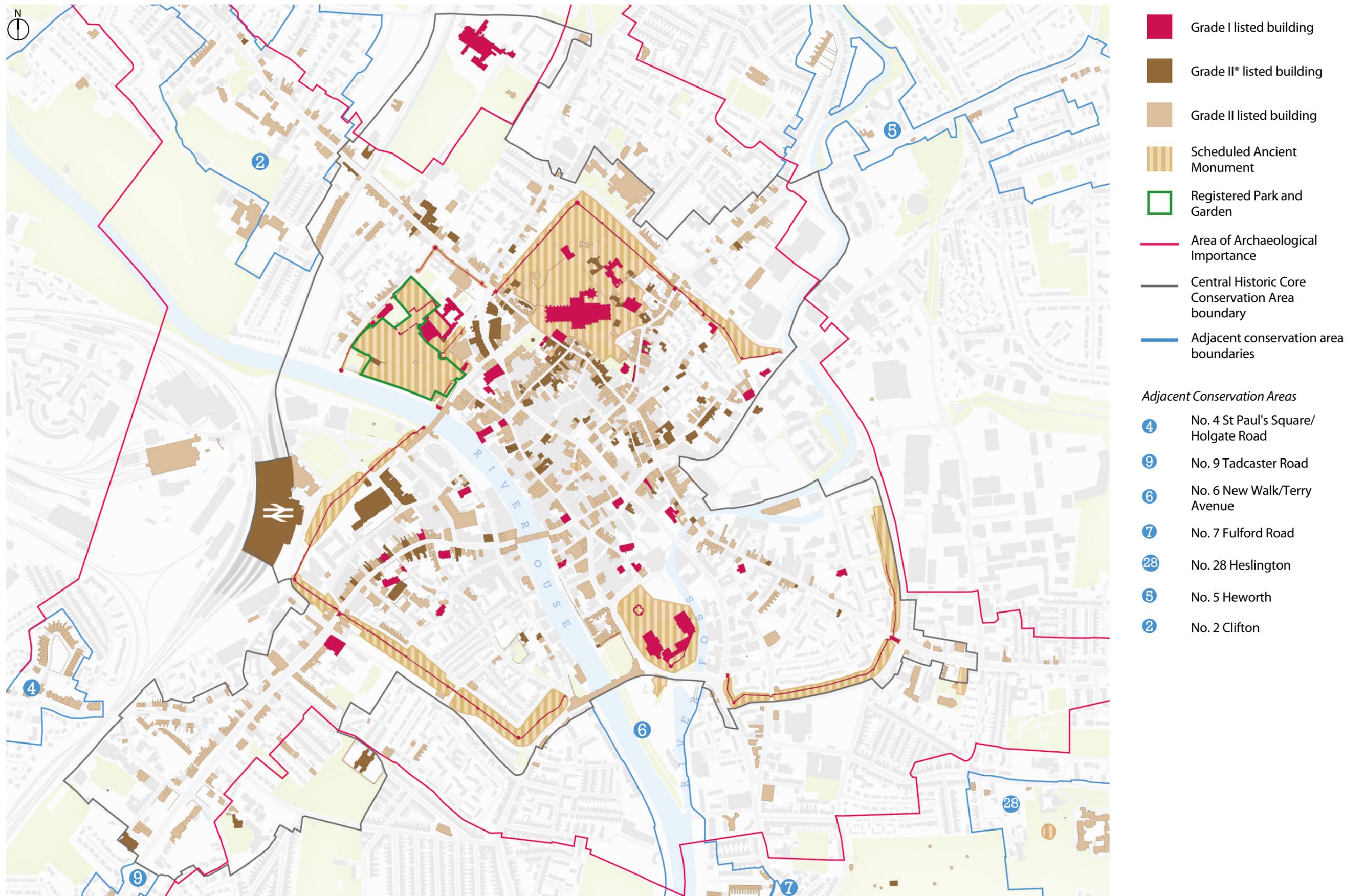


Figure 3: Wider historic environment context (Conservation Area Appraisal designations map)

3.0 Summary history

3.1 A two thousand year history

The history of human settlement in the Precinct goes back at least 2,000 years. It is described in detail in the CMP (chapter 2) and in a number of publications.

The principal phases are:

1. Roman Eborcum and its aftermath (71-409AD)
2. Anglian Eoforwic, and its Minster (c. 6th century AD - 866AD)
3. Viking Jorvik (866-954AD)
4. Medieval Minster Precinct (c.1075-c.1540)
5. Post Reformation Precinct (c.1540-present)

The changing function, form and character of the Precinct during these periods can be summarized as follows:

3.2 Roman and Anglian York

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

After the collapse of the Roman Empire, York was revived as an important city in the Anglian kingdom of Northumbria. The first church was built in 627 AD for the baptism of the Anglian king Edwin, and later rebuilt in stone. The site of this building is believed to have been close to the present Minster, but no trace of it has yet been found. However, archaeological discoveries indicate that this area of the city was an important part of Anglian and subsequently Viking York. (Figure 4 – plan of the site in Roman period)

3.3 The Medieval Precinct

After the Norman Conquest, a magnificent new Minster was built on the site of the present building, traces of which can be seen below ground. Over the course of the 13th, 14th and 15th centuries it was rebuilt to create the present Gothic masterpiece.

The minster church was surrounded by a Precinct, extending from the City Walls to Petergate, which was administered by the Minster and subject to its own laws. This area, known as the Liberty, was densely built up with streets lined by large mansions for the Minster's canons and officials, churches and chapels, St William's College for the chantry priests, and a large palace for the Archbishop, which occupied most of the area north of the Minster. The chapel of the palace survives as the Minster Library.

To protect church property and enforce its laws, access to the Precinct was controlled via four gateways (see Figure 5). The most important was on Petergate, outside the west end of the Minster.

3.4 After the Reformation: opening up the Precinct

In the centuries following the Reformation, the character of the Precinct changed significantly. By 1600 the Archbishop's Palace had been vacated in favour of Bishopthorpe on the Ouse, south of York, and the site redeveloped as the mansion of the financier and politician Sir Arthur Ingram. Most clergy also chose to live outside the Precinct. Instead, shops were built against the west end and south transept of the cathedral an.

In the eighteenth century the Minster began again to be recognized and celebrated as a magnificent building. The Victorians continued this process of change. On the south side, the gateways and houses, shops and other buildings cheek-by-jowl with the Minster were swept away to open up setting of the cathedral, framed by new buildings. A view of the Great East Window was created by demolishing buildings to form College Green. The medieval Deanery was one of the buildings demolished, to build a new school. Its replacement on the north side of the Minster was part of the accretive process of transformation here, which culminated in the opening of Dean's Park for public recreation and enjoyment of the cathedral. (Figure 6 – plan of the Precinct in 1850)

3.5 Victorian road building

With the arrival of the railway, an entirely new approach to the Minster was created from the station, via a new bridge, Lendal Bridge, and a grand new avenue, Duncombe Place, created in the 1860s by demolishing a warren of medieval housing. Before this, there had not been a long view of the west end of the Minster.

In 1903 this route was extended by demolishing more historic buildings south east of the Minster, to form Deangate. This was not just a street: it was the main road to Hull and Scarborough, and by the 1960s lorries were pounding past the Minster.

The cumulative consequence of these 18th and 19th century changes was to lose a sense of a defined, separate Precinct south of the Minster.

3.6 The modern Precinct

In 1989, Deangate was closed to through traffic, greatly improving the setting of the cathedral. York Minster Revealed built on this by creating a paved square outside the south transept. North of the cathedral a series of changes during the 20th century have had little significant effect on its character: the replacement of the 1830s Deanery with a much smaller building in the 1930s, the transfer of the Treasurer's House to the National Trust and the construction of the Alcuin Wing adjoining the Old Palace, to house the Minster's Archives and Collections. (Figure 7 – plan of the Precinct in 2020)

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

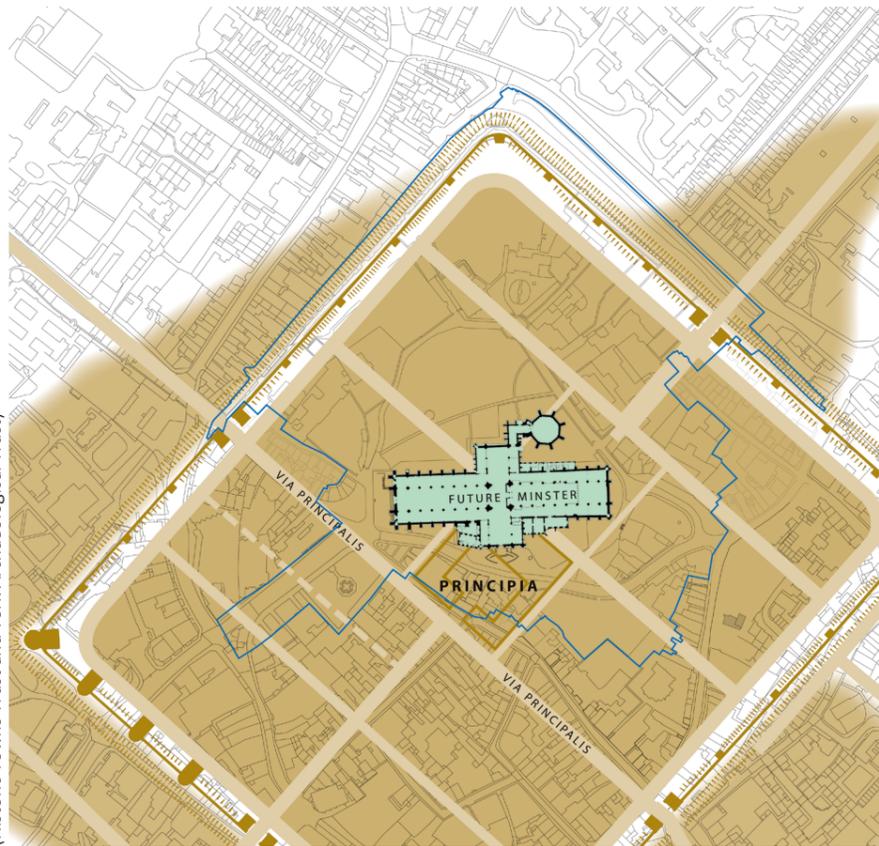


Figure 4: Eboracum, 200AD

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

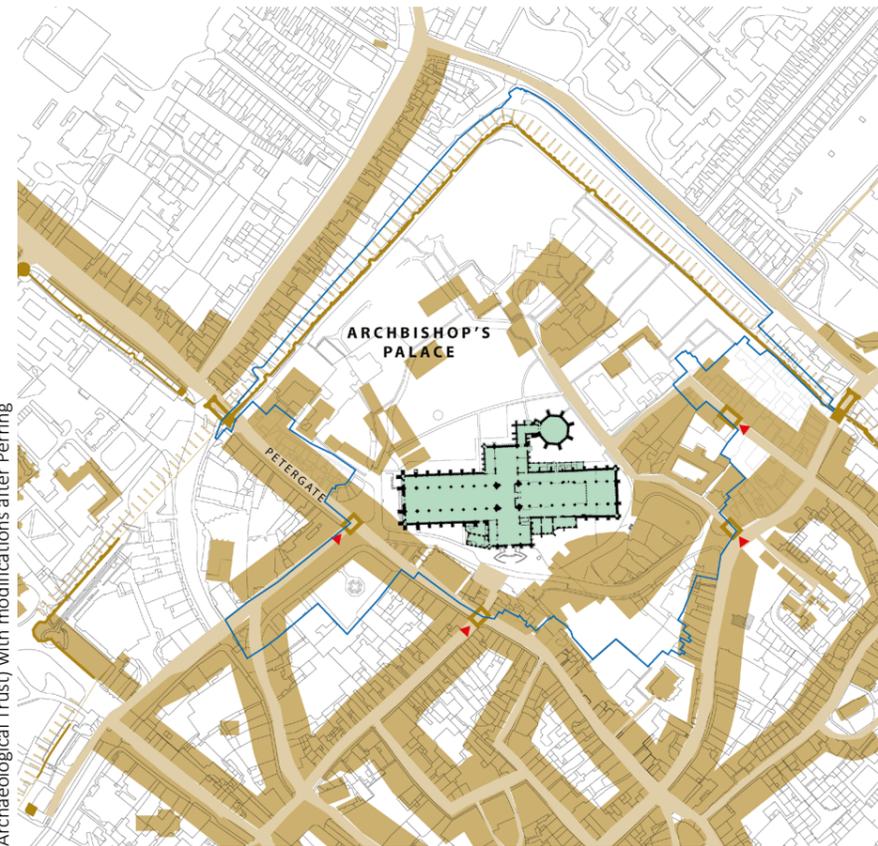


Figure 5: York, 1500

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- Historic buildings
- Historic streets
- Gateway into the Precinct
- Neighbourhood Plan boundary

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

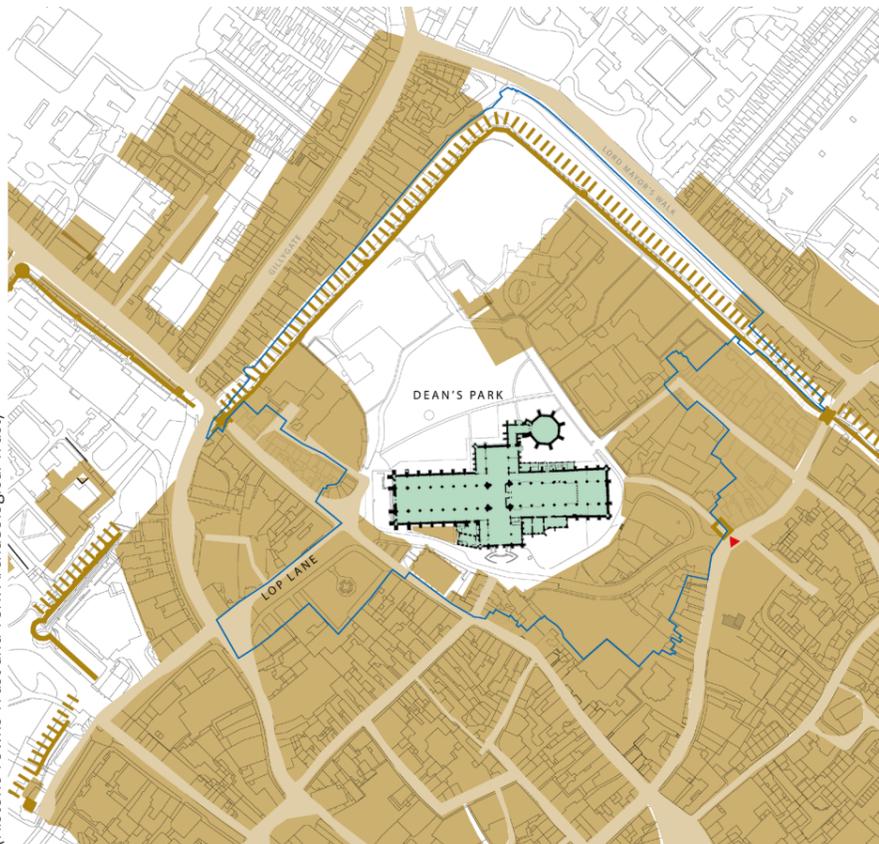


Figure 6: York, 1850

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

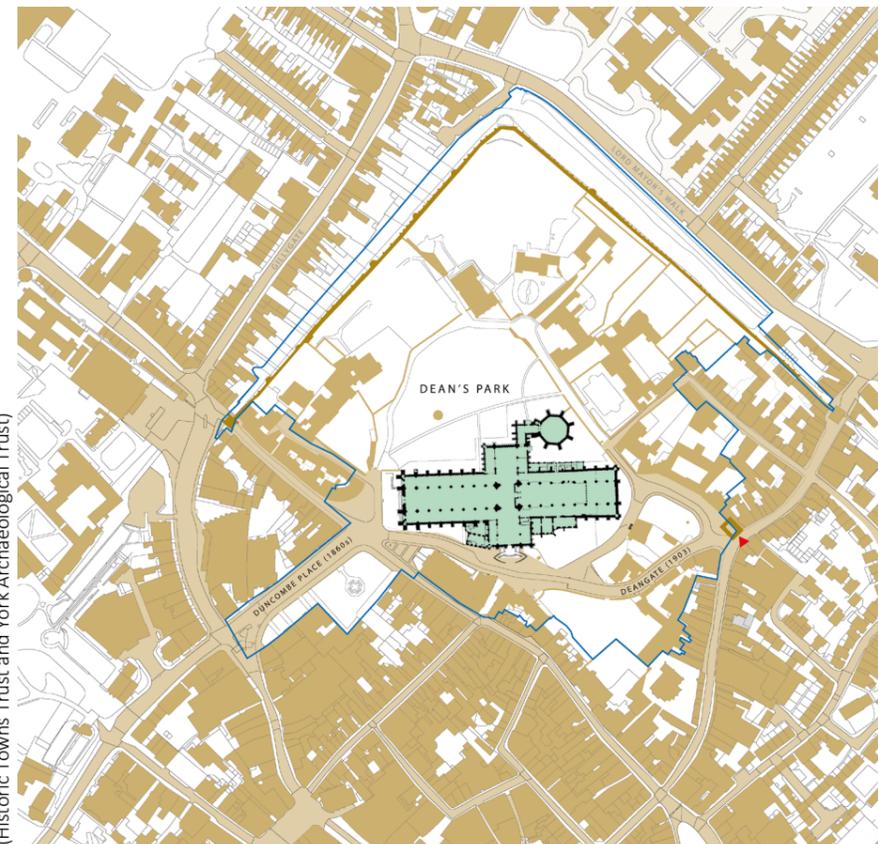


Figure 7: York, 2019

4.0 Assessment of significance

4.1 What is significance

The NPPF describes heritage significance as: *The value of a heritage asset to this and future generations because of its heritage interest. The interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting.*

The identification of significance is central to the management of the historic environment because the objective of relevant planning legislation and of the NPPF is to conserve significance.

4.2 Methodology

In this assessment, the concept of values is applied, as promoted by Historic England in *Conservation Principles, Policies and Guidance for the Sustainable Management of the Historic Environment* (2008). The four values can be summarised in this way:

Evidential value: derives from the potential of a place to yield primary evidence about the past. It can be natural or man-made and applies particularly to archaeological deposits, but also to other situations where there is no relevant written record;

Historical value: derives from the ways in which past people, events and aspects of life can be connected through a place to the present. A place may illustrate some aspect of the past, and thus helps to interpret the past, or be associated with an important person, event or movement;

Aesthetic value: this may derive from conscious design, including the work of the artist or craftsman; alternatively it may be the fortuitous outcome of the way a building or place has evolved; and,

Communal value: regardless of their historical or aesthetic value, many places are valued for their symbolic or social role, often as a historic source of identity to people and communities. This may encompass a spiritual or commemorative role.

The statement of significance that follows is derived from the assessment of significance in the York Minster CMP and the YCHCAA, and incorporates the results of public consultation and discussions with stakeholders

4.3 Statement of significance

The Precinct's archaeology, architecture and townscape – not least the Minster, the City Walls, the remains of the Archbishop's Palace and St William's College – are outstandingly important and contain unique evidence of the history and development of one of the country's most historically important urban centres, since its creation by the Romans.

A Precinct of two parts

Precincts – or closes – are fundamental to the significance and the image of English cathedrals. The Precinct of York has its own distinctive character, or rather two, because since the Reformation the sections north and south of the Cathedral have changed considerably, and developed two distinct characters: north of the Minster, it is largely gardens and green space, enclosed by the Walls and some significant historic houses. Dean's Park is the largest publicly-accessible green space in the walled city, and highly valued as a tranquil sanctuary. South of the cathedral, the once strong sense of separateness and tight enclosure has been diluted by Georgian 'improvement' and Victorian highways. For the majority of visitors, there is no longer a perceptible architectural or urban boundary between the Minster and the city, which comes up to the cathedral's doorstep.

Precinct archaeology and fortifications

The Precinct's archaeology has historical and evidential value of international importance. The archaeology of the site contains unique evidence of the history and development of one of the country's most historically important urban centres. In addition to the fortifications and other evidence of Eboracum, the Precinct is the site of the – as yet undiscovered – Saxon Minster, as well as the little understood medieval Archbishop's Palace and its post medieval occupation, notably Ingram's mansion and extensive garden. The section of the City Walls in the Precinct is part of the most complete and significant urban wall circuits in England, comparable in size and survival with major survival in Europe. By enclosing the Precinct on two sides and providing magnificent views across it to the Minster, they are central to its character and form. (Figure 8: Perring plan showing outline of demolished buildings)

The Minster

York Minster is an exceptional historic building, of international significance for its historical, aesthetic, evidential and communal values. Its sheer scale and the quality of its craftsmanship reflect the prosperity of the medieval city and the ambition of its patrons and archbishops, and position the Minster in the first rank of European great churches. More than that, its particular interest rests in the way it contributed to the distinctive evolution of the Gothic tradition in the north of England, and the way it illustrates how architectural concepts were transmitted across medieval Europe. The Minster's celebrated medieval stained glass is an integral part of its architectural design and essential to creating the special atmosphere of the building. By virtue of the remarkable extent of survival and its artistic and technical quality, it is unquestionably of international importance. Collections and archives are also significant.

Above all, the Minster's profound spiritual and cultural value is unquestionable. It is a deeply-rooted source of identity for its city and county, not least because it is a defining and unmistakable feature on the skyline of York and its environs. It is a spiritual focus for individuals and groups alike, providing a place to encounter God's love for its regular congregations, other congregations and Christian groups in the diocese, local people, visitors from further afield and organisations of all kinds including the armed forces. The Minster's clergy, staff, volunteers, musicians and friends enjoy a strong sense of community, and the warmth of their hospitality is often commended by visitors. There is a very strong musical tradition, which brings great pleasure to visitors, adds significantly to the atmosphere of the building and is integral to the history and experience of worship in the cathedral.

Architecture in the Precinct

Many other buildings within the Precinct are individually of high aesthetic, evidential and historic value. Of exceptional significance is St William's College, a rare and ambitious example of medieval college design outwith Oxford and Cambridge and also of high value as a closely-dated example of medieval carpentry which is still revealing information about its original plan. The former Archbishop's chapel built by Walter de Grey and the Palace arcade, built by Roger Pont l'Eveque, are nationally important survivals from what was a major medieval structure. Roger's arcade is of particular significance as little else remains of his substantial building campaign, save for piers in the Minster crypt.

Other substantial surviving medieval remains are perhaps surprisingly few in number. They include the last of the four gates, the 16th century timber Goodramgate entrance, now easily misunderstood, marooned on the edge of College Green. Minster Court contains the last substantial remains of the grand prebendal houses that ringed the minster before the Reformation. The Treasurer's House and Grays Court are of high evidential value because they were built on the site of and containing elements of the medieval mansion of the Minster's Treasurer. Their post Reformation development is of equally high historical and aesthetic value as illustrations of evolving architectural requirements and fashions, and the restoration of the Treasurer's House by Frank Green (together with that of St Williams College) is a fascinating and nationally important example of Victorian and Edwardian approaches to the restoration and presentation of historic places.

Nos 6 Minster Yard also contains medieval fragments; together with No. 4 and Fenton House, these are good examples of 18th century townhouse design, with many original features. The 17th century terrace in Precentor's Court is highly significant as an early example of the building type outside London (that in part retains cross windows). Several properties in Petergate have historic shopfronts: No. 38 is of particular interest for this, and for the surviving elements of earlier structure which survive within it.

The (former) Minster School and Nos. 8 and 9 Minster Yard, together with the terrace of properties opposite the west front, represent the contribution of J.P. Pritchett to the Minster. Pritchett's work was perhaps not of the first rank, but played a decisive role in establishing the present character of much of the Precinct. The building now known as Church House forms an instructive contrast with the nearby houses as a legacy of the industrial uses that once permeated central York.

20th century architecture did not reach the same aesthetic heights as earlier centuries. The 1930s Deanery – though it comes from the successor office to Walter Brierley – has a suburban character and a southern orientation that are at odds with the nature of the Precinct. The 1990s extension to the Old Palace – the Alcuin Wing – is heavily executed in magnesian limestone so that it draws the eye when it ought to shun it.

Character and landscape

Taken as a whole, the Precinct is not aesthetically one of the greatest in the country: it certainly cannot compare with Salisbury, for example. And yet it embodies a largely fortuitous informal beauty, being not the product of a coherent plan but rather the evolution of centuries. Four aspects of this long history have contributed most to the very different characters of the sections north and south of the Minster: the plan of the Roman fort, the former Archbishop's Palace, an antiquarian interest in improving the cathedral's setting and Victorian roadbuilding.

Firstly, the plan of the Roman fort, which dictates the basic form of the Precinct: the walls forming a secluding barrier to the north, Petergate preserving the line of the *via principalis* as the southern boundary. Over this grid, the true east-west orientation of the Minster is a vivid juxtaposition illustrating how Christianity superseded the Roman world.

North of the Minster, the Precinct was once largely given over to the Archbishop's Palace. Its evolution since the Reformation reflects the limited historical land division and history of extensive gardens. From this emerged Dean's Park as the end point of piecemeal clearance and landscaping to create an 'appropriate' setting for the Minster. It has no designed aesthetic value, having the character of a municipal park, but it has strong fortuitous aesthetic value formed by the combination of landscape and the Minster, City Walls and other historic buildings that surround it. It also has substantial communal value. Secluded by the Walls from through movement, it has long been a welcome sanctuary from the bustle of the city centre.

On the south side of the cathedral, improvement was more fully designed. In the early 19th century in particular, many buildings were demolished and new ones built – such as Pritchett's curving terrace – trading the intimate medieval enclosure for new, framed views. The most important is that of the west front from Duncombe Place. By removing much of the Precinct's southern boundary, these changes created an aesthetic value from the way in which the dense historic streetscape of the city comes up almost to the walls of the cathedral. The appearance of the full height of the South transept at the end of the narrow Minster Gates is one of the great urban experiences of England. Although some other cathedrals, such as St Paul's, are similarly 'urban', the character here is, to modern eyes conditioned by the legacy of monastic foundation and (much later) the romantic tradition, more continental than the quintessential image of the English cathedral set apart from town amidst quiet lawns.

There are attractive elements of historic 'public realm', notably in Chapter House Street and the northern part of Minster Yard, which were cobbled in the 1970s and have Gothic style Victorian iron railings and lamps. Similar gas lamps west of the Minster contribute to the appearance of this area. South of the Minster, there is Bodley's South African War Memorial, of considerable historical and communal value as the largest Boer War memorial in the country, and of historical and aesthetic value as a work by one of the most sophisticated Gothic Revivalists. However, the present layout of the gardens around like historical or aesthetic value and do not enhance the setting of the memorial.

Deangate is still largely laid out as a major road, the character of the urban realm detracts from the setting of the Minster and the aesthetic values of the Precinct. Indeed, the value of Deangate has diminished substantially now that it has lost its purpose, but its continued visual pre-eminence overshadows and detracts from the historic route around the east end of the Minster (now Queen's Path), and its construction is one of the acts that did most to dissolve the once clear definition of the Precinct's southern edge.

Views

Visually, the historic environment is primarily experienced as a dynamic sequence of views. Some of the most important of these are identified in Figure 2. These includes Key Views of the city centre that are identified as such in the York Central Historic Core Conservation Area Appraisal. This is not an exhaustive list: the selection is representative and illustrates the characteristics that are important. These characteristics include:

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

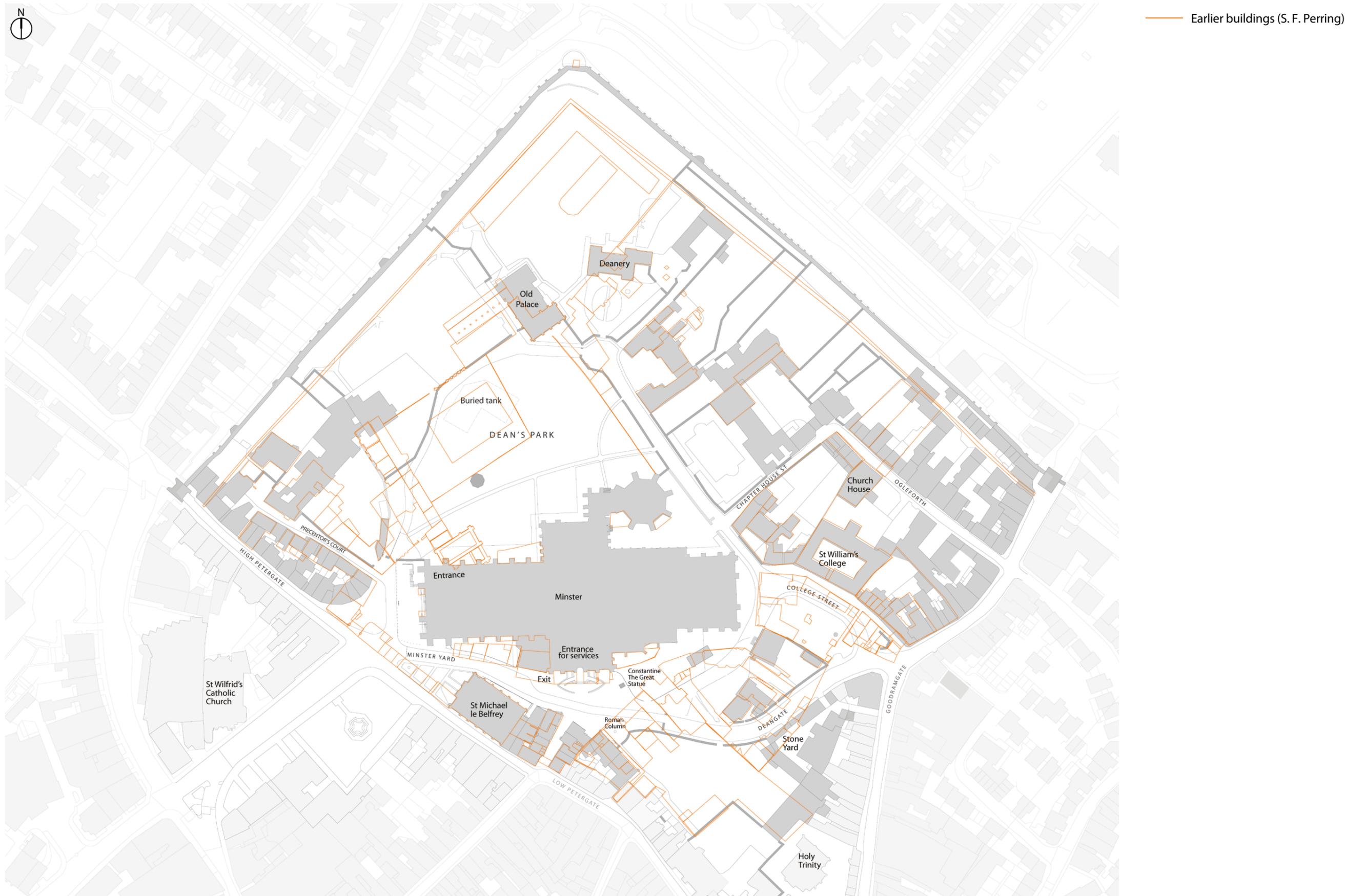


Figure 8: Composite footprint of previous buildings (Source S. F. Perring PhD)

5.0 Neighbourhood Plan objectives

The Neighbourhood Plan will provide a long-term policy framework and a coordinated spatial plan to help Chapter maintain a viable Precinct and sustainable business model, ensuring that future generations can enjoy the Minster and its Precinct.

In particular, the Plan addresses the following challenges:

- The absence of a clearly defined Precinct boundary on the south and east sides, which, together with poor quality urban realm, raises security concerns and fails to create a distinct sense of place and welcome.
- The inadequacy of the present ticketing arrangements inside the west end of the cathedral, which creates a poor first impression and undermines efforts to control the environmental conditions of the building.
- The absence of a dedicated café or refectory to offer visitors refreshments (a frequent visitor complaint).
- Inadequate facilities and harmful environmental conditions in the Undercroft for the display of artefacts. New facilities are needed.
- The requirement to enhance and expand the facilities for the Stoneyard in order to sustain and grow it as a world-class centre of excellence for the threatened crafts of masonry and stone carving.
- The absence of dedicated spaces for use by the Minster community and other groups.
- The poor provision of facilities for children and families.
- The need to enhance education facilities for visiting schools so that they meet future requirements and expectations.
- The difficulty faced by the Minster's apprentices in finding affordable accommodation in the city.
- The reuse of the former Minster School buildings.

These factors are discussed in the Neighbourhood Plan report.

6.0

Option development and assessment

6.1 Iterative process

Working with staff and consultants, the Neighbourhood Plan team developed an understanding of the spatial, movement, servicing and other needs of the requirements outlined in chapter 6 above.

Arriving at an arrived spatial arrangement of the proposals was an iterative process, involving consultation with staff, the public (three rounds of consultation) and stakeholders (workshops and site visits).

6.2 Assessing the impact on the historic environment

At each and every stage, the impact of the options on the historic environment was fully considered, by reference to the Statement of Significance, the evidence base (CMP, YCHCAA, secondary sources) and consultation with CoYC, HE, the FAC and the cathedral archaeologist.

6.3 Plan iterations

The process of identifying a final option lasted over two years. Over that period, proposals went through four main iterations. These are illustrated in the following four drawings (Figure 9, 10, 11, 12), which also include a summary of the benefits and disbenefits of each option.

In assessing the impact on the historic environment, the main considerations with each option were:

Option 1: May 2018, first public consultation (Figure 9)

- Visitor welcome: consideration of a ticket office in Duncombe Place, which because of the required size, might harm the setting of the Bodley's Boer War Memorial (GI*), the Minster and other assets, and character of the conservation area.
- Café, museum: these uses adjacent to Deans Park would alter the tranquil character of the green space which was identified as fundamental to its communal value and character.
- New school buildings: proposed location might harm the setting of several listed buildings, including the 1830s school building, as well as designed views of the Minster from the school, incidental views of the church of Holy Trinity from Deangate and the character and appearance of the conservation area.

Option 2: Late 2018 (Figure 10)

- Relocating the school to the Deanery site: potentially significant harmful impacts because of the scale and location of development, including: direct impact on the City Walls and ramparts (pedestrian tunnel), the Deanery (remodeling and substantial extensions) and archaeology (foundations); indirect impacts on the setting of Walls, Deanery, Old Palace, the Minster (in a Key View from the Walls) and other listed buildings and structures in the vicinity; impact on the character and appearance of the conservation area.
- Learning and collections facilities: relocated to the Residence Garden could harm the historic landscape, the conservation area and the setting of highly significant assets including the City Walls and the 12th century arcade of the Archbishop's Palace. Foundations could have harmful impact on remains of the Palace and other archaeology.

Option 3: May 2019, second public consultation (Figure 11)

- Visitor welcome: proposed ticket office, by virtue of its location adjacent to the south choir aisle and its required size, would be harmful to the setting of the Minster and views of it and the Precinct, as well as the character and appearance of the conservation area.

Option 4: January 2020, third public consultation (Figure 12)

- The third consultation took account of comments and engagement during the second public consultation. The main areas of potential harm that were identified prior to the application of measures to avoid or reduce any harm, were:
- Visitor welcome: potential harmful impact if 1 Deangate demolished (direct) or extension too large (impact on setting of assets and the conservation area).
- Learning and collections: potential harmful impact of proposed extension to the Old Palace on the setting of the City Walls, the Old Palace, views of the Minster and other assets, and on archaeological remains.
- Deanery Garages residential and storage: potential harmful impact on the character of this part of the conservation area and on the setting of assets, including the City Walls and Key Views from the Walls of the Minster and Precinct.

Option 5: December 2020, Pre-Submission Draft Neighbourhood Plan (Figure 13)

- Chapter 7 assesses the impact of this, the final option, in detail. Compared with Option 4, it reflects the opportunity brought about by closure of the Minster School to open that site to the public and locate a café/restaurant in the old song school building.
- Visitor welcome: ticketing moved to 1 Deangate, potential harmful impact if extension too large (impact on the setting of assets and the conservation area).
- Café / restaurant moved to old school building: substantial opportunity to increase public access and the quantum of publicly accessible green space, including access to the superb views of the Minster from the former school site.
- Learning and collections, Queen Elizabeth Square, Duncombe Place and College Green: generally as Option 4.
- Further detail included in relation to the Deanery Garages area: provision of a lightweight, single storey structure with green living roof within the existing gardens as a workshop for Minster stonemasons, supporting the sustainable conservation of the Minster.



- Visitor welcoming and ticketing near west door**
 - ✓ Visitors first internal view of the cathedral
 - ✗ No buildings used by Minster suitable for ticket office (size, layout)
 - ✗ Duncombe Place not owned by Minster; setting of War memorial
- Café, museum, exhibitions and education in Old Palace area**
 - ✓ Access to City Walls (potentially for all)
 - ✓ Open up Residence Gardens to public
 - ✗ Strong concerns about loss of tranquillity in Dean's Park
 - ✗ Difficulty of direct access to/from Minster
- Storage off site**
 - ✗ No ready access to scaffolding and other stores
- Additional school building on school site**
 - ✗ Loss of school playing fields
 - ✗ Impact on setting of listed buildings
- Reorganise access to the Minster School and Stoneyard**
 - ✓ Resolve conflict between pedestrians and cyclists
 - ✓ Enhance public realm and setting of the Minster
- Minster Offices in St William's College**
 - ✓ Cathedral offices move to heart of the Precinct
 - ✓ Access for all, enabling community use of public rooms
- Residential development of Church House**
 - ✓ Generating income from a non-historic building
- Enhanced back-of-house functions in Chapter House Yard**
 - ✓ Full implementation of York Minster Revealed proposals
 - ✓ Better screening
- Improvements to Duncombe Place and College Green**
 - ✓ Reassert the boundaries of the Precinct
 - ✓ New public and ceremonial space for the city and Minster
 - ✓ Enhance public realm and setting of the Minster

Figure 9: OPTION 1: Initial Public Consultation, May 2018



Relocation of Minster School to the Deanery

- ✓ Larger, better arranged school site
- ✗ Poor access; requires pedestrian access through the City Walls to bus and car parks
- ✗ Concern about impact on the setting of the City Walls
- ✗ Significant costs and complex and risky phasing

Deanery relocated to Red House

- ✓ Dignified building close to Minster
- ✗ Insufficient internal and external space for full range of Deanery functions

Visitor welcome facilities on existing school site

- ✓ Move visitor entrance to south transept, historically the principal entrance to the Minster
- ✓ Visitor welcome facilities highly visible and on desire lines
- ✓ Old school buildings convert attractively to refectory and exhibition space
- ✓ Open up former school grounds to the public and enhance the setting of the Minster
- ✓ Opportunities to resolve the conflict between cyclists and pedestrians

Learning and collections in Residence Gardens

- ✗ Impact on the amenity of private homes

Minster Offices in St William's College

- ✓ Cathedral offices move to heart of the Precinct
- ✓ Access for all, enabling community use of public rooms

Residential development of Church House

- ✓ Generating income from a non-historic building

Enhanced back-of-house functions in Chapter House Yard

- ✓ Full implementation of York Minster Revealed proposals
- ✓ Better screening

Improvements to Duncombe Place and College Green

- ✓ Reassert the boundaries of the Precinct
- ✓ New public and ceremonial space for the city and Minster
- ✓ Enhance public realm and setting of the Minster

Figure 10: OPTION 2: Relocate the Minster school, Late 2018



- Visitor welcome facilities on the south side**
 - ✓ Move visitor entrance to south transept, historically the principal entrance to the Minster
 - ✓ Visitor welcome facilities highly visible and on desire lines
 - ✓ Café created at 1 Deangate. South facing outdoor seating will overlook the Minster
 - ✓ Enhance public realm
 - ✓ Opportunities to resolve the conflict between cyclists and pedestrians
 - ✗ Concerns about the impact of a ticket office located in close proximity to the south quire aisle of the Minster
- Collections, education and community to Old Palace**
 - ✓ New education and exhibition centre created alongside the Old Palace, with refurbished library and community spaces
- Sensory garden created in Residence Garden**
 - ✓ New public sensory garden created on land which is not currently publicly accessible
 - ✗ Access to the City Walls through sensory garden raised concerns about the tranquillity of the new garden
- Redevelopment of Deanery garages**
 - ✓ Improved Minster storage with first floor accommodation for Minster apprentices
 - ✓ Scale does not impact on views from the City Walls
- Reorganise access to the Minster School and Stoneyard**
 - ✓ Resolve conflict between pedestrians and cyclists
 - ✓ Enhance public realm and setting of the Minster
- Minster Offices in St William's College**
 - ✓ Cathedral offices move to heart of the Precinct
 - ✓ Access for all, enabling community use of public rooms
- Residential development of Church House**
 - ✓ Generating income from a non-historic building
- Enhanced back-of-house functions in Chapter House Yard**
 - ✓ Full implementation of York Minster Revealed proposals
 - ✓ Better screening
- Improvements to Duncombe Place and College Green**
 - ✓ Reassert the boundaries of the Precinct
 - ✓ New public and ceremonial space for the city and Minster
 - ✓ Enhance public realm and setting of the Minster
 - ✓ Partnership with city Council to create a long-term security perimeter

Figure 11: OPTION 3: Second Public Consultation, May 2019



- Visitor welcome facilities on the south side**
 - ✓ Move visitor entrance to south transept, historically the principal entrance to the Minster
 - ✓ Visitor welcome facilities highly visible and on desire lines
 - ✓ Café created at 1 Deangate. South facing outdoor seating will overlook the Minster
 - ✓ Enhance public realm
 - ✓ Opportunities to resolve the conflict between cyclists and pedestrians
 - ✓ Ticket office located in Minster owned buildings opposite the south door
- Collections, education and community to Old Palace**
 - ✓ New education and exhibition centre created alongside the Old Palace, with refurbished library and community spaces
 - ✓ Controlled visitor access to City Walls as part of new development (potential for level access)
 - ✓ Impact on City Walls, other assets and their setting mitigated by position, scale and design
- Sensory garden created in Residence Garden**
 - ✓ New public sensory garden created on land which is not currently publicly accessible
- Redevelopment of Deanery garages**
 - ✓ Workshop to house new centre of excellence for stone carving
 - ✓ Improved Minster storage with first floor accommodation for Minster apprentices
 - ✓ Impact on setting of the city walls, views and other assets and mitigated by scale, form and design
- Reorganise access to the Minster School and Stoneyard**
 - ✓ Resolve conflict between pedestrians and cyclists
 - ✓ Enhance public realm and setting of the Minster
- Minster Offices in St William's College**
 - ✓ Cathedral offices move to heart of the Precinct
 - ✓ Access for all, enabling community use of public rooms
- Residential development of Church House**
 - ✓ Generating income from a non-historic building
- Enhanced back-of-house functions in Chapter House Yard**
 - ✓ Full implementation of York Minster Revealed proposals
 - ✓ Better screening
- Improvements to Duncombe Place and College Green**
 - ✓ Reassert the boundaries of the Precinct
 - ✓ New public and ceremonial space for the city and the Minster
 - ✓ Enhance public realm and setting of the Minster
 - ✓ Partnership with the City Council to create a long-term security perimeter

Figure 12: OPTION 4: Third public consultation, January 2020



- Visitor welcome facilities on the south side**
 - ✓ Move visitor entrance to south transept, historically the principal entrance to the Minster
 - ✓ Visitor welcome facilities highly visible and on desire lines
 - ✓ Refectory created in the old school, enabling public access to the historic building and to the fine views of the Minster from its grounds
 - ✓ Increase area of public green space by incorporating the former school grounds
 - ✓ Enhance public realm and new square in front of Refectory
 - ✓ Opportunities to resolve the conflict between cyclists and pedestrians
 - ✓ Ticket office located in Minster owned buildings near the south door
- Collections, education and community to Old Palace**
 - ✓ New education and exhibition centre created alongside the Old Palace, with refurbished library and community spaces
 - ✓ Controlled visitor access to City Walls (potential for level access)
 - ✓ Impact on City Walls, other assets and their setting mitigated by position, scale and design
- Sensory garden created in Residence Garden**
 - ✓ New public sensory garden created on land which is not currently publicly accessible
- Redevelopment of Deanery garages**
 - ✓ Workshop to house new centre of excellence for stone carving
 - ✓ Improved Minster storage with first floor accommodation for Minster apprentices
 - ✓ Impact on setting of the city walls, views and other assets and mitigated by scale, form and design
- Minster Offices in St William's College**
 - ✓ Cathedral offices move to heart of the Precinct
 - ✓ Access for all, enabling community use of public rooms
- Residential development of Church House**
 - ✓ Generating income from a non-historic building
- Enhanced back-of-house functions in Chapter House Yard**
 - ✓ Full implementation of York Minster Revealed proposals
 - ✓ Better screening
- Improvements to Duncombe Place and College Green**
 - ✓ Reassert the boundaries of the Precinct
 - ✓ New public and ceremonial space for the city and the Minster
 - ✓ Enhance public realm and setting of the Minster
 - ✓ Partnership with the City Council to create a long-term security perimeter

Figure 13: OPTION 5: Neighbourhood Plan Option, December 2020

7.0

Impact assessment of proposed Neighbourhood Plan policies and project areas

7.1 Methodology

The methodology used in this chapter follows the stepped approach outlined in Historic England's *Good Practice Advice 3: the setting of heritage assets* (2017).

7.2 Neighbourhood Plan policies

The Neighbourhood Plan contains overarching policies which have all been developed with consideration for their impact on the historic environment. Because they will be implemented through the Project Area policies, the detail impact assessment is undertaken by looking in turn at each of those policy areas. Before that, this is a summary of the most important considerations for the overarching policies:

Policy A1 – Purpose and Ambition

Commentary: exemplary and sustainable stewardship of the exceptional historic environment are the two primary requirements of the Neighbourhood Plan and all policies are intended to achieve this, enhancing access for all audiences and communities. Policy A2 – Sustainable Development

Commentary: following the NPPF, protection and enhancement of the historic environment is identified as one of the primary objectives of sustainable development, and this will include adaptation to meet the challenges and threats of climate change.

Policy A3 – Policies Map

Commentary: the historic environment is a primary consideration in the spatial plan, as assessed in the Project Areas below.

Policy A4 – Design Excellence

Commentary: the exceptional quality of the historic environment of the Precinct is the reason for this Policy. It takes into consideration the impact of design on the historic environment in order to promote proposals that are of commensurate quality, consistent with its character, and which will enhance its significance.

Policy B1 – Landscape and Biodiversity Net Gain

Commentary: the Policy recognizes the historic and aesthetic value of some aspects of landscape as well as the opportunity to enhance the historic environment and the setting of historic assets by intelligent improvements to areas of landscape.

Policy C1 – Historic Environment

Policy C2 – Listed Building Consent

Policy C3 – Archaeology & Scheduled Monument Consent

Commentary: these three Policies have been developed in close consultation with CoYC and HE to ensure that the management of the historic environment in the Precinct is consistent with national and local policy in order to preserve its complex, internationally important significance and to avoid harm to it.

Policy D1 – Wellbeing

Commentary: this Policy recognizes the central importance of the historic environment and its character and significance to the strong and positive sense of wellbeing that the Precinct offers.

Policy E1 – Movement and Public Realm

Commentary: this Policy recognizes that the public realm is successful where its historic character is strong, and weakest where it is eroded or of little significance. It promotes improvement to public realm which use materials, furniture, forms and designs that respond positively to the significance of the Precinct and the setting of heritage assets in order to enhance its character. This is a major opportunity for enhancement of the historic environment.

Policy E2 – Accessibility and Wayfinding

Policy E3 – Electric Vehicles and Parking

Policy E4 – Green Travel Plan

Commentary: aspects of movement and transport are currently harmful to the appearance and experience of the Precinct's historic environment. In improving movement and accessibility, this Policy also seeks to reduce harm to and where possible promote enhancement of the character and appearance of the Precinct and the setting of heritage assets.

Policy F1 – Monitoring and Securing Delivery

Commentary: by this process the Minster and its partners in the Neighbourhood Plan will be able to monitor progress towards the objectives of preserving and enhancing the historic environment and identify if further actions are required to meet them.

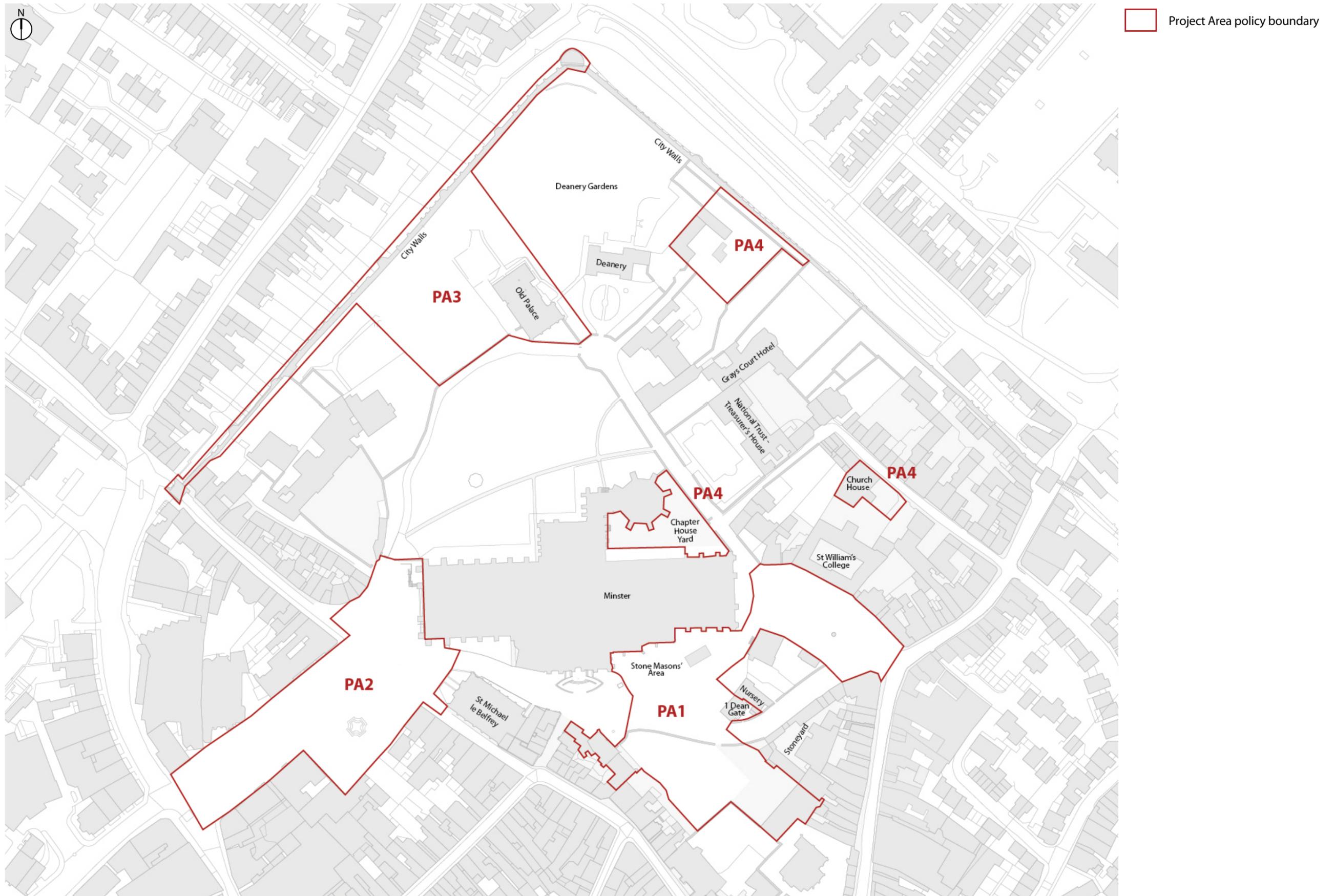


Figure 14: Project areas location plan

7.3 Project Area 1: Policy PA1 Minster Yard and College Green

Objectives and proposed development

To enhance visitor welcome, ticketing and catering facilities:

- Visitor welcome facilities will be relocated and consolidated to the south of the Minster reflecting consultation feedback received during the 'Issues & Options' Stage in May 2018.
- The main visitor entrance will be moved to the South Transept.
- A new ticket and box office with limited new build will be created at 1 Deangate.
- A café/restaurant will be created in the old school building
- Other surplus school buildings will be converted to residential and office use or have continued education use.
- Associated public realm will be enhanced in Minster Yard, Deangate and College Green, and new public space created on the former school playground and field.

Heritage assets

The proposals will directly affect:

- 11-12 Minster Yard, 9 Minster Gates and former Minster School, all grade II listed buildings
- 1 Deangate, an unlisted historic building in the Conservation Area
- Public realm and streetscape of Minster Yard and College Green
- The Conservation Area

The proposals will affect the setting of:

- The Minster
- Multiple listed buildings (see Figure 2 and Figure 14)

The proposals may impact:

- Below-ground archaeological features and deposits including medieval and pre-medieval structures and streets (because of e.g. foundations of security or other landscape elements).

Significance

- The former song school building is of substantial historical and aesthetic value, though some alterations have harmed this (for example, installation of a first floor in the school floor). The views of the Minster from the buildings and the grounds are exceptional.
- 11-12 Minster Yard and 9 Minster Gates have historical and aesthetic value though there are internal alterations of little interest altered.

- 1 Deangate is not identified as a Building of Merit in the YCHCCA but has a degree of historical and aesthetic value associated with the reordering of the Precinct to create Deangate.
- High evidential value of the below-ground archaeology, including Roman, Anglian, Viking and medieval periods.
- Minster Yard is of great significance, being part of the Medieval layout of the Minster.
- College Green is a 19th and 20th century creation whose layout is of negligible intrinsic aesthetic or historical value but which allows views of the east end of the Minster, of St Williams College and other assets that are of great significance.
- Deangate has had a harmful impact on the character of the Precinct by reducing the historic extent of enclosure. Unlike College Green it has not created significant new views but detracts from the setting of the Minster, the former school and other listed buildings.

Impact

Enhancement:

- Public access to the listed former school building and grounds, including their exceptional views of the south side of the Minster.
- Restoration of the listed former school building, with the opportunity to remove some of the more harmful later alterations and reinstate the original full height volume of the central hall. Restoration of the other surplus school buildings.
- Improvements to the public realm and thereby the Conservation Area and the setting of the Minster, including removal of more of the road surface and markings of Deangate where these are no longer required, and a substantial increase in publicly-accessible green space by opening up the former school grounds.
- Removing ticketing from the Minster, which will enhance its presentation, the experience of visitors and the control of environmental conditions (essential to controlling stone decay).
- Improvements to the way in which visitors experience and are introduced to the Minster, and the Precinct.

Potential harm:

- If required, impact of an extension to 1 Deangate for ticketing on the setting of the Minster and listed buildings adjoining in on Minster Yard.
- Impact of security measures on the character and appearance of College

Green and the setting of the east end of the Minster, St Williams College and the 17th century Precinct gate.

- Harm to archaeology caused by foundations and public realm improvements.

Measures to reduce impact and maximise enhancement

- Close collaboration with CoYC and HE to deliver the highest quality solution with the greatest benefits.
- Prepare and implement an archaeology strategy (assessment, evaluation, recording or preservation in-situ where possible, interpretation, archiving and publication).
- Based on analysis of the fabric, design changes to the former school buildings to concentrate alterations in areas of little or no significance, and seek and exploit opportunities to restore lost elements and spaces.
- Design any extension to 1 Deangate as a lightweight single-storey structure, with pad foundations to avoid harm to archaeology of medieval prebendal houses.
- Design the public realm improvements using a set of materials and design details that is applied consistently throughout the southern side of the Precinct.
- Consider reinstating the dismantled railings from the east side of College Green as a means to implement and disguise security measures.

Conclusion: residual cumulative impact and mitigation

If the measures to reduce impact and maximise enhancement are implemented, the cumulative residual impact of the proposals for Project Area 1 will be:

No harm to the historic environment.

- Significant and extensive benefits to the character and appearance of the conservation area, the setting of listed buildings including the Minster and to the presentation and conservation of the cathedral interior.

Mitigation measures should include:

- Controlled archaeological recording and publication of findings.
- Historic building records of the former school buildings, 11-12 Minster Yard and 9 Minster Gates and 1 Deangate.
- Deposition of the above in the Minster Archive, City HER, appropriate digital archive and Yorkshire Museum.



Figure 15: Area 1 Parameter Plan – Minster Yard and College Green

7.4 Project Area 2: Policy PA2 West Front and Queen Elizabeth Square

Objectives and proposed development

- A new civic and ceremonial space for the city and the Minster, the first major new public space in the centre of York in over 100 years.
- Complete overhaul of the urban realm to create a pedestrian priority space, with a better setting for the South African War Memorial, with integrated security measures.

Heritage assets

The proposals will directly affect:

- The South African War Memorial (grade II)
- The Conservation Area, including Key View 21

The proposals will affect the setting of:

- The Minster (grade I)
- Multiple other listed buildings (see Figure 2 and Figure 16)

The proposals may impact:

Below-ground archaeological features and deposits, including medieval and pre-medieval structures and roads (because of e.g. foundations of security or other landscape elements).

Significance

- The South African War Memorial is the largest Boar War memorial in England and the work of Bodley, a leading Gothic Revival Architect.
- The site is a combination of 19th century road and town planning improvements and, around the cathedral, the medieval Minster Yard. Both of these phases are significant.
- The significance is experienced principally as a sequence of unfolding views. The most famous of these is the view of the West end of the Minster up Duncombe Place, created in the 1860s. This and other views are framed by a range of historic buildings of many eras, materials and styles, reflecting the diversity of York's historic townscape.
- Three aspects of the space are less significant, and in some senses harmful:
 - First, the highway, which is set out still as a major road. This is harmful to the setting of listed buildings, including the Minster, and the character and appearance of the Conservation Area.

- Second, the setting of the War Memorial. The crude municipal layout and planting is not up to the high aesthetic value and powerful communal value of the Memorial. It still has the character of a left-over space, more than a century after the Memorial was created.
- Third, poorly managed tree planting. Trees appears to have been envisaged for Duncombe Place from the beginning but present planting and lack of effective management (a) impinges on the Key View of the West front of the Minster and (b) obscures the War Memorial, creating a deeply shaded and unwelcoming environment.
- Archaeological potential of the site to reveal evidence of medieval and pre-medieval York is high. Of particular interest to the Minster is any evidence of the Precinct gate on Petergate and the properties that stood either side, defining the southern edge of the Precinct until the 1830s.

Impact

Enhancement:

- Substantial improvements to the quality of the public realm and thereby the Conservation Area and the setting of the Minster, the War Memorial and other listed buildings.
- Substantial improvements to the way in which visitors experience and are introduced to the Minster, and the Precinct

Potential harm:

- Impact of security measures on the setting off the Minster and character and appearance of the Conservation Area.
- Harm to archaeology caused by the foundations of public realm improvements and security measures

Measures to reduce impact and maximize enhancement

- Prepare a development brief with CoYC and HE to deliver the highest quality solution with the greatest benefits.
- Prepare and implement an archaeology strategy (assessment, evaluation, recording or preservation in-situ where possible, interpretation, archiving and publication).
- Design the public realm improvements using a set of materials and design details that is applied consistently throughout the southern side of the Precinct.

- Create a clear sense of the boundary of the Precinct, so that visitors understand that they have entered it.
- Fully consider environmental factors in the design, such as daylight, wind and draught, planting and biodiversity.
- Consider how the historic layout and uses of the area, including for example the location of the medieval gateway, can be imaginatively incorporated into the design and interpretation elements of the scheme, so that the public and visitors have greater understanding of the history of the area and the former setting of the Minster.
- Review best practice internationally for the implementation of security measures in exceptional historic places.

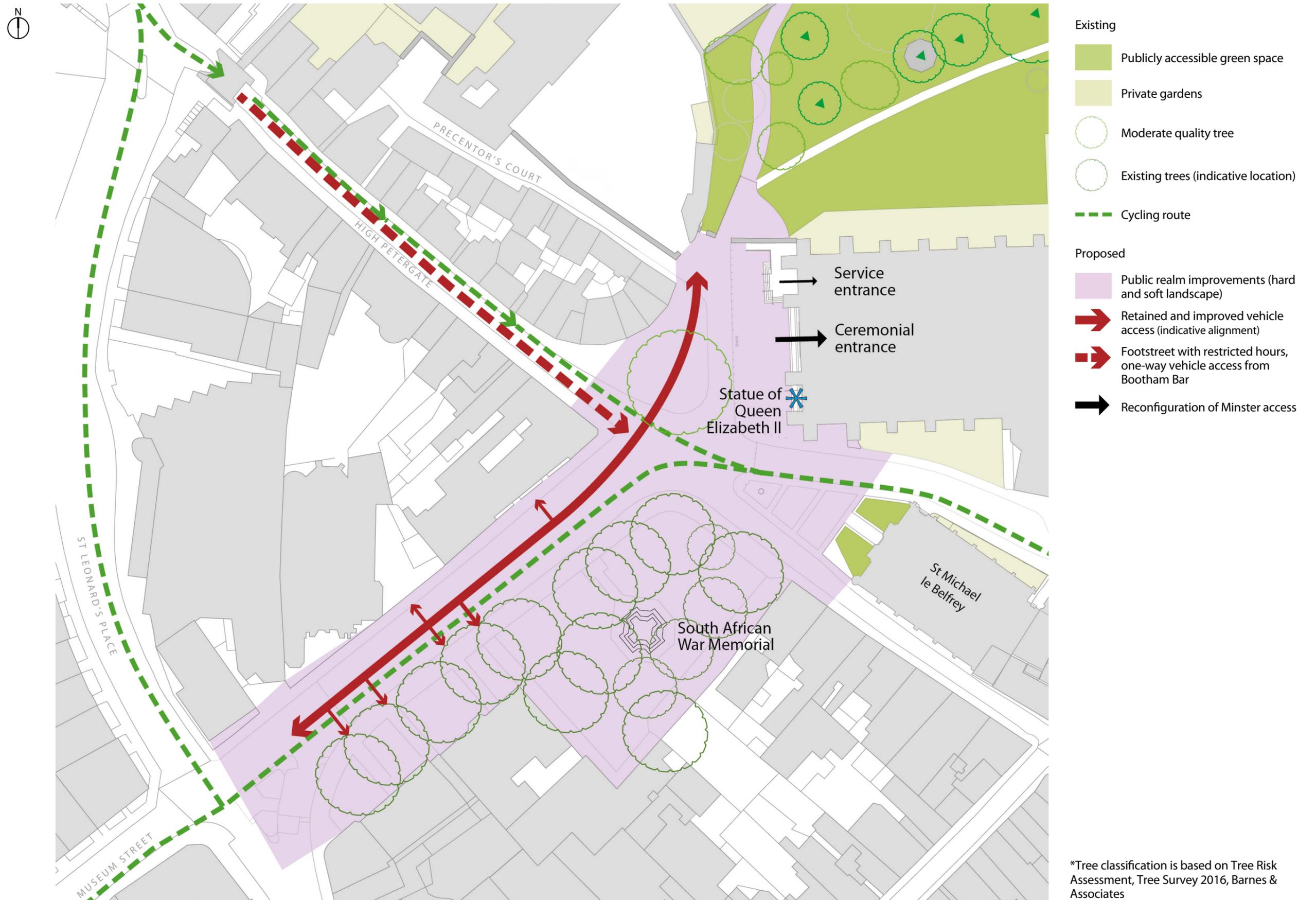
Conclusion: residual cumulative impact and mitigation

If the measures to reduce impact and maximise enhancement are implemented, the cumulative residual impact of the proposals for Project Area 2 will be:

- Substantial and long-awaited benefits to the character and appearance of the conservation area, the setting of listed buildings including the Minster and the War Memorial, and to the presentation of the Minster.

Mitigation measures should include:

- Controlled archaeological recording and publication of findings.
- Deposition of the above in the Minster Archive, City HER, appropriate digital archive and Yorkshire Museum.
- Incorporation of interpretation into the new public realm design, taking advantage of any new archaeological or other understanding.



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

Figure 16: Area 2 Parameter Plan – West Front and Queen’s Square

7.5 Project Area 3: PA3 Learning and Gardens

Objectives and proposed development

To enhance learning and the care and access to collections by:

- Refurbishing and extending the Old Palace to house new collections conservation and storage facilities, a new education centre, new exhibition space, refurbished library, multi-use community facilities.

To increase public access to the landscape and to the City Walls by:

- Creating a public sensory garden in the Residence's Garden
- Creating level access on to the City Walls
- Providing a refreshments kiosk or facility

Heritage assets

The proposals will directly affect:

- The Old Palace (grade I)
- The City Walls (scheduled monument)
- The Conservation Area, including Key View 13 and the landscape of the Precinct

The proposals will affect the setting of:

- The Minster (grade I)
- City Walls (scheduled monument)
- The C12 arcade of the former Archbishop's Palace (scheduled monument)
- Multiple other listed buildings (see Figure 2 and Figure 17)

The proposals may impact:

Below- and above-ground archaeological features and deposits including in particular the remains of the medieval archbishop's palace, the City Walls and Ingram's Mansion and gardens.

Significance

This project area affects:

- Structures of the highest significance, including the City Walls, the Old Palace (medieval chapel) and the setting of the 12th century arcade and the Minster. The exceptional significance of these is described earlier in this report and in the Minster CMP and the Conservation Area Appraisal.
- Areas which have high archaeological potential to reveal important evidence of pre-medieval, medieval and post-medieval York. For example, the remains of the former archbishop's palace, as well as the 17th century Ingram's Mansion and its gardens.
- The character and appearance of the Conservation Area, including Key Views from the City Walls over the landscape and buildings of the Precinct towards the cathedral.
- The former garden of the New Residence, which contains vestiges of its 19th century layout including boundary walls and a footbridge.
- Some trees which contribute to the character and appearance of the Conservation Area but many which are of low quality and not part of historical planting.
- The Alcuin Wing, a modern structure which by its heavy and unexceptional design does not contribute to the significance of the Precinct or Conservation Area.

Impact

Enhancement:

- For the first time anywhere in the city, the provision of level access to the internationally-significant City Walls.
- Greater public access to the grade I Old Palace.
- Correct environmental conditions for the display of the Minster's highly significant collections, to replace the unsuitable environment of the undercroft which is a threat to the preservation of fragile artefacts.
- Improved conservation and storage facilities for the collections.
- Enhanced learning facilities to enable the Minster to improve and expand its education programme to all age groups, co-located with the collections so that these can be integrated into the learning programme.
- Enhancement of and greater public access to the landscape of the Precinct, by the transformation of the Residence's Garden.

Potential harm:

- Impact on the significance of the City Walls, for example physical changes to create level access and changes to setting to create level access and to expand the Old Palace.
- Impacts on the significance of the Old Palace and its fabric, in order to modify the building to new uses and accommodate a new extension.
- Impact of a new extension to the Old Palace on the setting of the Old Palace, Key Views from the City Walls, the Minster, Deanery and other significant assets.
- Harm to potentially significant archaeology, caused by foundations, services etc.
- Harm to the significance of the landscape of the Precinct caused by the new extension to the Old Palace and associated works.

Measures to reduce impact and maximise enhancement

- Prepare a development brief with CoYC and HE to deliver the highest quality solution with the greatest possible benefits.
- Prepare and implement an archaeology strategy (assessment, evaluation, recording or preservation in-situ where possible, interpretation, archiving and publication).
- Develop proposals for landscape and buildings as a single project, with complete design integration.
- Select location and design for the new wall access that will avoid or minimise impact on medieval and earlier fabric and earthworks (much of the present fabric is C19/C20).
- Undertake further analysis of the Old Palace to better understand the nature and detail of its significance and the extent of surviving medieval fabric, in order to identify areas where intervention and adaptation would cause no or little impact on significance (as well as opportunities to better reveal significance).
- Study requirements for the Old Palace development carefully and consider innovative solutions, in order to minimize the floor area required to deliver the cultural and public benefits of the scheme.
- Approach the design of the new extension to the Old Palace as a building blended into the landscape, in order to minimize any impact on the setting of the City Walls and on the landscape and ecological value of the site.
- Through massing, forms, materials, detailing and other means, develop a design for the new extension that defers to the Old Palace and the context rather than draws attention to itself.
- Pay careful attention to the impact of the extension on Key Views from the City Walls, using massing, forms, materials, detailing and other means to ensure that it does not break the skyline, or visually obstruct or compete with significant elements such as the Old Palace, nor change the fundamental character of the Key View
- Use approaches to services and foundations to avoid or minimise disturbance of archaeology.

Conclusion: residual cumulative impact and mitigation

If the measures to reduce impact and maximise enhancement are implemented, the cumulative residual impact of the proposals for Project Area 4 will be;

- Negligible and minimized harm to the historic environment, including potentially the City Walls.
- Substantial benefits to the historic environment in the form of: access for all to the City Walls; improved conservation and display of the Minster collections; enhanced public interpretation of the Precinct, its archaeology, landscape and the Old Palace; improved educational facilities and access; and, greater access to and enhanced appearance of the landscape made possible by transformation of the Residence's Gardens.

Mitigation measures should include:

- Building recording associated with any changes to the Old Palace.
- Controlled archaeological recording and publication of findings, for example about archbishop's palace.
- Deposition of the above in the Minster Archive, City HER, appropriate digital archive and Yorkshire Museum.



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

7.6 Project Area 4: Own Use Properties

Objectives and proposed development

To enhance the conservation and operation of the Minster by:

- Restoring St Williams College as Chapter offices, conference and events space
- Erecting the final bays of the north quire aisle accommodation consented for York Minster Revealed, and improving the appearance of Chapter House Yard.
- Creating limited accommodation for apprentices, improved storage facilities and a new centre of excellence for stone carving by redeveloping the Deanery garages and part of the garden of No 1 Minster Court (which also enables major improvements to the facilities in the Stoneyard).

Heritage assets

The proposals will directly affect:

- The Minster
- St Williams College
- The Deanery garages (curtilage to the Grade II Deanery)

The proposals will affect the setting of:

- The Minster
- The City Walls
- Nos 1-3 Minster Court
- Grays Court and the Treasurer's House
- Numerous other listed buildings (see Figure 2 and Figure 18)

The proposals may affect:

- Archaeology, including medieval and pre-medieval structures and streets (e.g. foundations).

Significance

This project area affects:

- Many of the structures of highest significance in the Precinct, including the Minster, St William's College and the setting of the City Walls and other listed buildings. The exceptional significance of these is described earlier in this report and in the Minster CMP.
- The character and appearance of the Conservation Area, including Key Views from the City Walls over the gardens and rooftops of Minster Court towards the cathedral.
- The garden of No 1 Minster Court which has no designed landscape value but which has boundary walls, a plot form and a relationship with the house that are historic.
- The Deanery garages, which are simple structures that have been rebuilt in the late 20th century and possess negligible intrinsic interest and a small degree of group value as part of the 1930s Deanery complex.
- Areas which have high archaeological potential to reveal evidence of medieval and pre-medieval York. Of particular interest are the north side of the quire, St William's College and the medieval and post medieval use of the Deanery garage area.
- The river cobbles laid on Minster Yard are an introduction of the 1970s and therefore of no historic significance.

Impact

Enhancement:

- Better care and conservation of the Minster, through enlarged back of house facilities in Chapter House Yard, improved offices and conference facilities in St Williams College and enhanced storage and workshop facilities on the Deanery garages site.
- Sustainment, teaching and dissemination of critical and threatened conservation craft skills by improvements to the Stoneyard and the masons' facilities, and the supply of subsidized accommodation for apprentices.
- Public access to St William's College, including access for all to all the major rooms on the ground and first floors.

Potential harm:

- Impact on the significance of St William's College, for example physical changes to create level access ramps and lifts.
- Impact on the Minster, to extend north quire aisle accommodation.
- Impact of the proposals for the Deanery garages on the character and appearance of the Conservation Area, on the setting of the City Walls, the Deanery and other listed buildings and on Key Views of the Minster and Precinct from the City Walls
- Impact on below-ground archaeological features and deposits, because of new foundations.

Measures to reduce impact and maximise enhancement

Chapter House Yard:

- The proposals for the north quire aisle already have consent, following extensive consultation in order to minimize any impact. Better screening of the car park will be introduced, for example hedges.

Minster Yard:

- Paving materials to match those elsewhere in the Precinct, such as Yorkstone paving and river cobble margins.

St William's College:

- The proposals have been informed by a Conservation Management Plan, archaeological analysis of the fabric and assessment of the below ground conditions, as well as extensive consultation with HE and CoYC, in order to implement proposals for improved access that minimize any harm by careful location and design.
- Works will be accompanied by an appropriate archaeology strategy, and the findings will add to understanding of the medieval form and plan of the building, which is not well understood.

Deanery garages area:

- Prepare a development brief with CoYC and HE to deliver the highest quality solution with the greatest benefits.
- Prepare and implement an archaeology strategy (assessment, evaluation, recording or preservation in-situ where possible, interpretation, archiving and publication).
- The garages are of negligible intrinsic interest but the impact of their redevelopment on the setting of the Deanery and the Key View from the City Walls can be mitigated by maintaining their general form and materials and keeping development at or below the existing ridge line.
- Create greater public access to the world-class masonry skills by means of public viewing into the workshop from the City Walls.
- The garden of 1 Minster Court has no landscape value but there is historic and some aesthetic value in the plot shape, the boundary wall and the setting of the houses, the City Walls and the Minster. In particular, any development here will be clearly visible in the foreground of views from the City Walls towards the Minster. These effects may be addressed by design, through such measures as:
 - Keeping the building height to single storey and below that of the boundary wall.
 - Minimising any new penetrations through the garden wall for access.
 - Orientating the building to emphasise the linearity of the plot.
 - Retaining a full-length strip of garden.
 - Using green roofs or similar approaches to maintain the garden character of the site and enhance its biodiversity.
 - Employing materials appropriate for a back of plot site, such as local York brick and / or timber.
 - Using raft foundations or other techniques to avoid disturbing below ground archaeology by structure and services.

- Development proceeding according to these measures will meet the four widely-recognized tests for the impact of development on important views of the historic environment: it will not break the skyline, it will not visual obstruct significant elements, it will not visually compete with the significant elements, and it will not change the character of the view.
- By these measures, the impact of the proposals on the setting of the City Walls, the Deanery, Minster Court and views of the Minster and wider Precinct from the Walls will be negligible.

Conclusion: residual cumulative impact and mitigation

If the measures to reduce impact and maximise enhancement are implemented, the cumulative residual impact of the proposals for Project Area 4 will be;

- Negligible harm to the historic environment, including the Minster, St William's College, the City Walls and the Conservation Area and its Key Views.
- Significant benefits to the historic environment in the form of: greatly improved access to and interpretation of St William's College - an exceptionally important medieval building; better facilities for managing and maintaining the Minster and its Precinct; and, greatly improved facilities and new residential accommodation for the masons, in order to sustain and spread their world-class skills as an international centre of excellence for the conservation of the Minster and other historic buildings.

Mitigation measures should include:

- Building recording and publication of any new findings about St William's College.
- Controlled archaeological recording and publication of findings.
- Deposition of the above in the Minster Archive, City HER, appropriate digital archive and Yorkshire Museum.

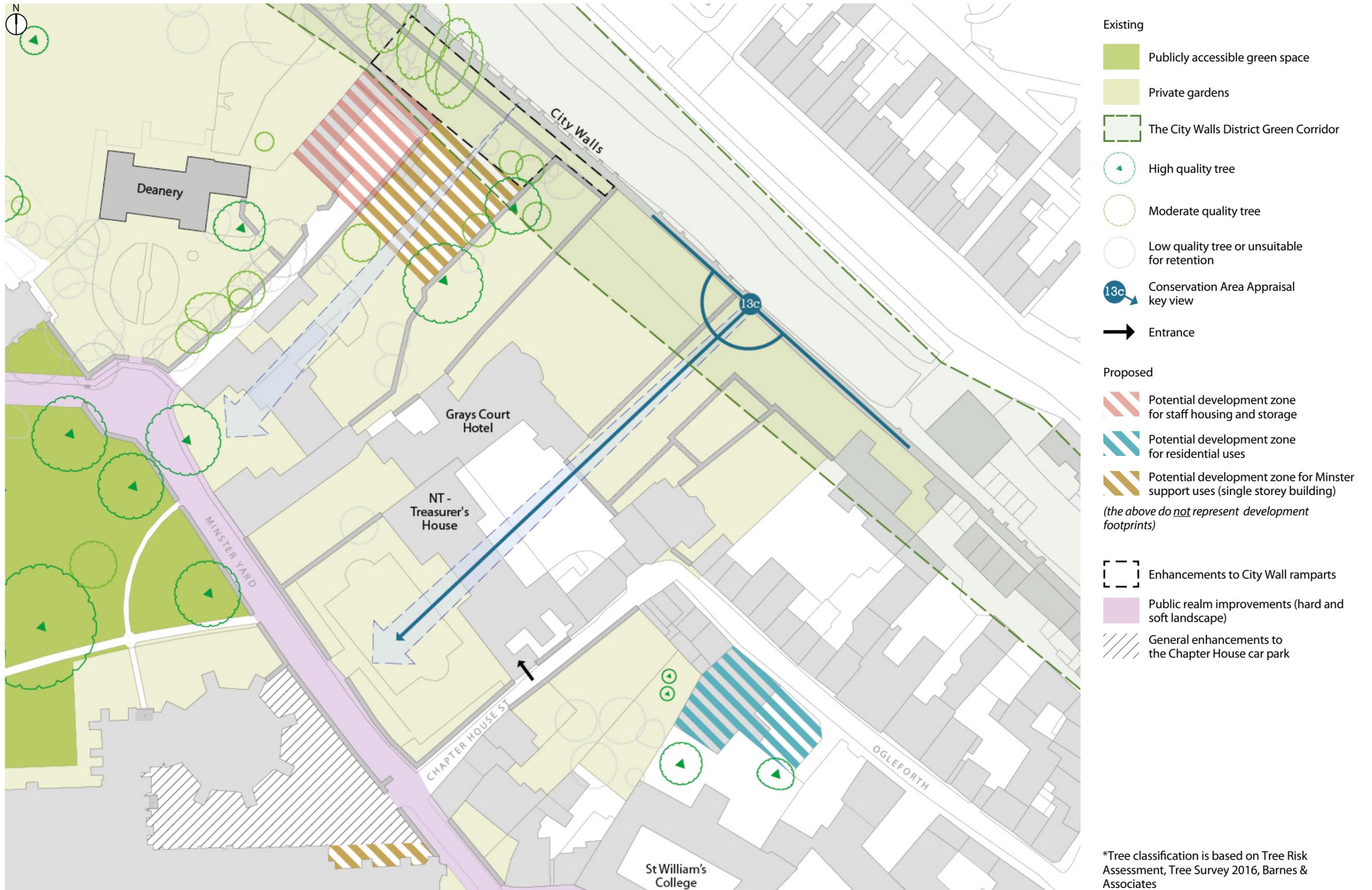


Figure 18: Area 4 Parameter Plan – back of house and storage

Appendix A: YCHCAA Character Area 9: the Minster Precinct

Character Area Nine: The Minster Precinct



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Overview

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

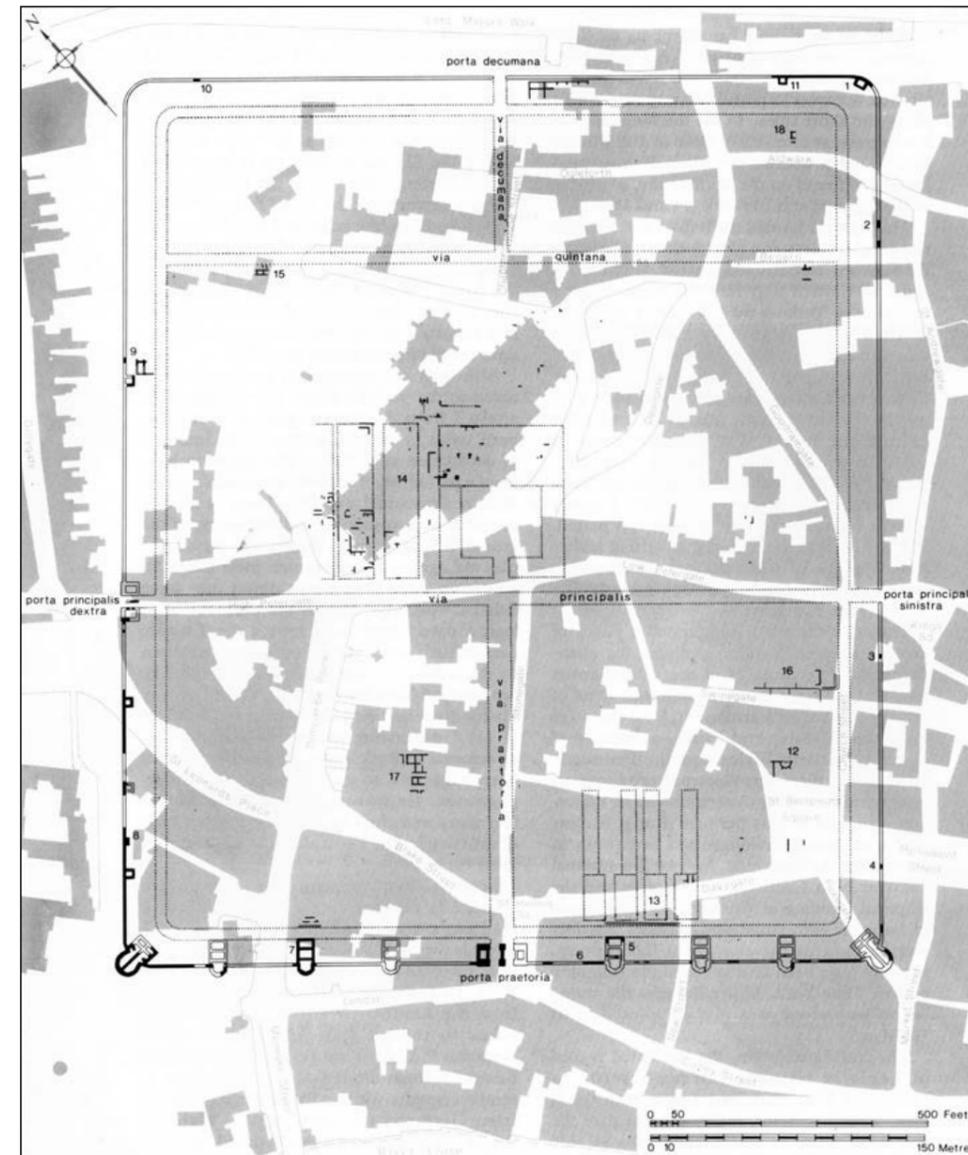
Boundaries

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

Historical development

Pre Conquest

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



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

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

Middle Ages

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

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

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

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

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



The surviving Precinct Gateway to College Street, on Goodramgate

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Transforming the Precinct, c.1550-1950

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

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

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

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



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

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

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

The precinct since 1950

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

Ambience and use

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

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

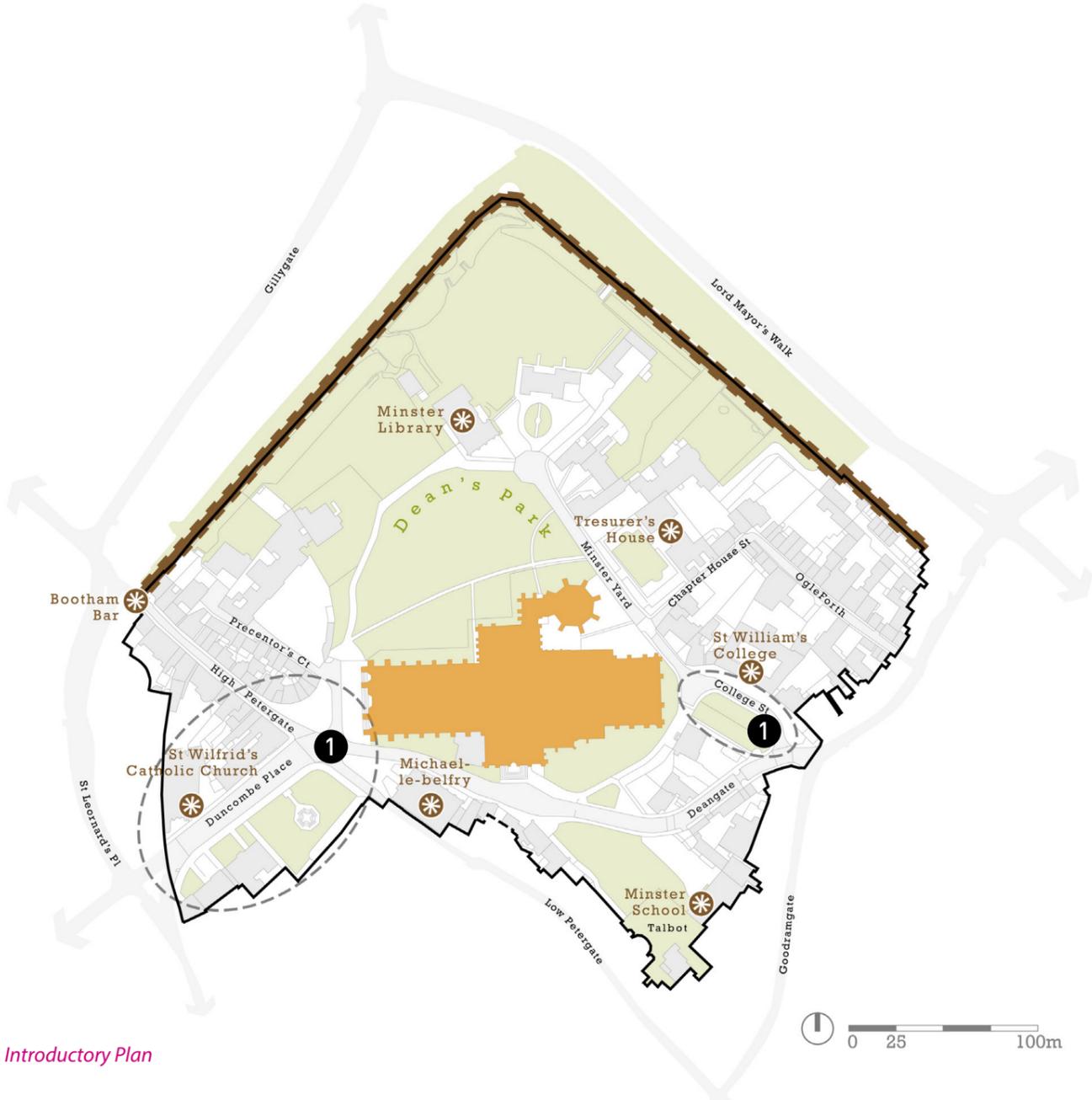
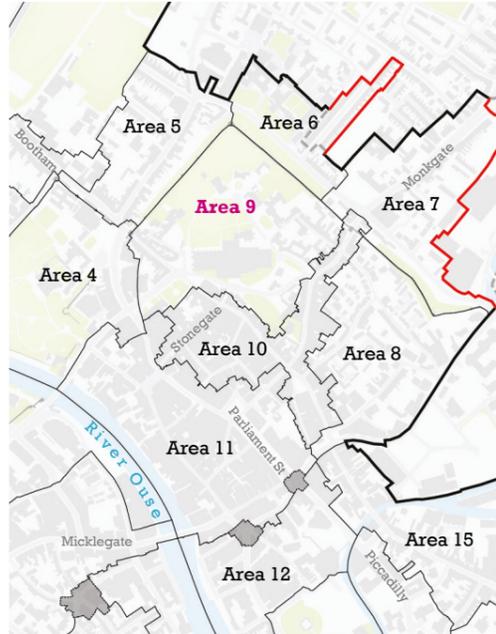


Duncombe Place

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

Area 9 Location plan



Introductory Plan

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Designations

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

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

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



Designation Plan

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Streets & Spaces

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

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

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

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

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



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



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

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Buildings

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

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



St William's College

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

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

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



Surviving casement windows in Precentors Court

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Traffic & Movement

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

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



Pedestrians and cyclists in Minster Yard

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Issues & Opportunities

Strengths

This character area has tremendous inherent strengths:

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

Weaknesses and opportunities

There are two main weakness:

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



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

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

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

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

Both these ideas will require close partnership with the Minster.

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Existing



City Wall

Opportunities



Promote appreciation of Dean's Park and its buildings, monuments and history



Improvements to road and pavement surfaces to make consistent with other footstreets



Well maintained gardens

Views



Strategic fixed with focal point



Strategic dynamic with focal point



Strategic dynamic panoramic



Strategic dynamic panoramic with focal point



Local fixed with focal point



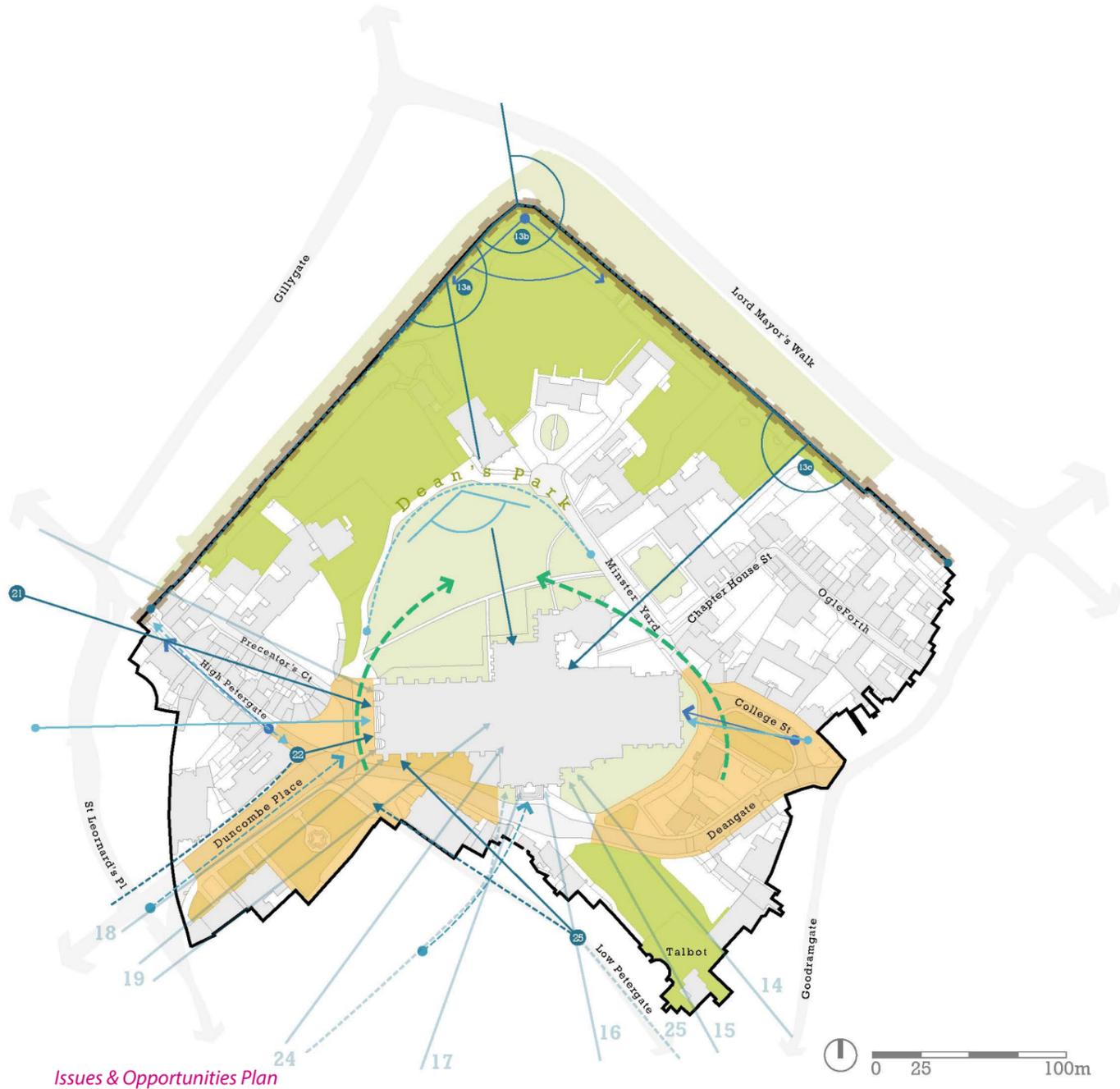
Local dynamic



Local dynamic panoramic



Key view from outside the character area - refer to section 3.5



Issues & Opportunities Plan

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