

COMMITTEE REPORT

Date: 1 September 2022 **Ward:** Guildhall
Team: East Area **Parish:** Guildhall Planning Panel

Reference: 22/00804/LBC
Application at: The Deanery Minster Yard York YO1 7JQ
For: Internal and external alterations to include conversion of existing garages and erection of new block to create apprentice's accommodation, stone workshop and ancillary storage after demolition of greenhouse, potting shed and garden structures

By: Mr Alexander McCallion
Application Type: Listed Building Consent
Target Date: 7 June 2022
Recommendation: Approve

1.0 PROPOSAL

1.1. Listed Building Consent is sought for the conversion of the existing Deanery Garages and the erection of a new single storey building to form apprentice accommodation, stone workshop and ancillary storage following the demolition of an existing greenhouse, potting shed and garden structures.

1.2. The application site is located on land to the North East of the existing Deanery and includes land to the rear of No's 1 and 2 Minster Court. Access to the site is via the existing private road known as Minster Yard joining the public highway at the junction of College Green and Chapter House Street. The application site is located within the designated York Minster Cathedral Precinct Scheduled Monument. The site is within the Central Historic Core Conservation Area and a number of the buildings within the immediate vicinity are listed buildings of varying grades. The Deanery itself is Grade II Listed with the existing garages being considered curtilage listed. The City Walls are located immediately to the rear of the application site.

1.3. The proposals consist of three component elements. A proposed oblong scaffold and garden store to be located along the north west flank of the site. this structure will occupy a footprint of approximately 130m². The structure will stand to approximately 2.8m in height and consist of a series of open bays within which scaffold can be stored. Behind these open bays will be an internal store area. The

roof is to incorporate solar pv panels which will stand at an angle from the roof plane, standing approximately 50cm high.

1.4. The main structure within the proposal will sit centrally within the site and be formed following the partial demolition of parts of the existing garage structure. The retained elements of the garage will then be extended to form a broadly u-shaped building arranged around a central courtyard area. This element will have a built footprint of approximately 600m². The building will utilise a predominately flat roof standing 3.5m tall. This will increase to a maximum height of approximately 5.7m created a by vaulted roof feature which will face North East toward the City Walls. A range of uses are proposed within this building 6no. bedrooms each consisting of a bed, desk space and toilet/shower facilities and outdoor terrace. A communal kitchen living space. A stone workshop consisting of 15.no workstations. General storage, an office space, welfare facilities and ancillary spaces such as bin store, plant room and drying room. A further 4.no external mason's workstations are to be sited between the main building and the adjacent breakout pavilion.

1.5. The final built element of the scheme comprises of a detached single storey breakout pavilion located to the South East of the main building; the two will be linked via a covered walkway. The building will provide a breakout space and welfare facilities. The structure will be flat roofed standing approximately 3m in height. This building will cover approximately 60m².

1.6. A related Full planning application 22/00803/FUL for the proposals are reported elsewhere on the agenda.

Relevant Planning History

1.7. Also of relevance are applications 22/00788/FUL and 22/00789/LBC which relate to proposals at the Minster Stoneyard, 4 Deangate which is located approximately 250m to the South East of The Deanery. These applications are of relevance as they include proposals which, along with the proposals contained within the applications relating to The Deanery form part of the Centre of Excellence for Heritage Craft Skills and Estate Management concept that the Minster is pursuing.

1.8. The Centre of Excellence is intended to begin addressing the long-standing heritage skills shortage, which is not only felt by the Minster but also other institutions across the country and globally. Whilst the Minsters stoneyard is already internationally renowned, current facilities are constrained and inadequate for the long term task of sustaining the skills required to conserve heritage assets. It is the intention of the applicant to enhance their own in-house skills and capabilities to the

benefit of their own estate; but also, to introduce a commercial element which will allow those skills to be traded within similar institutions globally.

1.9. A call-in request was received from the Ward Councillor, Cllr Craghill, citing the importance of the proposals to the city and level of public interest.

2.0 POLICY CONTEXT

2.1. Planning law requires that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise (section 38(6) Planning and Compulsory Purchase Act 2004).

2.2. Section 16 of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that in considering whether to listed building consent for any works special regard shall be given to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

2.3. The Statutory Development Plan for the City of York comprises the saved policies and key diagram of the otherwise revoked Yorkshire and Humber Plan Regional Spatial Strategy (2008) and any made Neighbourhood Plan.

2.4. Case law has made clear that a finding of harm to a conservation area or listed building or its setting is a consideration which the decision-maker must give considerable importance and weight when carrying out the balancing exercise to give effect to its statutory duties under section 16 of the 1990 Act. There is a “strong presumption” against the grant of listed building consent in such cases.

National Planning Policy Framework

2.5. The National Planning Policy Framework sets out the Government’s overarching planning policies and at its heart is a presumption in favour of sustainable development. For decision making this means; ‘approving development proposals that accord with an up-to-date development without delay’; or where there are no relevant development plan policies, or the policies which most important for determining the application are out of date, granting permission unless:

- The application of policies in this framework that protect areas or assets of particular importance provides clear reason for refusing the development proposed; or

- Any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF taken as a whole.

2.6. Paragraph 38 advises that Local Planning Authorities should approach decisions on proposed development in a positive and creative way and work proactively with applications to secure developments that will improve the economic, social, and environmental conditions of the area. Decision-makers at every level should seek to approve applications for sustainable development where possible.

2.7. Section 16 of the NPPF relates to conserving and enhancing the historic environment. Paragraph 197 states that in determining applications local planning authorities should take account of the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable use. The positive contribution that conservation of heritage assets can make to sustainable communities and the desirability of new development making a positive contribution to local character and distinctiveness.

2.8. Paragraph 200 goes on to state that any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification. Substantial harm to or loss of grade II Listed Buildings, or grade II registered parks or gardens should be exceptional. Assets of the highest significance, notably scheduled monuments, protected wreck sites, registered battlefields, grade I and II* listed buildings, grade I and II* registered parks and gardens, and World Heritage Sites, should be wholly exceptional.

York Minster Precinct Neighbourhood Plan

2.9. The York Minster Precinct Neighbourhood was 'made' on 16th June 2022. The Neighbourhood Plan now forms part of the statutory development plan for the City of York. Applications must be determined in accordance with the development plan unless material considerations indicate otherwise. Relevant policies within the Neighbourhood Plan are:

C2 – Listed Building Consent

2.10. The Minster Neighbourhood Plan also includes a series of defined Project Areas. These are areas within which a specified set of proposals or aspirations are intended to be delivered. The application site in this case is located within Project

Area 4 – Own Use Properties. Policy PA4 requires that proposals should respond positively to the historic character of the site, including:

- Setting of the City Walls
- Views from the City Walls to the Minster
- The linear land divisions
- The characteristics of the historic roofscape
- The ancillary ‘back of plot’ history and nature of the site.

2.11. Subsections A,B and C of Policy PA4 are also of relevance here. These subsections relate to demarcated areas within Project Area 4 and set out the aspirations of what development is intended to be delivered. Subsection A states: ‘Existing garages and rear garden space to be redeveloped to provide storage on the ground floor and Mister staff housing on the first floor. Redevelopment to be no higher than the existing ridge line, and its plan, massing, roofscape, materials and details to respond positively to the character and appearance of the site and the setting of heritage assets.’

2.12. Subsection B states: ‘A new workshop to house the Minster’s masons will be created as part of the investment in the Stoneyard to establish an international centre of excellence for heritage skills across the Precinct. The building is to be lightweight, single storey construction, with green living roof and is to be sensitively designed in relation to the character of the retained gardens.

2.13. Subsection C states: ‘The display of part of the Minster’s lapidarium with examples of historic stone being able to be viewed from the City Walls.

PUBLICATION DRAFT LOCAL PLAN (DLP 2018)

2.14. The DLP was submitted for examination on 25th May 2018. Phase 1 of the hearings into the examination of the Local Plan took place in December 2019. Phase 2 of the hearings concluded in May 2022. Phase 3 of the hearings took place in July 2022 and Phase 4 is currently scheduled for September 2022. In accordance with paragraph 48 of the NPPF the Draft Plan policies can be afforded weight according to:

-The stage of preparation of the emerging plan (the more advanced the preparation the greater the weight that may be given);

- The extent to which there are unresolved objections to relevant policies (the less significant the unresolved objections, the greater the weight that may be given); and

-The degree of consistency of the relevant policies in the emerging plan to the policies in the previous NPPF published in March 2012. (N.B: Under transitional arrangements plans submitted for examination before 24 January 2019 will be assessed against the 2012 NPPF).

2.15. Key relevant DLP 2018 policies are:

D5 – Listed Buildings

DRAFT LOCAL PLAN 2005

2.16. The City of York Draft Local Plan incorporating the Fourth Set of Changes Development Control Local Plan (April 2005) was approved for Development Management purposes. The 2005 plan does not form part of the statutory development plan for the purposes of S38 (6) of the Planning and Compulsory Purchase Act 2004. Its policies are however considered capable of being material considerations in the determination of planning application where policies relevant to the application are consistent with those in the NPPF although the weight that can be attached to them is very limited.

2.17. Paragraph 11 of the NPPF states that decisions should apply a presumption in favour of sustainable development which means, for decision taking:

- Approving development proposals that accord with an up-to-date development plan without delay; or
- Where there are no relevant development policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:
 - o The application of policies within this framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or
 - o Any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this framework taken as a whole.

2.18. However, the presumption does not apply if the proposal conflicts with policies within the NPPF intended to protect designated heritage assets in accordance with footnote 7 of the NPPF.

3.0 CONSULTATIONS

INTERNAL

Application Reference Number: 22/00804/LBC

Item No: 4f

Conservation Architect:

3.1. I support the aspirations of the Chapter of York in establishing a Centre of Excellence for heritage craft skills and do recognise that there will be identifiable public benefits that stem from such a centre. However we must raise objection to the proposals as we do not consider the current proposals have sufficiently addressed the issues raised at pre-application stage, do not meet the requirements of the Minster Neighbourhood Plan, and would cause high degree of less than substantial harm to both setting of historic assets and character of the conservation area.

City Archaeologist

3.2. No objections raised but highlights that the site is within the area of the former Roman fortress. In particular close to a former gateway. The line of the City Wall follows the boundary of the fortress wall. It is anticipated that archaeological features and deposits survive at this location from all periods. It will therefore be necessary to condition an archaeological watching brief on all ground works at the site.

EXTERNAL

Guildhall Planning Panel

3.3. No comments received in respect of the LBC application. However the panel commented in support of the Planning Application noting 'an interesting and imaginative scheme'.

Historic England

3.4. The precinct is one of the defining features of a medieval English cathedral. York Minster Precinct encompasses a rich array of buildings and spaces with a markedly different character north and south of the minster.

3.5. The character of the north part has retained much of its historic seclusion, with high-status historic houses set within mature gardens, partially enclosed by one of the best preserved and picturesque sections of the city walls. Views between the minster and the city walls here contribute considerably to their settings, as well as to the character of the conservation area.

3.6. The development of two rear garden plots on this part of the precinct – the former Deanery Garages and Workshops site and the gardens of no.2 Minster Court – are a key element of the vision of the Chapter of York to establish the Precinct as an internationally recognised Centre of Excellence for heritage craft skills and estate management.

3.7. Historic England is strongly supportive of the aims and ambitions behind the proposals and welcomes its positive evolution from the proposals discussed at pre-application stage. However, we consider there is scope in the proposals to introduce adjustments that would help better mitigate impact and improve the positive contribution the building can make to this sensitive site of the precinct and outstanding views towards the minster. We therefore recommend amendments to the proposals are pursued, in line with statutory and policy requirements.

Six National Amenity Societies

3.8. No comments have been received.

4.0 REPRESENTATIONS

4.1. The application has been advertised via Site Notice and local Press Notice. No representations or comments have been received from members of the public.

5.0 APPRAISAL

Key Issues

5.1. The key issues are as follows:

- Impact Upon Heritage Assets

Impact upon heritage assets

5.2. Given the location of the proposed development there are number of heritage assets which are within the immediate and general vicinity of the site. These include various listed buildings of varying grades. The site also sits within a scheduled monument and designated Conservation Area. Assets such as the City Walls and York Minster are some of the most significant heritage assets within the city.

5.3. The Planning (Listed Buildings and Conservation Areas) Act 1990 places several obligations upon the LPA. Section 16 requires that in considering whether to grant Listed Building Consent for any works the LPA shall have special regard to the desirability of preserving listed buildings or their setting or any features of special architectural or historic interest which they possess.

5.4. Policy D5 of the DLP 2018 both have the overarching objective or seeking to ensure that development proposals preserve or enhance the areas or buildings which contribute to the overall historic significance of the city. Policy C1 of the Minster NHP also requires that development proposals should protect, conserve and

seek opportunities to enhance the internationally important historic environment of the Minster Precinct.

5.5. Paragraph 189 of the NPPF states; Heritage assets range from sites and buildings of local historic value to those of the highest significance, such as World Heritage Sites which are internationally recognised to be of Outstanding Universal Value. These assets are an irreplaceable resource, and should be conserved in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of existing and future generations.'

5.6. In support of the application a Heritage Impact Assessment has been submitted. This document identifies the various historic assets within the precinct which may be affected by the proposed development and identifies their significance. Existing features such as the Deanery Garages and Workshop have been identified as being a low significance. At the opposite end of the scale features such as the Minster and City Walls have been identified as being of exceptional significance.

5.7. Within the context of the buildings proposed within this application the HIA notes that there is an established hierarchy of spaces within this area of the precinct with the City Walls forming the defined boundary to the North and West, generous rear gardens and ancillary buildings, the principal residences and at the centre the Minster. This creates a distinct layering culminating in the Minster.

5.8. The HIA states that the garden of 2 Minster Court has no landscape value but considers there to be historic and some aesthetic value in the plot shape. It acknowledges that development in this location will be clearly visible in the foreground of views from the City Walls towards the Minster but that it may also be visible from the Central Tower of the Minster. The HIA then sets out a series of principles which could be used in the design to mitigate these impacts. These include:

- 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.

5.9. The HIA states that development proceeding according to these measures will meet the four widely-recognised tests for the impact of development on important views of the historic environment; it will not break the skyline, it will not visually obstruct significant elements, it will not visually compete with the significant elements, and it will not change the character of the view.

5.10. The HIA then goes on to summarise the impacts of the proposed development. It concludes that the proposals would result in the loss of a small portion of the 18th Century curtilage listed boundary wall and the loss of the 19th Century potting shed, which would overall cause only very minor harm to the significance of the Grade II* listed Minster Court.

5.11. The proposals would result in the loss of the roof and late-20th Century portions of the curtilage listed Garages and Workshops, however their significance and contribution to the setting of the nearby listed buildings and to the character of the conservation area is limited and therefore this harm would therefore be minimal. It would result in very minor harm to the significance of the Grade II listed Deanery largely through the loss of historic association. The loss of the 20th Century portions of the complex – although following the original design – would cause no harm.

5.12. The HIA assesses that the proposals would result in a moderate degree of less than substantial harm to Minster Court (Grade II*) and the Deanery (Grade II) through the:

- The development of part of the garden plot, which would result in the loss of part of the buildings garden setting – causing moderate harm. This change was established through the designation of this plot for development in the York Minster NHP, and would be mitigated through the use of lightweight linear buildings of appropriate scale and materials and the retention and replanting of a sizeable portion of the garden.
- Partial loss of distinction between the two plots brought about by spanning them within one roof, which has been mitigated through the retention of the majority of the boundary wall and its emphasis within the courtyard and the accommodation range – overall this would cause moderate harm;
- The loss of the curtilage listed potting shed would cause minor harm to the significance of Minster Court;
- The loss of the Garages and Workshops as associated ancillary structures and physically the loss of roofs which read alongside those of the Deanery, would cause minor harm to the significance of the Deanery.

5.13. The workshops would invite views through its clerestory windows and could potentially be considered to cause harm to the character and appearance of the conservation area and setting of the listed buildings by disrupting some of the layered views of the Minster from the City Walls, they would however form a subtle new visual connection which links the craft of stonemasonry directly to the primary heritage asset within the Precinct – the Minster. They would not obscure views of any nearby heritage assets and given the buildings low scale and landscaping proposals they would in some views enhance the character of the conservation area and setting of the listed buildings.

5.14. The proposals would slightly change the visual character of the site by introducing a unique roof form to this portion of the Precinct, which may be considered by some to cause harm, however, this contrasting form subtly reflects the form of the ramparts and its finish would match the colour of nearby tiled roofs – which would ensure it reads as an appropriate new layer within the Conservation Area.

5.15. The use of the site for stonemasonry would change the use of this site – introducing new sounds through the actions of stone carving and the movements associated with vehicles. The western plot is currently used as garages, gardener's and scaffold stores therefore the change here would not be dissimilar nor would it be more intrusive, whilst the garden of Minster Court would be used as a quiet space thereby largely retaining its domestic garden character. The impact associated to this use would therefore have limited impact on the setting of the listed buildings and the character of the conservation area.

5.16. The HIA concludes that the 'Cumulative impact of these proposals is that they would result in a moderate degree of less than substantial harm to the significance of the heritage assets.

5.17. As part of the assessment of the proposals the Councils Conservation Architect has reviewed the submitted details. As is set out earlier in this report they have raised objections to the proposals. In their comments a series of areas of objection are raised.

- They note that 'the setting of the City Walls is in part defined by a hierarchy of spaces, the more open garden space setting immediately adjacent, the mix of domestic scale properties as you look toward the Minster (generally increasing in scale toward the Minster, the buildings closest to the wall both small scale and low key); and finally the Minster itself with its scale and grandeur dominating the whole. The proposal interrupts this hierarchy (reducing the

dominance of the Minster) by introducing a very large footprint building where there currently aren't any'.

- This site (particularly to the rear of Minster Court) provides a largely empty, quiet, undeveloped, and spacious setting for both Minster Court, but also the Minster itself. The spaces are domestic in character, lean-to greenhouses and the curtilage listed workshops and garages have a very strong 'back of house' character which contribute to the significance of this part of the conservation area and setting of listed buildings and structures. The new building will be far larger than any other ancillary buildings in this location with no sense of domestic scale or character.
- The Conservation Area Appraisal (Minster Precinct) describes the character of the proposed sites, North of the Minster, and states: 'Today, the character of the Precinct splits into 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.
- It is important to recognise the importance of how tranquil and secluded the site feels and contributes to the setting of various assets. The setting of heritage assets is defined as how the asset is appreciated but this isn't just visual device.
- The approach to opening up the full upper elevation of the new elevation of the new building towards the wall to create a 'public front' to the building promoting the uncharacteristic activity within this quiet, domestic setting is wrong and views into active workspace should be limited to glimpses to minimise the negative impact on the current 'quiet' character the sites currently hold.
- The proposed building will be far more distracting than the current development within the garden space is, and this will harm the setting of the walls, listed buildings and Minster.
- The linear plot divisions are particularly distinctive in this location and contribute strongly to the aesthetic and historic heritage values of the site. It was an important consideration during the pre-application process that this was a proposal for two sites and not one. The current proposal will obliterate and appreciation of the historic plot separation.
- The proposed architectural language of the building is also very alien in its context. Combined with the roof and scale results in a building that lacks any domestic character and will appear strikingly discordant in this location.

5.18. The Conservation Architect concludes their comments by stating that, in their view, the setting of the walls, Minster and Listed Buildings will be harmed by the introduction of a building substantially larger than any that currently exist in this location, that obscures any understanding of the historic plot boundaries, and existing spacious garden and ancillary back of house character in an architectural language of building that does not relate positively to existing character. They close

their comments stating that they do not consider the proposals to have 'sufficiently addressed the issues raised at pre-application stage, do not meet the requirements of the Minster Neighbourhood Plan, and would cause a high degree of less than substantial harm to both setting of historic assets, and character of the conservation area'.

5.19. Given the significance of the application site and the extent of the proposals Historic England have also been consulted on the proposals. They too have identified that, in their view, the proposals would give rise to a medium level of harm being caused to the character of the Conservation Area and the contribution setting makes to the significance of the City Walls. They also conclude that a low level of harm would be caused to the Minster by affecting the contribution setting makes to its significance.

5.20. Historic England then go on to make a series of suggestions to mitigate their concerns:

- Strongly encourage the single roof unifying the complex is revised in favour of it being read as a collection of buildings around a verity of open spaces. We consider disaggregating the roof form of the main building into different components would help better integrate the structure within the grain and roofscape of the surrounding residential buildings.
- A reduction in the eaves extension on the external elevations would reduce the expanse of the building. This would in turn help reduce its disrupting impact on the setting of the City Walls and surrounding designated assets.

5.21. The applicant has provided a response to these concerns raised by both Historic England, these are covered in greater detail in the design section of this report. Despite the concerns highlighted by both the Councils Conservation Architect and Historic England the applicant has not advanced any revisions to the proposals. The applicant maintains that the proposals stand and, in their view, provides clear justification for the scheme.

5.22. The proposals would result in a degree of harm being caused to the character and setting of various heritage assets that existing within the vicinity of the site. As is set out above the extent of this harm is graded by differing parties at slightly different levels of extent. However, all have stated that they consider the impact to be less than substantial harm. The submitted Heritage Impact Assessment concludes that a moderate degree of less than substantial harm to the significance of heritage assets will occur.

5.23. The proposed development would give rise to a degree of harm being caused. Paragraph 200 of the NPPF states: 'Any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting) should require clear and convincing justification, Substantial harm to or loss of: grade II listed buildings or grade II registered park or gardens, should be exceptional; assets of the highest significance, notably scheduled monuments, protected wreck sites, registered battlefields, grade I and II* listed buildings, grade I and II* registered parks and gardens, and World Heritage Sites, should be wholly exceptional.

5.24. It is also important to quantify the impact upon designated heritage assets. Paragraph 201 of the NPPF is clear, subject to a series of defined exceptions, that in cases where substantial harm would occur local planning authorities should refuse consent. The level of harm that could arise in this case has been categorised as being less than substantial.

5.25. In cases where the level of harm is assessed as being less than substantial paragraph 202 of the NPPF is of relevance; this states 'Where a development will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.'

5.26. The possible public benefits are considered later in this report.

5.27. The proposals would be considered to cause a degree of harm to elements of the Listed Building, contrary to Policy D5 of the DLP and C2 of the NHP.

Public Benefits

5.28. In support of the application the applicant has presented a case setting out what they believe to be the public benefits of the scheme.

A Heritage Asset of International Importance

5.29. York Minster and its precinct is of international importance housing the Grade I Listed Minster, a collection of Grade II and Grade II* Listed properties and one of a number of Scheduled Ancient Monuments in the immediate vicinity. The Minster acts as a major tourist attraction in the North of England, but more importantly is a house of prayer, it is a sensitive and highly complicated area of the city for which its future must be planned carefully.

Safeguarding the Minster in the context of declining Craft Skills

5.30. It costs over £22,000 a day to care for and operate York Minster. The Minster receives no ongoing Government funding or central Church of England financial support towards the care of the fabric and relies entirely on the generosity of our community, paying visitors and funding bodies to sustain its care and operations. Much of the craftsmanship is undertaken in the shadow of the Minster, by the Minster craftspeople.

5.31. The Chapter of York has a vision to establish the Precinct as an internationally recognised Centre of Excellence for heritage craft skills focused around a campus facility. This is a critical programme of reimagining and cementing the long term sustainability of the craft skills which must endure to safeguard the care of York Minster for the next century.

5.32. Reflecting the current context of declining craft skills, only 10 cathedrals of the 42 Anglican Cathedrals in England continue to have their own dedicated craftspeople. Nearly all of these ten have stoneyards based in very close proximity to the cathedral itself. These ten cathedrals form the foundation of the Cathedrals Workshop Fellowship which have joined together to create a new generation of craftspeople capable of caring for the nations cathedrals and heritage buildings.

5.33. Some, like York, have a full range of trades, whereas others are formed of stonemasons, glaziers, joiners, working closely with plumbers and electricians. The common factor of all yards is that exist solely because of the cathedral.

5.34. The loss of skills through retirement is something the Chapter of York are keenly aware of with some of their longest serving members of staff approaching the end of their working careers. Reports from sector led organisations such as Historic England have also highlighted consistent gaps in the supply of craftspeople with a specific background in historic building conservation.

5.35. In tandem it is important to think about the future and respond to innovation. The return of historic techniques such as hot lime mortar and the introduction of modern processes and working practices such as digital technology, data scanning and Computer Aided Design have been introduced. Apprentices already receive the very best heritage training but have little exposure to the use of new technologies such as CAD and modern saw technology. Embracing these tools will assist in attracting more apprentices to this important national heritage.

Meeting Wider Neighbourhood Plan Objectives

5.36. Aside from safeguarding the restoration of the Minster there are significant other public benefits. Including; creating a world class visitor experience to ensure

vital visitor income is sustained. Creating a welcoming precinct. Supporting the day to day life of the in house Minster functions.

5.37. It is the applicants view that the proposals offer a once in a generation opportunity to create a Centre of Excellence for the Minster which will not only provide a considerable range of meaningful benefits locally but also nationally and internationally. The new facilities would solidify York Minster as an international centre for heritage excellence. Maintaining and enhancing the facilities also offers opportunities for specialist training which will address the skills shortage in a unique heritage setting whilst also securing the conservation of the Minster and its Precinct in the long term.

Economic Benefits

5.38. The economic benefits of the proposals are far reaching, building upon direct benefits to the Minster and the City of York to solidify York Minster as an international centre for Heritage Excellence. This would be via the creation of partnerships with international institutions including Trondheim, Milan, Cologne and Washington Cathedrals and Singapore University. These will put York on the national and international stage, acting as a focus for craft skills and investment. Partnerships are fundamental to this project and we (the applicant) have already shown that institutions from across the world are eager to be part of this project for the benefit of heritage sectors internationally. The potential connections the city will make through this project are wide ranging. The University of York for example see this as the beginning of a new heritage sector in the City.

5.39. Indirect economic benefits brought about through tourism and the enhanced interaction between the public and the stonemasons building on the success of the Masons Lodge on Queens Path. The Minster has a strong track record of engaging visitors to the process of conservation and sustainable heritage.

5.40. The project will create additional commercial opportunities allowing work to be done for other heritage bodies across the Country in the future.

5.41. Digital technology sits at the heart of the project. The Minster will embrace digital technology as a tool to support the work they do and to train their apprentices. Work with University of York on a range of digital projects has already started. The statue of HM The Queen was created using the technology that will be invested in.

5.42. Ensuring dedicated Minster craftspeople, as well as a training facility for training the Cathedrals Workshop Fellowship. This will assist with addressing the

national heritage skills shortage – upskilling workers and creating job opportunities across the heritage skills spectrum.

5.43. The provision of state of the art facilities for the stonemasons to allow work to be better showcased to potential benefactors to encourage donations for the upkeep of the Minster.

5.44. The sustainable reuse of the existing built form will halt any areas of decline and provide an enduring future which will reduce the need for upkeep allowing funds to spent on other much needed projects elsewhere in the Precinct.

Social Benefits

5.45. Creating The Centre for Excellence for Heritage Craft Skills, leading the way on an international stage for future partnerships and knowledge sharing through Research and Development.

5.46. The creation of buildings that represent the upmost design excellence, reinforcing the precinct's distinctive character utilising innovative design through the use of flexible adaptable buildings; and the provision of dedicated bed spaces for national and international students.

5.47. Building upon the success of the York Minster being the first cathedral to have a Neighbourhood Plan, leading the way in transforming policy and practice in delivering managed change for a heritage asset. Taking the lead from the past, where York Mister has had a dedicated works department since the 11th Century.

5.48. Opening up the Minster's activities to the wider city – the proposals will increase public access to the work of the stonemasons and glaziers, by subtly inviting views into the workshops and encouraging public engagement/interest in the craft. This will enhance the public's understanding of stonemasonry as a craft and the key building material of the Minster and its Precinct.

5.49. Supporting the Minster's ambition to establish the whole of the Precinct as a national and international centre of excellence for heritage craft skills and heritage estate management focused around a campus facility in line with Neighbourhood Plan Objectives.

Environmental Benefits

5.50. Conserves and enhances the internationally acclaimed historic and cultural heritage of York Minster, its Precinct and the Neighbourhood Area. It will also

provide a benchmark for new development striving to achieve Eco Gold Church Status by taking a lead on driving the new zero agenda in a restrictive heritage environment.

5.51. Creates a truly sustainable development, through the provision of accommodation on site for apprentices in the heart of the city. Environmental sustainability sits at the heart of how the Minster is cared for. Meaningful reuse of materials from the Deanery garages and workshops and the introduction of solar panels contribute considerably to the sustainability of the scheme – aligning with endeavours to mitigate the climate crisis.

5.52. The reuse of a previously underutilised area within the Minster Precinct enables these facilities to be places in areas of relatively lower significance – compared with the remainder of the highly sensitive precinct.

Planning Balance

5.53. As has been set out in the earlier sections of this report the application site is sensitive, with a number of heritage assets within the vicinity. One matter that is agreed between the applicant and technical consultees is that the proposals will result in a degree of less than substantial harm being caused the character, setting and significance; including an element of total loss (potting shed and greenhouse), of various designated heritage assets existing within the immediate vicinity of the site and the wider Minster Precinct; although the severity of that harm is view differently by different parties.

5.54. The significance of the Minster and its Precinct to the City of York cannot be underestimated. The Minster itself is one of, if not the most significant building in the city. Its presence over the city centre can be experienced in close quarters but it is also a prominent feature within the views and approaches to the city. The City Walls are also a defining feature of the city. The overarching objective has to be to safeguard these assets. It is these assets that form part of city's identity. The proposals within this application would put in place the means to facilitate, grow and sustain this. That is not to diminish the acknowledged harms that the proposals would have in terms of impact upon designated heritage assets. However, it is considered that these harms would in practice be localised and limited to the area of the precinct within which development is proposed.

5.55. Existing views from the City Walls would be altered through the introduction of the new built form on the site. However, as is set out within the adopted Minster NHP development was intended to occur here, hence the designation and inclusion of the site within Policy PA4. Furthermore, whilst the existing views would be

altered, they would not be blocked. The proposed development would not be taller than the existing. The Minster would still dominate views from this area of the City Walls and the City Walls would not be totally obscured by the development.

5.56. In considering the Minster Precinct as a whole and the Neighbourhood Plan Area. One characteristic is that space is a finite resource. The southern side of the Minster is more densely developed and is the focus for many visitors. In contrast the Northern side is less densely developed however on the Northern side much of the open space extends right up to the Minster itself. In this context it therefore difficult to conclude that there is a more suitable or favourable location for the development. The proposals would allow for the skills and work of the craftspeople to be retained within the Precinct that they are tasked with caring for – a feature that has existed for centuries and which itself is a significant characteristic of the overall character and setting of the Precinct. It is also considered likely that any alternative location to the northern side of the Minster would have a far greater impact in terms of impact upon or loss of heritage assets – as it would likely be closer to buildings of higher significance such as the Minster or the Minster Library.

5.57. The proposals within this application and the wider concept of the Centre of Excellence being promoted by the applicant represent a new way of thinking for the applicant and they are seeking to take a proactive approach to the issue of declining skills in this sector. The proposals will assist with securing the long-term future of the Minster and the wider precinct. There is also the opportunity to broaden expertise in this field not just within the City but further afield. It could be argued that such outcomes would enhance the Precinct through increasing its standing within the field of Heritage and Craft Skills.

5.58. Whilst the proposals do not comply with policy D5 the 2018 DLP and C2 of the NHP; there are other substantial material considerations that are relevant in the context of the NPPF and the Minster NHP. The NPPF is clear that in cases where less than substantial harm is considered to occur the public benefits of that harm must be considered with the public benefits weighed against the harms. Furthermore the proposals would deliver one of the key aspirations set out within the adopted Minster NHP.

5.59. It is considered that on balance the proposals would bring about greater, longer term public benefits not only to the Precinct and the buildings within it but also the city and even other significant historic institutions not only in the UK but also internationally. These on balance outweigh the harms that would be caused.

6.0. CONCLUSION

6.1. Section 38 (6) of the Planning and Compulsory Purchase Act 2004 requires planning decisions to be made in accordance with development plan. The Minster NHP forms part of the statutory development plan for the City of York; and as is set out above the proposed development is considered to accord with the provisions of the Minster NHP. Regard is had to the advice within paragraph 199 of the NPPF that when considering the impact of a proposed development on the significance of a designated heritage asset's conservation (and the more important the asset, the greater the weight should be) and to the statutory duty to give considerable importance and weight to the harm to listed buildings and conservation area. The public benefits are summarised in the earlier sections of this report above. Whilst it is acknowledged the proposed development will give rise to varying degrees of harm various designated heritage assets and therefore the Conservation Area. It is on balance, considered that these less than substantial harms would be outweighed by the public benefits the proposals would bring about even when giving great weight to the conservation of these assets. The proposals would deliver a very clear objective of the Minster Neighbourhood Plan. The proposals would also facilitate the delivery of the Centre of Excellence for Heritage and Craft Skills.

6.2. It is therefore recommended that Listed Building Consent be granted; subject to any conditions outlined below. However, it should be noted that a number of matters relating to the eventual operation of the site, the implementation of any development and relevant protection measures to mitigate the impacts of development are covered by conditions attached to the associated application for planning permission therefore they do not require repeating in the granting of Listed Building Consent.

7.0 RECOMMENDATION: Approve

1 TIMEL2 Development start within 3 yrs (LBC/CAC)

2 The development hereby permitted shall be carried out in accordance with the following plans:-

Existing Site Location Plan - Drawing No. 547-Q-000

Tree Survey and Constraints - Drawing No. BA11441TS Rev A

Arboricultural Impact Assessment - Drawing No. BA11441AIA Rev A

Proposed Breakout Pavilion and scaffold store - Drawing No. 547 Q-123

Proposed North West and South East Site Elevation - Drawing No. 547 Q-122

Proposed North West and South East Elevation - Drawing No. 547 Q-121

Proposed South West and North East Elevation - Drawing No. 547 Q-120

Proposed Section E - Drawing No. 547 Q-112

Proposed Section C and D - Drawing No. 547 Q-111

Proposed Section A and B - Drawing No. 547 Q-110

Proposed Ground Floor Demolition - Drawing No. 547 Q-105
Proposed Roof Plan - Drawing No. 547 Q-103
Proposed Ground Floor Plan - Drawing No. 547 Q-102
Proposed Site Plan - Drawing No. 547 Q-101

Reason: For the avoidance of doubt and to ensure that the development is carried out only as approved by the Local Planning Authority.

8.0 INFORMATIVES:

Contact details:

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Tel No: 01904 552877