Draft City of York Council Heritage Strategy

Summary

The draft Heritage Strategy sets out the key objectives for the sustainable management of the heritage of the City of York for the period 2010 to 2013. York's heritage is distinctive, diverse, world class. It surrounds and pervades us all, from village green to Minster precinct, providing the context for our everyday lives.

A series of workshops were held in late 2009 which addressed the following themes – historic environment, training and learning, cultural involvement, visitors and tourism.

The outcomes of these workshops have been used to develop this draft strategy which is presented in two parts

Part One of the draft Heritage Strategy:

sets out a definition of York's heritage (para 2) summarises the strategic context (para 3) summarises "what we have" (para 4) a series of case studies are presented (para 5)

Part Two

identifies a series of overall objectives and actions (para 9) presents objectives and actions for the historic environment (para 10) presents objectives and actions for the training and learning (para 11) presents objectives and actions for cultural involvement (para 12) presents objectives and actions for visitors and tourism (para 13)

Part One: Context and Summary

Introduction

To include Statements by Portfolio holders for City Strategy and Leisure

Culture and Social Inclusion Statement by Heritage Champion

1 Purpose

The Heritage Strategy sets out the key objectives for the sustainable management of the heritage of the City of York for the period 2010 to 2013. The development of this draft Strategy has been facilitated by the City of York through a series of four workshops and presentations with partners and stakeholders who have an interest or involvement in the City. It identifies a number of objectives under four key themes – historic environment, training and learning, cultural involvement, visitors and tourism – as well as the actions and the partners required to achieve them.

It assesses their priority and provides a timescale within which they will be achieved. It also identifies the anticipated outputs and outcomes that will enable us to recognise when the actions have been successfully completed.

2 Definition

York's heritage is distinctive, diverse, world class. It surrounds and pervades us all, from village green to Minster precinct, providing the context for our everyday lives.

It influences national, regional and local identity and makes a significant contribution to our quality of life, including access, accessibility and social inclusion. It contributes to knowledge, education, understanding and the local and regional economy. It provides recreation and employment, it is a force in regeneration, tourism and sustainable development and provides impressive and challenging places in which to live and work. It is dynamic and continually subject to change. It is

- the historic environment represented by the buildings, structures, and spaces we see all around us;
- the rich archaeological deposits preserved beneath the City;
- the primary documentary archives, both public and private, and publications held in the collections of numerous institutions an individuals across the City:
- the collections of objects, paintings, drawings, prints an photographs held by public and private institutions and organisations and by the general public;
- the personal archives and memories, individual and collective, of the people who either live in or have lived in the City;

 most of all, heritage is about people: it is about people learning about and enjoying this special place; it is about people caring for and looking after this special place; it is about people using their heritage to ensure a vibrant forward-looking City.

3 Strategic Context

The Regional strategic context is provided by the recently published Historic Environment Strategy for Yorkshire and the Humber 2009-2013. This has been prepared by the Yorkshire and the Humber Historic Environment Forum. This Strategy

"... will give guidance and support to those who manage the Region's historic environment and help and encourage those who make decisions to integrate the past with the future. It will present a framework to guide the future management of this Regions' historic environment, providing direction and focus for local and regional development. Above all, it will raise the profile of the historic environment and change the way it is perceived for the better." Para 2.2

Locally, the importance of heritage is recognised in the Sustainable Communities Strategy (SCS)

(http://www.yorkwow.org.uk/documents/attachment62.doc) and the emerging Local Development (LDF) Framework documents (http://www.york.gov.uk/environment/Planning/Local development framework/1331181/)

The SCS places great emphasis on the heritage of the City

The LDF Core Strategy Issues and Options 2 September 2008 released in September 2008 aims

"To ensure that York's historical and archaeological wealth and setting is recognised, preserved and enhanced; in particular its historic centre, skyline, street patterns, views of the Minster, Medieval and Roman walls and valued open spaces, including the Strays and its 34 conservation areas.

To ensure the highest quality urban design and architecture in York."

The *Vision for York Tourism*, launched in December 2008, seeks to deliver long-term and sustainable growth in the value of the visitor economy, for the benefit of visitors, businesses and residents by:

- Building on York's distinctiveness
- Enhancing the quality of the visitor experience
- Promoting York as a world-class visitor destination

The Vision document asserts that York is "a quintessentially English city with a rich heritage reflecting all periods of European history" and identifies as one of the ambitions that will help achieve the vision to be to:

• develop York's position as a leading European cultural centre, combining a unique heritage with a modern outlook

4 Heritage in action: what we have

York is a city of international importance and interest. It has more or less wholly-preserved remains typical of many periods and cultures, often, because of the depth of archaeological deposits that contain them, largely unaffected by subsequent developments. Its story is documented in unusually rich, varied and complete civic, ecclesiastical and private archives, in exemplary inventories and by extensive archaeological investigation and publication.

In the City of York there are

1581 listed building entries (some 2000 buildings and structures);
 of which

71 are Grade I 170Grade II* 1340 Grade II

- 22 scheduled ancient monuments
- 35 designated Conservation Areas
- 4 registered Historic Parks and Gardens
- 1 Area of Archaeological Importance which is divided into 7 separate areas
- there are no buildings or monuments at risk in the City of York

The area of the Vale of York now covered by the City of York developed from a landscape exploited by hunter-gatherers in the immediate post-glacial period some 12000 years ago to a managed rural landscape of fields, woodland and small settlements on the eve of the arrival of the Romans in 71AD.

In Roman times York was both a legionary fortress whose garrison played a large part in building Hadrian's Wall, and a provincial capital. A number of Roman emperors visited or resided there, notably Septimius Severus and Constantius Chlorus, both of whom died in the city, and Constantine the Great, who was proclaimed emperor there. In Anglo-Saxon times York was the scene of conversion to Christianity of Edwin King of Northumbria and the emergence of ecclesiastical institutions that became the focus of Northumbrian culture in its Golden Age, producing amongst others Alcuin, a scholar of continent-wide reputation and the leading figure in the Carolingian renaissance. York became a Viking age capital city in the 9th and 10th centuries, the only Viking royal seat in Britain, at which time much of the still-surviving street and property layout was established.

In the later Middle Ages York had two castles, five gates and continuous city walls, almost all of which survive in good condition; the largest medieval cathedral in Northern Europe, York Minster; and over 45 other churches 20 of

which survive. The Minster contains one of only two masons' tracing floors known in the world, demonstrating practices that lay behind all major medieval architecture anywhere. There were many guildhalls, four of which survive including the best preserved anywhere, and thousands of lesser buildings a good proportion which survive. York, second in importance only to London in the Middle Ages, is, on a world scale, exceptionally well-preserved as a medieval city. It was the scene of important events and activities such as the Jewish pogrom of 1190 at York Castle, commemorated annually by Jews the world over, the Pilgrimage of Grace (1536-7), royal government through the Council of the North (1530-1641), and the Siege of York (1644).

York retained its regional importance into the eighteenth century and contains some of the best and most influential examples of town architecture of the period including Lord Burlington's seminal Assembly Rooms, the civic Mansion House, one of the earliest of its kind anywhere, and Fairfax House, one of many well-preserved 18th century town houses. The city's two 18th century mental hospitals Bootham Park Hospital and The Retreat were leaders in treatment of mental disorder.

In the 19th century York became a focus in the early development of railways with fine surviving Victorian stations and administrative buildings, and a manufacturing town with products -Terry's and Rowntrees' chocolate and T Cooke and Sons' optical instruments - of world-wide importance. It was also the subject of Seebohm Rowntree's pioneering social studies of poverty, leading to social reforms and, at the city's New Earswick suburb, some of the earliest idealised urban planning. The 19th century city was a centre of innovation. York's scientific society the Yorkshire Philosophical Society (1822) helped initiate the British Association for the Advancement of Science (1831) and the Museums Association (1889), the earliest museums association in the world. Both were inaugurated at the YPS's Yorkshire Museum. This museum and the later York Castle Museum, Jorvik Viking Centre and National Railway Museum have become exemplars to the world in presentation and interpretation of the heritage. The city's initiatives in building and heritage conservation from the 1827 York Footpath Association (for the preservation of the city walls) through early post-war conservation of the street The Shambles to Lord Esher's York: A study in Conservation (1968), have provided similarly influential exemplars. The city's role as a military headquarters has been maintained through much of two millennia, its ecclesiastical role for 14 centuries, and its civic, judicial and administrative roles continuously for over 1200 years.

York has extensive museum collections. The Council's museum service is managed by York Museums Trust which is responsible for four venues and over 1.5 million objects and works of art. The whole of the collections are Designated as a pre-eminent collection of national and international importance.

In the National Railway Museum York also hosts a national collection with millions of railway artefacts.

York City Archives holds one of the most important collections in the country and is known internationally because of the richness of its medieval material. The main series of historical records (modern records in their day) include the city's House Books (precursors of Council Minutes), Chamberlains records (city finance), Quarter Sessions Minute Books, and records providing evidence of city property owned and rents charged, and agreements made with other bodies e.g. the river navigation and early railway companies. Other city records and private deposits of international importance include:

- Rules of the various craft guilds
- > 18th century astronomers
- Manor Court records from the 16th century onwards
- Political party records

- Richard III and Mystery Play documents
- Family papers from the 18th century onwards
- Records of societies and institutions from the 18th century onwards
- Board of Guardians and poor law records

The Council's *Yortime* database records at least 27 heritage related community organisations in the city from archaeological societies to local history groups, friends groups and preservation societies to voluntary guides.

5 Heritage in action: case studies

to be completed these can be scattered through the text, perhaps in boxes

suggested case studies

- Greater York Community Archaeology Project (http://yorkcommunityarchaeology.pbwiki.com/)
- I Hear Too (http://www.heritagescience.ac.uk/index.php?section=89)
- Hungate (http://www.dighungate.com/)
- York Youth Mystery Plays

York's Mystery Plays have been updated courtesy of the city's young people. Over six months in 2008 over 1,000 young people between the ages of 16 and 25 explored the York Mystery Plays through a range of creative activities including dance, film-making, circus and song, culminating in The York Youth Mysteries, performed all over the city on 21 June, including performances in Dean's Park (Minster Gardens) with the Minster as a back drop. The mystery plays date back to medieval times and the aim of the project was to bring them firmly up to date by incorporating a range of creative mediums, including dance, film-making, circus and song.

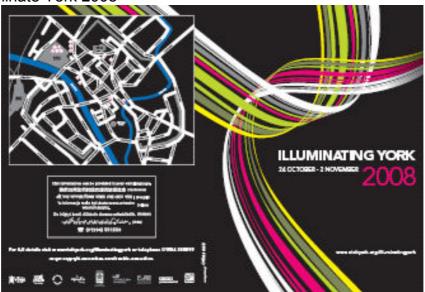
Many organisations took part in the project - including York College, York Theatre Royal, York St John University and the Riding Lights Theatre

Company. More than 300 young people took part in the updated versions to present their own unique take on the internationally acclaimed plays, which cover Christian history from the Creation to the Last Judgment

(http://www.york.gov.uk/news/newsarchive/2008/april/PR2513)

 York Minster Revealed Project (http://www.yorkminster.org/visiting/york-minster-revealed/)





6 Heritage Protection

Reform of the heritage protection legislation has been under discussion for nearly ten years. A Heritage Protection Bill was drafted and released for public consultation in 2009. However, the Bill has not been allocated parliamentary time and is now unlikely to progress in the form released for consultation in 2009.

It is likely that the actions which arise from this Heritage Strategy will be addressed within the existing legislative framework.

7 Partnerships

York is fortunate in that there are already a number of important strategic partnerships active in this area. The structure of this draft Heritage Strategy reflects their roles and strategic ambitions.

The most important of these strategic partnerships is the Local Strategic Partnership. This partnership is made up of representatives of public,

voluntary and business organisations in York. Partners include the police, council, health, voluntary agencies and local businesses.

Within the LSP there are a number of other key partnerships: Environment Partnership; York@Large; Lifelong Learning; Economic Development; Safer York; Inclusive York; and Healthy City.

Outside the LSP there are further networks and partnerships. These include groupings such as the Heritage Learning Network, the York Archaeological Forum, and York Consortium for Conservation and Craftsmanship

In addition there are a range of partnerships which come together to develop and promote particular initiatives.

A key objective will be to ensure these partnerships endorse the Heritage Strategy.

The role of partnerships, formal informal and commercial will be crucial in implementing the actions identified in the Heritage Strategy.

8 Delivery and Resources

To be completed.

Part Two: Statements and Actions

9a Heritage Strategy Overall objective:

to develop an integrated approach to the promotion and sustainable management of the distinctive heritage of the City of York to be reflected in the strategic and other policy documents and actions of the City of York Council and other partner and stakeholder organisations.

9b Heritage Strategy Overall actions

Provide input to the development and implementation of all City Council and partner/stakeholder strategic and other documents and initiatives to ensure that the sustainable management of the distinctive heritage of the City, and its contribution to social, economic and environmental development, is promoted and taken appropriately into account.

10a **Historic Environment Objectives**

The guiding aims from the Sustainable Community Strategy are:

- To ensure that York's historical and archaeological wealth and their setting is recognised, conserved and enhanced
- To promote pride of place amongst local residents and support them in improving the quality of their communities

Current Strengths:

- A diverse wealth of well-preserved spaces buildings structures and deposits with international significance and connections that are valued and enjoyed by residents and are key to attracting visitors, students, investors and entrepreneurs
- A unique "layering" of historic development no single period dominates the historic environment of either the historic core, the surrounding area or the rural villages
- A distinctive city-scape in terms of its height, volume, mass, scale, density, materials, its vistas and roofscape, its variety and human scale
- The compactness of the historic core
- 'Self-awareness': a strong, overarching sense of an historic city and well established social structures
- Unique green wedges as part of its pattern of open space
- The city walls
- The medieval street pattern
- Our rural setting and villages
- Examples of good practice capitalising on heritage in new developments
- The York Design Award
- Ethos of conservation as management of change
- Very high value placed on the historic environment by residents and visitors

Issues to Address:

- An inadequate recognition of the diversity of the heritage of the city and its people
- A perception that heritage runs counter to innovation preventing heritage being placed at the heart of innovation
- Conservatism looking to the past rather than seeing heritage as a powerful tool for developing the future
- Lack of resources in archaeology, conservation, urban design, planning
- Lack of a clear understanding and articulation of York's special qualities

- A lack of understanding, skills and expertise amongst decision makers about what constitutes good design in historic contexts and how poor design can be resisted
- Organic development naturally leads to a tendency to consider schemes in isolation from a clear context
- Street clutter
- The need to adapt heritage structures to meet the demands of sustainability and accessibility
- The housing of important collections in unsatisfactory buildings
- The rivers not presented to best effect
- Improve the navigability between key heritage features signage, pavements (could include extending the footstreet hours or their geographic extent)
- The quality of public space and such features as lighting, signage, seating, events/performance space
- Improve the interpretation of York's heritage, both in-situ and through mobile technology, to enhance public understanding

Priorities:

- Articulate York's local, regional, national, and global aspirations 1.
- 2 Manage the historic environment so that it makes a positive contribution to carbon management and climate change strategies
- 3 Use the historic environment to contribute positively to making better places within the City of York
- 4 Promote better understand and use the distinctive physical characteristics of the city and codify this for example for planning purposes
- 5 Use the distinctiveness of the city to promote high quality modern developments, especially economic development
- Act as a world heritage site / city 6
- 7 Articulate the significance of our urban, suburban and village communities

10b **Historic Environment Actions**

Some example ideas for action:

		• Lead
1	 Use the LDF process to raise expectations of good design in a heritage context 	• CYC
2	 Create and promote a model exemplar of a marriage between heritage and innovation to highlight exemplary practice 	• CYC
3	Provide training / awareness raising for decision	• CYC

	makers	
4	Undertake conservation area appraisals	• CYC
5	 Promote York's case for World Heritage status and submit a Stage 1 application for inclusion on a revised UK Tentative List of World Heritage sites 	• YWHSG
6	 Develop an action plan to implement the scrutiny report on the rivers in order to exploit their potential 	• CYC
7	 Find new ways to use the city walls for access and events e.g. within Illuminate, Rampart Walk, Minster Quarter Sculpture Exhibition 	• CYC
8	 Facilitate events that use and thereby increase understanding of the historic environment 	• CYC
9	Through the carbon management programme explore and promote ways that historic buildings can contribute to the reduction of carbon emissions	• CYC
10	Develop the Historic Environment Record (HER) as the primary publicly accessible point of reference for data and information on the historic environment	• CYC

11a Training and Learning Objectives

The guiding aim from the Sustainable Community Strategy is:

 To ensure that the city is seen as both a nationally and internationally recognised centre of excellence for education and learning with a commitment to lifelong learning and a culture of enterprise, innovation and creativity that is second to none

Current Strengths:

- Higher education institutions and colleges with an international reputation in heritage
- A broad variety of heritage and craft related educational opportunities and a diverse range of potential employers.
- Diverse and internationally significant collections, monuments and sites.
- Lots of interest from local people in heritage and the existence of many active community groups.
- Good partnership working
- An array of good practice in working with different client groups including good engagement of children in key stages 1 and 2
- A city that attracts expertise and maintains the commitment of an international community of practitioners trained in York.

Issues to Address:

- Further potential to join up provision of an array focussed heritage learning initiatives
- The lack of a central signposting meaning that it is not always easy to find out about opportunities
- The perception of heritage as elitist or for the tourists only; we need to harness the potential of heritage learning opportunities supporting greater cultural literacy for a wider range of groups..
- The lack of involvement of the heritage sector at national level in the skills agenda such as the 14-19 Diplomas, balanced against the opportunity to work with the local 14-19 Partnership that is already developing and delivering Diplomas in York.
- Specialist training within the sector needs to be broadened to all levels (currently the National Heritage Training Group is focussing on heritage craft skills

Priorities:

 Increase participation in heritage learning through further developing progression routes, tasters and opportunities within the heritage learning offer

- 2. Develop a clearer understanding of the sector skill needs linking the sector to wider discussions around learning policy development and engaging with existing skills funding initiatives, such as Train to Gain.
- 3. Enhance and articulate the learning potential of York's distinctive material culture
- 4. Promote the city as a centre of excellence in innovative heritage learning

Training and Learning Actions 11b

Some example ideas for action:

		Lead
1.	 Work with Higher York to develop a Heritage progression framework 	Heritage Learning Network
2	 Continue to audit provision, spotting gaps and the potential to join things up to create coherence 	Heritage Learning Network / Higher York
3	 Create new learning opportunities in response to the audit including adult tasters, the 14-19 Diplomas; Continuing Professional Development (training). 	Heritage Learning Network / Higher York
4	 Build on good practice to develop ways of promoting learning e.g. through improved Information, Advice and Guidance; festivals; supporting the work of local groups. 	PCDL Partnership
5	 Use heritage settings to create more work and personal development opportunities (e.g. through a "Heritage Volunteer Programme) 	PCDL Partnership
6	 Exploit the potential that redevelopment opportunities present, e.g. Hungate to engage residents in heritage learning 	CYC: City Strategy
7	 Further develop on-line heritage learning resources 	Heritage Learning Network
8	 Market the sector as opportunity for employers to develop skills of existing workforce 	Learning City York
9	 Co-ordinate work with groups like the National Heritage Learning Group and York Conservation Consortium to further develop the specialist training aspects of the heritage sector in York 	Learning City York
10	 Identify and access available skills funding 	Learning City York
11	 Influence both national and local 14-19 diploma / curriculum development in national heritage training group (Y&H skills academy) 	Learning City York
12	 Audit good practice initiatives to open up dialogue with regional development agencies and funding bodies e.g. Yorkshire Forward 	Learning City York
13	 Create opportunities to use York's collections to support learning 	Heritage Learning Network

14	•	Bring together and promote what people are	Visit York ?
		doing e.g. through a web-based resource	
15	•	Use the international York network to promote heritage learning in the city	All partners

12a **Cultural Involvement Objectives**

The guiding aim from the Sustainable Community Strategy is:

To be recognised internationally as a cultural city

Current Strengths:

- A very broad range of high quality, heritage based cultural opportunities
- Many active groups and creative individuals and a body of expertise and knowledge
- Plenty of opportunities to volunteer
- Many spaces for activity
- Some strong partnerships

Issues to Address:

- Residents not always recognising the broad range of heritage opportunities available often perceiving that they are for visitors
- The abundance of quality heritage sometime obscuring the potential of more 'modest' but important heritage
- Heritage not fully linked with science particularly within Science City
- Partnerships mostly reliant upon personal connections; there is a weakness in the structures of leadership and partnership working e.g. in how the Council is organised
- Spaces for activity they do not all serve to inspire participation
- A sometimes conservative outlook not conducive to innovation
- A lack of a central 'virtual place' to link together people and organisations

Priorities:

- 1. Broaden the view and appeal of heritage in order to increase participation by residents and visitors
- 2. Seek to increase funding and resources
- 3. Promote and develop partnerships to support communities and groups
- 4. Develop the heritage of memory, ideas, and performance alongside that of the built heritage
- 5. Support and develop volunteering

12b Cultural Involvement Actions

Some example ideas for action:

		Lead
1	Work with Science City to promote the city's archive collections using digital media	CYC: LCCS
2	 Develop cross-generational opportunities to support local communities to get involved in their heritage 	CYC
3	 Develop new ways to get heritage across to residents e.g. through a big screen 	CYC
4	 Develop the Cultural Quarter initiative in order to attract investment into world class heritage to deliver a major cultural resource for the city 	CYC
5	 Establish a Heritage Outreach Officer through a multi-agency partnership 	CYC
6	 Implement the development plan for the York's Archives and Local History Service including the provision of a new archives repository 	CYC: LCCS
7	 Find a way forward for the Greater York Community Archaeology Project when current funding ends 	CYC: City Strategy
8	 Develop a scheme to promote facilitators / enablers / advocates to increase accessibility to heritage assets 	York@Large ?

13a **Visitor and Tourism Objectives**

The guiding aim from the Sustainable Community Strategy is:

To define and communicate the special qualities of York and the distinctiveness of the city and to ensure that future development and growth strengthens these qualities and the city's unique environment

Current strengths:

- An international reputation for its rich and diverse heritage making it the third most visited city in Britain
- Powerful iconography the Minster, the walls, the Shambles. communicate a distinctive understanding of York
- Multi-layered history and heritage, spanning 2,000 years of significant events, national and local
- A diverse range of high quality, innovative, heritage attractions
- A heritage sector spanning diverse areas: social and political, railway, aircraft, farming, conflict, discrete historical periods, religion, etc.
- Well-established events and festivals and lots to do and celebrate
- A compact city centre, yet equally, important heritage interest well beyond the centre
- Documentary evidence every bit as important as built evidence
- York's history, museums and attractions are highly regarded by York's four million visitors, 80% of whom come back to the city to experience more of the visitor offer

Issues to Address:

- The compact city centre, which, though a strength, can take away from whole story of the city
- A history and architecture that is too diverse to be interpreted easily
- Potential for higher quality interpretation of the city as a whole especially using the cutting edge technology of the heritage business based in the city
- Some poorly managed public spaces the setting of York's heritage is extremely important - and a lack of joining up, of pathways and connectivity
- A number of visitor attractions requiring significant capital investment to keep them at / return them to the leading edge
- Some alienation between local people and their heritage: a feeling that it is not for them

Priorities:

1. Broaden the range of contexts selected to represent York's heritage

- 2. Use creative approaches to improve the quality of interpretation and improve the visitor experience
- 3. Link heritage resources more effectively for visitors physically and intellectually using partnerships to promote coherence and packaging
- 4. Guide the development of the public realm and its management to improve interpretation
- 5. Bring investment to the major attractions
- 6. Engage residents more effectively in our heritage so that it is York residents' living out our heritage that engages visitors, for example through building on our events and festivals

13b Visitors and Tourism Actions

		• Lead
1	 Explore possible "heritage orientation" centre for visitors to York 	• ?
2	 Promote schemes to develop village identity e.g. around village greens 	CYC / Parish Councils
3	 Further develop podcasts through the York Museum Trust's "Yorkhistory" web site 	• YMT
4	 Build on the York Pass to encourage longer stays 	Visit York
5	 Develop the Cultural Quarter initiative in order to create a world class heritage attraction and an exemplar of high quality public realm but linking in to the rest of the city's heritage and cultural offer 	• CYC
6	 Develop a heritage investment strategy using the LDF process 	• CYC
7	 Consider the potential to exploit the benefits of National Archaeology Week, the Residents' Festival, and the Heritage Weekend (in September) to engage residents in their heritage 	• CYC
7.	 Draw the heritage attractions into a Young People's First Weekend / Festival 	• CYC
8.	 Develop a heritage "ambassadors" programme through the Universities 	• CYC
9.	 Improve connectivity between heritage and cultural attractions – signage, better footpaths (including riverfronts) and lighting 	• CYC
10.	 Develop further interpretation projects building on the programme of interpretation panels on the walls, and the suite of city walking trails, that have been developed previously 	• CYC