### **PURPOSE OF APPRAISAL**

### **Hereford College of Arts & Adjoining Land**

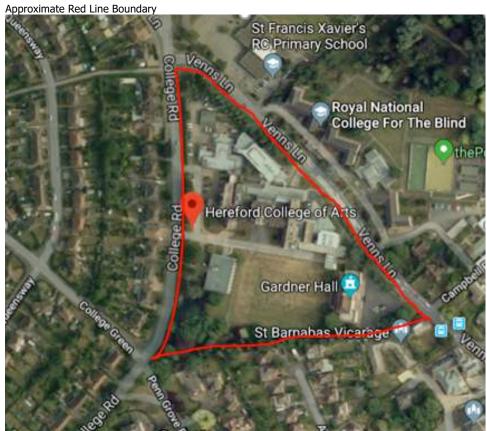
This document provides an initial review of the scope / potential for re-use and redevelopment of the site as :

- (i) A Higher Education Campus for Hereford College of Arts (HCA) and New Model in Technology & Engineering (NMiTE) (the preferred option); and
- (ii) Residential development including the conversion of the listed building and infill development within the grounds.

The planning potential and prospects of options (i) and (ii) above are set out below, based on a 'headline' appraisal of the context of the site.

### **SITE DETAILS**

### Site Location Plan



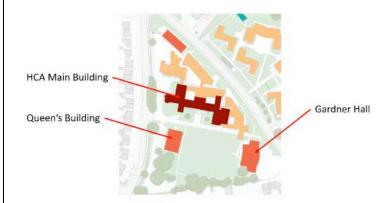
Site Aerial

As shown in the Aerial view, the site comprises a range of existing buildings, including:

- the existing Hereford College of Arts;
- Gardner Hall (a conference hall/offices and student accommodation); and
- Queens Building (a teaching space).







The site is located on the corner of College Road and Venns Lane to the north of the city centre. Immidiately to the north (on the opposite side of Venns Lane) is the Royal College of the Blind building, along with a primary school (St Francis Xavier's RC).

The site is well screened by a number of trees along all three boundaries, particularly the southern boundary, which neighbours the gardens of residential properties on Admirals Close and Penn Grove Road, along with St Barnabas Vicarage.





Main HCA building from Venns Lane (possible location of HCA 2 – see below)



Vehicular entrance from Venns Lane

As shown by the photographs, the HCA building is a historic, 19<sup>th</sup> Century brick building. More modern buildings surrround the structure, particularly the Queens Building. These are unattractive later additions to the site.



Vehicular entrance along College Road



### Site Surroundings

### The Site

- The site is located in Hereford, a City and District in the West Midlands, within the administrative boundary of Herefordshire Council;
- The main building is Grade II Listed and dates from circa 1881, the other various buildings on site largely date from the latter half of the 20<sup>th</sup> Century; and
- There is also a large lawned area and areas utilised for parking.

### **Site Surroundings**

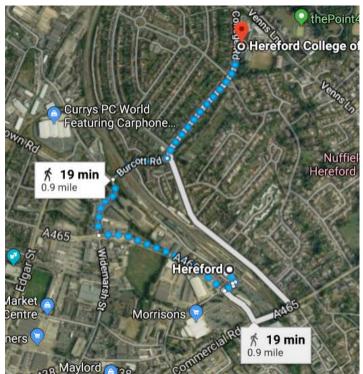
- To the west lies College Road which mostly comprises 2 storey semi detched dwellings;
- To the east of the site is Venns Lane, which has (opposite the proposal site) a primary school and RNCB building, along with three storey residential apartment blocks;
- To the south of the site is existing two storey detached properties along Admirals Close and Penn Grove Road, in addition to the St Barnabas Vicarage building sited in the eastern side of the southern boundary.

### **General Site Context**

- Hereford has a wide range of services and amenities including, inter alia, a Cathedral, train station, hospital and football stadium;
- The Hereford Town Centre coach station (the Country Bus Station) provides access to a number of cities in the UK;
- Hereford Railway Station is served by several operators and provides access to, inter alia, the GWR, Transport for Wales and West Midland Trains network.

### Site Accessibility

The site is located north of Hereford City Centre with a 0.9m, 19-minute walk to the train station (with a similar distance to the main bus/coach station) and is located approximately 17-19mins from the recently redeveloped Old Market Shopping Centre, where there are a wide range of shops, services and facilities available.



Walking route to Hereford Train Station





### **PLANNING HISTORY**

### Site Planning History

A planning history search has been undertaken via the Herefordshire Council on-line planning service. Applications within close proximity, submitted within the past few years, are shown on the extract below.

(N.B. this is not considered exhaustive and the on-line data will need to be corroborated by more intrusive investigation if deemed necessary).



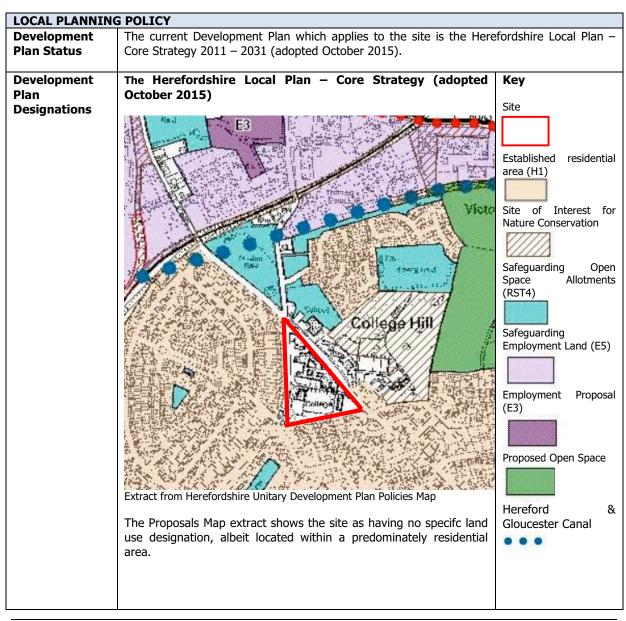
Extract from Planning History Online Search



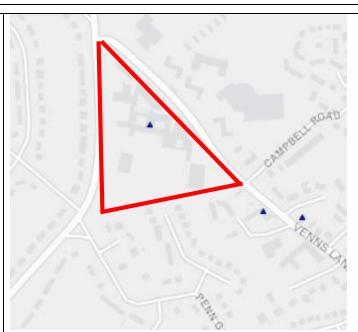
The applications shown on the map above are not considered to be of significant relevance to the development, given their minor nature (for example felling trees or new bicycle storage, or minor residential development).

The sole planning history relating to the college site itself (available online) relates to the following:

Application	Proposed Development	Decision	Decision date
ref.	Proposed Development	Decision	Decision date
Onsite			
150141/F	Proposed installation of a 10 cycle capacity cycle shelter and hard standing on existing verge	Approved	12/3/16
131735/L	Removal of modern plasterboard and timber studwork partitions (circa 1977) to rooms B8 & B9 to first floor to main building	Approved	12/8/13
130809/L	Removal of modern plasterboard and timber studwork partitions and part glazed timber partition to first and second floors	Approved	2/5/13







Listed Buildings

Extract from Historic England mapping

The HE mapping shows that a listed building is located within the site – the Grade II Listed main College building.

The Historic England description of this building is as follows:

"College. c1881. By FR Kempson. Brick; plain tile roof; various brick stacks. E-shaped plan, with wings to returned sides.

EXTERIOR: 3 storeys; 7-window range: central 2 tier oriel to tower, flanked by groups of 3 plain lights. Right advanced wing has 4 stone mullion and transom lights, under pointed arches, and tier of 2 similar lights to returned side, with staircase tower; left advanced wing has 1 single mullion and transom light, with similar light to returned side; various lights, and semi-dormers with armorial finials, over; tower with steep stepped gables and wrought-iron finials. Central entrance: plank double doors in chamfered ashlar pointed arch, flanked by 3-light stone mullion and transom windows, under pointed brick arches. Wing to left with various lights; left returned side has timber-framed porch with herring-bone brick infill, ornamental side-lights and framing, and scalloped barge-boards. Various ranges to rear. Much polychrome brick, ashlar and terracotta detailing and decoration.

INTERIOR: 3 open-well staircases with turned balusters and acorn finials; winder stair to turret. 1st floor: ceiling cornices; 6 and 9-panel doors; various stone fireplaces; chamfered ceiling beams. Ground floor: chamfered returns; chamfered 9 and 6-panel doors with architraves; ceiling cornices; pointed arch; various stone fireplaces. Chapel: strapped trusses; brick lancets, some blind; screen to hall."

Summary of Policy & Other Designations

In terms of designation, to summarise, the site is:

- Located north of Hereford City Centre;
- · Located on unallocated land;
- Located adjacent to an existing established residential



area;

- Located close to safeguarded open space;
- Contains a Grade II Listed Building; and
- Located close to special wildlife area.

It should be noted that the proposals map was produced in 2007 (The UDP Plan policies were superseded by the Local Plan policies adopted in 2015 and therefore should be considered 'time expired').

The site-specific policies are contained below:

- Policy HD1 Hereford residential development;
- Policy SS1 Presumption in favour of sustainable development;
- Policy SS2 Delivering New Homes
- Policy SS3 Releasing land for residential development;
- Policy H1 Affordable Housing;
- **Policy MT1** Traffic management, highway safety and promoting active travel; and
- **Policy LD1** Landscape and townscape.

# Development Plan – Key Policies

A detailed summary of the key planning designations and policies of relevance to the site is included in **Appendix 1**.

#### **Hereford Area Plan**

The Core Strategy was adopted in October 2015, which sets out the overall vision, objectives and spatial strategy for Herefordshire. The Hereford Area Plan will set out the detailed proposals to ensure the full delivery of the targets for Hereford in the adopted Core Strategy. It will include policies and proposals for growth in the historic city of Hereford.

The Area Plan aims to address a number of social, economic and environmental issues which were outlined within the Core Strategy. The range of issues to be addressed by the Area Plan will include supporting the retention of young people through skills and training development and higher education facilities, including a new university.

### **NMiTE** (nmite.org.uk)

The Hereford Area Plan has considered, and is linked to, a number of other strategies and emerging projects, such as the New Model in Technology & Engineering (NMiTE). The NMiTE will be the UK's first new university for 40 years. The NMiTE's / new University's aim is to address the shortage of graduate engineers in the Marches and the UK, with a project student population of five thousand by 2031.

NMiTE's ambition is to construct a campus in Hereford city centre, with linked laboratories and workshops on the Enterprise Zone at Rotherwas. The first phase of the project will see over a thousand students taking courses by 2021, with students being principally housed within new accommodation across the city.



## OTHER MATERIAL CONSIDERATIONS Consultation of the Environment Agency's Flood Map indicates that the site is not at risk of **Environment** Flood flooding: Agency Risk Map College Hill Flood zone 3 Areas benefiting from flood defences Flood zone 2 Flood zone 1 Extract from Environment Agency Flood Maps SFRA The SFRA Map confirms that the site is not at risk of flooding: SFRA Map extract Recorded Flooding - Impounded Water Bodies Council Boundary Recorded Flooding - Artificial Drainage Main River Centreline Recorded Flooding - Surface Water Flood Zone 2 (Medium Probability) Recorded Flooding - Fluvial Flood Zone 3a (High Probability) Flood Zone 3b (Functional Floodplain) 2 total documents assets to accompany to the state of acc Recorded Flooding - Unknown



# **Public Rights of** The Hereford Council Public Rights of Way Way map indicates that there are no rights of way over the site. Definitive map key Public footpath Public bridleway Restricted byway Byway open to all traffic Hereford Council PROW Map Extract Tree School **Preservation** Order Extract from Hereford Council's Administrative Map ☐ Parishes □Wards ☐ Conservation Areas ☑ Tree Preservation Orders Legend There are a number of tree preservations orders surrounding the site (shown as individual dots), mostly to the south. There is also a blanket TPO (dotted lines) on the boundary trees around the site – on all three boundaries.

It is understood that a number of trees have been identified by work commissioned by the







### PROSPECTS, STRATEGY AND OVERALL SUMMARY

It is understood that the site is being considered for the following uses / proposals :

- (i) A Higher Education Campus for Hereford College of Arts (HCA) and New Model in Technology & Engineering (NMiTE) (the preferred option); and
- (ii) Residential development including the conversion of the listed building and infill development within the grounds.

### Principle of Development – Generally

Prior to considering the acceptability of the specific options, it is necessary and appropriate to consider the general development potential of the site.

It is clear from the planning policy context and designations that the site is sustainably located, is not (other than the presence of the listed building and some significant trees) subject to particular designations, and moreover is located within a predominently residential area (albeit with other institution uses nearby).

As such the re-use and redevelopment of the site for a residential based use (whether a HE facility with associated purpose built accommodation or an open market residential scheme) will be, in principle, acceptable.

In terms of specific key other material considerations, any proposals for residential development would need to take into account the following key material considerations, albeit none will particularly constrain the development potential and acceptability of any proposals:

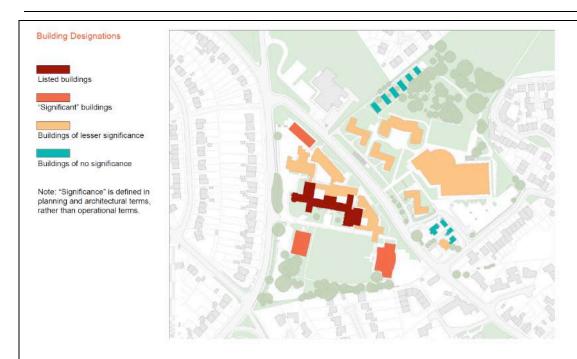
- Flood risk The site is not at risk of flooding;
- **Ecology / Trees** As stated above, there are numerous trees along the boundary of the site (some of which are protected by TPO's). As such, the creation of new access points would be difficult, whilst ecology surveys would be required. Any building to be demolished would also require survey work confirming that there were no protected species residing within the buildings i.e. bats;
- Access the site benefits from exisiting access points off both College Road and Venns Lane; and
- **Sustainability & accessibility** the site's location, whilst not in the city centre, it is located near to the centre and has accessibility to services (and is served by bus stops for example on both College Road and Venns Lane).

In terms of other features, the site contains existing buildings (Gardner Hall & The Queens Buildings) which do not contribute positively (particularly the Queens Buildings) to the setting of the main Listed Building. In addition, whilst protected, many of the trees on the periphery of the site are non-native, and a case may be presented that these can be removed (subject to mitigation).

In terms of the site's potential itself, work commissioned by the Council has identified the following 'headline' potential, having regard to the presence and significance of existing built form and features on the site.

The plan extracts below depcit the relative significance of the existing buildings – ranging from statutorily listed buildings to those of lesser significance :





In addition, and having regard to the significance of the various buildings and a range of other constraints and features, a number of 'potential development sites' have been provisionally identified:



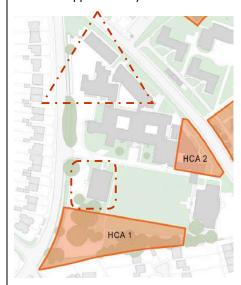
It is clear that the exisitng site is occupied by a range of buildings of considerable variation in age and architectural quality and merit. It is considered that the setting of the listed building is considerably compromised and impacted on by the presence of a number of buildings of low quality.

This existing posiiton is considered to be of significance in establishing a stong baseline against which any redevelopment potential of the site will be considered and evaluated. The 'do nothing' scenario will result in the setting of the listed building continuing to be significantly compromised. There is considerable scope for betterment and enhancement accordingly.

Having considered the quality and 'significance' of the buildings present on site, it is considered that the above assessment of significance, and by association the potential development opportunities that present themselves within the body of the site is conservative and pessimistic.



Whilst a number of builings may be 'significant' in terms of their size and prominence to the surrounding road frontages, they are nevertheless of low architectural quality. It is considered therefore that further redevelopment potential (subject to viability) exists both to the northern and western sides of the site – as identified approximately below:



The key constraint and driver to potential new build within the site will be the setting of the listed building, which whilst significantly compromised by existing built form, will be a material consideration of significance. The key vantages / spaces surrounding the key listed building are (i) the access / arrival point to its immediate north; and (ii) the lawned area to its south.

In terms of the northern side of the building, this is significantly masked and obscured by existing more modern additions and buildings. Subject to the desirability and viability of replacement of these later additions to the site, it is considered that relatively significant replacement additional built form could be accommodated in this part of the site – not least a form that orientated outward and made more of the apex of the site at the junction of College Road and Venns Lane – as illustrated below:



The creation of a strong frontage to both roadsides, and the replacement of the existing 1-2 storey built form in this location with built form of greater height is considered possible and appropriate.

Insofar as the southern side of the principal building is concerned, the sense of 'arrival' at this location will be an important element to retain – see image below:





The existing building and arrival is however compromised by the more modern Queens Building to the immediate right / south of the access. This building (the Queens building, in combination with the main HCA building and the Gardner Hall building essentially frame the Queen's Lawn space (other than on its southern side).

It is considered (see below for further detail) that there is considerable potential to enhance the 'framing' of this key open space – such that it becomes the focus and 'heart' of a new campus / development. Additional and / or replacement built form in the locations illustrated below are considered possible :



Retained buildings
Replacement built form
New additional built form

A proposal following the above broad composition would both improve the setting of the principal listed building by removing a less desirable building alongside the key arrival / entrance, whilst framing the central space with additional built form (which would be sufficiently distant from the main building so as not to adversely impact on its setting).



### Principle of Development - Option (i): HE Campus

In terms of possible new build built form associated with this Option, a number of possible configurations have been suggested - ranging from 150 - 200 beds. These are shown approximately as follows:



As stated above, this is considered to be a conservative estimation of the site's overall potential to accommodate new build – not least to its northern and western sides. It does however confirm the acceptability and desirability of introducing additional built form to 'frame' the green space at the heart of this southern portion of the site.

Given that the exercise above has established a capcity of circa 200 beds, a scheme following the illustrative arangement in the General redevelopment scenario above ought to allow circa. 300 beds to be realised.

### Principle of Development – Option (ii) Residential development (part conversion / part new build)

As with any FE use of the site, and associated residential that is ancaillary to / part of such a use, the principles of residential development of the site will be simialr. The following would be factors:

- Any re-use and redevelopment of the site would be considered a windfall development which would help in delivering the 6500 new homes that Hereford should provide over the plan period;
- It is undertood that the primary listed building has been altered internally numerous times, and further sensitive, minor alteration to facilitate residential conversion may be possible and appropriate;
- The site has existing hardstanding and areas for parking etc;
- The site benefits from exisiting access points, which would provide access to any scheme;
- In terms of the site's location, whilst not in the city centre, it is located near to the centre and has
  accessibility to services (and is served by bus stops for example on both College Road and Venns Lane);
- The site is surrounded by designated established residential areas, and close to safeguarded employment land. As such the site is considered sustainable; and
- The site is near to a SINC and other open spaces, which may reduce or mitigate for limited open space on site.

Any proposals for open market residential development of the site would also need to take into account the need for affordable housing. Residential development in Hereford should seek to provide 35% affordable housing – the exact level and form of which would have regard to the site and scheme's characteristics and viability etc.

### Overall Summary and Conclusions

It is considered, in light of the above assessment, that the site has considerable redevelopment potential for residential based uses – whether as part of a FE Use of the site, and / or market housing.

The principal factor will be the presence of, and setting of, the key listed building within the centre of the site – the setting of which, and impact on which, will be a key material consideration in the evaluation of any scheme. The building and its setting is considerably impacted upon at present by the existing built form within the site, whilst the site does not take full advantage of the considerable frontages that it has to key roads into the City.

Careful siting, scale and design of replacement and new additional built form is considered possible to considerably enhance the development capacity of the site, whilst retaining (indeed enhancing) the setting of the core listed building.



### Appendix 1 - Local Planning Policy

### **Policy HD1- Hereford**

Hereford will accommodate a minimum of 6,500 new homes within the plan period and a minimum of 15ha of new employment land.

Major residential development will take place in the following locations:

- 800 new dwellings in Hereford City Centre (HD2)
- 500 dwellings at the Northern Urban Expansion Area (HD4)
- 1,000 dwellings at the Western Urban Expansion Area (HD5)
- 1,000 dwellings at the Southern Urban Expansion Area (HD6)

The remaining housing requirement of around 3,200 dwellings will be provided through the implementation of existing commitments, windfall development and the development of non-strategic sites allocated through the production of the Hereford Area Plan or Neighbourhood Development Plans.

Major employment development will take place in the following locations:

- 10ha of employment land at the Western Urban Expansion area
- Around 5ha of employment land at the Southern Urban Expansion area.

Further employment land provision will be made in accordance with Policy HD7.

### Policy SS1 – Presumption in favour of sustainable development

When considering development proposals Herefordshire Council will take a positive approach that reflects the presumption in favour of sustainable development contained within national policy. It will always work proactively to find solutions which mean that proposals can be approved wherever possible and to secure development that improves the social, economic and environmental conditions in Herefordshire.

Planning applications that accord with the policies in this Core Strategy (and, where relevant with policies in other Development Plan Documents and Neighbourhood Development Plans) will be approved, unless material considerations indicate otherwise.

Where there are no policies relevant to the application or relevant policies are out of date at the time of making the decision then the Council will grant permission unless material considerations indicate otherwise - taking into account whether:

- a) any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in national policy taken as a whole; or
- b) specific elements of national policy indicate that development should be restricted.

### Policy SS2 - Delivering new homes

A supply of deliverable and developable land will be identified to secure the delivery of a minimum of 16,500 homes in Herefordshire between 2011 and 2031 to meet market and aff ordable housing need.

Hereford is the focus for new housing development to support its role as the main centre in the county. Outside Hereford, the main focus for new housing development will take place in the market towns of Bromyard, Kington, Ledbury, Leominster and Ross on Wye, on existing or new allocations to enhance their roles as multi-functional centres for their surrounding rural areas. In the rural areas new housing development will be acceptable where it helps to meet housing needs and requirements, supports the rural economy and local services and facilities and is responsive to the needs of its community. In the wider rural areas new housing will be carefully controlled reflecting the need to recognise the intrinsic character and beauty of the countryside.

The use of previously developed land in sustainable locations will be encouraged. Residential density will be determined by local character and good quality design. The target net density across the county is between 30 and 50 dwellings per hectare, although this may be less in sensitive areas.

The broad distribution of new dwellings in the county will be a minimum of:

Hereford - Wide range of services and main focus for development: 6,500



Other urban areas – Bromyard, Range of services and reasonable transport provision – Kington, Ledbury, Leominster, Ross on Wye - opportunities to strengthen role in meeting requirements of surrounding communities: 4,700

Rural settlements – see list in Place Shaping section - More limited range of services and some limited development potential but numerous locations: 5,300

Total 16,500

### Policy SS3 - Ensuring sufficient housing land delivery

A sufficient supply of housing land will be maintained to ensure the delivery of the Core Strategy housing target as set out in Policy SS2 over the plan period. The rate of housing delivery and supply will be assessed though the annual monitoring process. If monitoring demonstrates that the number of new dwelling completions is below the cumulative target figure over a 12-month monitoring period (1 April to 31 March) as set out in the housing trajectory in Appendix 4 the Council will prioritise increasing housing supply in the following monitoring periods using appropriate mechanisms which, depending on the scale and nature of potential under-delivery, will include:

- A partial review of the Local Plan Core Strategy; or
- The preparation of new Development Plan Documents; or
- The preparation of an interim position statement and utilising evidence from the Strategic Housing Land Availability Assessment to identify additional housing land.

A range of strategic housing proposals are identified which are key to the delivery of the spatial strategy. In addition there are elements of key infrastructure which will need to be provided to enable full delivery of the strategic housing targets. The council will work with developers and other stakeholders to ensure the timely development of these strategic proposals and the key infrastructure requirements.

### Policy MT1 - Traffic management, highway safety and promoting active travel

Development proposals should incorporate the following principle requirements covering movement and transportation:

- 1. demonstrate that the strategic and local highway network can absorb the traffic impacts of the development without adversely aff ecting the safe and efficient flow of traffic on the network or that traffic impacts can be managed to acceptable levels to reduce and mitigate any adverse impacts from the development;
- 2. promote and, where possible, incorporate integrated transport connections and supporting infrastructure (depending on the nature and location of the site), including access to services by means other than private motorised transport;
- 3. encourage active travel behaviour to reduce numbers of short distance car journeys through the use of travel plans and other promotional and awareness raising activities;
- 4. ensure that developments are designed and laid out to achieve safe entrance and exit, have appropriate operational and manoeuvring space, accommodate provision for all modes of transport, the needs of people with disabilities and provide safe access for the emergency services;
- 5. protect existing local and long distance footways, cycleways and bridleways unless an alternative route of at least equal utility value can be used, and facilitate improvements to existing or provide new connections to these routes, especially where such schemes have been identified in the Local Transport Plan and/or Infrastructure Delivery Plan; and
- 6. have regard to with both the council's Highways Development Design Guide and cycle and vehicle parking standards as prescribed in the Local Transport Plan having regard to the location of the site and need to promote sustainable travel choices.

Where traffic management measures are introduced they should be designed in a way which respects the character of the surrounding area including its landscape character. Where appropriate, the principle of shared spaces will be encouraged.

### Policy LD1 - Landscape and townscape

Development proposals should:

• demonstrate that character of the landscape and townscape has positively influenced the design, scale, nature and site selection, protection and enhancement of the setting of settlements and designated areas;



- conserve and enhance the natural, historic and scenic beauty of important landscapes and features, including Areas of Outstanding Natural Beauty, nationally and locally designated parks and gardens and conservation areas; through the protection of the area's character and by enabling appropriate uses, design and management;
- incorporate new landscape schemes and their management to ensure development integrates appropriately into its surroundings; and
- maintain and extend tree cover where important to amenity, through the retention of important trees, appropriate replacement of trees lost through development and new planting to support green infrastructure.

### Policy H1 - Aff ordable housing -thresholds and targets.

All new open market housing proposals on sites of more than 10 dwellings which have a maximum combined gross floor space of more than 1000m2 will be expected to contribute towards meeting aff ordable housing needs.

The amount and mix of aff ordable housing including those on strategic housing sites will vary depending on evidence of housing need as identified through the latest housing market assessment, and, an assessment of the viability of the development. The following indicative targets have been established based on evidence of need and viability in the county's housing market and housing value areas:

- 1. a target of 35% aff ordable housing provision on sites in the Hereford, Hereford Northern and Southern Hinterlands, and Kington and West Herefordshire housing value areas;
- 2. a target of 40% aff ordable housing provision on sites in the Ledbury, Ross and Rural Hinterlands; and Northern Rural housing value areas (which includes Bromyard);
- 3. a target of 25% aff ordable housing provision on sites in the Leominster housing value area. Any aff ordable housing provided under the terms of this policy will be expected to be available in perpetuity for those in local housing need.

