

2 DCCE2004/0475/O - PARTIAL REDEVELOPMENT OF COLLEGE CAMPUS TO PROVIDE NEW LEARNING VILLAGE (APPLICATION FOR OUTLINE PERMISSION INCLUDING MASTER PLAN). HEREFORDSHIRE COLLEGE OF TECHNOLOGY, HEREFORDSHIRE COLLEGE OF ART AND DESIGN AND HEREFORDSHIRE SIXTH FORM COLLEGE, FOLLY LANE, HEREFORD.

For: Herefordshire College of Technology per Stubbs Rich Architects, 1a Riverside Business Park, Bath BA2 3DW

Date Received: 20th February 2004

Ward: Aylestone

Grid Ref: 52311, 40597

Expiry Date: 16th April 2004

Local Members: Councillors D B Wilcox and A L Williams

1. Site Description and Proposal

- 1.1 The 8 ha application site lies on the north east side of Folly Lane. It comprises the buildings and facilities of Herefordshire College of Art and Design, Herefordshire College of Technology and Hereford Sixth Form College. The buildings, which vary in style, size and age, cover approximately two thirds of the site and front Folly Lane. The remaining third of the site comprises open playing fields.
- 1.2 That part of the site covered by buildings is shown as "white land" in the Hereford Local Plan, with the exception of Carfax House on the north side which lies within the Established Residential Area. The playing fields are defined as Private Outdoor Play Space. The Aylestone Hill Conservation Area clips the north side of the site, including Carfax House and part of the Sixth Form College.
- 1.3 To the north, west and south sides of the site are Established Residential Areas. To the east side, beyond the playing fields, is Aylestone School and its associated Private Outdoor Play Space.
- 1.4 The application is for outline planning permission (with all matters reserved) to partially re-develop the site to provide a new "Learning Village". The application is supported by a Master Plan and Transportation Assessment. The Master Plan states the following:

"The project has been developed with the full participation and support of the three colleges at Folly Lane, under the collective banner of the Hereford Learning Village Project

This project is of critical importance when set in a regional perspective. The campus at Folly Lane provides the only combined Further and Higher Education establishments in Hereford and draws in students from across the county.

The key issues addressed by the project are as follows:

Building quality - Much of the existing building stock is of poor quality / ageing and exhibits low utilisation, inefficiently allocated space, unnecessary duplication of facilities and antiquated services. In addition, several buildings are in structural decay and pose a serious threat to health and safety.

Campus environment - The current campus suffers from an image problem, having difficulty in attracting new students and business users. This is combined with health and safety issues resulting from a lack of communal social and amenity space, poor lighting and security.

Transport accessibility - Existing site circulation is confusing with pedestrian and vehicular conflicts and poor traffic calming. Additionally, there is congestion to Folly Lane at peak times and insufficient and poorly allocated car parking provision."

- 1.5 The Master Plan envisages a sustainable approach to redevelopment, with improvements to the site environment, car parking, traffic safety, public transport, disabled access, security and business and community use / interaction. Existing buildings on the site which already achieve this and / or which are in good condition would be retained. Buildings which do not fulfil these functions or which are not structurally sound or which do not maximise the site's potential would be removed and / or refurbished. The purpose of the proposal is to, therefore, improve the environment and usability of the site rather than increase student capacity.
- 1.6 With specific regard to car parking, the proposal includes a decked car park at the rear of the site which would provide some 600 spaces for staff and students together with 50 spaces at the front of the site for visitors. There are presently 455 spaces distributed in an ad hoc manner across the entire site. The Transportation Assessment also proposes improvements to public transport facilities, cycling facilities and pedestrian routes, and recommends the introduction of "residents only" parking schemes in adjacent streets to further address existing and proposed shortfalls in parking provision.

2. Policies

2.1 Hereford Local Plan

ENV14 – Design
ENV16 – Landscaping
ENV17 – Safety and security
H12 - Established residential areas
CON13 - Conservation areas
T2 - Highway and junction improvement
T3 - Traffic calming
T11 - Pedestrian provision
T12 - Cyclist provision
SC6 - Permanent educational accommodation
SC9 - Retention of local facilities

2.2 Herefordshire UDP (Deposit Draft):

S1 – Sustainable development
S2 – Development requirements

S11 – Community facilities and services
DR1 – Design
DR2 – Land use and activity
T6 – Walking
T7 – Cycling
T16 – Access for all
HBA6 – New development within conservation areas
CF5 – New community facilities
CF6 – Retention of existing facilities

3. Planning History

- 3.1 CE2001/1687/F – Erection of two temporary classrooms (Sixth Form College) – approved 30/07/01
- 3.2 CE2001/2153/F – Alterations to the existing and construction of a new three storey main classroom block (Sixth Form College) – approved 06/11/01
- 3.3 CE2002/0110/F – Gravelled area to allow staff car parking during construction of new developments on campus (Sixth Form College) – approved 27/02/02
- 3.4 CE2002/1387/F – Temporary permission for pre-fab classroom (Sixth Form College) – approved 01/07/02
- 3.5 DCCE2004/0568/F – Construction of new detached building for teaching music, etc. (Sixth Form College) – under consideration
- 3.6 DCCE2003/2663/F – Construction of small compound to house rubbish bins (College of Art & Design) – approved 27/10/03

4. Consultation Summary

Statutory Consultations

- 4.1 Commission for Architecture and the Built Environment : No comments.

Internal Council Advice

- 4.2 Head of Engineering and Transportation : No requirements.
- 4.3 Chief Conservation Officer : No requirements
- 4.4 Head of Education : No objection - this will enhance the provision of education in Herefordshire.

5. Representations

- 5.1 Hereford City Council : Supportive of outline concept; reserve comments as concerns detailed proposals.
- 5.2 Representations have been received from Nos. 7 and 16 Carter Grove, summarised as follows:-
 - object to associated car parking in nearby roads and question accuracy / methodology of Transportation Assessment - adequate car parking should be provided;

- car parking should be free on site and restricted / controlled off site.

5.3 The full text of these letters can be inspected at Central Planning Services, Blueschool House, Blueschool Street, Hereford and prior to the Sub-Committee meeting.

6. Officers Appraisal

6.1 The main issues in this case are the impact of the proposal on the character of the area, residential amenity and highway safety.

6.2 Policy SC6 of the Hereford Local Plan welcomes proposals for new, permanent educational accommodation provided it is in accordance with other relevant policies of the plan. Policy ENV14 requires regard to be had to the appearance of proposed development and to its relationship to its surroundings, including adjacent buildings. Policy H12 requires the environmental character and amenity of the established residential areas to be protected and, where appropriate, enhanced.

6.3 The proposal in this case complies with these various policy requirements. The proposal is for the partial redevelopment of existing buildings on the site to provide upgraded and improved educational facilities for the benefit of students and nearby residents alike. Conceptual drawings supporting the outline application suggest modern designs and facilities within an inviting environment, and this is considered to be a significant improvement compared to the existing campus.

6.4 The proposal includes the provision of a decked parking area to the rear of the site, in place of a number of single storey workshop classrooms, which would provide 600 car parking spaces for staff and students. A further 50 space visitors' parking area would be provided at the front of the site bringing the total on site parking provision to 650 spaces. There are presently 455 car parking spaces on the site and, consequently, the proposal represents a 195 space increase.

6.5 Car parking associated with the colleges is a significant issue locally as the shortfall on site has led to on-street parking on nearby roads and this, in turn, has resulted in complaints from residents and congestion. By providing additional on-site parking, the proposal goes some way to address the issue. However, as the Transportation Assessment points out, 650 spaces still falls short of the Local Plan maximum parking standard which, based on the number of students and staff, should be some 932 spaces. The Transportation Assessment addresses this by proposing improvements to public transport, cycle and pedestrian facilities, to discourage use of cars, and this is supported. The Assessment further recommends that consideration should be given to the introduction of "residents only" parking schemes in nearby roads and, again, this is supported. Conditions and a Section106 agreement are recommended accordingly.

6.6 To further address the parking issue, it is considered that existing parking facilities on the site which do not conflict with the basic layout principles of the Master Plan should be retained. These should allow for around 50 further on-site spaces to be provided. Although the parking provision will continue to be below the standard, it is considered that this additional measure, together with the other proposals of the Transportation Assessment, would adequately address the parking issue whilst fulfilling sustainable development aims. The opportunity to improve the parking situation at the site has come about as a consequence of the partnership between the colleges to improve the site as a whole. It is considered that an objection based on inadequate parking would not only be difficult to defend, but potentially may render the entire project unviable with no resulting benefits whatsoever.

- 6.7 The vast majority of the area to be redeveloped lies within the “footprint” of existing buildings and hardstandings. A narrow strip (approximately 6 metres) of the adjacent Private Outdoor Open Space would also be included within the proposed rear car park and a further margin for landscaping. This encroachment onto the open space is considered insignificant and would not interfere with existing sports pitches, in accordance with Policy R5 of the Local Plan. The landscaping margin would further enhance the appearance of the new development and open space.
- 6.8 Conditions are recommended requiring details of the standard reserved matters to be submitted for approval together with details of junction improvements, cycle and pedestrian facilities, phasing of the development and, in particular, the car parking, and the management strategy for the car park. A Section 106 agreement is recommended to cover contributions towards the “residents only” parking scheme.

RECOMMENDATION

That:

- i) **The County Secretary and Solicitor be authorised to complete a planning obligation under Section 106 of the Town and Country Planning Act 1990 requiring the applicant to make a financial contribution to cover the cost of implementing a “resident only” on-street parking scheme on nearby roads and any additional matters and terms as she considers appropriate, and**
- ii) **Upon completion of the aforementioned Planning Obligation, the Officers named in the Scheme of Delegation to Officers be authorised to issue planning permission subject to the following conditions and any additional condition considered necessary by Officers.**

- 1 **Approval of the details of the siting, design and external appearance of the buildings, the means of access thereto and the landscaping of the site (hereinafter called “the reserved matters”) shall be obtained from the local planning authority in writing before any development is commenced.**

Reason: To enable the local planning authority to exercise proper control over these aspects of the development.

- 2 **Application for approval of the reserved matters shall be made to the local planning authority before the expiration of three years from the date of this permission.**

Reason: Required to be imposed by Section 92 of the Town and Country Planning Act 1990.

- 3 **The development hereby permitted shall be begun either before the expiration of five years from the date of this permission, or before the expiration of two years from the date of approval of the last reserved matters to be approved, whichever is the later.**

Reason: Required to be imposed by Section 92 of the Town and Country Planning Act 1990.

- 4 **Prior to commencement of the development hereby approved, a programme for the phasing of the development shall be submitted to the local planning**

authority for approval in writing and the programme shall be implemented, as approved. The programme will require a minimum number of the approved staff / student and/or visitor parking spaces to be ready for use prior to the occupation of any particular phase of the development.

Reason: To ensure the proper planning of the development in accordance with the agreed scheme and, in order that the development should not prejudice highway safety, the free flow of traffic nor cause inconvenience to other highway users.

5 The details of the “means of access” required by condition No. 1 shall include the following matters:

- a) traffic calming;
- b) signing and road markings;
- c) cycle and pedestrian routes linking to the existing and proposed off site routes;
- d) additional cycle parking facilities;
- e) improved pedestrian crossing and routing facilities;
- f) rationalisation and extension of parking;
- g) improved on-site lighting; and
- h) off-site junction and access improvements.

The details shall be implemented as approved in accordance with the programme to be approved under condition No. 4 above.

Reason: To accord with the terms of the Transportation Assessment and to ensure that the development should not prejudice highway safety, the free flow of traffic nor cause inconvenience to other highway users.

6 Notwithstanding the concepts illustrated in the Master Plan, the existing car parking facilities adjacent to Whittern Way shall be retained, redesigned and incorporated into the overall siting details and implemented as approved as part of the phased programme to be approved under condition No. 4 above.

Reason: To ensure adequate on-site parking in the interests of highway safety and amenity.

7 No development shall take place until details or samples of materials to be used externally on walls and roofs have been submitted to and approved in writing by the local planning authority. Development shall be carried out in accordance with the approved details.

Reason: To ensure that the materials harmonise with the surroundings.

8 No development shall take place until there has been submitted to and approved by the local planning authority a scheme of landscaping, which shall include indications of all existing trees and hedgerows on the land, and details of any to be retained, together with measures for their protection in the course of development and any necessary tree surgery. All proposed planting shall be clearly described with species, sizes and planting numbers.

Reason: In order to protect the visual amenities of the area.

- 9 All planting, seeding or turfing comprised in the approved details of landscaping shall be carried out in the first planting and seeding seasons following the occupation of the buildings or the completion of the development, whichever is the sooner, and any trees or plants which within a period of 5 years from the completion of the development die, are removed or become seriously damaged or diseased shall be replaced in the next planting season with others of similar size and species, unless the local planning authority gives written consent to any variation. If any plants fail more than once they shall continue to be replaced on an annual basis until the end of the 5 year defects period.

Reason: In order to protect the visual amenities of the area.

- 10 In this condition "retained tree" means an existing tree which is to be retained in accordance with the approved plans and particulars; and paragraphs (a) and (b) below shall have effect until the expiration of 1 year from the date of the occupation of the building for its permitted use.

- (a) No retained tree shall be cut down, uprooted or destroyed, nor shall any retained tree be topped or lopped other than in accordance with the approved plans and particulars, without the written approval of the local planning authority. Any topping or lopping approved shall be carried out in accordance with British Standard 3998 (Tree Work).
- (b) If any retained tree is removed, uprooted or destroyed or dies, another tree shall be planted at the same place and that tree shall be of such size and species, and shall be planted at such time, as may be specified in writing by the local planning authority.
- (c) The erection of fencing for the protection of any retained tree shall be undertaken in accordance with the approved plans and particulars before any equipment, machinery or materials are brought onto the site for the purposes of the development, and shall be maintained until all equipment, machinery and surplus materials have been removed from the site. Nothing shall be stored or placed in any area fenced in accordance with this condition and the ground levels within those areas shall not be altered, nor shall any excavation be made, without the written consent of the local planning authority.

Reason: In order to preserve the character and amenity of the area.

- 11 Prior to occupation of any phase of the development hereby approved, a Green Travel Plan for the Hereford Learning Village shall be submitted to the local planning authority for approval in writing and implemented as approved. The Green Travel Plan shall include details of the intended method of managing the staff / student car parks.

Reason: In the interests of highway safety and to ensure a sustainable form of development.

Informatives:

- 1 N01 - Access for all
- 2 N02 - Section 106 Obligation
- 3 N03 - Adjoining property rights

- 4 N13 - Control of demolition - Building Act 1984
- 5 N15 - Reason(s) for the Grant of PP/LBC/CAC
- 6 HN01 - Mud on highway
- 7 HN05 - Works within the highway
- 8 HN07 - Section 278 Agreement
- 9 HN21 - Extraordinary maintenance

Decision:

Notes:

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Background Papers

Internal departmental consultation replies.