

PLANNING STATEMENT

REDEVELOPMENT OF LAND TO THE NORTH OF CASTLE STREET AND SOUTH-EAST OF WATERHOUSE LANE, HULL

MARCH 2019

Q070825

Castle Buildings LLP

Executive Summary

Castle Buildings LLP (a joint venture between Princes Quay Developments Limited and Wykeland Properties Limited) are seeking planning permission and listed building consent for redevelopment of land to the north of Castle Street and south-east of Waterhouse Lane, Hull.

Since being named UK City of Culture 2017, Hull has gained national and international recognition. As a consequence, the City has experienced unprecedented levels of public and private investment. There has been a marked step-change in the City, which Hull City Council ('HCC') wants to build upon to make Hull a world class visitor destination.

To support this ambition further development is required in the City Centre to support tourism, including hotels, restaurants and bars. HCC has identified several sites in its Development Plan to accommodate such development, one of which is the application site. There is, therefore, a plan-led presumption in favour of the development.

The proposals involve the partial relocation of the Earl De Grey within the site and the subsequent refurbishment and extension of Castle Buildings to link the two buildings (which are Grade II listed) together. The buildings will provide a high-quality, active frontage to Waterhouse Lane and will be suitable for a range of uses including A3 and/or A4 and/or B1a, all of which are appropriate for this City Centre location. A3 and/or A4 use would have a symbiotic relationship with other development in this part of the City, including the Bonus Arena, whilst office accommodation would bolster activity during the daytime.

The design of the scheme has been heritage-led and will secure a viable re-use of the buildings. An attractive piazza lies to its rear, providing substantial improvements to the public realm and an opportunity for public art. The site layout also gives rise to an attractive pedestrian route through the site from Castle Street to the Bonus Arena, linking two 'quarters' of the City.

The demolition of Earl De Grey, which would have been required in any event due to planned carriageway widening on the A63, makes way for a 9-storey hotel on the site. A landmark building at this gateway into the City Centre, the hotel design takes reference from the simple, traditional appearance of dock-related buildings across the City. Not only will it provide visitor accommodation to support the growth of tourism in the City, but it will contribute towards the overall vitality and viability of the area through the incorporation of a sky bar which overlooks Hull Marina and the Humber beyond.

The proposals have been shaped by engagement with HCC, Historic England and other stakeholders. They will positively respond and contribute to the City's regeneration and transformation objectives. Whilst the proposals will result in some harm to designated heritage assets, the development will rise to a range of substantial public benefits which weigh heavily in favour of the development in the planning balance.

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1 Introduction

- 1.1 Castle Buildings LLP ('the Applicant'), which is a joint venture between Princess Quay Developments Limited and Wykeland Properties Limited, is seeking full planning permission for the redevelopment of land to the north of Castle Street (A63) and south-east of Waterhouse Lane, Hull ('the Site') (**Figure 1**).
- 1.2 The Site is host to two Grade II listed buildings, the Castle Buildings and the Earl De Grey. Listed building consent for the works to these buildings is therefore also sought.

Figure 1 – Site Location and Context



- 1.3 The following development is proposed at the Site:
- Demolition, re-orientation and rebuilding of the three-storey element of the Earl De Grey building within the Site;
 - Refurbishment, including internal and external works, of the Castle Buildings;
 - Erection of a link extension to the rear of Castle Buildings and the relocated Earl De Grey;
 - Use of Castle Buildings, Earl De Grey and link extension for uses falling within Use Classes A3 and/or A4 and/or B1a;
 - Erection of 9 storey hotel building;
 - Creation of a public piazza;
 - Associated hard and soft landscape works, access and infrastructure.
- 1.4 The Application is accompanied by a suite of plans and drawings and technical reports.

- 1.5 A further statement which explains the methodology for demolishing and rebuilding the Earl De Grey building is to follow. This will be accompanied by a Heritage Impact Assessment and a Supplementary Planning Statement which considers whether the impact of the development on heritage assets is outweighed by the public benefits that the development would give rise to. The Application should be read as a whole.
- 1.6 The remainder of this Planning Statement is structured as follows:
- **Section 2** sets out the 'vision' for the City of Hull that is embedded in the Development (and other) Plan(s);
 - **Section 3** provides a factual account, including a description of the Site's location and urban context, a description of the existing buildings at the Site and a summary of relevant planning history;
 - **Section 4** describes the development proposals;
 - **Section 5** explains the planning policy and legislative framework which is relevant to the consideration of the Application;
 - **Section 6** considers how the development contributes towards the achievement of the vision for the City;
 - **Section 7** sets out initial conclusions on the appropriateness of the development, which will be supplemented in due course following preparation of the Heritage Impact Assessment.

2 A Vision for the City of Hull

A Challenging Past

- 2.1 Hull has a rich and varied history, linked to its roots as a major port. This is reflected in the range and diversity of the fabric of the City (which was the second most-bombed city in England during the Second World War) and the people that live and work there.
- 2.2 However, the City has faced many challenges in recent years, including the economic decline of the fishing industry and port activities more generally.
- 2.3 The City also has a disproportionate share of low-income, unemployed and economically inactive residents living in some of the most deprived wards in the country.
- 2.4 Because of these issues, Hull has often received ‘bad press’, most often from people that have never lived, worked or even visited.

A Step-Change for Hull

- 2.5 But, since being named UK City of Culture 2017, Hull has gained national and international recognition.
- 2.6 The City has witnessed unprecedented levels of public and private investment into the City Centre, University, Ports and key employment sites.
- 2.7 There has also been large-scale intervention in the housing market in the most deprived areas of the City.
- 2.8 A renewable energy cluster has emerged because of the production of offshore wind turbines at Green Port Hull.
- 2.9 Major developments have been completed at the New Theatre, Ferens Art Gallery, The Fruit Market and the Bonus Arena; collectively putting Hull ‘on the map’ as an international visitor destination.
- 2.10 Further development is also committed or in the pipeline, including a striking pedestrian footbridge across the A63 (Castle Street), a new Cruise Terminal, major mixed-use development at Albion Square and ongoing investment in The Fruit Market.
- 2.11 These developments mark a step-change for the City, accumulating in an unprecedented level of interest and optimism in Hull’s future.

A Plan for the Future

- 2.12 In response, Hull City Council (‘HCC’) and other stakeholders have produced the City Plan. This outlines the projects which are intended to address the issues still facing the City. Amongst its main priorities is to make Hull a ‘world class visitor destination’.
- 2.13 Visitor numbers are anticipated to treble, and the City Centre is intended to be the focus for development and activities that will attract visitors; accommodating shopping, leisure, food and drink and cultural offerings.

- 2.14 Important facilities that support the stay of visitors include hotels, restaurants and bars. Specific opportunities have been identified for hotel development in the City Centre in the Development Plan ('DP') and HCC has identified further demand for a range of hotel facilities to meet visitor expectations beyond those which have recently been delivered.
- 2.15 The role of the City Centre as the principal location for offices in the Humber region, to attract or retain key businesses, through providing appropriate accommodation is also recognised in the City Plan and the DP.
- 2.16 The DP (which is considered further in **Section 5** of this Statement) identifies several City Centre sites which are intended to accommodate major development that will drive the City towards achievement of these objectives.
- 2.17 Land around Myton Street, to the west of the Princes Quay Shopping Centre, is identified as an opportunity to deliver a gateway to the City Centre. It is earmarked to include a new hotel, as well as other uses. The Bonus Arena is already a focus for activity in this part of the City and provides an anchor for further development.

Summary

- 2.18 The transformation of Hull over recent years, particularly the City Centre, is striking. But its regeneration is not yet complete and a range of 'opportunity sites' exist across the City to deliver further, lasting change.
- 2.19 HCC has developed a City Plan, which sets several objectives allied to the transformation of the City. These are translated into DP policy, which provides a framework for determination of planning applications.
- 2.20 A core objective for the City is to become a world-class visitor destination. A range of facilities that support the stay of visitors are necessary to achieve this aspiration, including further hotel and food/drink development within the City Centre.

3 Factual Account

Site Location and Urban Context

3.1 The proposals relate to a roughly triangular piece of land, extending to approximately 0.28ha. The Site is bound by Castle Street to the south and Waterhouse Lane to the north-west. The Site's urban context and boundary, which has evolved over recent years, is shown at **Figure 2**.

Figure 2 – Site Context and Boundary



3.2 The Site is situated within the Hull City Centre Boundary. As such, it is within walking distance of all the City's main retail, leisure, and civic amenities and facilities. The train station and bus interchange are just 5 minutes' walk away.

- 3.3 The western façade/entrance of the Prince's Quay multi-storey car park ('MSCP') is approximately 50m to the north-east of the Site. Prince's Quay is one of Hull's largest retail centres, with adjoining 1,000 space MSCP. To the west is Myton Street Retail park, a low density 'edge of centre' format retail park.
- 3.4 The Bonus Arena and new Osborne Street MSCP are immediately to the north. The Arena is a 3,500 person capacity music and events complex which opened in 2018. It was designed to give the City a space that would attract large corporate conferences, exhibitions and trade tours as well as major touring concerts, stand-up comedy, family shows and sporting events.
- 3.5 To the south of the Site, beyond the A63, is Hull Marina – an emerging leisure destination in its own right, furthered by the adjoining Fruit Market development.
- 3.6 The A63 itself is currently subject to a Development Consent Order ('DCO') for carriageway widening works. The DCO is at pre-examination stage with pre-examination meetings commencing in March 2019. As considered in further at Paragraph 4.9 of this Statement, if consented, the carriageway widening works would require the demolition of an existing building on the Site (the Earl De Grey) and use of frontage as a working area.
- 3.7 Works to construct a pedestrian footbridge to the east of the Site, as well as other improvements to the A63 corridor, are already underway.

Use of the Site

- 3.8 The Site consists entirely of previously developed land.
- 3.9 Its predominant use is a pay and display surface level car park. The Site is entirely hard-surfaced, and except one Sycamore tree on the Castle Street frontage, is devoid of vegetation.
- 3.10 The Site includes the Castle Buildings and the Earl De Grey building. The last use of the Earl De Grey building was as a public house, whilst Castle Buildings was last used as office accommodation.

Existing Buildings

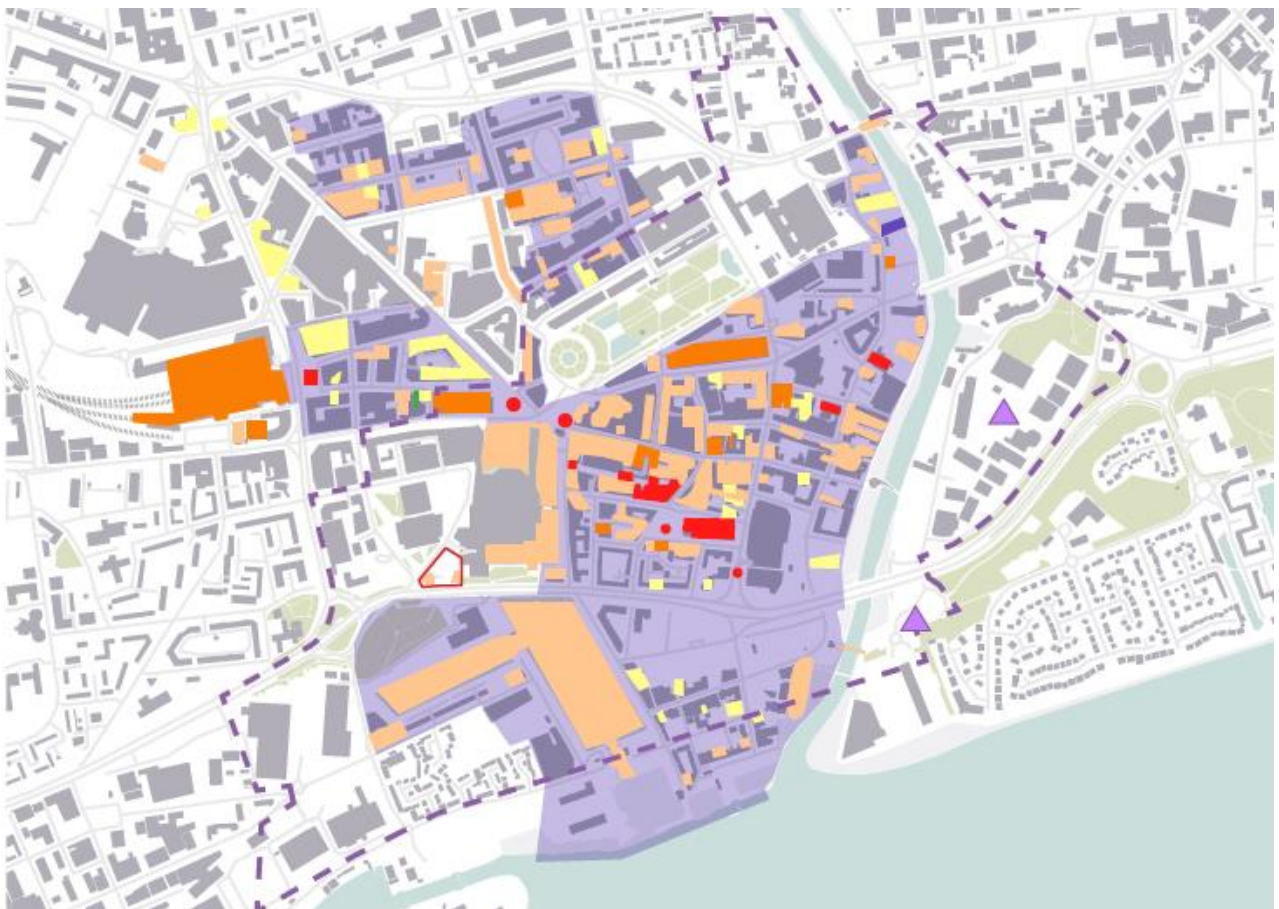
- 3.11 Both the existing buildings at the Site have been vacant for long period of time and, as a result, have fallen into disrepair. Castle Buildings has suffered extensive fire damage since its last use (circa 1970), which ultimately resulted in its annexes being demolished in 2018. Both buildings are currently surrounded by hoarding. The Castle Buildings are supported by structural scaffolding, they also have a roof cover and are wrapped in advertisement banners to minimise weather damage.
- 3.12 Castle Buildings and the Earl De Grey are both are Grade II listed (List UID: 1208094 and 1297037 respectively).
- 3.13 As considered further in the Heritage Statement forming part of this submission, the significance of the Castle Buildings principally originates from:
- (i) its architecture, principally the curved façade;
 - (ii) legibility of its internal layout and surviving internal features; and
 - (iii) historic interest relating to its successive occupation by maritime related businesses.

- 3.14 The contribution of the building's setting to its significance has diminished over time. It now occupies an isolated position and, with the exception of the Earl De Grey, the present setting does not contribute to the significance of the building.
- 3.15 The Heritage Statement also considers the features of the Earl De Grey building which contribute towards its significance.
- 3.16 It is noted that the listing specifically excludes the two-storey additions to the rear of the building. The three-storey element of the building is of moderate architectural interest, though the interior has been heavily altered and is not of special interest.
- 3.17 The building is however of high historic interest, acting as a physical reminder of Hull's history as a major port and featuring prominently in the collective memories of the City's communities.

Environmental Context

- 3.18 Other listed buildings and structures in the immediate area include the Railway Dock, Connecting Channel & Swing Bridge, Railway Street, Retaining Wall Of Princes Dock, Princes Dock Street, and 6 Princes Dock Street (all Grade II).
- 3.19 The Site is outside of any Conservation Area, although the Old Town Conservation Area boundary runs adjacent the opposite carriage of the A63 from the Site (shaded lilac at **Figure 3**).

Figure 3 – Old Town Conservation Area



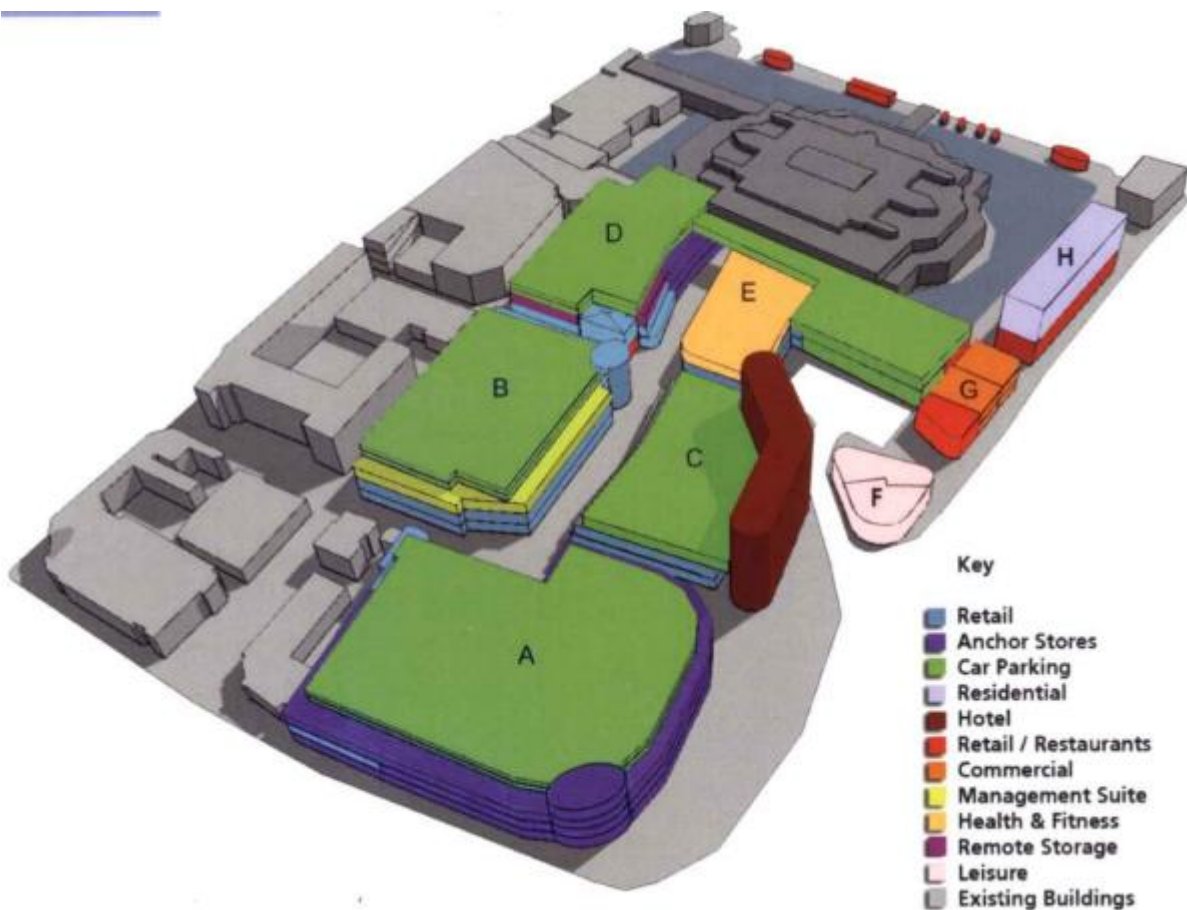
- 3.20 This area of the City is subject to an Air Quality Management Area ('AQMA') designation.
- 3.21 The Site, along with the entirety of Hull City Centre, is within Flood Zone 3a, although is within an 'area benefiting from flood defences'.
- 3.22 There are no other statutory or non-statutory environmental designations covering the Site and none within the area that would be affected by the development.

Relevant Planning History

Quay West

- 3.23 The Site formed part of a wider redevelopment proposal for land to the west of Princes Quay, known as Quay West.
- 3.24 Outline consent was granted in May 2007 (HCC reference 05/01507/OUT) for a mixed use development comprising retail, leisure, hotel, offices, food and drink, and residential uses (**Figure 4**).

Figure 4 – Quay West Masterplan



- 3.25 The permission was never implemented and has now lapsed. In any event, it has been superseded on the ground by the delivery of the Bonus Arena, which takes up a significant parcel within the area of the Quay West permission.

Castle Buildings

- 3.26 Listed Building Consent was granted for the demolition of the unlisted (but attached) annex to the Castle Buildings at 13-14 Castle Street (HCC reference 18/00029/LBC) and associated remedial works to Castle Buildings in March 2018. These works have taken place.
- 3.27 The scaffolding structures and roof covering at Castle Buildings (reference above) also benefit from listed building consent.
- 3.28 Additionally, there have been a series of permissions for the display of advertisements on the scaffolding structures, most recently in June 2018 (HCC reference 18/00567/ADV).

Summary

- 3.29 There has been transformational change in this part of the City Centre in recent years. It is critical that the momentum and confidence from Hull's year at UK City of Culture is maintained through further investment in gateway sites.
- 3.30 The Site is located within the City Centre boundary, in proximity to its retail, leisure, commercial and cultural attractions. The Bonus Arena is immediately to the north, and other key destinations (for example Princes Quay, the Fruit Market) are easily accessible.
- 3.31 The Site therefore represents a significant opportunity to realise the vision for this part of the City Centre. However, it is underused at present, comprising vacant and dilapidated buildings (which are Grade II listed).

4 Development Proposals

Scheme Evolution

- 4.1 As considered in detail in the DAS, the proposals have been developed over a period of several months through collaboration with key stakeholders.
- 4.2 This process has included a series of meetings with HCC Officers, including Planning, Urban Design and Conservation Officers, and a presentation to Members of the Planning Committee.
- 4.3 The proposals have also been presented at an independent Design Panel Review, as well as subject to meetings with Historic England and Highways England.
- 4.4 The architect's brief was to design a development which maximised the Site's contribution towards the transformation of the City Centre into a 'world class visitor destination' through provision of a hotel and the reuse of the existing buildings.
- 4.5 A key objective for the scheme were to contribute towards the City's night time economy and visitor facilities through the mix of uses on-site. The architect was also tasked with creating an attractive 'gateway' into the City Centre and maximising links with different parts of the City, including neighbouring development.

Description of Development

- 4.6 Full details of the proposed development are shown on the planning drawings and described in the DAS but can be summarised as follows:
 - Demolition of the Earl De Grey building;
 - Relocation of the three-storey element of the Earl De Grey within the Site, and its reorientation to front Waterhouse Lane;
 - Refurbishment and conversion of the Castle Buildings, including both internal and external works;
 - Erection of a 'link extension' connecting Castle Buildings and the relocated elements of the Earl De Grey;
 - Use of the Castle Buildings, relocated elements of the Earl De Grey building and the link extension for uses falling within Use Classes A3 and/or A4 and/or B1(a);
 - Erection of a nine storey hotel building with ancillary food and beverage offers and a sky-bar;
 - Associated hard/soft landscape works, including new public realm and public art;
 - Vehicular and pedestrian access, including on-site disabled parking and drop-off facilities, servicing areas and cycle parking facilities; and
 - Associated infrastructure.
- 4.7 The resultant levels of floorspace are outlined in the accommodation schedule at **Table 1**.

Table 1 – Accommodation Schedule (sq.m GIA)

	Use Classes A3 and/or A4 and/or B1	Use Class C1
Castle Buildings and Earl De Grey	771	0
Hotel	0	4,821

4.8 With the exception of some of the works to the Castle Buildings, all of the development requires planning permission. The works affecting the Castle Buildings and Earl De Grey building additionally require listed building consent.

Demolition and Relocation of the Earl De Grey

4.9 This element of the proposal involves demolition of the Earl De Grey building. As described earlier in this Statement, the three-storey element of the building is Grade II listed.

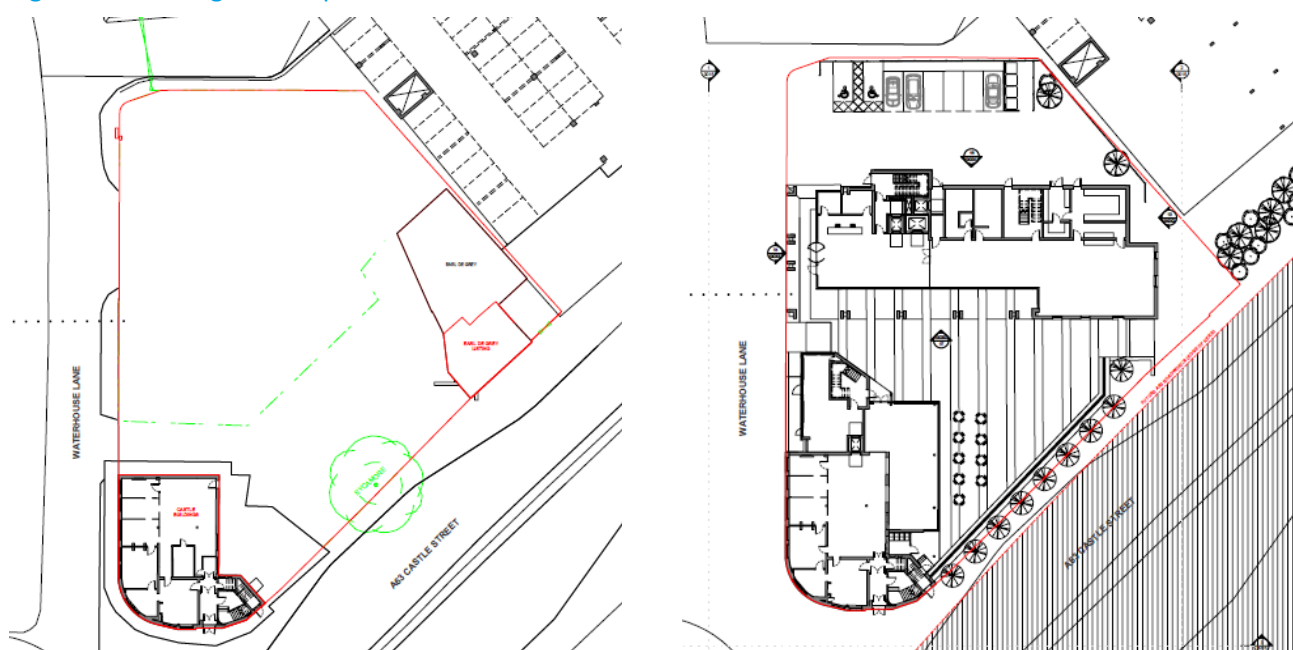
4.10 Whilst independent of the works to widen the carriageway of the A63 (which are subject to a DCO), these will require the demolition of the Earl De Grey in order to achieve a safe working zone alongside the highway.

4.11 Should the comprehensive redevelopment of the Site not be delivered, Highways England will be required to store the fabric of the Earl De Grey building and then re-erect it approximately 3.5m from the edge of the A63 carriageway once the widening works are complete.

4.12 As part of the development proposals comprising this Application, the Earl De Grey building will be dismantled, and its external shell will be partially re-erected within the Site without the need for its storage. It will be relocated adjacent to the blank gable of Castle Buildings and reoriented to front onto Waterhouse Lane. This will result in the conceptual ‘reinvention’ of Waterhouse Lane, whilst retaining the individual distinctiveness of each of the buildings.

4.13 The location of the retained elements of the building is demonstrated in the comparison at **Figure 5**.

Figure 5 – Existing and Proposed Site Plans



- 4.14 An historic building survey is being undertaken to inform the methodology for the demolition and reconstruction of the building. This will confirm what elements of the historic fabric of the building are suitable for reuse.
- 4.15 The survey and methodology will be submitted prior to the determination of the applications and will inform a Heritage Impact Assessment.

Refurbishment of the Castle Buildings

- 4.16 The Castle Buildings will be refurbished, both internally and externally, to provide high-quality, flexible floorspace that can accommodate a wide range of occupier requirements falling into Use Classes A3 and/or A4 and/or B1a.
- 4.17 Internal works and interventions in the historic layout of the spaces have been minimised in recognition of the contribution the building's internal layout (which is largely unaltered) makes to its significance. The floorplans are largely unaltered by the proposals, except for the ground floor.
- 4.18 The external elevations of the building have been sensitively treated and are unmodified (other than like for like replacement, where necessary), except for the rear of the property to facilitate the link extension (considered further below).

Link Extension

- 4.19 To maximise the potential for reuse of both buildings, the proposals link them together. The new build element (**Figure 6**) is intended to appear as a contemporary intervention, clearly of its time. This purposeful approach supports the objective of maintaining the distinctive character of each individual building.

Figure 6 – Link Extension



- 4.20 The link extension will address a new external piazza to the rear of the building, allowing café-style seating to flow from inside to outside and animating public realm to the south.

Hotel

- 4.21 The hotel building will be located towards the east of the Site, adjacent to the Princes Quay MSCP.
- 4.22 The building will be nine storeys, rising to a height of approximately 29m from surrounding ground levels (32.5 m AOD).
- 4.23 Whilst of a different scale to Castle Buildings and the Earl De Grey building, a nine-storey building is necessary to accommodate the number of bedrooms (150) identified as being required by operators with an interest in Hull through market testing. Such scale would also be viewed in the context of the Bonus Arena and the MSCPs in this part of the City Centre.
- 4.24 From the western approach to the City Centre (along the A63), the scale of the hotel enables it to become a landmark building that screens existing views of the Princes Quay MSCP. The scale of the hotel building also relates well to other large-scale warehouse buildings characteristic of the historic dockside. In combination, these will triangulate around the new Princes Quay footbridge, emphasising the bridge as a new gateway into the City Centre.
- 4.25 To better align this scale alongside the existing buildings on Waterhouse Lane, architectural detailing has been used. This includes a prominent plinth design, intended to draw the eye down to a 'human scale' at street level. A colonnade and upper beam are scaled to tie through with the other buildings' eaves height (Figure 7).

Figure 7 – Waterhouse Lane Streetscene

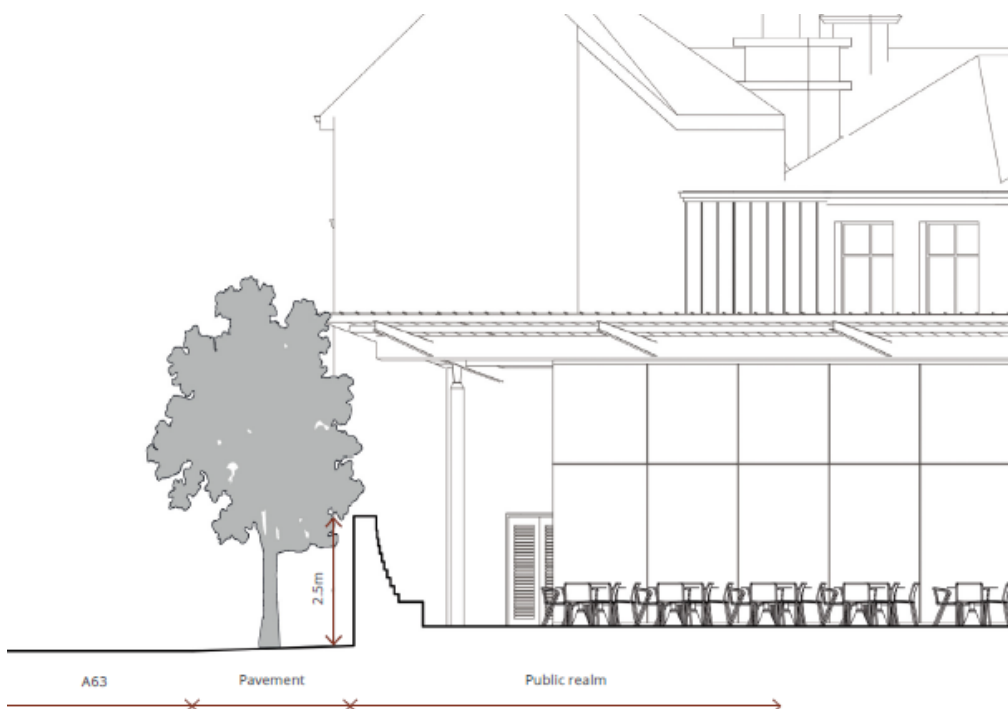


- 4.26 The entrance to the hotel is on its northern elevation as part of the strategy to enliven the Waterhouse Lane frontage and strengthen the link between the Site and the Bonus Arena, as well as the City Centre beyond.
- 4.27 The palette of materials is limited to facing brickwork, concrete and glass, reflecting the form of the surrounding historic fabric, including the surviving dock warehouses.
- 4.28 The hotel will incorporate ancillary food and drink uses at both ground floor, and at roof level where a 'sky bar' is proposed to take advantage of the panoramic views available over the south of the City, the Marina and the Humber beyond.

Public Realm and External Works

- 4.29 The buildings will be set within attractive hard and soft landscaping, which has sought to a sense of place within the Site.
- 4.30 The orientation of the buildings and the layout of development has been planned to take account of the relationship with the Bonus Arena and the desire to provide a more pedestrian-friendly connection between the Marina and Fruit Market and the City Centre. The legibility of this route is enhanced through the creation of active frontages along it.
- 4.31 To further animate this north-south route, an intimate area of open space will be created to the rear of the link extension in the form of a piazza. This will allow casual use of the space, as well as the ability for outdoor use by any potential food and beverage outlets and/or business premises.
- 4.32 The proposals for the piazza include a screen to mitigate the intrusion of the A63 upon the amenity of the space (**Figure 8**). The barrier takes the form of a 2.5m high wall, inspired by the character and appearance of the docks that surround this area of the City Centre, which are particularly visible at @TheDock. The wall is also designed to provide seating at its lowest tier.

Figure 8 – Screen to A63



- 4.33 A public art strategy will be developed for the Site which enables interpretation of the history of the buildings in the context of the transformation of the City and the reimagining of the Site itself.
- 4.34 Vehicular access will be via Waterhouse Lane. There is provision for servicing, deliveries, refuse collection and pick up/drop off. Seven car parking spaces are proposed, two of which are for disabled guests.

Summary

- 4.35 The proposals have been developed through collaboration with key stakeholders. The intention of the scheme is to make a meaningful contribution to the emerging night time and visitor economy in the City through provision of high-quality hotel accommodation, leisure uses and public realm.
- 4.36 The layout of the site and the approach to public realm will create an attractive pedestrian route through the Site, linking two key areas of the City Centre.
- 4.37 The proposed relocation of the Earl de Grey listed building to adjoin Castle Buildings, whilst exceptional, offers significant benefits by reinstating, at an appropriate scale, historic frontages along Waterhouse Lane. It also maximises the prospect of the viable reuse of the buildings. It will also enhance the animation of the existing and proposed public realm between the Bonus Arena, Princes Quay and the proposed hotel in this emerging quarter of the City.
- 4.38 The hotel is a landmark building, well suited to such a gateway location on the approach to the City Centre. Its architectural detailing and the palette of materials is a sympathetic response to the context of the Site and the listed buildings within it. Its design also maximises its position overlooking the Marina and it will become an attractive City Centre destination in its own right.

5 Planning Policy and Legislative Framework

- 5.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires planning applications to be determined in accordance with the adopted DP unless material considerations indicate otherwise. The National Planning Policy Framework (July 2018) ('NPPF') is one such material consideration.
- 5.2 Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 ('the Act') imposes a statutory duty to pay special regard to the desirability of preserving listed buildings and their setting, or any features of special architectural or historic interest that they possess. Section 72 also imposes a duty to pay special attention to the desirability of preserving or enhancing the character or appearance of Conservation Areas.
- 5.3 The DP for Hull consists of the Local Plan (November 2017). This is supported by a suite of Area Action Plans and the Minerals and Waste Local Plans, none of which are of relevance to these proposals.

NPPF

- 5.4 The NPPF is underpinned by a presumption in favour of sustainable development, which is set out at Paragraph 11.
- 5.5 This states that development should be approved without delay when it accords with the Development Plan.
- 5.6 Where the Development Plan is absent, silent or relevant policies are out of date, planning permission should be granted unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits.

Main Town Centre Uses

- 5.7 The NPPF states that planning policies should promote competitive town centres (Paragraph 85) by adopting a 'town centre first' approach to the location of main town centre uses, which include (inter alia) leisure, restaurants, bars and pubs, offices, and tourism development (including hotels).
- 5.8 Paragraph 85 also requires local planning authorities to take a positive approach to the growth and adaptation of existing centres, supporting their growth and diversification in a way that enables them to respond to rapid changes in the retail and leisure industries and accommodate a mix of uses that reflects their distinctive characters.

Heritage

- 5.9 When considering the impact of a proposed development on the significance of a designated heritage asset, the NPPF (Paragraph 193) requires that great weight should be given to the asset's conservation. The more important the asset, the greater the weight should be.
- 5.10 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 (Paragraph 194).
- 5.11 Where a development proposal 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, where appropriate, securing its optimum viable use (Paragraph 196).

5.12 Where a proposed development will lead to substantial harm to (or total loss of significance of) a designated heritage asset, Paragraph 195 directs that permission should be refused unless it can be demonstrated that the harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or the following four criteria all apply:

- a) *the nature of the heritage asset prevents all reasonable uses of the site; and*
- b) *no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and*
- c) *conservation by grant-funding or some form of not for profit, charitable or public ownership is demonstrably not possible; and*
- d) *the harm or loss is outweighed by the benefit of bringing the site back into use*

Design

5.13 Good design is a key aspect of sustainable development and creates better places in which to live and work (Paragraph 124). The NPPF requires development to create places that are safe, secure and attractive and which minimise conflicts between pedestrians, cyclists and vehicles (Paragraph 110).

5.14 Paragraph 91 supports the creation of healthy, inclusive and safe places that can, in part, be achieved via promotion of social interaction, including opportunities for meetings between people who might not otherwise encounter each other. Similarly, Paragraph 92 requires planning decisions to plan positively for the provision and use of shared and open spaces.

Flood Risk

5.15 Paragraph 155 of the NPPF seeks to direct development away from areas of highest flood risk. Where development is necessary in such areas, the development should be made safe for its lifetime without increasing flood risk elsewhere.

5.16 Paragraph 162 confirms that, where planning applications come forward on sites allocated in the development plan through the sequential test, applicants need not apply the sequential test again. An exception test will, however, be necessary where there are aspects of the development proposal that were not considered at the plan-making stage.

Development Plan Policy

Strategic Priorities

5.17 One of the five City Plan priorities is to ‘*make Hull a world-class visitor destination*’. This has translated into Strategic Priority 3 of the Local Plan, which seeks to:

‘promote the role of the city centre as a world class visitor destination by making it a focus for major shopping, food and drink, and leisure development that can serve the city, the wider region and areas beyond.’

5.18 Strategic Priority 6 confirms that to achieve this priority:

‘it is important that the Plan provides a framework which recognises this and protects the unique heritage assets while allowing change to happen’ (Quod’s emphasis).

5.19 Paragraph 6.25 of the Local Plan states:

'Important facilities that support the stay of visitors include hotels, restaurants and bars. Specific opportunities have been identified for hotel development in the city centre and there remains a demand for a range of hotel facilities to meet visitor expectations.'

City Centre

5.20 Policy 9 *City Centre* is in-line with the relevant sections of the NPPF identified above.

5.21 Policy 10b of the Local Plan *City Centre Mixed Use Sites* allocates the Site (in combination with land to the north-west of Waterhouse Lane) for the following mix of uses:

'Land around Myton Street (west of Princes Quay) (3.8 ha) (ref 2) will be developed for a new conference centre and live music venue together with a hotel and retail space. Other main town centre uses and residential development will be supported where these are complementary to the main uses and do not constrain the main development priorities for the site' (Quod's emphasis).

5.22 The supporting text for the policy provides further context for HCC's aspirations. Paragraph 6.51 states:

'given its prominence [the site] could deliver an impressive gateway to the city centre, promoting a perception of the city centre as a vital and dynamic place.'

5.23 Paragraph 6.51 notes a development brief has been prepared for the site and this is considered further below.

Design

5.24 Policy 14 *Design* outlines a series of requirements to achieve a high-quality environment. These relate to schemes' relationship with the surrounding area, developments which are design to encourage healthy lifestyles and social interaction, and the creation of safe and inclusive spaces.

5.25 Policy 15(1) *Local Distinctiveness* seeks to promote distinct development in appropriate locations, which can be achieved by reference to (inter-alia):

b. 'creating a network of landmarks in prominent or gateway locations

c. encouraging contemporary architecture that respects the city's heritage, creating positive and distinctive contributions;

d. the setting, character and appearance of Listed Buildings [and] Conservation Areas;

...

f. ensuring proposals, including those on allocated sites, accord with any... development brief'

5.26 Policy 15(2) relates to tall buildings but is not applicable to these proposals since it falls below the policy's 30m threshold (29.055m in height).

Heritage Assets

5.27 Policy 16 *Heritage considerations* accords with the statutory duties of the Act and the relevant policies of the NPPF. Accordingly, it attaches great weight to the preservation and enhancement of heritage assets.

Sustainability

5.28 Policy 17 requires demonstration that the design will reduce energy, water use, and mitigate flooding, pollution and over-heating. Furthermore, the policy seeks the BREEAM rating 'Very Good' to be achieved for all non-residential buildings.

5.29 Policy 25 *Sustainable travel* requires the promotion of sustainable transport objectives. This can be achieved through [inter-alia]: the provision for walking, cycling and public transport and reduce the need to travel; giving priority to public transport, pedestrians and cyclists. Table B of Appendix 2 to the Plan sets out the parking standards.

Material Considerations

5.30 HCC prepared a Development Brief ('DB') for land around Myton Street (edged red at **Figure 9**), dated April 2014.

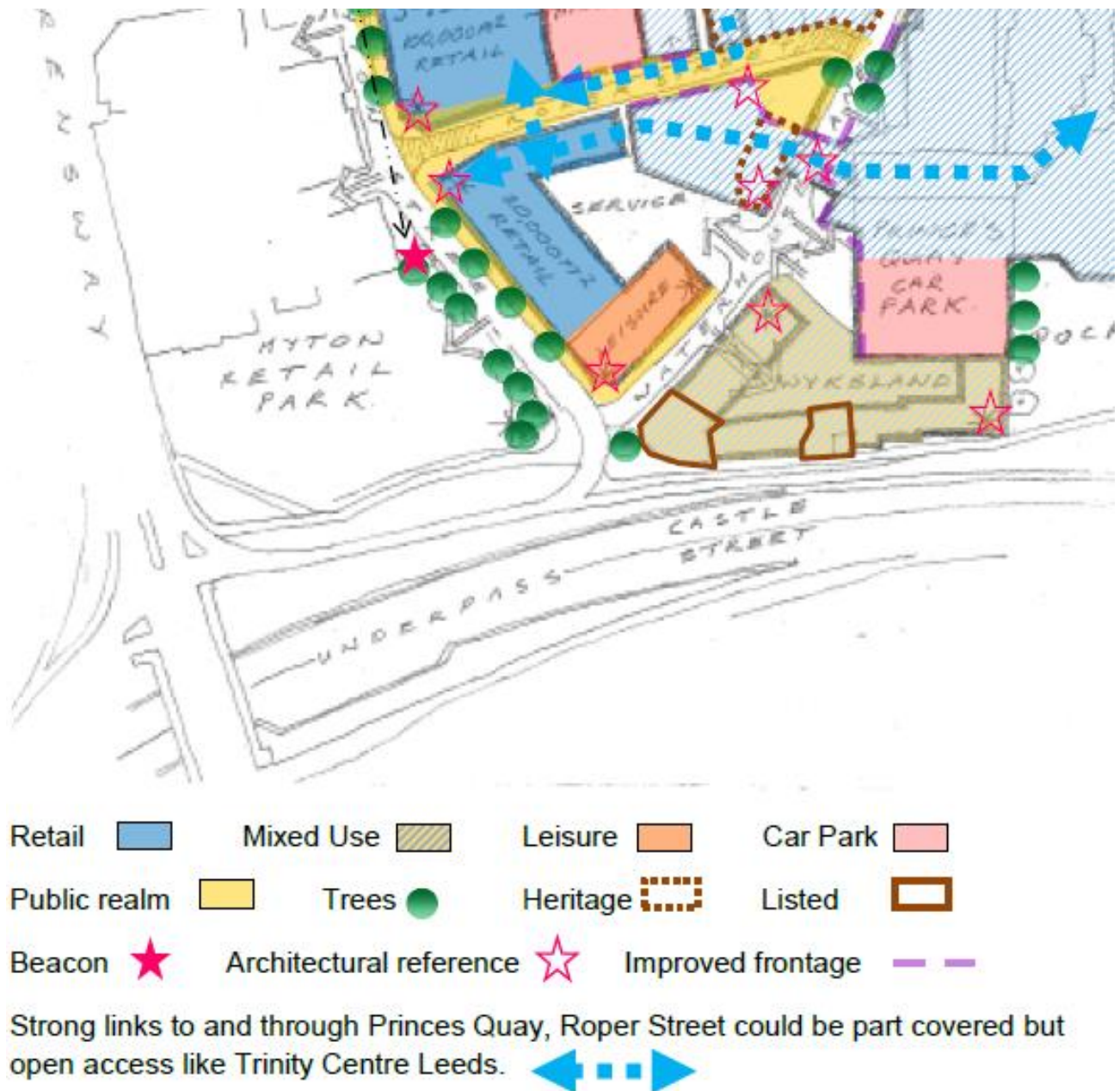
Figure 9 – Development Brief Area



5.31 Whilst a relevant material consideration, the DB is not a Development Plan Document. It was subject to relatively limited consultation and has not been considered independently. The weight that can be afforded to it in decision making is limited by these facts.

- 5.32 The DB recognises that the Quay West permission will not come forward and seeks to address the challenges of the area: low-density underdevelopment, poor pedestrian connectivity to the City Centre, and poor perception of the City Centre from the A63.
- 5.33 It also acknowledges the historic value of the listed buildings at the Site, but notes they act as constraints to the comprehensive redevelopment of that site.
- 5.34 It further highlights that their retention alongside proposed A63 improvement works is not guaranteed.
- 5.35 The DP includes an indicative scheme for the area (**Figure 10**).

Figure 10 – Indicative Scheme



5.36 Whilst the delivery of the Bonus Arena means that this scheme could never be delivered as suggested, key principles which underpin it remain relevant. These include:

- The Site provides an opportunity to screen the south side of Princes Quay MSCP and has potential to make contribute to the perception of the City Centre from the A63;
- Development could define the Site with strong architectural statements, particularly at the southern end of Waterhouse Lane;
- The heritage assets at the Site could help define Waterhouse Lane, giving a sense of continuity and place.

Summary

5.37 The Site is allocated by the DP for mixed-use development, including hotel and other main town centre uses, including food and drink (Use Classes A3 and A4) and offices (Use Class B1a). The principle of the proposed uses at the Site are therefore in complete accordance with the DP and there is a plan-led presumption in favour of the development.

5.38 The development management policies of the DP, and the DB for land at Myton Street, is supportive of the creation of a 'gateway' at the Site, through provision of a landmark building, and the activation of Waterhouse Lane through any development's design approach.

5.39 In determining the applications, HCC has a statutory duty to pay special regard to the desirability of preserving the listed buildings at the Site, and their setting. The same statutory duty applies to the impact of the development on the Old Town Conservation Area, to the south of the A63.

6 Delivering the Vision for Hull

- 6.1 The Ministerial foreword to the NPPF notes that sustainable development is ‘...*about positive growth – making economic, environmental and social progress for this and future generations...*’ and that as a consequence the ‘...*planning system is about helping to make this happen...*’.
- 6.2 This Section considers the development management issues relevant to the proposals and provides an initial assessment of the scheme against the three limbs of sustainable development: economic, social and environmental.
- 6.3 The assessment will be updated once the full heritage impacts of the development are understood. A Supplementary Planning Statement will weigh the public benefits of the development proposals against any harm to heritage assets and provide an overall conclusion on the acceptability of the scheme.

Principle of Development

- 6.4 Aspirations for the City to become a world-class visitor destination are well articulated in the DP, which has drawn on the objectives of the City Plan. The DP recognises that new, high quality visitor facilities and attractions, including hotels, restaurants and bars in the City Centre, are essential if this objective is to be achieved.
- 6.5 The City has undergone unprecedented transformational change in recent years, with significant investment and confidence allied to the City’s UK City of Culture 2017 status. However, parts of the City Centre are still in need of regeneration and there is a need to connect the different ‘quarters’ of the City that have emerged, including the Fruit Market and the New Town area.
- 6.6 The Bonus Arena, in combination with the creation of a pedestrian access and other works to the rear of Princes Quay, has breathed new life into the area around Myton Street. Works to the A63, including a pedestrian footbridge at Princes Quay, will also aid connectivity between the Site and the Fruit Market, but there is still more to do.
- 6.7 The DP therefore allocates the Site (in combination with land to the west of Myton Street and north of Waterhouse Lane) for mixed use development, which explicitly includes a hotel and the other main town centre uses which are proposed by this application.
- 6.8 Whilst the DB has been superseded by development on the ground, its aspiration to deliver landmark development at this gateway to the City Centre which reinforces the role of Waterhouse Lane and enhances permeability remains. The reconfiguration of the Earl De Grey and Castle Buildings will ensure they can accommodate the supporting main town centre uses required at the Site without restricting the delivery of the hotel.
- 6.9 There is a clear, plan-led presumption in favour of the development and planning permission should be granted without delay unless material considerations indicated otherwise.

Economic Sustainability

City Centre Regeneration

- 6.10 The proposal will regenerate, maintain and enhance the economic function of the City Centre.

- 6.11 It will catalyse further investment in this part of the City, building on recent transformation brought about by the Bonus Arena and enhancements to Princes Quay, further enhancing the profile of the area and boosting investment confidence.
- 6.12 The Site is a gateway location into the City and its redevelopment will positively transform the perception of the City from the western approach, which is essential to realise the ambitions of the DP for the wider City Centre.

Night Time Economy

- 6.13 The incorporation of food and drink uses within the hotel and, potentially, Castle Buildings and/or the Earl De Grey will enhance the City Centre's evening and night-time economy.
- 6.14 The proposed mix of uses will complement the activities at the Bonus Arena, as well as the leisure uses which take place within Princes Quay. This symbiotic relationship will give rise to a critical mass of evening activity in this part of the City Centre.
- 6.15 This provides revenue generation for business beyond daytime hours and supports additional job creation.

Visitor Economy

- 6.16 The proposed hotel will provide the overnight accommodation that is explicitly sought via the DP, in a convenient location adjacent to a key visitor attraction (the Bonus Arena).
- 6.17 Providing hotel accommodation is a vital component of the strategy to achieve HCC's objective of Hull becoming a world-class visitor destination.

Connectivity

- 6.18 The scheme maximises physical and perceived connectivity with neighbouring uses, and other parts of the City Centre, through the creation of a public piazza and attractive, active walking routes.

Flexible Floorspace

- 6.19 The sensitive treatment of the Castle Buildings and Earl De Grey, including the link extension, means that the scheme will deliver flexible floorspace that is suitable for a wide range of town centre uses and occupier types.
- 6.20 This provides the opportunity for the development to respond to rapidly changing market conditions.
- 6.21 The size of the unit(s) is ideal for new and/or growing local businesses that wish remain in Hull, whilst also meeting the needs of more well-known brands.

Job Creation

- 6.22 The development will generate employment during the construction phase. It is likely that a proportion of the jobs sustained during this phase of the development will be available for the local population.
- 6.23 The development also includes a range of end uses that will generate permanent employment opportunities during the operational phase.

- 6.24 The number of jobs created will be dependent on the final mix of uses at the Site but will be in the range of 90-120 FTE¹. Actual jobs created could be much greater due to the high propensity for flexible working hours in the leisure and food and drink sectors.
- 6.25 A range of jobs at different skill levels will be supported. There will be opportunities for flexible working patterns and career progression. These jobs will be available to the local population and will deliver significant economic benefits for the local economy.

Summary

- 6.26 The proposal will provide clear economic benefits that can assist with the continued regeneration and enhancement of the economic function of Hull City Centre. It will reinforce the role of the City as a regional centre and assist with its aspiration to become a world-class tourism destination.

Social Sustainability

Vibrant Communities

- 6.27 Sustainable development should support strong, vibrant communities by creating a high-quality built environment.
- 6.28 The provision of food and drink uses is not only for visitors to the area; there is an opportunity to for them to perform as an asset for the local community; a location to meet and socialise. The design opens up north-south pedestrian movements through legible, attractive routes opening the core of the City to the southern fringe.
- 6.29 The Site has been vacant for a considerable period. The development will revitalise this part of the City Centre, creating activity where there either is none or it is constrained by dereliction.
- 6.30 The redevelopment of the Site for landmark development will challenge people's perception of the City, assisting with the ongoing narrative that Hull is a place where things happen, and business can be done.

Healthy Communities

- 6.31 The Site is within a highly accessible location, in proximity to Hull rail and bus interchange.
- 6.32 Through travel planning, and the promotion of active transport via cycling and walking, there is an opportunity to improve the public health of employees at the Site.
- 6.33 The design of the scheme provides an attractive pedestrian connection from the Fruit Market area into the core of the City Centre.

Social Wellbeing

- 6.34 The social benefits of the proposals are intrinsically linked to the economic benefits. New jobs will bring greater wealth and wellbeing, reduced joblessness and increased productivity of the local population. Furthermore, the nature of the jobs created will be attractive to, and available for local people.

¹ Calculated using the Employment Density Guide 2015, not based on specific occupier models.

- 6.35 The delivery of up to 90-120 new jobs will improve the economic position for people in the local area which in turn, will improve their social well-being.
- 6.36 The redevelopment of this Site will have a significant positive impact in deterring anti-social behaviour in the area, providing natural surveillance including during night-time hours.

Cultural Wellbeing

- 6.37 The design approach has been carefully considered to create a sense of place, tying in the disparate elements of the listed buildings, arena, and the MSCP.
- 6.38 The new piazza will create a high-quality amenity space. This will present opportunities for cultural activities to take place that will, in turn, increase visitors and enhance the cultural image of this quarter of the City.

Environmental Sustainability

Efficient Use of Previously Developed Land

- 6.39 The Site consists entirely of previously developed land. The development brings vacant land and buildings within the City Centre back into use.
- 6.40 Making best use of previously developed land in a highly accessible location is an intrinsically sustainable form of development.

Sustainable Location

- 6.41 The Transport Assessment (“TA”) demonstrates that the development site is highly accessible via a range of transport modes and that scope exists to promote accessibility by alternative modes to the car.
- 6.42 A Framework Travel Plan (“FTP”) has been produced in conjunction with this TA in order to provide a strategy for encouraging travel by sustainable modes at the development.
- 6.43 The DAS, in conjunction with the TA, demonstrates that the proposed development has been designed to maximise permeability and integration with these existing public transport, pedestrian and cycling routes in the City Centre.
- 6.44 On-site car parking is minimal, limited to spaces for disabled guests of the hotel and facilities for pick up/drop off. However, there are opportunities to make use of existing capacity within Princes Quay MSCP and other car parks in the vicinity of the Site (which will have the added benefit encouraging linked trips). The TA demonstrates that there will be sufficient to accommodate the level of demand generated by the proposals.

Heritage

- 6.45 The design of the scheme has been heritage-led. The scheme will renovate, repair and sensitively convert the original buildings and bring local landmarks back into active and beneficial use.
- 6.46 The proposed relocation of the Earl De Grey reimagines the street scene on Waterhouse Lane. It provides a new, improved setting for Castle Buildings and Earl De Grey that more closely resembles their historic setting. The setting of these assets has been eroded over time by successive widening

of the A63, which is heavily trafficked, and the demolition of adjoining/neighbouring buildings. The proposals will enable their historic interest and relationship to be more readily understood.

- 6.47 The new-build elements of the scheme have been carefully designed to respect the historic form, scale and materials of the original buildings at the Site and within the local area.
- 6.48 The Applicants have engaged in extensive pre-application discussions with a range of stakeholders, which have informed the evolution of the scheme.
- 6.49 The application is accompanied by a Statement of Significance which provides a detailed description of (i) the heritage assets which could be affected by the proposed development and (ii) the heritage value and significance of each asset.
- 6.50 A detailed Heritage Impact Assessment which considers the impact of the works and confirms where significance could be affected and identifies how enhancement has been maximised and harm has been minimised will be prepared and submitted in support of the Application.

Design

- 6.51 The DAS provides a comprehensive description of the development, including its scale, layout, massing, elevational treatment and materials palette.
- 6.52 It demonstrates the proposals will deliver a high-quality development, sensitive to the historic context and of 'good design', which is a key aspect of sustainable development (NPPF Paragraph 56).
- 6.53 The scheme has been designed to integrate with neighbouring development and will function as a 'link' between different 'quarters' of the City Centre.
- 6.54 The proposals include a central area of public space in the form of a piazza. The piazza is framed by the existing and proposed buildings, as well as a barrier to the A63 which will replicate the form of dock walls. It will have a strong sense of place.
- 6.55 The proposals incorporate landscaping and planting and will give rise to a high-quality public realm which flows seamlessly into the public realm around the Bonus Arena.
- 6.56 The scheme will create a safe and accessible environment where crime and fear of crime do not undermine the quality of the development.
- 6.57 The development will be of high-quality construction, utilising modern materials and techniques to minimise the environmental impacts of development. The new build elements of the development will achieve BREEAM Very Good.

Technical Considerations

- 6.58 The Site's existing condition and the technical effects of the development have been considered by a series of technical studies, the findings of which are set out in reports which form part of this submission and summarised below.
- 6.59 These technical reports demonstrate that the Site is suitable for the development proposed and that the development will not give rise to any adverse effects which cannot be suitably mitigated.

Flooding and Drainage

- 6.60 Like much of the City, the Site is in Flood Zone 3a. The Site has already been sequentially tested at the plan-making stage, and so its intended use is acceptable in flood risk terms.
- 6.61 The Flood Risk Assessment recommends several mitigation measures to ensure that future users of the development are not at unacceptable risk from flooding. This includes provision of places of safety above predicted flood depths.
- 6.62 The Drainage Impact Assessment demonstrates that both foul water and surface water can be discharged into the Yorkshire Water Public combined sewer at an acceptable rate. The proposed means of foul and surface water drainage ensure the Site can be suitably, safely and sustainably drained.

Odour

- 6.63 The Odour Assessment assesses the likely impacts of food and beverage uses associated with the hotel and potentially occupying Castle Buildings and/or Earl De Grey. This demonstrates there to be a 'low to medium' impact significance with appropriate mitigation in place.
- 6.64 The assessment demonstrates that the development can be suitably ventilated without causing undue harm to public amenity, or to the historic fabric of the buildings.

Noise

- 6.65 The Noise Assessment demonstrates that suitable noise levels within the hotel can be achieved subject to appropriate mitigation, including enhanced glazing and mechanical ventilation to some rooms.
- 6.66 The proposals are located some distance from other sensitive receptors and, as such, building service plant and deliveries will not result in any material impact upon amenity.

Ecology

- 6.67 The Preliminary Ecological Impact Assessment demonstrates that the Site is unconstrained by ecology and biodiversity, subject to a bat emergence survey confirming the existing buildings are not being used for roosting.

Lighting

- 6.68 An External Lighting Assessment has been prepared. This considers the existing light environment in the vicinity of the development and whether there are any constraints which needs to be addressed when designing the external lighting scheme.
- 6.69 The assessment concludes by setting a series of design parameters for the future external lighting scheme at the Site.
- 6.70 In due course, this will contribute towards the quality and experience of the public realm and pedestrian routes through the Site.

Air Quality

- 6.71 An Air Quality Assessment has considered the potential effects from construction and operation of the development.

- 6.72 The potential effects from construction will be managed through a Construction Management Plan ('CMP'). With mitigation measures in place, the effects are not predicted to be significant.
- 6.73 Assessment of baseline air quality suggests monitoring on the site boundary is below the Air Quality Objective for long-term exposure of NO₂. A range of measures will be employed during the operational phase to reduce pollutant levels, these will focus on encouraging sustainable travel to the Site (which will be encouraged through the implementation of a Travel Plan for the development).

7 Conclusions

- 7.1 The proposals will positively respond and contribute to the City's regeneration and transformation objectives.
- 7.2 They are entirely consistent with the Site's allocation in the DP and HCC's vision for this part of the City Centre, in terms of their mix of uses and their potential to encourage the visitor and night time economy. There is therefore a clear plan-led presumption in favour of the development.
- 7.3 This Statement, together with the accompanying submission documents, demonstrates that the proposals represent high quality sustainable form of development that respects its historic context.
- 7.4 The proposals have responded positively to feedback received from HCC, Historic England, Highways England and other stakeholders during the pre-application process.
- 7.5 The scheme will, in certain areas, lead to harm to the designated heritage assets on-site. Until the methodology for demolition and rebuilding the Earl De Grey can be confirmed, it is not possible to determine the degree of harm.
- 7.6 Details of the methodology and a Heritage Impact Assessment is to follow. A Supplementary Planning Statement will then be submitted as part of the Application to confirm whether the harm identified is sufficiently outweighed by the public benefits that will arise from the scheme.
- 7.7 In the meantime, it is clear the development will give rise to a range of planning benefits – economic, social and environmental – which are to be afforded significant weight when this balancing exercise is undertaken. These include (inter alia):
 - Catalyse investment in this part in this part of the City Centre, enhancing the profile of the area and boosting investment confidence;
 - Reuse and redevelop previously developed land in a highly accessible location, with no environmental sensitivities.
 - Secure the optimum viable use of local landmarks for the benefit of the local community and the economy;
 - Deliver a development of high architectural quality, achieving 'good design', that responds to the historic context of the Site;
 - Improve the vitality and viability of the area by increasing footfall, expanding the night-time and visitor economy;
 - Make a positive contribution to the local economy by creating new employment opportunities;
 - Provide new high-quality public realm which is accessible to all and contributes towards the activation of this part of the City Centre.