

Brunswick House and The Strand

Supplementary Planning Document 18

June 2021



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1. Introduction and background

1.1 Purpose of the Supplementary Planning Document

This Supplementary Planning Document (SPD) has been prepared to provide a high-level urban design and planning framework to guide prospective developers of the Brunswick House and the Strand site (figure 3). The SPD contains planning policy requirement references and the expectations of the Council. It should be read in conjunction with Hull Local Plan and other SPDs.

The site is an unusual development opportunity in that it comprises two buildings with heritage value, the Strand, a Listed Building, falling into dereliction, and the locally listed Brunswick House currently occupied by Council offices to be vacated imminently. In order to secure a positive future for these assets and to bring the allocated housing land (within the site) forward, the Council seeks the development of the whole site into residential use through the rehabilitation/conversion of the Strand and Brunswick House and development of the land in immediate proximity. The approach would maximise the viability of the conversions while ensuring the setting enhances the heritage value of these assets.

The Council owns the northern part of the site and has the authority to start a Compulsory Purchase Order process on the land comprising the Strand.

1.2 Structure

The SPD first provides key information about the particular reasons for this brief. The second part provides information about the sites and its context, and the third part sets out the development parameters leading to appropriate development responses.

1.3 Status of this document

This guidance is essentially aimed at parties with an interest in the site, be that potential developers, Hull City Council and local residents. It promotes the processes that will lead to good design outcomes, and provides a clear understanding of the design approaches and requirements that are likely to be deemed acceptable in design and planning terms. This SPD will be a material consideration in determining any future planning applications relating to either part or the entirety of the site.

2. Site and context

2.1 Location

The Site is located approximately 250m from the north-west of the City Centre, on the east side of Beverley Road behind the Brunswick Arcade frontage shops and youth centre/urban farm, south of Strand Close/Brunswick Avenue, west of Clifton Street and North of St Charles RC Primary School. Brunswick House is located within the Beverley Road Conservation Area and part (The Strand) outside the Conservation Area. Kingston Youth Centre is set back from Beverley Road to the south of Brunswick Arcade.

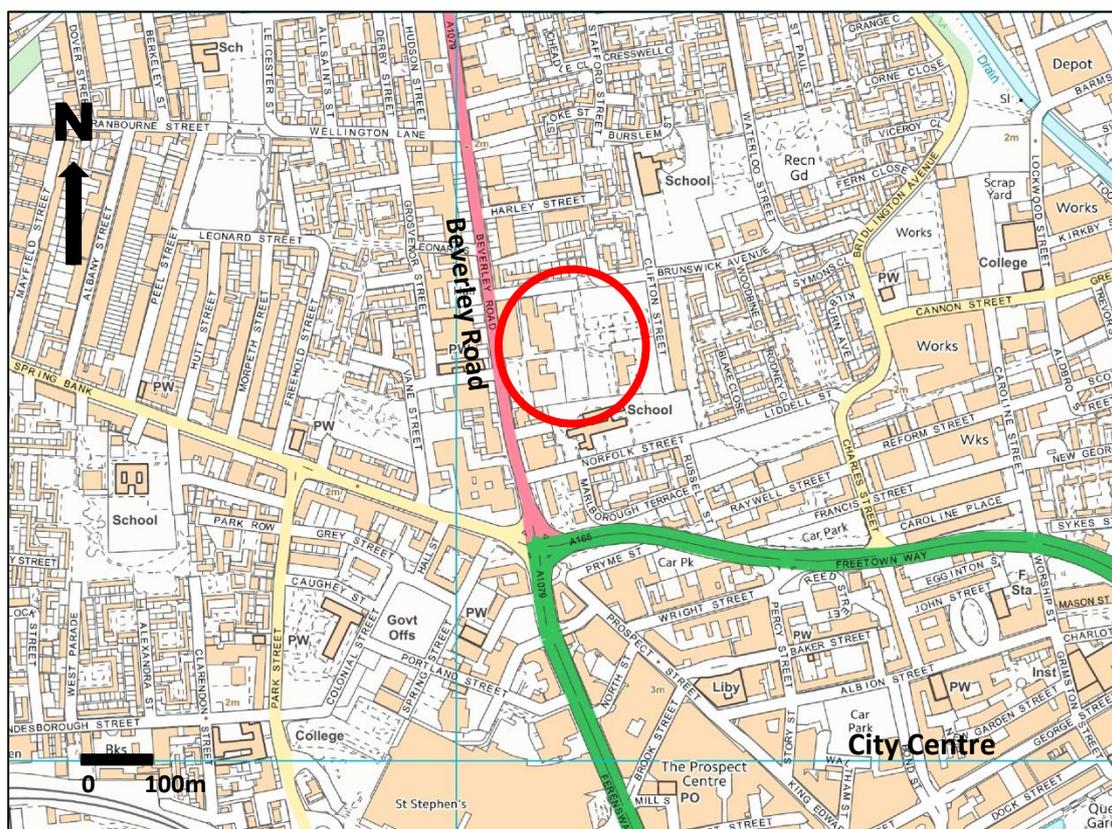


Fig.1: Location Plan

2.2 Site description and land uses

Brunswick House is in office use (Hull City Council ownership) behind the Beverley Road frontage of Brunswick Arcade – a designated Neighbourhood Centre in the Local Plan, on the west side, and the Strand (and land around it) to the south-east – see Fig. 3 below. At the north-east corner, there is grassed area, and south of it, a car park for Brunswick House. A cycle route runs down Strand Close and Brunswick Avenue on the north side. There is an access road from Strand Close through the site to St Charles RC Primary School on the south boundary. This road runs along the former Blundell Street alignment at the south end.

Currently, the Strand is vacant and derelict through fire damage and vandalism. The southern part of the site (the Strand part) is secured by 2m metal paling fences.

The open space on Brunswick Avenue is maintained and a visual amenity. It could have a higher value in terms of use and streetscape as there is another equipped open space north of Brunswick Avenue on the east side of Clifton Street. The car park which is underused supplements the Brunswick House parking but occupies the Clifton Street frontage.



Fig.2: Aerial view from the north



Fig.3: Existing uses and SPD boundary

Table 1: Site areas (approximate)

Site (see Fig. 3 above for site references)	Area/Capacity (approximately)
Brunswick House	6,020m ² (footprint 2,000m ²) (including approx. 50 existing car parking spaces)
Brunswick Arcade	2,184 m ²
The Strand site	7,200m ²
Car park site	3,520m ² (approx. 108 existing parking spaces)
Vacant grassed areas	3,700m ²
Total	2.26ha



Fig.4: Main development parcel boundary (Hull City Council owned land shown in blue)

2.3 Ownership

The northern part of the site – Brunswick House, the grassed area, the car park and Strand Close (road linking through to St Charles RC Primary School car park) are in City Council ownership. In addition to that shown in figure 4, 52A – 54A Beverley Road (part of Brunswick Terrace) is in City Council ownership, an application to demolish the existing buildings and the erection of a faithful replica building was approved in 2019 (18/00950/FULL).

The Strand is currently in private ownership. Authority is in place to pursue a CPO process should acquisition through negotiation be unsuccessful. In current ownership the Strand is being left to dereliction for many years and threatening the loss of a statutory designated heritage asset (Grade II Listed Building). The Strand has been on the Buildings at Risk register since 1999.

Kingston Youth Centre which abuts the site is also owned by the City Council. Although not included within the scope of this brief, the City Council sees this as potentially providing for a more comprehensive redevelopment of the wider area - subject to a separate decision being taken to relocate to another suitable area and required funding to achieve this being secured.

2.4 Site history and heritage

Beverley Road is an important and ancient way into Hull from the north, dating back at least to mediaeval times. The area was part of or just north of 'The Closes' to the north of the mediaeval Old Town.

From the relatively affluent 1820s onwards, better-off people sought to escape the crowded town centre by moving to the suburbs. The west side of town was the most desirable, being upwind of the rapidly expanding industries along the River Hull. The most affluent people built large detached villas set in their own grounds. There seem to have been few of these on Beverley Road but Brunswick House was one, built north of what is now Strand Close (adjacent to northern boundary of the site) – see Fig. 5 below. It was the home of Henry Blundell, who could keep a close eye on his paint factory on the corner with Spring Bank ['Blundell's corner']. Only a gatepost of the house survives, but the name lives on in Brunswick Avenue and Brunswick House school building.



Fig.5: 1854 (Ordnance Survey)

Brunswick Arcade is a prominent landmark building at the main northern gateway into the city centre from Beverley Road Conservation Area. It was built in the late nineteenth century and its architectural character, symmetrical design with central pediment and ornate brickwork details express the prosperity and rapid growth in this part of Hull at the time. There was a demand for shops to service the streets that were developing on both sides of Beverley Road.

The Strand, formerly a Blundell Street board school, and later on the school of architecture, was built in 1878 with late 20th century alterations. Built in Gothic Revival style, it has good architectural features such as mullioned and lancet windows, dentillated eaves, coped gables with kneelers, a corner tower with angled buttresses and a pyramidal roof topped with a cross finial, and a square bell turret with pyramidal roof. Its historic interest lies in the fact that it is a remaining example of a board school built by the Hull School Board during the late 19th century.



Fig.6: the Strand formerly Blundell Street School

Most development was in the form of short terraces of houses facing onto the main road (including those shown on the 1854 map), built speculatively and given fashionable classical features to attract a good standard of tenant. Front gardens were also fashionable and these villas were given gardens of up to 50ft [15m] depth which would have helped to protect the residents from the noise and smells of the main road. There was a demand for shops to serve the rapidly developing streets off both sides of the road. Some of the gardens were built over and there was some redevelopment of existing properties, such as the site now occupied by **Brunswick Arcade** built in 1890, a 3-4 storey brick terrace with Dutch gable details, to the west of the current Brunswick House.

The same year, **Brunswick House** was built as a Higher Grade Board School, which was subsequently turned into a College of Commerce, then in Council offices. 1 of only 3 Higher Grade Schools built to accommodate children staying on after the compulsory

school leaving age of 13. It was designed by John Bilson, a prominent local architect. Only 15 out of Hull's 37 Board Schools survive. Architecturally, they are regarded by Pevsner & Neave as 'some of the best Victorian buildings in Hull'. First built and only remaining Higher Grade Board School in anything like its original form. Attractive Jacobean style front and William & Mary style side elevations. It is also in 1890 that the trams first started running up Beverley Road.

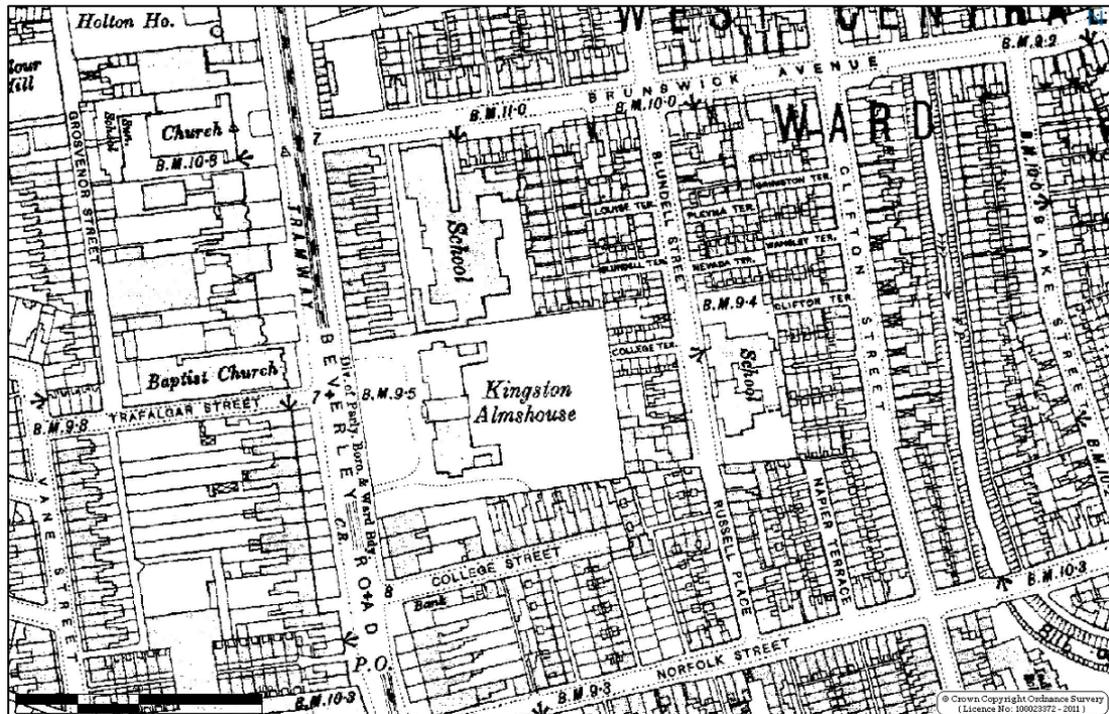


Fig.7: 1910 (Ordnance Survey)

By 1910 the area is developed out, both schools exist, Blundell Street and Brunswick Avenue serve the sea of terraced housing surrounding the schools. Brunswick Arcade and the Almshouses front Beverley Road.

All terraced housing within the site was subsequently demolished either through bomb damage or slum clearance. The Strand has been falling into gradual dereliction, exacerbated by the fires of 2016, since it was vacated (last use was a Student Union – University of Lincoln and Humberside) in 1998. It was sold to its current owner in 2002.

Kingston College (now Youth Centre) which lies just outside of the area identified in the SPD is the former Kingston Almshouses built in 1836-7 to design by H.F. Lockwood and was a Sailors Hostel, then Kingston College before its current use. Red brick, Tudor style with mullioned windows and corner turrets. ‘an essay in the Gothic style’ – Georgian Hull. The building is identified as ‘key building’ of architectural and historic interest within the adopted Beverley Road Conservation area Character Appraisal. The building seems to have been bombed during the war which explains the unsympathetic extension, which together with the surviving section of the original building is currently in use as Kingston Youth Centre.

2.5 Heritage assets designations

The site has three heritage assets, all formally designated with varied levels of protection:

- i. **The Strand/former Blundell Street School:** Grade II Listed Building (Historic England List Entry no: 1197628), designated in 1993. This building is listed under the Planning (Listed Buildings and Conservation Areas) Act 1990 as amended for its special architectural or historic interest. Its description and significance are described in the site history section above.
- ii. **Brunswick House:** Locally Listed in 2006. Its description and significance are described in the site history section above. Protected by Policy 16 of the new Local Plan.
- iii. **Beverley Road conservation area:** Beverley Road is one of the most important radial routes leading into the City Centre. The Conservation Area, designated in 1994, stretches from Blundell's Corner, on the edge of the City Centre, to Inglemire Lane, a distance of nearly 2.5km. The Conservation Area status requires a standard of development that will preserve the character and appearance of the Conservation Area (Local Plan Policy 16). The conservation area is considered to be at risk due to it containing a number of vacant properties, several in a rundown state.

In an effort to reverse this trend, the council successfully applied for some Heritage Lottery Funding (HLF) to deliver a Townscape Heritage (TH) scheme to help local property owners pay for much needed conservation repairs, restore architectural features, improve the historic streetscape and help to bring historic buildings back into use. Brunswick Arcade is identified as a priority building within the scheme.

Fig.8: Heritage Assets



Development parameters

3.1 Vision and aspirations

In order to secure a positive future for the heritage assets within the site covered by this SPD and to bring the allocated housing land (Local Plan allocations 482 and 485) forward, the Council is seeking the redevelopment of the site into residential use through the rehabilitation/ conversion of the Strand, and Brunswick House, and development of the land in immediate proximity into new housing and associated high quality public realm and open space (albeit small e.g. orchard or play area). The approach would maximise the viability of the conversions while ensuring the setting enhances the heritage value of these assets.

Kingston College (now Youth Centre) and land owned by Hull City Council is not included with the main development parcel. This could potentially be included at a later phase should the land become available with an option to improve Kingston Youth Centre. Accordingly, a very indicative approach is taken to this additional area - working on the basis that the main development blocks can function in isolation but could integrate with new development in an extended area.

Brunswick Arcade is a prominent landmark building at the main northern gateway into the city centre from Beverley Road Conservation Area. Its inclusion within the Development Brief is to ensure future redevelopment of the whole site has regard for this 'key building' of architectural and historic interest.

Heritage assets should be the starting point in developing a design and layout informed by how it enhances the assets (e.g. views) and integrates into the existing urban fabric, through materials and architectural details– e.g. how they link new buildings to the history of the site and the surviving heritage assets. The parameters below are aimed to assist applicant to achieve this. Proposals are expected to be prepared with the Building for a Healthy Life (previously Building for Life) principles used from the outset to ensure they are fully embedded in the design.

The Council's intention is to bring the whole site covered by the SPD (and potentially a larger site comprising the Kingston Youth Centre) forward for development and therefore, proposals should cover the whole site. A phasing approach can be agreed at application stage.

3.2 Policy requirements and statutory designations

Proposals for development must take account of planning requirements and should follow guidance from the outset in order to achieve the vision above. Most relevant planning requirements and guidance are referenced in the sections below but applicants are expected to be familiar with policy and guidance – the ***Hull Local Plan 2016 to 2032, National Planning Policy Framework*** and ***Planning Practice Guidance, Hull Residential Design Guide Supplementary Planning Document***, and ***Building for a***

Healthy Life. Applicants are expected to submit a Design and Access Statement with their application that clearly and fully demonstrates the proposals' design approach.

3.3 Land use

The site is proposed to be developed into **housing**, based on the two Local Plan housing allocations shown on Fig.9 below. The remainder of the site is not designated and therefore a change of use for the existing car park would be required. For the Brunswick House site, prior approval only would be required to change the use from offices to residential.

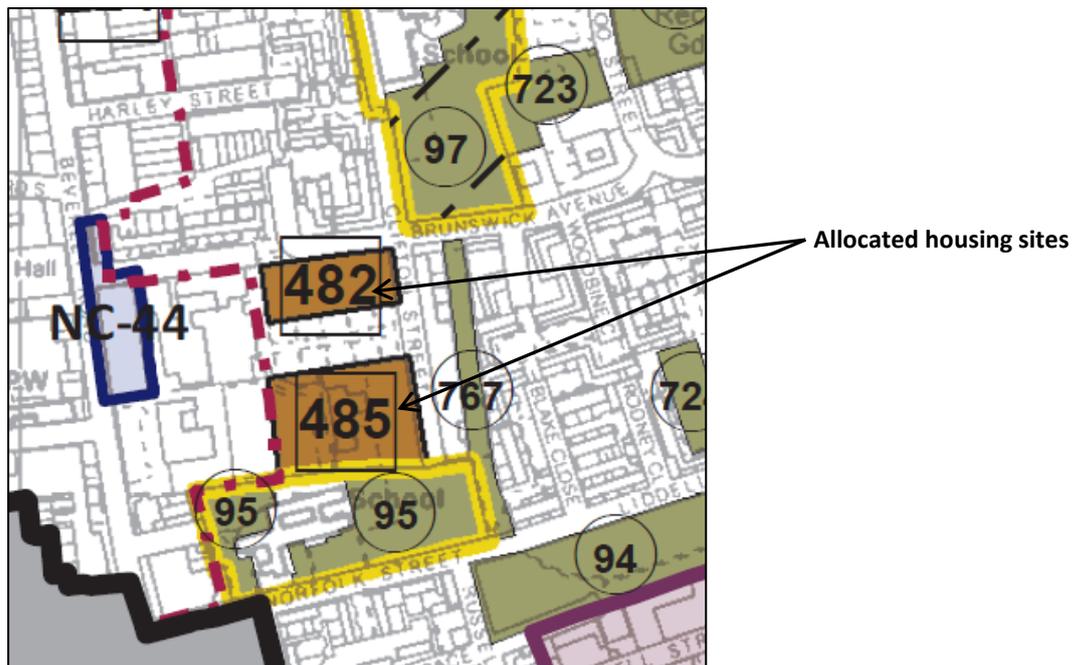


Fig. 9: Extract from the new Local Plan

3.4 Design

All future proposals will be appraised against *Hull Residential Design Guide* (SPD). It is strongly recommended any future developer(s) and their design team develop proposals using *Hull Residential Design Guide* from the outset of the design process. Proposals will also need to follow the **Building for Healthy Life** principles which are embedded within *Hull Residential Design Guide* and Hull Local Plan Policy 21.

3.5 Site specific design

Proposals will need to ensure that a number of views of the Strand are offered in the layout. A **perimeter block layout** should be adopted as far as possible to accommodate new development. This is to maximise street frontage and minimise sides or rears or plots exposed onto the street. This is good practice as it contributes to creating attractive, lively and safe streets (through natural surveillance from active frontage).

The frontages need an **animated ground floor**. Front doors, windows and living accommodation help; orientation of accommodation to exploit solar gain can interfere with this. Long runs (3+) of integrated garages should be avoided as they create a negative effect.

Natural/**casual surveillance of public spaces** should be a priority in the layout design, avoiding the creation of any public space that is not overlooked. The Humberside Police Designing Out Crime Officer (DOCO) can provide additional guidance in achieving a safe layout and environment.

Building Lines – the building line along Brunswick Avenue is uncertain, close to the road at the west end, more set back at the east end. Set back would reveal the quality of Brunswick House’s architecture. Clifton Street should try and achieve good amenity distances with front gardens of about 6m depth, this would allow a frontage parking apron.

Corners – design needs to **address both sides of the corner** through the fenestration, material, other detail and possibly the roof form. Dual animated frontages can interpret easily into a contemporary buildings.

Building types, forms and scale - the two school buildings add dynamic forms, massing and skyline detail to this back-land area of Beverley Road. New development should have its own integrity and presence but not compete with the two school buildings.

The site can accommodate individual houses in addition to flats through the conversion of Brunswick House, and the Strand/former Blundell Street School. The site is in close proximity of the city centre and works back from the busy Beverley Road and washes around the institutional buildings and therefore, the development should have a definite **urban form and feel**. Relatively tall terraced town houses (with gardens to the rear) could achieve this.

The surviving buildings and immediate context are 2 storeys however the schools and college buildings have much higher floor to ceiling heights so the scale reaches 3 to 4 modern storeys. The two school buildings assert their dominance on the skyline. Anything higher could be dominant and disruptive. **New development should range between 2.5 to 3 storeys** giving **enclosure to the streets** and a firm urban edge to the site. The Clifton Street frontage could be built at a lower end of this scale at 2.5 storeys to mirror the existing east side (see Figure 10 Goldsmith Street Norwich).

High ceilings on the ground floor of the new buildings would give a sense of proportion and introduce more flexibility in the ground floor for different uses over the lifetime of the building. It also compensates for higher floor levels required by flood risk.

3.6 Character and distinctiveness

The **nineteenth century buildings define a historic and community character**. These buildings and their history can be the starting point for designing the proposals

including the shapes, details and materials of the dwellings. See Hull Residential Design Guide paragraph 2.7.

The **Clifton Street frontage** is a surviving part of the terraced housing that washed around the two buildings until the 1980s although Clifton Street was distinct from the rest with its larger houses, some with double frontages and carriage arches leading through the yard at the rear of houses (backing onto the drain, now culverted). This too can be used to inspire the design of the new houses that will be built on the Clifton Street frontage.

Steep gables fronts are characteristic of Brunswick Arcade, Brunswick House, the Strand, and Kingston College. This architectural feature could be integrated into the design of new housing. Variations of modern gable fronts can be found in new development in Hull such as Woodcock Street and Hawthorn Avenue, providing greater height, stronger street presence and interest in the façade. Figure 10 shows this feature used to good effect providing good enclosure and a distinctive rhythm.

There is a rich palette of traditional materials such as brick and slate, there is also stone detailing in, quoins, plinths, window sills, mullions and string courses. Some roof lines have interesting detail in the form of dormers. Modern materials which add value to the setting and complement the character and appearance of the conservation area would be considered.

Fig. 10: Housing development precedents (i) Goldsmith Street, Norwich; and (ii) Kidbrooke Village, London, and St Chads, Thurrock





3.7 Access and transport

Inclusive Access – all surfaces in the public realm including the streets, pavements and the public green space should be inclusive and legible. Policy 21 of the new Local Plan requires a proportion of accessible dwellings built to Building Regulation M4(2) standard.

Transport – The existing access road will be retained to serve all new housing apart from Clifton Street. The access to St Charles RC Primary School car park access needs to be retained.

A Cycle Route is directed along Brunswick Avenue and links through to the rest of the City. The city centre is 5 minutes' walk.

Beverley road has 14+ bus services linking to the wider city and region as well as the City Centre Transport Interchange for rail and further bus links which is only 5-10 minute walk from the site and has cycle parking facilities.

Parking – The site has plenty of space and plenty of street frontage so the options for parking are varied which gives flexibility. Clifton Street would work with on plot because of the set-back or possibly work with the Strand to provide some rear court parking; Brunswick Avenue could also work with on plot. Both streets could feature housing types such as three-storey townhouses with an integral garage. This normally means there is limited living accommodation at ground floor level, hence the greater height. Brunswick House has an existing car park west of the access road; the south end of the access road could take some on-street parking but might need rear parking courts. The car park to the south east of the Strand building will be retained/expanded if required, to accommodate need for the flat residents. See new Local Plan's Policy 32 for detailed parking standards.

A number of houses will have on-plot parking driveways. Ideally this should be landscaped in a way that ensures **the street frontage is not dominated by cars**.



Fig.11: Example of off-street parking at the front of houses with landscaping that minimises the dominance of the car on the streetscape

3.8 Public realm and open space

The institutional buildings would benefit from a high quality landscape setting subject to parking and access requirements. This leads on from flood risk where surface water run-off should be mitigated in the landscaping through above ground sustainable drainage such as rain gardens. There could be a substantial loss of trees when redeveloping the existing car park. To achieve a strong built edge and setting, this could be compensated for by ensuring that the **streets are tree-lined**. Policy 45 of the Local Plan requires the **planting of 3 trees per new dwelling**. This could be achieved **on site** and should be planned for from the outset to avoid failure of delivery.

Tree planting could also be achieved through the creation of a **small green space or pocket park**. There are two public open spaces within 10mins walk (400m) from the site (Liddle Street and Waterloo Street) but a new green space would provide immediate amenity space for the flats residents. The indicative layout shows a proposed location between the Strand and Brunswick House, to the south/ **and part of an east-west Home Zone**. The space could be used as an **orchard or a play area** or both and will secure a cross view between the two heritage assets. The site's highest flood risk vulnerability area is near this location and the space could act as an important sustainable drainage system. It could also include in that effect a **lowered reeds area** for maximum water storage capacity. The combination of the Home Zone and green space will create a central point of interest and intimate space for the new community.

3.9 Sustainability

Resource efficiency is strongly supported by the City Council. A 'fabric first' approach is recommended preferably exceeding Building regulation standards. Passive solar gain, passive ventilation, rainwater /grey water recycling, green roofs, low resource consumption, photo voltaic/solar thermal harvesting on 30° pitch, south facing roofs (there may be issues with listed buildings), sustainable construction, centralised low carbon heat and power plant and other sustainable innovations will be supported. Proposals should comply with Policy 17 of the new Local Plan.

3.10 Flood risk

Sequential test

The site, like the large majority of land in Hull, is located within the Environment Agency's high flood risk zone (Zone 3). Within this however, most of the site is within the Low to Medium 1 hazard zones (Zones 3ai and 3aii), with a very small area of Zone 3aiii (Medium 2) – See Figure 12.

The northern parcel to the north of the car park and the Strand parcel to the south of the car park are allocated for housing in the emerging Local Plan and in that respect are not subject to a sequential test. The remainder of the site, the Brunswick House parcel to the west and the car park wedged between the housing allocations are within the Low and Medium 2 Flood Zones. As a consequence, development proposals would

need to be subjected to a sequential test – i.e. no other lower risk site of this capacity (within Flood Zones 3ai, 2 and 1) available at the time of planning submission.

Exception test – standing advice:

All parts of the site will be subjected to bespoke mitigations, based on a specific Flood Risk Assessment of the site (as required by the *Hull Strategic Flood Risk Assessment Standing Advice* for housing build in such flood depths – shown on Fig. 13 below) to be submitted by the applicant as part of the planning application. Such mitigations impact the design and will include as a minimum: elevated floor levels, no bedrooms on ground floors, place of safety on higher floor.

Sustainable Drainage Systems

The applicant will be required to submit a Drainage Impact Assessment setting out the measures to achieve a reduced surface water run-off rate (see more detail in the City Council’s *Guide to Drainage Impact Strategies and Drainage Impact Assessments*).

Above-ground Sustainable Drainage Systems such as green roofs, greywater recycling, water butts, permeable surfaces, water retention landscaping (street trees, rain gardens, and ponds) will be strongly supported.

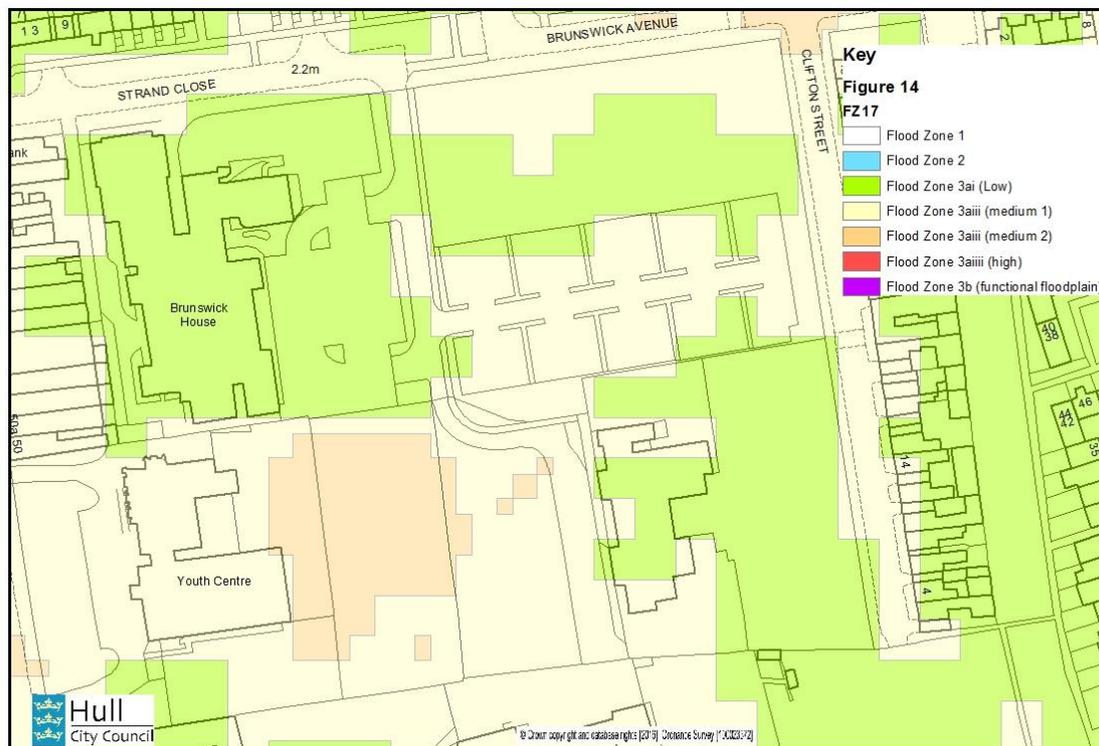


Fig.12: Flood Risk Zones (SFRA 'Sequential test map')

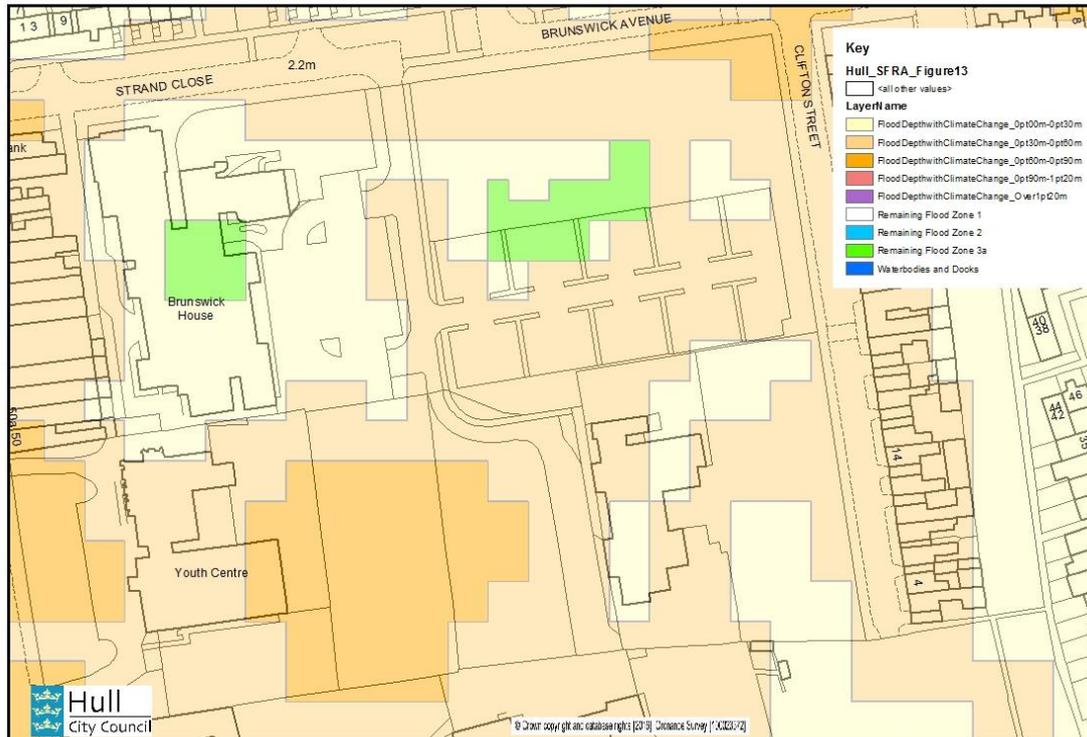


Fig.13: Flood Risk Mitigations Zones (SFRA 'Exception Test map')

3.11 Natural Environment

Applicants will be required to submit both arboriculture and ecological assessments. These reports should be used to help inform the design of the scheme and prioritise the retention of the best trees on site. Should impacts on protected or notable species and habitats be identified (e.g. bats), mitigation measures need to be addressed prior to planning permission being granted. Biodiversity net gain should be in line with prevailing national guidance.

In addition, applicants will be encouraged to reflect on exemplar schemes from elsewhere and to use Building with Nature standards in developing proposals for the site. They should also consider the potential to achieve connected routes comprising existing and new open space within the site and where possible to also ensure linkages with open spaces beyond the boundary of the site. This will be of benefit to both local people and wildlife.

Fig.14: Indicative Layout



Legend

- ★ Strong corner
- ☆ Skyline projection
- Important views
- P** Parking
- Vehicular access
- Pedestrian only access

Indicative layout includes possible access to the adjacent area which could allow (and would not preclude) sympathetic development of the area currently occupied by the Kingston Youth Centre. This could involve conversion of the original building and new development in that part of the site currently occupied by the sports hall and land to the rear. As stated in SPD, this is an option which will only be explored should a decision be taken to relocate this facility elsewhere. The area covered by the SPD can and will be brought forward in any event.