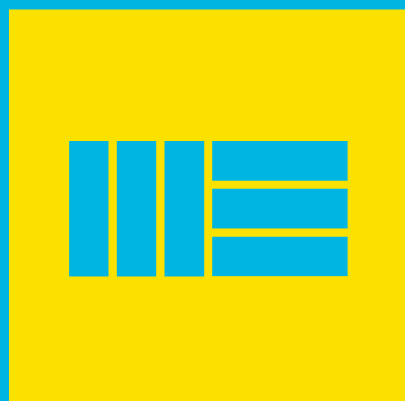


UNIVERSITY OF YORK

TECHNICAL PAPER: HISTORIC ENVIRONMENT CONSIDERATIONS RELATING TO CAMPUS WEST CAMPUS

25 AUGUST 2022



CONTENTS

1.0 INTRODUCTION	3
2.0 SUMMARY HISTORIC DEVELOPMENT OF CAMPUS WEST	5
3.0 SIGNIFICANCE OF CAMPUS WEST	7
4.0 CONSIDERATION OF IMPACTS.....	12
5.0 CONCLUSION.....	17

1.0 INTRODUCTION

Montagu Evans has prepared this report on behalf of the University of York, as part of its evidence submitted in support of the proposed expansion of the University under Site Allocation ST27 in the City of York Local Plan Publication Draft (2018). This report is prepared in response to the Inspectors' *Schedule of Matters, Issues and Questions for the Examination: Phase 4 Hearings; specifically, Matter 2, University of York*. It comprises an update to the representations prepared in April 2018 by Dr Chris Miele (Montagu Evans), in light of the subsequent heritage designations at the University's West Campus and the recent submissions made by Cushman Wakefield on behalf of City of York Council.

BACKGROUND

LOCAL PLAN REPRESENTATIONS

- 1.1. The City of York Local Plan Publication Draft (2018) contains a Non-Residential Strategic Site Allocation: ST27, which is subject to Policy SS22: *University of York Expansion*. Historic England ('HE') objected to that draft allocation in October 2017; in March 2018 Dr Chris Miele, Senior Partner at Montagu Evans, prepared an Expert Statement on behalf of the University on relevant heritage matters and in response to HE's objection.
- 1.2. Dr Miele's 2018 statement included an assessment of the development potential of West Campus based on heritage considerations. It concluded that intensification would harm the character and heritage interests of the (at that point unlisted) campus (2018 report, p.17-18).
- 1.3. This report comprises an update to Dr Miele's 2018 paper in light of the subsequent statutory designations at the University's West Campus, and specifically in response to recent representations prepared on behalf of the City of York by Cushman and Wakefield¹.
- 1.4. The Cushman & Wakefield report states that the University of York has not fully considered the ways that it could accommodate future growth needs, and it presents alternative scenarios in which that growth could be accommodated. It concludes that there is scope to intensify the use of the current campuses, including West Campus, notwithstanding the heritage constraints which it acknowledges. It does not advocate expansion northwards onto ST4.
- 1.5. The Cushman & Wakefield report does not appear to have been prepared with reference to any expert heritage advice.
- 1.6. HE has also published a hearing statement restating its original position as set out in its 2018 objection. Neither the HE nor the Cushman & Wakefield report makes any reference to the other.

2018 CAMPUS WEST CAMPUS DESIGNATIONS

- 1.7. Campus West occupies the grounds and associated farmland of the 16th century Heslington Hall (Grade II*, with a number of garden features also listed at Grade II), which was chosen for the site of the new University in the late 1950s and developed from 1960. In August 2018, after the submission of Dr Miele's Expert Statement, a number of the original university buildings – Central Hall, Derwent College, Former Langwith College, the covered walkway linking Langwith to Central Hall and Vanbrugh College I - were themselves statutorily listed at Grade II. The designed campus landscape was also designated as a Registered Park and

¹ Technical Appendix entitled '*Providing for the University of York's Needs*' prepared by Cushman Wakefield and appended to the Council's hearing statement in response to Local Plan Phase 3 Hearings *Matter 2: Universities and Colleges*.

Garden ('RPG', Grade II). The designations are shown on the plan at Appendix 1.0 to this report, and also on the plans in MIQ responses 2.4 to 2.10, Appendix A, O'Neill Associates.

- 1.8. The designations reflect the increased interest and re-evaluation of 1960s higher education architecture that took place from the 1990s onwards and the importance of the development of the University of York in modern university planning.
- 1.9. Dr Miele's report, prepared prior to the designations, notes that the campus is '*a low-density scheme as befitting its Green Belt location. The extent of building coverage is low, some 20% or so, including many surface car parks, so significantly less if buildings alone are taken into account.*'
- 1.10. The low-density of the campus is important in conveying the open, parkland character of the University, particularly around the lake and on the main approaches. The development brief-led approach is central to the significance and consequent designation of the RPG, and the list entry description notes that '*despite some later alteration and the introduction of new buildings the landscape survives well overall and retains its character and key features*'.
- 1.11. We return to the significance of the campus below in Section 3.0 of this report. Here we note that the heritage designations are weighty planning considerations which inevitably limit development potential.

SCOPE OF THIS REPORT

- 1.12. In particular, we focus on paragraphs 46 - 54 of the Cushman Wakefield report, which contain the justification supporting the conclusion that there are alternative options that could accommodate the future growth of the University, including the intensification of the University's estate at Campus West.
- 1.13. Accordingly, this report outlines the historic development of Campus West and its significance. We also provide an assessment of the potential impacts of development of the kind suggested by the Cushman Wakefield on heritage interests.
- 1.14. We do not revisit the impact of the draft allocation ST27 on the City of York as assessed by Dr Miele in his 2018 report but commend that report to the Inspectors. We do, however, consider ST27 in light of the new heritage designations affecting Campus West.
- 1.15. The structure of the report is as follows:
 - Section 2.0 provides a summary of the historic development of the University of York at Campus West
 - Section 3.0 assesses the relative significance of the relevant heritage assets
 - Section 4.0 provides an assessment of likely impacts consequent on intensification, the statutory and policy framework within which those impacts would be assessed, the development opportunities available to the University of York and an analysis of the impact of the proposed allocation in light of the recently designated assets at Campus West
 - Section 5.0 presents our conclusion that the designations at Campus West impose a requirement for a higher level of scrutiny of potential impacts on character and special interest than any previously required; and that the intensification of the campus in the way now proposed by Cushman Wakefield would in our view be challenging to achieve without altering landscape character and so causing harm to the significance of the RPG or listed buildings through development in their setting. In this case, the listing and landscape designations 'interlock', because the landscape now registered was part of the architectural design.

2.0 SUMMARY HISTORIC DEVELOPMENT OF CAMPUS WEST

THE NEW HESLINGTON CAMPUS

- 2.1. Campus West, the main focus of the University, was the site chosen when the University was founded in 1960. The first designs for the campus date to 1962, the work of Sir Andrew Derbyshire and Maurice Lee of Robert Matthew, Johnson-Marshall and Partners (RMJM).
- 2.2. The University was one of the seven “Plateglass” universities built in association with the Robins Report (1963), all constructed to expand the availability of university places across Britain. The general aim was to create a university based on the collegiate system. Staff and students’ residential rooms, dining room, common rooms, a small library and academic departments were grouped around a nucleus designed to encourage formal and informal social interaction.
- 2.3. The campus was developed on former farmland and the grounds of Heslington Hall, the formal landscape of which was incorporated into the university campus landscape. Heslington Hall itself (Grade II* listed) lies to the east of the campus, at the eastern point of an engineered sinuous lake at the heart of the campus that was also designed as a balancing reservoir. The lake forms the central focal point of the designed landscape and views are provided from the lakeside edge and paths to the surrounding areas of the landscape and buildings, and vice versa.

DESIGN CONSIDERATIONS AND RATIONALE

- 2.4. The design of the university campus was governed by a number of development principles, expressed through the University of York Development Plan (1962), jointly written by Lord James the Vice-Chancellor, John West Taylor the Registrar, and a team of architects RMJM led by a noted designer Sir Andrew Derbyshire.
- 2.5. The Development Plan 1962 – 1970 set out four key propositions that determined the architectural implications of the University²:
 - The University as a society of individuals living and working together, housed within a limited compass, with no rigid demarcations between the places where members of the University work and the places where they live; facilities must be provided for natural and unforced association
 - The University as a meeting place of many different aptitudes, skills and specialisation and that each be enriched by the greatest possible contact with others; a compactness and ease of communication between all constituent parts; ideally it should be impossible to go from one unit of accommodation to a similar one without coming into contact with at least one of completely different academic or social character on the way
 - Provision for easy growth and flexibility, to accommodate what appeared to be a period of unprecedented expansion for further education; building units to be responsive to change and adaptable to new demands; design and environment to permit and positively encourage growth and change
 - The provision of particular qualities of the environment - order and beauty - through architecture that will enhance the uniqueness of the intellectual and emotional experience of belonging to the university; the characteristic forms and relationship of the buildings in their setting which

² See also Appendix XX

correspond to the academic and social ideals of a University on the one hand, and the social and geographical context of the York district on the other.

- 2.6. Other considerations influencing the design of the campus were practical. The topography of the site itself - poorly drained and requiring significant man-made intervention - provided the impetus for the large lake now at the centre of the campus. Financial considerations stemming from the tight budgets imposed by the University Grants Committee meant that the buildings themselves needed to be as economical as possible. Lastly, speed in construction was crucial, to develop the campus and create a “minimum viable university” prior to the arrival of students.
- 2.7. The design of the buildings themselves responded to these factors: Derwent and Old Langwith Colleges (now Grade II listed) were built using a modified version of the CLASP system of prefabricated construction, using a steel frame and external concrete cladding. The system was cheap, quick to build, and could be constructed on the boggy ground upon which the University was established. Ease of communication between the colleges was facilitated by a series of covered walkways, an example of which is also now listed at Grade II.

DEVELOPMENT OF THE CAMPUS

- 2.8. The campus developed from the early 1960s, and from the first, the masterplan was adapted as the University responded to new and changing demands.
- 2.9. The intention was that the first phase should comprise the refurbishment of Heslington Hall and the King’s Manor to allow the University to open with a small number of students and faculty; the second phase was the construction of “the minimum viable university”: two colleges and a science building. The third and fourth phases were to include the construction of three additional colleges in each phase, with an additional science teaching buildings and other facilities. Student numbers were expected to rise from c.200 in the first year to c.3000 by 1970, and nearly 4,000 by 1973.
- 2.10. In the event, the Development Plan’s programme was not followed as exactly originally planned, largely for financial reasons. Only six of the planned eight colleges had been built by 1972, when the main programme of construction ceased. The planned total number of students was also not met in the first instance, with only c.2,500 students by the end of the 1960s instead of the planned c.3,000. It was only in the mid-1970s that student numbers increased to over 3,000, reaching 3,201 in 1977-78, and it was not until the late 1980s that total student numbers exceeded 4,000.
- 2.11. The CLASP buildings have suffered from very poor environmental performance and are inflexible, with major repairs required in the short to medium term. Issues such as poor insulation, inherent inflexibility of spaces, and poor building services integration, were originally reported five years after their construction, and have become more pronounced over time, particularly the extensive use of asbestos.

HESLINGTON EAST CAMPUS

- 2.12. Heslington East Campus was granted planning permission in 2007, and its development has enabled the University to continue to respond flexibly to changing educational need. The functions of Goodricke College moved to Heslington East in 2009-10, and its former buildings on the west campus were repurposed between James College and Vanbrugh. The functions of Langwith College moved to Heslington East in 2012; its buildings were absorbed into Derwent College. The majority of the former accommodation blocks at Wentworth College, which were conventional construction but clad to look like CLASP buildings, have also been replaced with new accommodation.
- 2.13. The student population has also continued to grow, and the University now has almost 22,000 FTE students.

3.0 SIGNIFICANCE OF CAMPUS WEST

EXTENT OF DESIGNATION

- 3.1. As noted, the 2018 designations within the original Heslington campus reflect the increased interest and re-evaluation of 1960s further education architecture that took place from the 1990s onwards. Those designations (in addition to the listed buildings and structures at Heslington Hall itself) comprise:
- The Registered Park and Garden (Grade II)
 - Derwent and Former Langwith colleges (Grade II)
 - Central Hall (Grade II)
 - The Grade II covered walkway linking Central Hall and Former Langwith to Vanburgh College (itself unlisted).
 - The Untitled sculpture set within the boxed concrete ramp which forms part of the main pedestrian walkway around the campus (Grade II).
- 3.2. The assets together comprise a campus that has considerable historic interest as *'part of a wave of seven new universities that improved access to higher education and marked the high point of publicly-funded architecture in post-war Britain'*³. The campus as a whole likewise has value as the *'physical manifestation of the University of York Development Plan, which was heralded as the beginning of contemporary university planning in Britain'*⁴ The contemporary press praised the landscape-led campus design, labelling it among the best-landscaped post-war universities in Britain⁵.
- 3.3. As an ensemble, the assets have strong group value with each other and also with the Grade II* Heslington Hall and associated Grade II listed structures, for the way the campus buildings are integrated in a landscape that was carefully designed to complement the pre-existing formal hall landscape. Contemporary critique, such as that in *Country Life*, 1971, noted the successful connection between the old landscape and the new, and the logical progression achieved from the formal style of the historic gardens to the informal style of the campus to provide a rural setting for the modern University buildings.

REGISTERED PARK AND GARDEN

- 3.4. We start here with the RPG, which incorporates the majority of the listed buildings and covers the central core of the campus. The RPG designation extends across much of Campus West, encompassing the campus landscape of 1963-80, which in turn incorporates the older formal landscape associated with Heslington Hall.
- 3.5. The list entry describes the reasons for designation: its historic, design and landscape interest, its associations with distinguished architects, and the overall survival of landscape character and key features which convey the original architectural concept. The entry is comprehensive, and we commend it to the Inspectors alongside the summary here. It is reproduced at Appendix [TBC] to this report.
- 3.6. Importantly, as reinforced by the list entry documentation, the landscape survives in a legible form (along with the original University buildings and structures) as the physical expression of the principles governing the design of the University, which, as noted, was considered the beginning of contemporary university planning in Britain. The RPG has value for this contribution to the overall conception of the University. The Registered area retains much of its original design, layout and planting despite the introduction of some later buildings.

³ List entry description for Central Hall, Historic England

⁴ List entry descriptions for the RPG, Historic England

⁵ Concrete Quarterly 122 July-September 1979, *Water Gardens: University of York*, pp.2-5

Trees planted at the outset of the development now have 60 years of mature canopy growth whether in individual or group trees. It survives as a well-preserved mid-twentieth century landscape-led masterplan designed largely by Maurice Lee of RMJM, with input from Frank Clarke, Andrew Derbyshire and Tudor Owen.

DENSITY AND THE INTERACTION OF BUILT FORM AND LANDSCAPE

- 3.7. The landscape was designed as a frame and foil for its buildings as part of the University's original masterplan by RMJM. The lake and associated lakeside planting forms the main focal point at the centre of the campus, giving the campus its cohesive landscape character and setting for the buildings dispersed along its banks. The landscape-led approach to the design and the use of water – the reflective qualities of which were exploited in the careful placement of buildings and structures - was much admired by the contemporary press.
- 3.8. The composition of the original CLASP buildings and covered pedestrian walkways relative to each other and to the landscape remains legible. The masterplan included groups of low-scale loose-knit college ranges, with laboratories behind them and landmark buildings, such as the library (outwith the RPG) and Central Hall set within a careful pattern of circulation⁶. The deliberate interactions between built form and the landscape continues to be understood in key views from the lakeside pedestrian walks.
- 3.9. The low-scale and careful placement of the buildings fosters a sense of openness, which is fundamental to the rural, parkland character of the central campus and its interaction with Heslington Hall. This quality was recognised in a Country Life article of 1971 which describes not only the beauty of the lake and the importance of views across the water, but the provision of a rural setting for modern buildings that were well placed and exciting in character⁷.
- 3.10. The low-density arrangement of the buildings within their integrated landscape setting is a long-established principle; one that has informed subsequent development briefs and policy wording⁸. It is one manifestation of a core University design principle set out in the 1962 Development Plan:

*'the university community should be provided with particular qualities of environment of the experience of belonging to it... is to have for its members the significance and value that it should. It is part of the architects' task to try and give **the place where this happens the kind of order and beauty** which will enhance and not detract from, or contradict, the uniqueness of the intellectual and emotional experience even though it is such a transient one...*

*In order to meet this tremendous challenge it is necessary to try to discover the **characteristic forms and relationships of the buildings in their setting which correspond to the academic and social ideals of a University on the one hand, and to the social and geographic context of the York district on the other.** If such harmony can be achieved, the University may become in a relatively short time as memorable as some of the older and more influential university establishments of the world.'* [our emphasis]

COLVIN AND MOGGRIDGE REVIEW 1992⁹

- 3.11. The success of RMJM in delivering this brief has been generally accepted, most emphatically by the designation of the RPG. Colvin and Moggridge noted in their 1992 review of the University campus landscape:

*"The lakeside edges of Derwent and Langwith colleges are also now a significant example of mid-20th century history. An architect of sensibility has been able to **dispose buildings of commonplace pre-fabricated materials around space** to evoke a response of delighted surprise for new visitors and satisfaction to members of the University.*

⁶ RPG List entry description

⁷ Country Life, 1971, *Landscape for a University, Heslington Hall, York*; A. G. L Hellyer p.533

⁸ The low-density of the campus, befitting not only its Green Belt location but also its character as a 'Campus University' responding to its landscape context, informed the 20% footprint limit in the Development Brief for Campus West adopted by the City Council in 1999. The Development Brief was adopted to guide development on Campus West, and the constraint was subsequently carried forward (increasing to 23%) into draft policy.

⁹ Colvin and Moggridge are a widely reputed landscape practice, with particular experience of working in sensitive historic contexts.

Downstream, towards the west edge of the University where it lies beside open common land, the lake meanders away into trees. Here there is a local evocation of “wildness”, a modern idea in pleasing contrast with the hints of classics of Jacobean Heslington Hall.” (p.4, 1992 report) [our emphasis]

3.12. Overall, the Colvin and Moggridge review of the campus landscape commissioned by the University established a series of principles to guide the conservation and improvement of the campus as it matured. The recommendations were based on the identification of the special qualities of the landscape that are today recognised through the designation of the RPG. It is evident today that those relationships between built form and landscape identified by Colvin and Moggridge that give the campus its high-quality character have been maintained, sufficient to warrant its designation. They include:

- The lakeside walks at the heart of the campus, offering views towards carefully placed buildings that exploit the reflective qualities of the water
- The ‘cloistered atmosphere’ created by the car free pedestrian landscape at the campus core
- The linear hierarchy across the campus created by the water, with the formal historic garden forming a historic core upstream, and the evocation of ‘wildness’ downstream responding to the campus’s landscape setting.
- Campus buildings alternating with larger waterside spaces, and the convincing handling of the softer spaces through planting

3.13. The sum of these qualities for Colvin and Moggridge was the ‘memorable and enjoyable quality of the landscape’:

‘The result is a memorable and enjoyable university, the heart of which is lakeside walks, views of water overhung by trees sparkle in the sun, gentle autumnal greys, students, academics and waterfowl silhouetted underfoot. This landscape is a fine artefact. It will retain its quality only if all who need to modify it do so respectfully, adapting their own predilections to the recently created genus loci, and if it is constantly renewed for the long-term future’. (p.3)

3.14. Consistent with the 1962 Development Plan, the 1992 report recognised that the ability for future expansion was crucial. It noted that ‘*The energy and size of departments inevitably varies over a period of time, as different subjects fluctuate in ways totally unforeseeable in advance*’, and that the colleges too may benefit from localised extensions within their territories. However, it was recognised that expansion needed to be efficient and also beneficial to the function of the college in question – ‘*As they are social rather than administrative units, they need to be kept together to function well*’.

3.15. Thus, in 1992, there was a recognition of the need for a balance to be struck between two of the core development principles as expressed in the Development Plan: the provision for ease of expansion and flexibility - a campus that could be responsive to and positively encourage change and be adaptable to new demands; and the qualities of the environment to enhance the uniqueness of the intellectual and emotional experience of the belonging to the University.

3.16. The quality of the campus environment was understood as fundamental to the continued reputation of the University:

‘This interior lakeside landscape is the spatial asset most likely to continue to attract staff and students of high calibre. It is vulnerable to disintegration, particularly through an accumulation of small decisions each based on localised expediency. Therefore, it is recommended that a protected lakeside landscape is defined, where people, vegetation and water are predominant, free from vehicles or utilities’. (p.4)

3.17. The critical importance of the high quality of the existing environment in attracting excellent staff and for the reputation of the University was likewise recognised in 2007 by the Inspector advising the Secretary of State on the recovered application for Heslington East Campus (paragraph 111, APP/C2741/V/05/1189972).

SUMMARY

3.18. The spatial qualities of Campus West: the scale of the buildings and the relationships between them, the relationships between the buildings and the key landscape features of lake, mature trees and lower-tier planting, materially contribute to the special interest of the RPG and likewise comprise important setting elements for the listed buildings, including the Grade II* Heslington Hall. Those qualities have sustained, notwithstanding some later alterations and the introduction of new buildings.

3.19. Overall, the campus is a product of its time that has matured into a significant example of mid-20th century university planning. This is acknowledged by the 2018 designation, which seeks to conserve landscape character. The RPG entry summarises the reasons for designation:

Historic interest:

** it is a physical manifestation of the University of York Development Plan, which was heralded as the beginning of contemporary university planning in Britain;*

Design interest:

** its refined design successfully integrates a series of status buildings within a carefully designed landscape, and was praised by the contemporary architectural press;*

Landscaping:

** the RMJM landscape complements and enhances the C17/C18 designed landscape of Heslington Hall, and combines both hard and soft landscaping to striking effect with formal and informal spaces, water courts, lawned areas, paths with contrasting straight edges and winding lines, and covered walkways, all drawn together by a large sinuous lake that acts as a key focal point within the campus site;*

Designers:

** the landscape was designed by the distinguished mid-C20 architects Andrew Derbyshire and Maurice Lee of RMJM, with Frank Clark, co-founder of the Garden History Society (now The Gardens Trust), as consultant;*

Degree of survival:

** despite some later alteration and the introduction of new buildings the landscape survives well overall and retains its character and key features;*

Group value:

** it has strong group value with listed features on the campus, including Heslington Hall (Grade II*), the numerous Grade II structures in the hall's formal gardens, Central Hall (Grade II), Derwent College (Grade II), former Langwith College (Grade II), the covered walkway linking the former Langwith College to Central Hall and Vanbrugh College (Grade II), and Grade II listed sculptures.*

LISTED BUILDINGS

3.20. The listed buildings within the RPG are subject to separate statutory provision in the exercise of planning functions. We have already described the buildings in the context of the campus masterplan but here comment on their significance in their own right, and the contribution made to that significance by their setting. It will be clear that the building design and the landscape interlocked in a carefully considered way – the list entries for the colleges note that the buildings ‘were to be of no more than four storeys so that the landscape remained dominant and the overall sense of place palpable.

DERWENT AND FORMER LANGWITH COLLEGES, CENTRAL HALL AND COVERED WALKWAY (GRADE II)

3.21. Derwent and Langwith Colleges were the first university buildings to be erected using the CLASP prefabricated system, and so have historic interest for the use of this economical and standardised form of architecture in a university setting. They are likewise of historic and architectural interest for their combination of residential

accommodation, teaching and social facilities within a single unit, enabling them to function instantly as a university, and allowing for future expansion.

- 3.22. Central Hall is the University's centrepiece building and has a striking architectural form, with a bold and imaginative design that means it is the focal point in views across the lake. The covered walkway, listed as it typifies the approach of RMJM's holistic approach to campus design, and expresses one of the core development principles of direct, easy communication between departments, has particular group value with Central Hall and Former Langwith to which it connects.
- 3.23. The list entry description notes that the massing and height relationships of Derwent and Former Langwith to Heslington Hall and the landscape are exceptionally well-thought-out. These scale relationships contribute to the low-density, open character of the historic campus.
- 3.24. Generally speaking, from within the centre of the campus, there is little or no sense of any development beyond the campus boundaries. In views towards Derwent and Langwith, particularly in the vicinity of sinuous paths that skirt the Woodyard, the built form sits within the tree canopy and relates in terms of scale to Heslington Hall.

HESLINGTON HALL (GRADE II*) AND ASSOCIATED GARDEN STRUCTURES (GRADE II)

- 3.25. Heslington Hall is listed at Grade II* and is of significance for its considerable historic and architectural interest. It was built 1565-68 for Sir Thomas Eynns and extensively rebuilt 1852-4 to designs by P C Hardwick for Yarburgh Yarburgh. Much of the interior is c.1903 to designs by W Brierley in a sixteenth-century style. It was extensively restored for the University c.1961-63 to designs by Bernard Fielden as part of the first phase of the University's construction and is used for University administration functions. It lies at the head of the engineered lake to the east of the campus.
- 3.26. The listed building's immediate setting includes its historic landscape of lawns, clipped yew trees, various sculptures, its 18th century former kitchen walled garden and the first glimpse of the lake as it interacts with Langwith and Derwent. The landscape-led university masterplan achieved the careful integration of the older garden setting into the wider University campus. As noted, Derwent and Former Langwith colleges are sited so as to create visual separation and, in their scale, modulate away from the older building. The list entry descriptions for the 1960s listed buildings notes this setting relationship as successful: *'the relationship of massing and height of the college to its neighbour in Langwith College, Heslington Hall, and the landscape, as well as their layout, are exceptionally well-thought-out'*.
- 3.27. Heslington Hall is now experienced wholly in the context of University campuses, albeit Campus West to the rear of the Hall has matured and provides an attractive parkland setting from which to appreciate the Hall's significance. The Hall's principal frontage is to University Road to the east, and faces away from Campus West.

OTHER HERITAGE CONSIDERATIONS: HESLINGTON CONSERVATION AREA AND SIWARDS HOW, SCHEDULED MONUMENT

- 3.28. Heslington village is designated as a Conservation Area (CA). The CA is centred on Main Street South and Main Street West, but Heslington Church and the open land adjoining the Church to the north also form part of the CA. Despite its proximity to the University, the historic core of the settlement retains a rural village character, with a number of listed buildings along Main Street. Prominent buildings within it are the Grade II listed Heslington Church and the Grade II* listed Heslington Hall, described above.
- 3.29. The CA is subject to an adopted CA appraisal (2009) which describes the special character of the CA and its setting. The appraisal notes that the 'early campus buildings which have a consistent form and scale in a spacious landscaped setting around a lake, provide a sympathetic context for the northern edge of the Conservation Area'. More recent development in the Science Park (albeit we note this is further from the CA) is noted as less sympathetic to the character and appearance of the CA.
- 3.30. Siwards How is a scheduled monument located inside the northwest boundary of Campus West, outside the RPG boundary north of University Road. We note it here for completeness and as a heritage constraint affecting potential development in this location. It is recorded as an Anglo Saxon burial mound.

4.0 CONSIDERATION OF IMPACTS

INTENSIFICATION OF CAMPUS WEST

- 4.1. Cushman & Wakefield has suggested the intensification of the existing University campuses. The report recognises the constraints imposed by the statutory designations of the RPG and listed CLASP buildings but considers that notwithstanding, there are locations on Campus West where existing buildings can be redeveloped at a greater scale than existing, providing scope to increase the amount of floorspace provided on Campus West.
- 4.2. By way of illustration, the report proposes that ‘a 4,500 sqm building over 3 storeys (1,500 sqm per floor), could accommodate 6,900 sqm, with a 15% increase in footprint and an additional storey, a 53 % increase in overall floorspace. With modern construction techniques net: gross floorspace ratios should also be improved’.
- 4.3. The report does not appear to have been informed by expert heritage advice.
- 4.4. The intensification of Campus West (prior to its designation) was considered by Dr Miele at Section 6.0 of his 2018 Expert Statement:

“Leaving heritage considerations to one side, it would be challenging to achieve the requisite amount of additional accommodation without fundamentally altering at least the landscape character of the campus.

Intensification of the more recent campus, to the east of Heslington, does not present any heritage reason, but intensification here would change the character of the area, introducing a more urban form, The implications of this on Green Belt are dealt with in the landscape submission for the University.

Interestingly, the section Inspector who reported to the recovered (under section 77) application (report 20 March 2007) considered and rejected a similar suggestion, albeit then on the grounds of viability and character, and I see no reason to vary from that conclusion now. The SoS granted consent for the eastern extension to the campus.

...Therefore, I can see no basis to prefer the HE preferred alternative. It would effect a significant change to the character of Green Belt land and, more to the point (vis a vis my statement) would harm the heritage interest of the first phase of the campus”.

- 4.5. The designed landscape and some CLASP buildings have now been designated in their own right, and great weight now attaches to their conservation in exercise of planning functions. Below we briefly discuss the statutory and national planning policy requirements that are now applicable and the potential impacts on their significance arising from intensification.

HERITAGE CONSIDERATIONS

STATUTE AND NATIONAL POLICY PURSUANT TO THE STATUTORY DESIGNATIONS

- 4.1. In the case of proposed allocations, the relevant national policy is contained within the NPPF and relates to plan-making and ensuring proposed allocation sites will enable the aspiration of sustainable development to be achieved. This differs from the consideration of development proposals, which relates to policies concerned with decision making. For the purposes of this report, however, it is worthwhile setting out the statutory and policy considerations engaged by the heritage designations of Campus West in the exercise of planning functions.
- 4.2. The heritage designations affecting Campus West comprise very sensitive and weighty considerations in planning terms. The listed buildings are subject to separate statutory provision under the Planning (Listed Buildings and Conservation Areas) Act 1990. Through the operation of national policy, considerable importance and weight attaches to the conservation of designated heritage assets and any contribution made

to their significance by their setting¹⁰. In this case that comprises the RPG, listed buildings, the Heslington CA and the Scheduled Monument in the north of the campus.

- 4.3. The multiple and overlapping designations affecting Campus West reflect a site of high sensitivity where landscape and built heritage components are integrated as part of a cohesive whole. As a consequence, development proposals affecting the campus have the potential to impact not only landscape character and visual amenity, but the way the core values of the university are expressed through the physical environment, and therefore heritage considerations are engaged.
- 4.4. As noted, the character of the RPG is one of low-scale and low-density, and the 1960s buildings are freestanding elements carefully placed within the landscape and are in many places subservient to the landscape masterplan. Section 3.0 of this report describes how these qualities have long been recognised both by the University (through its 1992 Strategic Review by Colvin and Moggridge) and by City of York Council. The 1999 Development Brief for the University of York imposed constraints on the growth of Campus West through both a limit on footprint (total developed footprint not exceeding 20% of total campus area for buildings and car parks) and height (building envelopes raising little above the mature tree canopy). This density restriction spaced out buildings since car parks were added into the density restriction.
- 4.5. The constraints (since increased to a 23% limit on footprint) were imposed by the City Council to preserve the environmental quality of Campus West and also recognised the benefits of the landscape-led masterplan as critical in appealing to and retaining high quality staff and students. They were considered appropriate by the Inspector advising the SoS on the recovered Heslington East application on this basis, and important to maintain the attractive character of the campus and setting of the neighbouring CA. Indeed, the Inspector found that:
- “A more realistic scenario would be to retain the **existing 20% footprint, which I consider to be important in terms of maintaining the attractive character of the campus and to maintain the setting of the neighbouring Conservation Area, and to maximise the amount of development that can take place on the campus by using multi-storey car parking and demolishing existing low rise buildings and replacing them with 4-story [sic] buildings. The campus could then accommodate some 25% of the whole development planned for Heslington East.***
- However, in my view, the most realistic and acceptable scenario would be to develop the sites identified at Appendix 12 of Mr Street’s **evidence at an average of 3.5 storeys while retaining the 20% footprint.** Such an approach would provide less than 12% of the accommodation required at Heslington East”* (paragraphs 653 and 654, APP/C2741/V/05/1189972) [our emphasis]
- 4.6. The additional heritage designations now affecting the core of the campus itself increases the weight to be given to those considerations which underpinned the decision maker’s conclusions, and inevitably limit development potential.

¹⁰ If a proposal would result in harm to the significance of a designated heritage asset, great weight should be given to the asset’s conservation (NPPF paragraph 199), meaning the avoidance of harm and the delivery of enhancement where appropriate. Underpinning the NPPF’s heritage policies is the general principle of proportionality. The more important the designated asset, the greater its sensitivity to change and consequently the greater the weight the decision maker needs to place on material impact.

Notwithstanding the ‘great weight’ provision, it would be unreasonable for an impact that is minor in nature or limited to lead to a refusal of permission. What matters is the nature and extent of any harmful impact.

Any harm to the significance of a designated heritage asset should require ‘clear and convincing justification’, as per NPPF paragraph 200. A clear and convincing justification does not create a freestanding test requiring the demonstration of less damaging alternatives. To the extent that there is a test it is to be found in NPPF paragraphs 201 (in the case of substantial harm) and 202 (in the case of less than substantial harm).

- 4.7. Whilst the heritage sensitivities identified above do not preclude development within the RPG or its environs, any harm arising from that development attracts great weight in the planning balance and so falls to be justified on the balance of benefits.

PROPOSED REMOVAL OF THE 23% FOOTPRINT LIMIT

- 4.8. The Council has recently proposed the removal of the 23% limit on footprint in its draft policy wording. We observe here that the removal of this policy constraint does not affect the provisions of national policy and statute in relation to designated heritage assets. Its removal would mean that greater flexibility could be applied to individual proposals which would be balanced against public benefits rather than against an arbitrary target. However, we would caution against an assumption the removal of such a target means that large areas of Campus West would be thereby 'opened up' for redevelopment.

POTENTIAL IMPACTS

DEVELOPMENT OPPORTUNITIES

- 4.9. The University nonetheless accepts that the redevelopment of existing footprint does give some scope to increase building heights and floorspace in order to deliver projects in the period to ST27 becoming available, estimated as around 6 years.
- 4.10. There are already a number of committed and future capital projects forming part of the University's Integrated Infrastructure Plan (IIP) on Campus West, Campus East and Science Park which seek to optimise development potential. These projects are illustrated on the set of plans submitted with the O'Neill Associates statement, Appendix A; MIQ Statement 2.4-2.10. Two further opportunity sites have also been identified on this campus.
- 4.11. First is the 'Peninsular Redevelopment' – the renewal of the unlisted buildings at James College, within the centre of the RPG and on the banks the central lake; and second is the redevelopment of the existing Campus South surface car parking on Newton Way.
- 4.12. All are subject to the heritage considerations outlined above, and in the case of the first, particular sensitivities arising from its prominent location within the RPG and the positive contribution the existing buildings make to the original design concept of the campus. Accordingly, redevelopment at a greater scale here has the potential to cause harm to the RPG as a consequence.
- 4.13. The second, South Car Park, lies adjacent to the boundary of the Heslington CA and within the wider setting of listed buildings and buildings identified as making a positive contribution to the character and appearance of the CA. Thus, the scale and form of any redevelopment on this site will be subject to considerations of visual and setting impacts from Main Street and Heslington Lane, and development here has the potential to cause harm to the CA and setting of listed buildings as well as the RPG.
- 4.14. We leave it to others to comment on the extent to which these development options address the University's need for future growth, and how they might inform the University's utilisation of its estate. Nonetheless all three engage the statutory and policy tests discussed above and warrant clear public benefits to outweigh the heritage impacts which seem likely to arise.

CUSHMAN AND WAKEFIELD PROPOSAL

- 4.15. As noted, it appears that the Cushman & Wakefield report has been prepared without reference to expert heritage advice. The proposition made in the report is a general one: no specific consideration has been given to site particulars beyond the identification of locations on Campus West where there are buildings nearing the end of their economic life and which would not be cost-effective to refurbish (notably the non-listed CLASP buildings). It is suggested that their footprints can potentially be extended to accommodate larger floorplates together with some additional height, thus providing scope to increase floorspace.
- 4.16. As a matter of fact, this is simply not right, and we would refer to our earlier report which was in part prepared to address that proposition.

- 4.17. In addition, we have the following observations on the capacity of Campus West to accommodate increased floorspace:
- 4.17.1. First, that space for further development on the existing campus at Campus West has become increasingly limited with the expansion of the University. That was properly acknowledged by the Inspector in 2007 in recommending the grant of permission for the eastern campus and the University intends to continue to optimise the campus since then through its IIP.
 - 4.17.2. Second, that any extension to the listed buildings themselves¹¹ is likely to cause an impact on significance, and potentially less than substantial harm to one or more designated heritage assets. It is also doubtful, given the lightweight nature of the CLASP systems which was chosen in part to address the constraints of a boggy site, and which had a specific structural brief, whether this would be feasible structurally.
 - 4.17.3. Third, that the same considerations apply to unlisted CLASP buildings (and non-CLASP buildings which nevertheless follow a similar design approach) within the RPG, which may be considered to contribute positively to the overall design concept of the campus and are subject to the same structural considerations.
 - 4.17.4. Fourth, that whilst redevelopment or extension of later buildings is less sensitive in heritage terms, many are already at a larger scale, and material increases in height or scale have the potential to harm the RPG. There is thus limited capacity for further expansion.
- 4.18. In our view, therefore, that the Cushman & Wakefield proposals do not appear to have taken account of the particular spatial qualities of the landscape and its visual sensitivities; nor the limited capacity the campus to accommodate further growth without compromising its essential character as a campus university.

THE EFFECT OF ST27 ON CAMPUS WEST

- 4.19. We now turn to the proposed allocation ST27, which is located to the south of Campus East. We do not revisit the assessment made by Dr Miele in his 2018 report but commend its conclusions to the Inspectors:

“7.1 First, the ST27 land (and the University’s alternative – I conflate the two for the purposes of this report) does not form part of the setting of any designated heritage asset.

7.2 Second, that land is not proximate to any historic landscape feature contributing to the historic structure of the ancient city.

7.3 There are no views of the Minster or any other listed building, directly, from or across the land, or from the Ring Road.

7.4 The land does not occur on any arterial route of historic interest, linking the historic city of York to any historic satellite settlement. Those settlements are distant from the site and located beyond the Ring Road.

7.5 Thus, and applying the setting guidance from HE, I do not identify that the ST27 land contributes to our ability to appreciate anything particular about the significance of the ancient city or indeed of any other asset.

7.6 There are no historical associations or functional associations between the ST27 land and any asset, not even Heslington whose agricultural hinterland, historically, included the ST27 and now related land.

7.7 The open land separating the present edge of settlement from the Ring Road serves an undoubted landscape purpose, but its relevance to the significance of any heritage asset is limited at best. I have not been able to identify any specific historic associations between this land and the historic city. Fulford to the south and west is the site of a Conquest-period battle, but that is some distance away (about 2.5

¹¹ This is not suggested by Cushman Wakefield but we include it as a general observation, in light of the University’s commitment to refurbish the listed Derwent and former Langwith Colleges as part of its IIP.

km, WSW of the allocation edge). Hull Road to the north of the University (the modern A1079) is understood to reflect the alignment/position of a Roman Road entering from the east. This is location about 800—1000 metres or so to the north of the northern edge of the allocation (depending on the point where the measurement is taken) and interposing is the University's eastern campus and later suburban development.

7.8 And anyway, even the Council, which contends some degree of relevance, accepts the land may be developed acceptably by means of leaving a landscape margin or buffer.

7.9 One premise of the HTP, and also of the HE objection, is based on an abstraction, which has a subjective character to it. The HTP recognises its own limitations as involving subjective judgment. The simple way to express this is to ask whether any party driving around the Ring Road would think of York as an ancient place when s/he looks across the carriageway or shoulder to the land and beyond. Some, steeped in the abstraction, might; others, not, wouldn't, or so I conclude. . And even those possessed of special, expert understanding require some mental gymnastics to conflate the historic city of York with this piece of unremarkable farmland and the experience of dual carriageway Ring Road.

7.10 Historic England's alternative – the densification of the existing campus – has the unintended, and arguably perverse, consequence of undermining the aesthetic and historic value of the phase 1 campus and also of introducing dense forms of development which add to the impact of existing development on Green Belt."

- 4.20. For completeness we note here that the York Conservation Area Appraisal, which contains a comprehensive views analysis, does not identify any view from the ring road across the allocation site.

ST27 AS IT RELATES TO CAMPUS WEST

- 4.21. The proposed extension is located adjacent to Campus East, at a distance of c.1.2km from Heslington Hall. The distances involved, combined with the separating effect of vegetation and development means that we do not identify the ST27 land as a setting element or as contributing anything to our ability to appreciate the significance of the assets under consideration in this report. Accordingly, there would be no harm arising from the development of this site through its allocation.
- 4.22. In our view, therefore, the new designations at Campus West do not affect the conclusions of the 2018 representations.

5.0 CONCLUSION

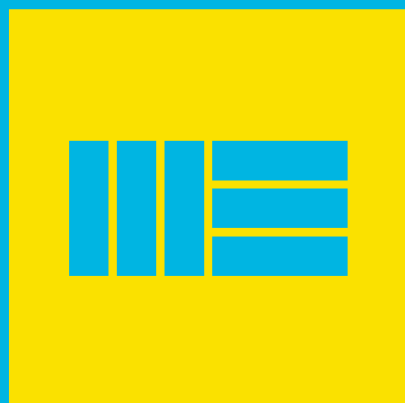
- 5.1. In summary and with reference to the Inspectors' questions under *Matter 2*, our comparative assessment of the capacity of Campus West and the proposed allocation of land at ST27 leads us to conclude that in heritage terms ST27 is preferable for the reasons set out in this report.
- 5.2. The high quality of the landscape and built environment at Campus West has long been recognised, both by the University of York and City of York Council, as both of interest and sensitivity in its own right, and as of critical importance in attracting excellent staff and also for the reputation of the University.
- 5.3. That long-held understanding of significance informed the constraints imposed on the growth of Campus West adopted in the 1999 Development Brief and since transferred into draft policy. In 2018 those constraints were considered appropriate by the Inspector advising the SoS on the recovered application and informed the recommendation to grant consent for the eastern extension of the campus.
- 5.4. The formal recognition of the special interest of the campus through the multiple designations by Historic England in 2018 underlines those established principles. It is clear that the spatial qualities of Campus West – the discrete physical form of the buildings, their interaction with one another, and with the landscape setting – make a demonstrable contribution to the significance of the assets.
- 5.5. Intensification of the campus in the way now proposed by Cushman & Wakefield would, in our view, be challenging to achieve without altering landscape character and so causing harm to the significance of the RPG or listed buildings through development in their setting. The statutory designations considerably increase the weight to be given to these considerations.
- 5.6. For this reason, the now-proposed removal of the 23% limit on footprint in the most recent iteration of the policy drafting does not materially alter the position or increase the options available to the University in meeting its future growth needs. The designations at Campus West impose a requirement for a higher level of scrutiny of potential impacts on character and special interest than any previously required.

MONTAGU EVANS

70 ST MARY AXE

LONDON

EC3A 8BE



WWW.MONTAGU-EVANS.CO.UK

London | Edinburgh | Glasgow | Manchester

WE CONSIDER OUR CREDENTIALS, HOW WE HAVE STRUCTURED OUR BID AND OUR PROPOSED CHARGING RATES TO BE COMMERCIALY SENSITIVE INFORMATION.
WE REQUEST THAT THESE BE TREATED AS CONFIDENTIAL.