



- Formation of new car park area located to the front of the new school buildings; providing car parking for 55 cars including 3 accessible spaces. Access to the car park will be from the existing school entrance.
- Provision of secure cycle shelters accessed via new entrance points along the site frontage.
- Erection of separate boiler house building, silo and water sprinkler tower
- Provision of new footpath entrance across the site to join with the network of footpaths on the north east side of the site in particular the footpath on the west side of the Rawcliffe Recreation Ground
- Associated play areas including new hard court MUGA (1830 square metres) and grassed mini soccer pitch/play area.
- New security fencing to three boundaries and site landscaping incorporating existing tree cover.
- Off site highway works including the widening of the footpath adjacent to the school entrance and traffic calming measures along Eastholme Drive, Greystoke Road/ Garburn Grove with alterations to the turning head within Garburn Grove.

1.5 The application is supported by the following documentation :-

- Design and Access Statement
- Transport Assessment
- School Framework Travel Plan
- Flood Risk Assessment and Sequential Test
- Ecological Assessment
- Draft Community Use Agreement
- Sustainability Statement
- Sport England Report
- Ground Investigation
- Archaeological Evaluation

#### Planning History

1.6 Rawcliffe Infants School has been the subject of a number of applications related to the extension of the existing facilities and retention of mobile classrooms since 1996. None of the planning site history is considered particularly relevant to the current proposals.

## **2.0 POLICY CONTEXT**

2.1 Development Plan Allocation:

City Boundary GMS Constraints: York City Boundary 0001

DC Area Teams GMS Constraints: East Area (2) 0005

Floodzone 2 GMS Constraints: Floodzone 2

Floodzone 3 GMS Constraints: Floodzone 3

Schools GMS Constraints: Rawcliffe Infant 0217

## 2.2 Policies:

CYED11  
Protection of Playing Fields

CYED1  
Primary and Secondary Education

CYGP1  
Design

CYGP4A  
Sustainability

## 3.0 CONSULTATIONS

### INTERNAL

3.1 Highways Network Management - The increased school role will generate a noticeable increase in all forms of traffic movement in the vicinity of the Eastholme Drive site. The package of measures referred to in the planning application is considered to be appropriate and will seek to minimise potential highway safety and traffic movement issues. Parental parking at the start and end of the school day will have some impact however, in highway terms, it is expected that they can be largely mitigated and managed through the proposed physical alterations and traffic regulation orders.

3.2 Landscape Architect - No objections in principle. The planting adjacent to Blue Beck could be more random. Some more specimen planting should take place within the rear of the site and the fencing between the MUGA/football pitches and remaining area to the rear should be softened with landscaping. Despite the building being set further back and there being a much larger car park the arrangement of paths, trees, cycle stores, and garden/teaching spaces leads one from Eastholme Drive to the building entrance in a logical, readable manner. Tree loss to allow for the development is generally acceptable although T44 could be retained. Play areas should illustrate a commitment to the principles of 'learning through landscapes' and the governments 'Design for play' guidance. The Landscape Architect regrets that only one of the three flat roofs is to be 'green'. Confirmation is required that fencing will be removed and not replaced along north east boundary with Rawcliffe lake and beck.

3.3 Countryside Officer - Existing school playing fields have fairly limited wildlife value. The site is a suboptimal habitat for greater crested newts therefore no further survey work is required in this respect. However the small pond in the school wildlife area may provide some suitable habitat and therefore care should be taken during construction and if any newts are discovered all works should be ceased and Natural England consulted. A mitigation plan should be submitted and should include provision within the design of the building for the enhancement of bat habitats, alternatively a condition is proposed to require a mitigation plan. There is concern to ensure that lighting on the site should not affect any wildlife potential of the site. Help can be provided to ensure that the green roof proposed also provides education and wildlife value.

3.4 Sustainability Officer - The applicant has committed to achieving a 'very good' rating under the BREEAM standard, to ensure this a BREEAM pre-estimator documenting a rating prior to commencement of work should be conditioned as should a post-construction certificate. Would like a commitment to energy efficient lighting where feasible. A condition should be attached to ensure that details are submitted to show 10 per cent renewables will be achieved with the bio mass boiler and solar thermal hot water system proposed.

3.5 City Development - No objections from a policy standpoint

3.6 Environmental Protection - No objections in principle but does have concern over the impact of the development upon completion and during the construction/demolition phase. Conditions are proposed that require a lighting impact assessment, a construction Environmental Management Plan, details of plant and machinery which will be audible beyond the site boundary, treatment of cooking odours, an air quality assessment in relation to the proposed bio-mass boiler. Environmental Protection have also requested further information about air quality due to additional traffic to the site.

3.7 Structures and Drainage - Comments awaited

## EXTERNAL

3.8 Rawcliffe Parish Council - The committee wishes to support this application noting the following concerns:

- Adequate screening of silo and clarification as to the actual height of silo (as this is not displayed on the plans)
- Assurances that Appendix G of the Transport plan is implemented through conditions being incorporated into any permission granted.
- A variety of substantial trees are planted (not merely saplings) to replace those felled in the development
- Assurances that the memorial tree (planted at the front of the existing school) is retained
- Details for the provision of the park and stride scheme (using Rawcliffe Recreation Association car park) are clarified i.e. opening times, both am and pm, key holder policy
- Bungalow (which is retained on plans provided) will distract from the overall positive aesthetics of the new school

3.9 Yorkshire Water Authority - Do not object in principle to the development including the stand-off distance shown from the public sewer; the proposed separate systems of drainage on site and off site; the proposed amount of domestic foul water to be discharged to the public foul water sewer and the proposed point of discharge of foul water to the public foul water sewer. Several suggestions are made about how the detail of the drainage works should be implemented and 6 conditions are proposed to ensure the proper implementation of the scheme.

3.10 Sport England - Sport England initially raised concerns about the loss of adult sized playing pitches resulting from the development. Following further information being provided about the provision of junior and adult provision within the area as well

as future predictions for provision this objection has essentially been withdrawn provided that a condition is attached which requires the submission of a management plan to show how the potential for an adult pitch could be maintained in the future by the removal of the fence which will separate the junior pitches connected with the school and the land to the rear of this which will form junior pitches managed in conjunction with the Recreation Association. Sport England are satisfied that the development in all other respects accords with their policies and do not object to the proposals.

3.11 Environment Agency - acknowledge written confirmation from the Local Authority that the Sequential Test has been undertaken and passed. This confirms to the Agency that there are no other 'reasonably available' sites in lower flood risk areas to which this development could be directed. The Environment Agency consider that the proposed development will only be acceptable if the measures as detailed in the Flood Risk Assessment are implemented and secured by way of a planning condition.

3.12 Ten letters of objection have been received covering the following points:-

- Concerned that the site needs to be secure. Currently fences are breached and the site is used for various activities including as a cut through, dog walking and youths playing football.
- If the site is to be used for community sport what measures will be taken to ensure adjacent properties are not damaged.
- Concerned about the traffic impact the new larger school will have on the area, the park and stride scheme will not compensate for the increase in traffic. The area can not cope and there will be a safety risk for everyone.
- Inconsiderate and hazardous parking will be exacerbated by the larger school population and attendant increase in traffic flows. To prevent this happening parking restrictions and traffic control are required.
- Could the Council outline measures to be taken to enforce traffic control in the area.
- What other alternative sites if any were considered, the site is too small to cope with the increase proposed and would not leave any room for future increase.
- If this site had to be chosen would it not have been better to erect portacabins during the construction leave the school in its present position so that there would be more playing field area and potential room for expansion.
- Adequate provision for off-street parking for parents should be made within the site.
- Proposed trees in the landscaping scheme will cause loss of light to properties on Garburn Grove

3.13 There has been a further group of letters submitted which sets out the concerns about the existing parking situation adjacent to the school site. Residents of Garburn Grove have been asking for protection from the parking situation for over a year since

the new school was announced, even though residents of Garburn Grove consider that it is necessary now. The request has been made through the Parish Council, Police and school project team as well as the headmaster, Mr Wiggly. A petition for traffic orders has already been submitted to the Council on behalf of the residents of Garburn Grove.

## PUBLICITY

3.14 The application has been advertised by means of site notices posted around the site (4) dated 22nd February 2010, an advert posted in the paper dated 24th February 2010 and via neighbourhood notification.

## 4.0 APPRAISAL

### 4.1 Key issues:-

- Policy background
- Principle of the proposal
- Design and landscape considerations
- Traffic, highways and access issues
- Impact on Residential amenity
- Playing field provision and community use
- Drainage/Flood Risk
- Sustainability
- Crime prevention
- Biodiversity

### Policy Background

4.2 Planning Policy Statement 1 ("Delivering Sustainable Development") (PPS1) states that a number of key principles should be applied to ensure that decisions taken on planning applications contribute to the delivery of sustainable development. In particular, PPS1 promotes high quality inclusive design in the layout of new developments and individual buildings in terms of function and impact, not just for the short term but over the lifetime of the development. Design which fails to take the opportunities available for improving the character and quality of an area should not be accepted. High quality and inclusive design should create well-mixed and integrated developments which avoid segregation and have well planned public spaces that bring people together and provide opportunities for physical activity and recreation.

4.3 The following policies within the Development Control Local Plan (DCLP) are considered to be relevant:-

- Policy SP6 of the DCLP states that development will be concentrated on brownfield land within the built up urban area of the City and urban extensions, followed by surrounding settlements and selected existing & proposed public transport corridors. Outside defined settlement limits, planning permission will only be given for development appropriate to the Green Belt or the open countryside.

- Policy GP1 'Design' aims to increase the awareness and importance of good design; visually, environmentally and sustainably. This design policy is supported by policy

GP4a 'Sustainability' which requires new development to have regard to the principles of sustainable development.

- Policy GP3 'Planning Against Crime' states that new development will be required, where deemed appropriate, to incorporate crime prevention measures to achieve: natural surveillance; secure locations for any associated car and cycle parking; satisfactory lighting; and provision of CCTV in certain locations.

- Policy GP4a 'Sustainability' of the City of York Council Development Control Local Plan (2005) states that proposals for all development should have regard to the principles of sustainable development and sets out those issues to consider as part of a sustainably designed development. The interim planning statement (IPS) on Sustainable Design and Construction supports Policy GP4a in setting out ways to achieve sustainability furthermore the document requires that 10% onsite renewables be achieved. Policy ENV5 of the regional spatial strategy supports the requirements of the Interim planning document by saying that non residential floor space over 1000 square metres should secure at least 10% of their energy from decentralised and renewable or low-carbon sources.

- GP9: 'Landscaping' where appropriate development proposals will be required to incorporate a suitable landscaping scheme.

- GP11: 'Accessibility' In order to achieve satisfactory access to new development planning applications will be required to demonstrate that suitable provision will be made for access and facilities for people with mobility problems sensory impairment and carers with children, including parking facilities and pedestrian routes to and from those parking facilities.

- NE1: 'Trees, Woodlands and Hedgerows' states that trees, woodlands and hedgerows, which are of landscape, amenity, nature conservation or historical value, will be protected.

- T13a: 'Travel Plans and Contributions' Developments which meet the criteria set down in PPG13, or which are likely to employ more than 30 employees, or a residential site with more than 20 units, will be required to submit a travel plan including; modal split targets, time scales, measures and sanctions to be taken to meet these targets as well as measures to monitor the effectiveness of the plan.

- T20: 'Planning Agreements' Where traffic, pedestrians and cyclists could be accommodated by the provision of special facilities or appropriate improvements to the highway network affected, applicants will be expected to enter into a Section 106 Agreement under the Town and Country Planning Act 1990 and into an agreement under the Highways Act 1980 in order to provide or make an appropriate contribution to such improvements.

- ED1: 'Primary and Secondary Education' Planning applications for new/extended primary and secondary education facilities will be granted permission provided that: it would meet a recognised need; the proposed development is of a scale and design appropriate to the character and appearance of the locality; an area of open space and playing fields, sufficient to meet the needs of pupils is incorporated in the

development; where a development is capable of a joint or dual use for community benefit, this has been incorporated into the design.

- Policy ED11: 'Protection of Playing Fields' The loss of playing fields associated with educational establishments will not be permitted, unless exceptional circumstances are proven to exist. Where education establishments are due to close the development of associated playing fields, will not be permitted where they can be used to address deficiencies in the surrounding area.

## Principle of the Proposal

4.4 The Rawcliffe Infant School and the playing fields to the rear are all currently allocated for educational purposes within the Draft Development Control Local Plan (DCLP). The principle of the re-development of the site to provide larger educational facilities is considered to accord with policies within the DCLP and to accord with the principles of sustainable use of land set out in PPS1.

## Design and Landscape Considerations

4.5 The proposed new building is sited approximately 100 metres back from the Eastholme Drive frontage. The building is sited so that the front elevation is on a north west/south east axis which means that the building is angled towards the southern, side boundary and the Eastholme Drive frontage. The building consists of a series of two storey flat roofed blocks forming a semi-circle around the entrance area and main school hall. The part of the building housing the entrance and hall has been designed with a pitched roof with maximum height of 11.2 metres. The blocks behind this central area have been designed with a series of flat roofs with a maximum height of 7.65 metres. The building creates a length of front elevation of approximately 60 metres although this is made up of various angles of structures and varying building lines rather than a single solid line of building. The maximum depth of the building is 40 metres. The structure is located so that it is a minimum of 45 metres from the northern boundary of the site, 25 metres from the southern boundary and 65 metres from the rear of properties on Eastholme Drive. The design of outside space is roughly divided between the area at the front providing the access, cycle and parking facilities and the remaining areas providing suitable outdoor and sporting facilities for the school use, although access from the north east corner of the site adjacent to the recreation grounds is afforded via a footpath that crosses the rear of the site. The building is to be constructed of brick and render with metal cladding and coated aluminium windows. The main central pitched roof is to be clad in a copper effect membrane. A retractable awning supported on a timber structure is proposed to the front elevation to enhance the use of the external space.

4.6 The design and access statement says that the location of the new building has been largely dictated by the need to retain the existing school building in operation until the new building is complete, the need to avoid the area within flood zone 3 and the siting of the building on the highest part of the land, retaining trees, avoiding building over the 11Kv underground cable crossing the rear playing field and the positioning of the existing vehicular access.



4.7 The site is surrounded by a mix of two and single storey residential dwellings. The new site for the school will mean that to all those properties that back on to the site the school buildings and the use of external areas will be more visible. The surrounding properties are all of relatively modern design with no dominant layout or character. The siting of the building away from boundaries will mean that the feeling of openness for adjoining properties will be retained and the new building's design has the potential to be a modern, social centre for the community. The visibility of the school from the Eastholme Drive road frontage will rely on landscaping, access and parking to provide a visual connection to the school building. Policy GP1 of the Draft local plan says that development should respect or enhance the local environment and should be of a density, layout, scale, mass and design that is compatible with neighbouring buildings spaces and the character of the area. In the context of this policy it is considered that the design of the scheme is acceptable. A condition requiring the submission of materials is proposed to ensure that reference, in the choice of materials, is made to the materials that surround the site.

4.8 This site is linked with Rawcliffe lake to the east and the playing fields of Rawcliffe recreation ground to the north, which in turn connects directly with the open space associated with the new Manor Lane housing estate. It is therefore a key component of this section of green infrastructure. Thus it is important to maximise the amenity and biodiversity potential of the site within the parameters of the development. The existing school playing field can be accessed through a gate leading from a footbridge that connects the recreation ground with Rawcliffe lake. The entire area, with the exception of the grounds immediately adjacent the school buildings are used by dog walkers. The Blue Beck runs along the northern perimeter of the site and is at present a rather neglected element of the landscape. The south side of the beck is relatively open, though random scrub lines the banks. The north side of the beck is bound by rear gardens, mostly exposed to the beck, others are fenced off. A concrete post and chain link fence runs along the top of the southern bank. This continues around the north, east, and south sides of the school playing field. The fencing is considered by the Landscape Architect to be detrimental to the amenity of the site, especially where it is exposed at close range at the restricted nodal point between Rawcliffe lake and the two sets of playing fields where the footbridge crosses the beck. Young tree planting around the southeast boundary screens the fencing and provides a setting and a buffer between the field and neighbouring housing on Greystoke Road.

4.9 There are a number of existing trees within the site. The most significant of these being those to the Eastholme Drive frontage and those in an area to the rear of properties on Eastholme Drive. The application as submitted includes a full landscaping scheme and a schedule of trees that need to be removed to accommodate the development. The landscaping scheme shows extensive new planting to the front of the site to relate the building to the street frontage and to provide a setting for the building. The scheme also shows the retention of trees to the frontage as well as those to the rear of Eastholme Drive. A new landscaped boundary is proposed adjacent to Blue Beck. An access strip for the Environment Agency of 2.5 metres is proposed behind the landscaping. The Landscape Architect has made comments on the proposal and is generally happy with the scheme however it is suggested that there should be more planting within the rear of the school site, both in the playing fields and immediately adjacent to the buildings, further information is also requested in relation to the play areas and the way in which the children's learning

experience will be enhanced through their design. The design of the play areas will be covered by condition. The landscaping proposed to the rear which includes the planting to the boundary of Blue Beck is however considered to provide a good structure for the school site. Further planting may be achieved through the design of the play areas.

4.10 The Landscape Architect also comments that all three flat roofs should be green roofs rather than just one, however the applicant has said that the flat roofs are needed to get the flows required to serve the proposed grey water recycling facilities. Officers are satisfied with the balance between the provision of green roofs and sustainable water use proposed and are not proposing to ask for any amendments in this respect.

4.11 There has been one letter of concern about the landscaping proposals from an occupier of a property on Garburn Grove. The concern is that the height of some of the new tree planting within the car park area will eventually lead to overshadowing of adjacent garden areas. The new trees proposed are Sorbus trees which can grow to a significant height (in the order of 15 metres). A plan has now been submitted which amends the landscaping scheme within the car parking area to ensure trees do not exceed 5 metres in height. Any further comments received from the occupier of Garburn Grove with regard to the amended trees will be reported direct to committee

4.12 In general terms the landscape structure proposed to the front of the site including the retention of existing trees is considered to be sufficient to provide a welcome entrance to the site and enhance the street scene. Landscaping proposed at the rear adjacent to the Blue Beck will, in Officer's view, provide a setting for the building when viewed from adjacent properties on this side of the site.

#### Traffic, Highways and Access Issues

4.13 The new school will have a role of approximately 630 pupils (with a further 39 foundation stage places), which represents an increase on the existing Rawcliffe Infant school site from 240 pupils plus 26 foundation stage places (an increase of 390 pupils with 13 additional foundation stage places). The numbers of staff will increase from 34 (teaching and admin) to 63

4.14 The application is supported by a traffic assessment which concludes that in transportation terms there are no overriding objections to the proposed development that should prevent the granting of planning permission.

4.15 Access to the school site will remain as existing for vehicles and servicing traffic. The level of car parking for staff has been based upon the expected numbers of staff on-site at any one time and expected modal split targets contained within the Travel Plan. The level of parking to be provided is in accordance with CYC Annex E maximum standards. The potential to allow parents to access the school car park or to provide a drop-off facility has been raised a number of times. In reality such a facility would prove of little use as insufficient land is available to provide an adequate sized facility to make a meaningful difference and experience demonstrates that once parking has been provided, it attracts vehicles to the site with parents less likely to consider an alternative mode of transport. In safety terms it is also considered

undesirable to have additional vehicular traffic mixing with pedestrians (particularly children) within a confined environment, as would be the situation here.

4.16 The main issue relating to the provision of the new enlarged school relates to the impact on the adjacent highway from on-street parking associated with the school. Officers have undertaken a number of site visits during the peak hours of operation of the existing school sites and are aware that a significant level of parking occurs on the highways adjacent to the school sites. This parking is often indiscriminate in nature and is a cause of concern and complaint to local residents.

4.17 The creation of the new school with enlarged role will undoubtedly further increase the level of on-street parking. In order to address this issue officers have negotiated the following:-

1) School Travel Plan; A draft School Travel plan has been submitted and following detailed negotiations with officers has been improved. This document will be implemented by the school and clearly defines what measures will be undertaken to promote access to the school by non-car modes and promote sustainable travel. This will be achieved through a number of measures including lessons within the curriculum and work with the council, residents and parents.

2) Waiting Restrictions; A package of waiting restrictions will be drawn up and funded by the applicants. This package of restrictions will be subject to further consultation with members and local residents to ensure that the most appropriate traffic orders are used whilst limiting inconvenience to residents. (These Orders will however be subject to separate highway committee approval and can not be guaranteed through the planning system)

3) Highway Works; A package of physical highway works to compliment the proposed waiting restrictions have been proposed. In brief these works consist of a number of plateaux junctions to prevent vehicles parking around junction bellmouths, whilst also assisting pedestrians by providing a level crossing point. The footway to the school frontage is to be widened to 3m to cater for the increased school role and to help encourage parents to walk their children to school. In Garburn Grove a build out and re-profiling of the existing turning head is proposed to assist in managing the on-street parking to minimise the inconvenience that is currently caused to local residents from parked vehicles.

4) Park and Stride; It is also proposed (albeit through a separate planning application) to surface the existing public footpath from Rawcliffe Recreation Ground which connects to the rear of the school site. This footpath is proposed to be surfaced and lit and will provide an alternative location for parents arriving from the North of the school site to park within the existing car park here and walk their children to the school.

4.18 Highways Network Management have concluded that the increased school role will generate a noticeable increase in all forms of traffic movement in the vicinity of the Eastholme Drive site. The aforementioned package of measures is considered to be appropriate and will seek to minimise potential highway safety and traffic movement issues. Parental parking at the start and end of the school day will have some impacts

however, in highway terms, it is expected that they can be largely mitigated and managed through the proposed physical alterations and traffic regulation orders.

#### Impact on Residential amenity

4.19 The current infant school building is a single storey structure located towards the front of the site, so that both in terms of its size and siting the structure has little visual impact either within the street scene or within the land to the rear of the site.

4.20 The new structure will be set further back into an open area of land and will be two storeys high. The structure in its siting and design will be much more visually significant to those properties that back on to the open land. Further more the new school will increase the numbers of both pupils and staff so that the number of traffic movements to and from the site will be greater and the amount of traffic on the 'school run' will increase in both time and duration.

4.21 The main objections that have been received relate to the impact of traffic caused by the increased pupil numbers, the security of the site to prevent unauthorised entry, the potential for the increase in sporting activities to cause damage to adjacent properties, the general concerns that the site is too small to cope with the increase in numbers, that the school should be constructed in its present location rather than further back in the field and a concern about the size of trees in the proposed landscaping scheme.

4.22 Undoubtedly the strongest objection to the application is the increase in traffic flows expected to the site as a result of the increase in pupil numbers. Members will note that Highways Network Management is not objecting to the application. They do however acknowledge that the site will see an increase in traffic flows to the site but consider that the physical measures proposed and traffic regulation orders will largely mitigate the traffic impact on the highway network. In amenity terms it appears from some of the correspondence and from Officers site visits that there is some indiscriminate parking at the moment and at times the current school causes a problem on the highway which could be said to impact on the amenity of residents mainly through inconsiderate use of the public highway. Obviously the impact to amenity is limited to the morning and evening start and finish of school and is relevant during school term time only. The proposal will, because of the different leaving times for infant and junior children, potentially increase the length of the time of on street parking and because of the highway works proposed and the increase in number of children coming to the school extend the distance away from the school people will park. Thus the parking will affect more houses than at present. The effectiveness of the mitigation measures proposed including the park and stride scheme and those within the travel plan will largely depend on school management and the good will of parents but in planning terms they offer a real alternative to the use of the car and accord with Governments objectives of sustainable transport (as well as wider non-planning objectives of encouraging active, healthy children). Officers therefore acknowledge that there will be some additional impact on residential amenity caused by parking vehicles at the beginning and end of the day during term time but consider that with the planning conditions proposed that seek to ensure the physical traffic measures are implemented, promotion of traffic regulation orders and requirement to implement a travel plan do represent real alternatives to the use of the car and

therefore an objection to the scheme based on the comings and goings of vehicles and their impact on residential amenity grounds could not be sustained.

4.23 The concern about the impact of trees in the new landscaping scheme is dealt with in paragraph 4.11 above.

4.24 Concerns about the impact of the increased use of the sports fields and the potential for damage to adjacent properties from this use are largely a site management issue. The site is an existing underused playing field area and there will be a noticeable increase in the use of the area. It is considered that vegetation and existing boundary treatment on the boundary of the site with Greystoke Road will afford protection to properties. The school will need to address the boundary treatment of the site if the existing situation proves inadequate. In terms of the security of the site the application proposes new 2 metre high Heras Zenith Security welded mesh in standard green polyester coating with matching gates along the western and northern boundaries of the site. The existing fencing that forms the back boundary of the site will be repositioned to form the new rear boundary of the site and the southern boundary will remain undisturbed. The southern boundary is made up of existing walls, galvanised steel fencing and tree/shrub planting.

4.25 With regard to the siting of the school. The application makes clear that in considering a new school on this site it has been necessary to keep the existing site functioning whilst the new school is being built. As Officers have pointed out above the new site will be more visible to properties surrounding the application site but in Officers view there will be no direct amenity implications in terms of the proximity of the building to adjacent properties or the use of the land that could be sustained in planning terms.

4.26 The initial scheme included a preliminary lighting scheme which showed a substantial number of 5 metre lighting columns including lighting in the rear area of the site leading up to the school from the entrance to the north-eastern corner connecting to the park and stride. Officers are concerned about this element of the proposal and its potential to impact on adjacent residents and wildlife. The Environmental Protection Officer has requested a full lighting impact assessment and the applicant has now withdrawn the preliminary lighting scheme in favour of considering lighting through the condition suggested by Environmental Protection.

4.27 Other planning conditions are required by the Environmental Protection Officer to ensure that the development does not impact on adjacent residents these include a Construction Environmental Management Plan, and conditions to protect against noise and smells associated with the running of the school. An air quality assessment condition is also proposed with regard to the bio mass boiler. An air quality assessment has also been requested in relation to traffic movements to and from the site. It would not be appropriate to condition this as any mitigation measures required would need to be assessed and conditioned. Further reference will be reported direct to committee on this issue following further discussions with Environmental Protection. It is also proposed to attach an hours of works condition for during the construction period to the permission

4.28 The Parish Council wish to have confirmation of the height of the water tank and the silo to serve the boiler house located on the south of the site. The silo and tank are 10 metres and 8 metres high respectively. They are located, at the closest point 17 metres away from the joint boundary with properties on Greystoke Road. The tanks will be visible from these properties, although there is good boundary treatment between the two sites at this point. Officers are satisfied that the tanks will not be overbearing when viewed from adjacent properties and are therefore satisfied with the height and location of the silo and tank.

#### Playing Field Provision and Community Use

4.29 The new school will provide 9400 square metres of grassed play space, 1830 square metres of MUGA (multi use games area) courts, soft play area of 2770 square metres, 2230 square metres of hard play space and 925 square metres of habitat land. The remaining part of the playing field to the rear approximately 5320 square metres will be leased to the Rawcliffe Recreation Association to offer enhanced community playing fields. The additional land will offer two mini soccer pitches for use by Rawcliffe junior football club and training space for adults. The new primary school will have the right to use the additional field and will have access to the facilities at the recreation association for school fixtures. The school and the recreation association will work together to offer managed community use of the school pitch and MUGA this will be set out in the community use agreement, a draft of which has been submitted with this application.

4.30 Sport England has commented on the application. Overall they are happy with the provision for junior sports facilities, the association between the Rawcliffe Recreation Association and the school and the undertaking to provide community use. Sport England originally raised concern that the proposal in theory results in the loss of one adult playing pitch without the provision of evidence that there is no deficiency of adult pitches within the immediate area. Sport England suggest conditions that would ensure that an adult pitch provision would be maintained. To do this the new security fence between the school and the additional playing pitches would have to be removed. Following receipt of Sport England's comments additional information was forwarded to them to show what the level of provision for adult sport is within the area. Sport England have now made a further comment which says there is a clear long term need for pitches of all sizes of rugby pitches and senior cricket. Given the dimensions of the existing playing field Sport England can see how a senior cricket pitch would not be possible on this site as currently arranged. However there is room for a senior rugby pitch. The recent submission includes a statement that the council are already planning for future growth in these sports with the relevant accredited clubs in locations that best fit their growing needs; however this does not identify how and where new provision will come forward through a clear and tested delivery plan. To meet Sport England's policy exception E1 a site specific action plan to remedy the shortfalls needs to be presented to add this context to the findings. A condition is suggested that would require the submission of a management plan to show where future adult provision will be and/or provide for the school to remove the fence that divides the school pitches from those to be managed by the Recreation Association. If this fence were removed there would be space for an adult pitch. Sport England also requires conditions to ensure a community use agreement is agreed and that the MUGA and other sports facilities are implemented to a technical standard.

4.31 In general terms the new play provision for the school provides a variety of options/opportunities for outside play, learning and sport and fully utilises an area of open sports facilities which are currently little used. The sporting provision within the scheme is considered to meet the requirements of policy ED1 and ED11 of the draft City of York Local Plan.

#### Drainage/Flood Risk

4.32 Prior to the application being submitted the site was located within flood zone 1 with an area of the site to the north being located in Flood Zone 2. The application was submitted on this basis. However on the update of the flood maps in January the application site was re-classified into Flood Zone 2 and a small area to the north to Flood Zone 3. Because of the change to the flood maps the flood risk assessment has had to be updated and a sequential test undertaken to accord with the requirements of PPS25. Officers are satisfied that the sequential test shows that the size of school proposed could not have been relocated to another site within flood zone 1 within the school catchment area. This has been confirmed to the Environment Agency. The Environment Agency are not objecting to the application provided that the application is conditioned to ensure that it is carried out in accordance with the details of the flood risk assessment.

4.33 Yorkshire Water Authority has suggested a number of conditions to ensure that the site is adequately drained. Our own Structures and Drainage section are concerned about the level of information that has been submitted and have requested more details. Some of the concerns raised will have been addressed through the amended Flood Risk Assessment and further comments from Structures and Drainage will be reported direct to committee . However Officers consider that with the conditions proposed by Yorkshire Water Authority and with the condition of the Environment Agency it will be possible to achieve the proper drainage of the site.

#### Sustainability

4.34 The application is supported by a Sustainability Statement which sets out the measures to be employed within the building to achieve a BREEAM rating 'very good' and indicates that a BREEAM pre- assessment has been carried out for a 'very good' rating. The Sustainability Officer has indicated that the achievement of a 'very good' rating should be commended and suggests a condition to ensure that a Post Construction assessment is submitted to secure a 'very good' rating. In terms of achieving 10% renewables on site the sustainability statement refers to the use of a bio-mass boiler and the investigation of PV panels as a possible renewables source. The Sustainability Officer suggests a condition to ensure 10% renewables is achieved. Such a condition is in line with the policies of the Spatial Strategy and the requirements of the IPS on Sustainable Design and Construction.

#### Crime Prevention

4.35 The Police Architectural Liaison Officer has commented that he was involved in pre-application discussions on the site and is satisfied with the details of the application in relation to designing out crime.

## Biodiversity

4.36 The existing school playing fields have fairly limited wildlife value. The site is a suboptimal habitat for Greater Crested Newts therefore no further survey work is required in this respect. However the small pond in the school wildlife area may provide some suitable habitat and therefore care should be taken during construction and if any Newts are discovered all works should be ceased and Natural England consulted. A mitigation plan was requested at pre-application stage with regard to bats but this has not been forthcoming. A mitigation plan is being sought through condition and must include provision within the design of the building for the enhancement of bat habitats. There is concern to ensure that lighting on the site should not affect any wildlife potential of the site, as noted in paragraph 4.26 above this scheme has now been withdrawn and will be considered as part of the planning conditions. The Countryside Officer can provide help to ensure that the green roof proposed also provides education and wildlife value.

## 5.0 CONCLUSION

5.1 The Rawcliffe Infant School and the playing fields to the rear are all currently allocated for educational purposes within the DCLP. The principle of the re-development of the site to provide larger educational facilities is considered to accord with policies within the DCLP and to accord with the principles of sustainable use of land set out in PPS1.

5.2 Policy GP1 of the DCLP says that development should respect or enhance the local environment and should be of a density, layout, scale, mass and design that is compatible with neighbouring buildings spaces and the character of the area. In the context of this policy it is considered that the design of the scheme is acceptable. In general terms the landscape structure proposed to the front of the site including the retention of existing trees is considered to be sufficient to provide a welcome entrance to the site and enhance the street scene. Landscaping proposed at the rear adjacent to the Blue Beck will, in Officer's view, provide a setting for the building when viewed from adjacent properties on this side of the site.

5.3 Highway Network Management has concluded that the increased school role will generate a noticeable increase in all forms of traffic movement in the vicinity of the Eastholme Drive site. The package of measures referred to within the body of this report is considered to be appropriate and will seek to minimise potential highway safety and traffic movement issues. Parental parking at the start and end of the school day will have some impacts however, in highway terms, it is expected that they can be largely mitigated and managed through the proposed physical alterations and traffic regulation orders.

5.4 From a residential amenity perspective (as opposed to highway safety) the effectiveness of the mitigation measures proposed including the park and stride scheme and those within the travel plan will largely depend on school management and the good will of parents but in planning terms they offer a real alternative to the use of the car and accord with Government's objectives of sustainable transport. Officers therefore acknowledge that there will be some additional impact on residential amenity



caused by parking vehicles at the beginning and end of the day during term time but consider that with the planning conditions proposed, which seek physical traffic measures, promotion of traffic regulation orders and a requirement to implement a travel plan, represent real alternatives to the use of the car and therefore an objection to the scheme based on the comings and goings of vehicles and their impact on residential amenity grounds could not be sustained.

5.5 In all other respect the details of the scheme, subject to appropriate conditions, are considered to accord with the requirements of local and national policies.

## **COMMITTEE TO VISIT**

**6.0 RECOMMENDATION:** Approve

1 TIME2 Development start within three years

2 The development hereby permitted shall be carried out in accordance with the following plans and other submitted details:-

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Reason: For the avoidance of doubt and to ensure that the development is carried out only as approved by the Local Planning Authority.

3 VISQ7 Sample panel ext materials to be approv

4 VISQ8 Samples of exterior materials to be app

5 HWAY18 Cycle parking details to be agreed

6 HWAY19 Car and cycle parking laid out

7 No barrier or gate to any vehicular access shall be erected within 12 metres of the rear of the footway abutting the site, without the prior written approval of the Local Planning Authority, and shall at no time open towards the public highway.

Reason: To prevent obstruction to other highway users.

8 HWAY31 No mud on highway during construction

9 HWAY35 Servicing within the site

10 The development hereby permitted shall not come into use until the Highway Works as indicatively shown on drawing ref 0962/113 rev.A have been carried out to the satisfaction of the Local Planning Authority

Reason: In the interests of the safe and free passage of highway users.

11 The development hereby approved shall not come into use until the Rawcliffe Recreation Park and Stride Scheme shown on drawing no. and approved under

planning reference dated has been implemented to the satisfaction of the Local Planning Authority.

Reason: In the interests of the safe and free passage of highway users.

12 The development hereby approved shall not commence until a package of Traffic Regulation Orders, which seek to manage on-street parking in the vicinity of the school site, to be promoted by the Highway Authority have been submitted to and agreed in writing by the Local Planning Authority.

Reason: In the interests of safety of highway users, the free flow of traffic and residential amenity.

13 HWAY40 Dilapidation survey

14 HWAY41 Safety Audit

15 Within 6 months of occupation of the site a full travel plan shall have been submitted and approved in writing by the LPA. The travel plan should be developed and implemented in line with local, national guidelines and the draft travel plan submitted with application 10/00148/FUL.

Within 12 months of occupation of the site a first year travel survey shall have been submitted and approved in writing by the LPA. Results of yearly travel surveys shall then be submitted annually to the authority's travel plan officer for approval.

Reason: To ensure the development complies with advice contained in PPG13-Transport, and in Policy T20 of the City of York Local Deposit Draft Local Plan, and to ensure adequate provision is made for the movement of vehicles, pedestrians, cycles and other modes of transport to and from the site, together with provision of parking on site for these users.

16 The development hereby approved shall be constructed to a BREEAM standard of 'very good'. A formal Post Construction assessment by a licensed BREEAM assessor shall be carried out and a copy of the certificate shall be submitted to the Local Planning Authority prior to occupation of the building. Should the development fail to achieve a 'very good' BREEAM rating a report shall be submitted for the written approval of the Local Planning Authority demonstrating what remedial measures shall be undertaken to achieve a 'very good' rating. The remedial measures shall then be undertaken within a timescale to be approved in writing by the Local Planning Authority.'

Reason: In the interests of achieving a sustainable development in accordance with the requirements of GP4a of the City of York Development Control Local Plan and the Interim Planning Statement 'Sustainable Design and Construction'

17 'No building work shall take place until details have been submitted and approved in writing by the Local Planning Authority to demonstrate how the development will provide, from on-site renewable energy, 10 per cent of the developments predicted energy demand. The development shall be carried out in

accordance with the submitted details unless otherwise agreed in writing by the Local Planning Authority. The approved scheme shall be implemented before first occupation of the development. The site thereafter shall be maintained to the required level of generation.'

Reason: In the interests of achieving a sustainable development in accordance with the requirements of GP4a of the City of York Development Control Local Plan and the Interim Planning Statement 'Sustainable Design and Construction'

18 Prior to the commencement of the development or within such longer period as may be agreed in writing by the Local Planning Authority prior to commencement a management plan for the future management, maintenance and review of the playing fields has been submitted to and approved in writing by the Local Planning Authority after consultation with Sport England. The management plan shall include, but not be limited to, providing details of the review of any playing pitch model or strategy that should it identify a need for current senior pitches in the locality and no other sites be forthcoming provision for the fence shown on approved plan x/x in red to be removed and that land used flexibly for this purpose.

Reason: To ensure that the future needs for adult/senior pitches can be met in accordance with Sport England advice and policy ED1 and ED11 of the City of York Development Control Local Plan approved for development control purposes in 2005.

19 Prior to the commencement of the development or within such longer period as may be agreed in writing with the Local Planning Authority prior to commencement a community use scheme shall be submitted to and approved in writing by the Local Planning Authority. The scheme shall include details of pricing policy, hours of use, access by non-school users/non-members, management responsibilities and include mechanisms for review. The approved scheme shall be implemented upon the development being brought into use.

Reason: To secure well managed safe community access to the sports facility, to ensure sufficient benefit to the development of sport and to accord with policy ED1 and ED11 of the City of York Development Control Local Plan approved for development control purposes in 2005.

20 The sports facilities approved as part of the development shall be constructed in accordance with Sport England/NGB Technical Design Guidance Notes to include 'Access for Disabled People 2002' 'Natural Turf for Sport' 'MUGAs and STPs part 1' 'Comparative sizes of Pitches and Courts' unless otherwise agreed with the Local Planning Authority in consultation with Sport England.

Reason: To ensure that the future needs for adult/senior pitches can be met in accordance with sport England advice and policy ED1 and ED11 of the City of York Development Control Local Plan approved for development control purposes in 2005

21 No development shall take place until a wildlife protection plan and method statement to offset the possible impact of development has been submitted to and approved in writing by the Local Planning Authority. The plan should include:

- i. Details of what protective measures (both physical measures and sensitive working practices) will be in place to avoid any possible impacts during and prior to the construction phase.
- ii. Details of what measures are to be provided within the design of the new building and landscaping to enhance the biodiversity of the area and to replace habitat lost through re-development of the site.
- iii. The timing of all operations.

The works shall be implemented in accordance with the approved details and timing unless otherwise approved in writing by the Council.

Reason: To take account of and enhance the habitat for a protected species. (It should be noted that under PPS9 the replacement/mitigation proposed should provide a net gain in wildlife value.)

Note: If bats are discovered during the course of the work, then work should cease and Natural England consulted before continuing.

22 Prior to any works commencing on site, a Construction Environmental Management Plan (CEMP) shall be submitted to and approved in writing by the Local Planning Authority. The CEMP shall identify the steps and procedures that will be implemented to minimise the creation and impact of noise, vibration, dust and waste disposal resulting from the site preparation, groundwork, construction and demolition phases of the development and manage Heavy Goods Vehicle (HGV) access to the site. Once approved, the CEMP shall be adhered to at all times, unless otherwise first agreed in writing with the Local Planning Authority.

Reason: To protect the amenities of adjacent residents.

23 Details of all machinery, plant and equipment to be installed in or located on the use hereby permitted, which is audible outside of the site boundary when in use, shall be submitted to the Local Planning Authority for approval. These details shall include maximum sound levels (LA<sub>max</sub>(f)) and average sound levels (LA<sub>eq</sub>), octave band noise levels and any proposed noise mitigation measures. All such approved machinery, plant and equipment shall not be used on the site except in accordance with the prior written approval of the local planning authority. The machinery, plant or equipment and any approved noise mitigation measures shall be fully implemented and operational before the proposed use first opens and shall be appropriately maintained thereafter.

Reason: To protect the amenities of adjacent residents.

24 All piling operations shall be carried out using the method likely to produce the least vibration and disturbance. Full details of the dates, times and duration of operations shall be submitted to, and agreed in writing by, the Local Planning Authority before any piling operations are begun.

Reason: To protect the amenities of adjacent residents.

25 There shall be adequate facilities for the treatment and extraction of cooking

odours from kitchens in the school. Details of the extraction plant or machinery and any filtration system required shall be submitted to the Local Planning Authority for written approval. Once approved it shall be installed and fully operational before the proposed use first opens and shall be appropriately maintained thereafter.

Reason: To protect the amenities of adjacent residents.

26 Prior to the commencement of the development an assessment of emissions from the proposed biomass boiler shall be submitted and approved in writing by the Local Planning Authority. The assessment shall include completion of City of York Council's biomass information request proforma and completion of AEAs technical screening assessment for biomass boilers. If this screening assessment indicates that further assessment is necessary, further stack modelling may be appropriate using a dispersion model. A chimney height assessment may also be required.

- Information about operation and maintenance of any biomass installations including cleaning regime. Information about fuel supply to include type, quality, delivery frequency and storage, and critically, where the fuel is to be sourced from.
- The operation of biomass boilers and associated activities may cause noise, dust and odour nuisance. Information on how these will be minimised will also be required.
- Comparison of emissions for existing site and new site in terms of NOx, PM10 and Carbon (to include vehicles and building emissions)
- Written confirmation that any combustion appliance used on the site is exempt under the Clean Air Act for use within a smoke control area.

The approved details shall be implemented before the development is brought into use

Reason: To protect the amenities of adjacent residents.

27 All demolition and construction works and ancillary operations, including deliveries to and despatch from the site shall be confined to the following hours:

Monday to Friday	07.30 to 18.00
Saturday	08.30 to 14.00
Not at all on Sundays and Bank Holidays.	

Reason: In the interests of residential amenity.

28 Unless otherwise agreed in writing by the Local Planning Authority, no building or other obstruction shall be located over or within 5 metres either side of the centre line of the sewer, which crosses the site.

Reason: In order to allow sufficient access for maintenance and repair work at all times

29 No piped discharge of surface water from the application site shall take place until works to provide a satisfactory outfall for surface water have been completed in accordance with details to be submitted to and approved by the Local Planning Authority before development commences.

Reason: To ensure that the site is properly drained and surface water is not discharged to the foul sewerage system which will prevent overloading

30 The site shall be developed with separate systems of drainage for foul and surface water on and off site.

Reason: In the interest of satisfactory and sustainable drainage

31 No development shall take place until details of the proposed means of disposal of foul water drainage, including details of any balancing works and off-site works, have been submitted to and approved by the Local Planning Authority.

Reason: To ensure that the development can be properly drained

32 Unless otherwise approved in writing by the Local Planning Authority, no buildings shall be occupied or brought into use prior to completion of the approved foul drainage works.

Reason: To ensure that no foul water discharges take place until proper provision has been made for its disposal

33 Surface water from vehicle parking and hardstanding areas shall be passed through an interceptor of adequate capacity prior to discharge. Roof drainage should be passed through an interceptor.

Reason: In the interests of satisfactory drainage

34 A full Lighting Impact Assessment for all proposals involving floodlighting, undertaken by an independent assessor (not the applicant or the lighting provider), shall be submitted to and approved in writing by the Local Planning Authority. The Lighting Impact Assessment shall include the following:

- A description of the proposed lighting: number of lighting columns and their height, and proposed lighting units.
- Drawings showing the illuminance levels (separate drawings for each item listed):
  - A plan showing horizontal illuminance levels (E<sub>h</sub>), showing all buildings within 100 metres of the site boundary
  - A plan showing vertical illuminance levels (E<sub>v</sub>), showing all buildings within 100 metres of the site boundary.
- A specification of the Environmental Zone of the application site, as defined in The Institution of Lighting Engineers' Guidance Notes for the Reduction of Light Pollution.
- A statement of the need for floodlighting.

Reason: In the interests of residential and visual amenity

35 Prior to the development hereby approved being brought into use the fence and gate details shown on drawing no.618126- SD- AS-141A and specified as Heras Zenith security welded mesh system shall be implemented to the satisfaction of the Local Planning Authority.

Reason: In the interest of the visual amenity of the site

36 In the first planting season following the occupation of the site the landscaping scheme shown on drawing no. 2111/9 revision E shall be implemented to the satisfaction of the Local Planning Authority. Any trees or plants which within a period of five years from the completion of the development die, are removed or become seriously damaged or diseased shall be replaced in the next planting season with others of a similar size and species, unless alternatives are agreed in writing by the Local Planning Authority.

Reason: In the interest of the visual amenity of the site.

37 The development permitted by this planning permission shall only be carried out in accordance with the approved revised Flood Risk Assessment (FRA) by Atkins dated 18 March 2010 and the following mitigation measures detailed within the FRA:

1. Porous surfacing, a green roof, rainwater harvesting and swales will be used to reduce and store surface water run off from the site. A flow control device will restrict surface water run-off rates from the swales to 22.7 l/s for the entire site.

2. Provision of a Flood Warning and Evacuation Plan to be submitted and approved by Emergency Planners at the Local Authority. When it is available the School should be signed up to the Agency's Flood Warning service for this area.

3. Finished floor levels will be set no lower than 12.050m above Ordnance Datum (AOD).

Reason: 1. To prevent flooding by ensuring the satisfactory storage of/disposal of surface water from the site. 2. To ensure safe access and egress from and to the site in the event of a flood. 3. To reduce the risk of flooding to the proposed development and future occupants.

## **7.0 INFORMATIVES:**

### **Notes to Applicant**

#### 1. REASON FOR APPROVAL

In the opinion of the Local Planning Authority the proposal, subject to the conditions listed above, would not cause undue harm to interests of acknowledged importance, with particular reference to:-

- Principle of the proposal
- Design and landscape considerations
- Traffic, highways and access issues
- Impact on Residential amenity
- Playing field provision and community use
- Drainage/Flood Risk
- Sustainability
- Crime prevention
- Biodiversity

As such the proposal complies with Policies GP1, GP3, GP4a, GP9, GP11 ED1,

ED11 of the City of York Development Control Local Plan.

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