



## 2.0 POLICY CONTEXT

### 2.1 Policies:

- CYED1 Primary and Secondary Education
- CYGP1 Design
- CYHE10 Archaeology
- CYNE1 Trees, woodlands, hedgerows
- CYNE6 Species protected by law
- CYNE7 Habitat protection and creation

## 3.0 CONSULTATIONS

### Design, Conservation and Sustainable Development

#### Countryside Officers

3.1 No objection to the scheme. Recommend conditions to mitigate for the loss of trees and to secure bat roosting opportunities within the buildings on site.

3.2 A bat survey was carried out in September (2011), it involved a scoping survey and an evening emergence survey. No evidence of roosting bats were found, and no bats were seen to emerge from any part of the school during the evening activity survey. There was however a fairly large amount of commuting and foraging activity within the site, particularly along the tree lined southern boundary along Campleshon Road, and to the east of the building (where the new hall is to be located). All recordings were of Common Pipistrelles, and the first bat was observed fairly early on in the evening which would suggest that there is a roost close by.

3.3 Particular care will need to be taken during building works (protective measures and sensitive working practices, such as the careful removal of any slates or ridge tiles by hand), to ensure that bats have been fully taken into consideration during all stages of the work, and that any potential impacts are minimised should any bats take up residence in the future (i.e. before construction works begin).

3.4 Habitat enhancement work to benefit bats, and other wildlife species known to use the surrounding area, should be carried out as part of this scheme; to ensure that any suitable habitat potentially lost through the modification of the roof structure and the extension work is fully mitigated for. New roosting habitat can easily be created as part of the building works, for example special tiles, bricks, soffit boards, bat boxes and bat lofts. Such features would not affect the use of the building in any way.

3.5 The loss of the foraging habitat due to the proposed hall would need to be mitigated for through suitable replacement planting. Proposed lighting will also need to be considered and agreed, as this can have a significant impact on bat foraging and roosting behaviour.

### Archaeology

3.6 It is recommended that all groundworks for the proposed development are accompanied by an archaeological watching brief designed to record archaeological deposits. The site has the potential to produce significant archaeological features and deposits. The archaeological significance of the site relates to: (a) the potential for the survival and recovery of environmental and cultural material from peat deposits in and around the former Campleshon Pond; (b) the potential for the survival and recovery ditches and other features associated with occupation of this area during the Roman period (1st and 5th century AD) outside the area of the former Campleshon Pond; (c) potential for the survival and recovery of remnants of ridge and furrow preserved outside the area of the former Campleshon Pond; (d) potential for the survival and recovery of 19th century domestic refuse possibly used to backfill Campleshon Pond

### Highway Network Management

3.7 No objections. Advise that a travel survey undertaken by the School in November 2011 indicates that 78% of pupils arrive either by walking or cycling. Cycle parking is to be increased from 30 to 60 spaces in order to accommodate the likely increased demand and details of these facilities need to be agreed. The amount of cycle parking proposed accords with the Authority's parking standards.

3.8 An additional 7 full time members of staff are expected to be employed as a result of the School's expansion making 32 in total. Car parking space within the grounds is limited and it is not intended to increase it from the 25 spaces there at present. Whilst this remains sufficient to meet staff demand, some visitors may be required to park on adjacent streets on occasions. The School has prepared a Green Travel Plan with the assistance of the Council's sustainable transport officer and as the School expands, attention will need to be given to minimising the numbers of parents dropping off children by car in order to avoid congestion on adjacent roads.

### Micklegate Planning Panel

3.9 No response to date.

### Publicity

3.10 No written representations have been made.

## 4.0 APPRAISAL

### 4.1 Key issues

- Principle of the proposed development
- Visual impact on the locality and school buildings
- Amenity of surrounding occupants
- Highway safety and sustainable travel
- Biodiversity and impact on protected species
- Archaeology

#### Principle of the proposed development

4.2 Local Plan policy ED1 advises extensions to schools will be granted permission provided that they would meet a recognised need and; the development is of an appropriate scale and design; there is adequate open space and playing fields for pupils; community use is incorporated where possible.

4.3 The school is due to increase in capacity from 260 to 420 due to demand and already accommodates more pupils than the existing building is fit for. There are currently 2 temporary classrooms within the site which were granted permission in 2010. A condition of that consent required a scheme to come forward for permanent buildings (assuming there would still be demand) by 2015. As such there is a demonstrable requirement for the new facilities. The extensions would retain the main playground area although there would be a loss of some outside play/recreational space to accommodate the new hall. The applicants have been encouraged to locate new facilities to the north side of the school, in an area which is used as a car park service area, though this has been discounted (and there would be a loss of on site car parking facilities). The facilities within the school; learning resources, new hall and sports facilities will be available for community use, as recommended by policy ED1. The application broadly complies with policy ED1, although due to the location of the hall there would be a loss of an area which could be used for outdoor play space and recreation.

#### Visual impact on the locality and school buildings

4.4 The National Planning Policy Framework advises that good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people. Developments should function well and add to the overall quality of the area over the lifetime of the development and be visually attractive as a result of good architecture and appropriate landscaping. Developments should re-enforce or promote local distinctiveness.

4.5 The host building was constructed in the early C20 and is predominantly of brick with a series of gable roofs. The school building was originally surrounded by open space. The building is now organised so the nursery school is along the east wing, with its playground on the east side of the site. The main playground is to the southeast of the buildings and servicing/car parking takes place to the north.

4.6 The proposed reconfiguration of the school necessitates the need for extra classroom space for the younger pupils who are based in the west wing of the building (classrooms 1-3). Phase 1 of the proposed extensions to the building involve a single storey extension to the west wing which would accommodate replacement w/c's, cloakrooms and independent access.

4.7 The other works are intended to commence in summer 2013. These would involve single storey extensions at the school's existing main entrance, to provide a reception area and heads office, an extension to the south wing, including raising the roof volume, to provide 4 extra classrooms, and a school hall to the east side of the south wing.

#### Phase 1

4.8 The first phase of work involves a single storey flat roof extension on the west side of the school. The extension would connect to the single storey dining hall wing in the northwest corner of the site and extend out to be immediately against the footpath. The railings and entrance gates/pillars would be removed in this area. It may be that the access gates will be re-used on the replacement entrance. The dining hall is a later extension that is connected to the main building by a single storey link with a lean-to felt roof.

4.9 Whilst attempting to fit in with the main school building and the later dining hall extension, the proposed extension would remove the spaciousness around the building and the gates and railings. It would arguably detract from the appearance of the existing buildings which are of a higher architectural interest.

4.10 The applicants have been asked to look at alternatives which would be more sympathetic to the host building and its setting. However extending to the north of the building has been discounted, and an extension to the south would lead to the loss of play space. Consideration therefore must be given to the scheme as submitted. Officers consider that there is some harm to the setting but the works are minor in scale (in footprint and as the extension is single storey) and there would not be undue harm to the character and appearance of the host building or the locality.

## Phase 2

4.11 The extension at the main entrance would have a part flat roof concealed behind a parapet wall where it would connect to the main building and a front gable roof which would overhang the glazed frontage. The extension would improve legibility, giving a stronger identity to the entrance and the building shape and materials would be reasonably sympathetic to the main building.

4.12 The extension proposed to the south wing would add 5m to its length. The extension would have a higher roof than the existing building and part of the existing roof (for a distance of around 14.5m) would be raised, with the eaves and ridge levels increased by 1m and 2m respectively, to provide 2 additional classrooms at first floor level. An accessible w/c and lift to the upper floor would be provided also. Materials (brickwork and slate) would be to match. The extension would increase in height where a triangular shaped front gable on the east facing elevation interrupts the arched gables. On the playground facing elevation a new entrance would be formed through the existing window reveal. The extension, due to its design, scale and materials would be a sympathetic addition.

4.13 The new hall would sit parallel to the extended south wing and the buildings would read as a pair being of comparable shape, materials and detailing. The extensions would respect the appearance of the main building and the trees which align the southern boundary would not be harmed by the works. A link would be provided between the two buildings and a more direct, seamless and lightweight link (rather than the pitched roof proposed), designed to retain the original reveal through which access will be provided would have been preferred, to maintain the architectural integrity of the main building. However the building is not listed and this area is hidden from view by surrounding buildings and trees. The works, as proposed, are deemed to be acceptable as there would not be a material impact on the appearance of the building, either from within its grounds, or from the public realm.

4.14 To accommodate the new hall 7 trees would be sacrificed. The trees are young and in a good condition. Their loss and the loss of space around the school would be regretful. However this is presently an underused part of the site and the school have prioritised retaining, and not reducing, the size of the main playground. Due to the size of the trees predominantly their value is to the setting of the school, rather than the wider area. In accordance with Local Plan policy NE1 a condition will require replacement planting to account for the loss of trees.

4.15 The National Planning Framework advises that design should also be used to create safe and accessible environments where crime and disorder, and the fear of crime, do not undermine quality of life or community cohesion. The Police Architectural Liaison Officer has been consulted on the scheme and recommendations will be incorporated in the design. It is recommended access is

restricted between the cottage and the proposed hall, as this area would not have any natural surveillance. This shall be required as a condition.

#### Amenity of surrounding occupants

4.16 Local Plan policy GP1 relates to all development proposals and requires that they ensure no undue adverse impact from noise disturbance, overlooking, overshadowing or from over-dominant structures.

4.17 The extension to the west side of the school (Lorne Street side) would be single storey and the extension to the south would be around 32m from the nearest residential facade. As such these extensions would not impact neighbours amenity. The proposed hall would sit between the south wing and the cottage which abuts the footpath along Trafalgar Street. It would be around 10m longer than, and 2m taller than the cottage building (the height comparison also applies to the existing south wing of the school). The hall would be 18m from the closest residential facade. The building would not appear overly dominant or out of scale with those in the surrounding area and would not have an unacceptable impact on neighbour's amenity due to its location and scale. A condition is suggested with regards the construction and insulation of the building to ensure that any noise breakout is inaudible at the nearest noise sensitive facade. It is proposed to allow the hall to be used by the wider community, which is encouraged in the National Planning Framework as well as Local Plan policy ED1. In order to manage associated traffic movements it shall be required that the travel plan (which will be agreed to by the LPA) includes measures to discourage private car use by users of the facility, and has a management plan in place to control car parking so residents are not unduly disturbed in the evening.

#### Highway safety and sustainable travel

4.18 Around 80% of pupils cycle to the school. It is proposed that the amount of cycle spaces is increased from 30 to 60. The spaces will be covered and secure. It is proposed they are located along the south of the site, conveniently near the main entrance and reasonably overlooked. The amount of cycle provision is over the minimum requirement set in the local plan (which would be 42) and is welcome in this case given the popularity of cycling among pupils.

4.19 The staff car park has 25 spaces. There are presently 19.8 F.T.E staff, and an extra 7 would be employed as a consequence of the proposed increase in capacity. The current school travel plan does not divulge staff travel habits. Measures to encourage and enhance sustainable travel by staff should be incorporated in future travel plans. According to the Local Plan 18 staff parking spaces would be the maximum requirement (2 spaces per 3 staff) although it also recognises visitor spaces are desirable.

4.20 The transport assessment carried out projects that the increased capacity would lead to around 35 extra car trips to the school during peak hours before and after school. The school's policy is that parents are encouraged to drop off children by the Little Knavesmire to avoid congestion on the streets immediately around the school. Officers are content that the increase in traffic would not in this case have an undue impact on the highway network.

### Biodiversity

4.21 The National Planning Policy Framework advises that local planning authorities should aim to conserve and enhance biodiversity and opportunities to incorporate biodiversity in and around developments should be encouraged. Applications should be refused if significant harm from a development cannot be avoided (through locating on an alternative site with less harmful impacts), adequately mitigated, or, as a last resort, compensated for.

4.22 Local Plan policy NE6 relates to species protected by law. It states that where a proposal may have a significant effect on protected species or habitats, applicants will be expected to undertake an appropriate assessment demonstrating proposed mitigation measures. Planning permission will not be granted where developments will cause demonstrable harm to species protected by law or their habitats. NE7 advises development proposals will be required to retain important natural habitats and where possible include measures to enhance or supplement these. In new developments, measurements to encourage the establishment of new habitats should be included as part of the overall scheme.

4.23 The lines of trees along the east and south sides of the application site provide commuting routes for bats. Although there are not known to be any bats roosting within the building (based on the 2011 survey) the south wing of the building (the roof of which would be altered) does have suitable features for bat roosts. 7 trees would be removed to accommodate the new hall.

4.24 In accordance with the National Planning Policy Framework and Local Plan policies NE1 (when trees are to be removed, appropriate replacement planting should be proposed to mitigate any loss) and NE6 and NE7 the applicants will be asked to provide roosting opportunities for bats within the building. In addition details of the proposed lighting will be required to ensure it does not effect bats commuting. Replacement trees/planting will be required to compensate for the loss of trees required to accommodate the new building.

### Archaeology

4.25 National Planning Policy Framework advises that where a site on which development is proposed includes or has the potential to include heritage assets with archaeological interest, local planning authorities should require developers to

submit an appropriate desk-based assessment and, where necessary, a field evaluation. Local Plan policy HE10 requires archaeological deposits of national importance to be preserved in situ. Sites should be developed so valuable deposits are retained in situ. 4.26 At least 95% of archaeological deposits should be preserved otherwise an excavation of deposits will be required. A watching brief on groundworks is required as the site has the potential to produce significant archaeological features and deposits.

## **5.0 CONCLUSION**

5.1 The extensions proposed are required to accommodate the expanding school. The National Planning Policy Framework advises that the Government attaches great importance to ensuring that a sufficient choice of school places is available to meet the needs of existing and new communities. Local planning authorities should take a proactive, positive and collaborative approach to meeting this requirement. They should give great weight to the need to expand or alter schools.

5.2 The scheme proposed, whilst considered by officers not to be the optimum solution, would not have an undue impact on the surrounding occupants, and there would not be undue harm to the appearance of the school or the surrounding area. Conditions are deemed to be necessary, to require the ongoing travel plan to promote sustainable modes of transport, and to replacement trees and features to encourage bats, to compensate for the loss of features within the building and trees due to the expansion.

## **6.0 RECOMMENDATION: Approve. Committee to visit.**

1 TIME2 Development start within three years -

2 PLANS1 Approved plans

- PO3A – Floor plans
- PO4A – Site plan
- PO5A - Elevations
- PO6A – New hall
- PO7B – New classrooms and link to new hall.
- PO8 – Phase 1 extension.

3 Large scale details of the items listed below shall be submitted to and approved in writing by the Local Planning Authority prior to the commencement of

construction and the works shall be carried out in accordance with the approved details.

- a) Phase 1 extension to the west side of the building: capping to top of parapet wall, windows and their surrounds (windows to be set within their reveals).
- b) New access from Lorne Street to include retention of existing materials where possible (entrance gate, pillars and railings).
- c) Any alterations to gates and railings along Trafalgar Street.
- d) Bin store on Trafalgar Street side of site
- e) Extension to south wing and new hall: eaves and verge details.

Reason: In the interests of visual amenity.

4 VISQ7 Sample panel external brickwork to be approved

5 VISQ8 Samples of exterior materials to be approved

6 Prior to development of the new main hall hereby approved a detailed landscaping scheme which shall illustrate the number, species, height and position of trees and shrubs to be planted, including replacement planting to compensate for the loss of the trees due to the new hall, shall be submitted to and approved in writing by the Local Planning Authority.

This scheme shall be implemented within a period of six months of the completion of the development. 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: So that the Local Planning Authority may be satisfied with the variety, suitability and disposition of species within the site in accordance with policy NE1 of the Local Plan.

#### 7 Tree Protection

All trees shown as being retained on drawing PO4A (read in conjunction with Popplewells drawing 2306/1) shall be protected during construction works in accordance with BS 5837 2005: Trees in relation to construction.

Before the commencement of development, including demolition, building operations, or the importing of materials and any excavations, a method statement regarding protection measures for the existing trees shown to be retained on the approved drawings shall be submitted to and approved in writing by the Local Planning Authority. This statement shall include details and locations of protective fencing; phasing of works; site access for demolition/construction and methodology;

type of construction machinery/vehicles to be used (including delivery and collection lorries and arrangements for loading/off-loading); parking arrangements for site vehicles; locations for storage of materials; locations of utilities. Details of existing and proposed levels and finalised construction details for the retaining wall and paving shall also be included. The development shall be implemented in accordance with the approved statement.

Reason: To protect existing trees which are considered to make a significant contribution to the amenity of this area.

## 8 Bat Mitigation

The construction of the extension to the south wing, and the new hall shall not commence until details of bat mitigation and conservation have been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved details thereafter.

The measures shall include:

a) A detailed plan of how construction work is to be carried out to accommodate the possibility of bats being present.

b) Details of provision to be made within the re-development of the site to replace the features lost through demolition and conversion work. Features suitable for bats include the use of special tiles, bricks, soffit boards, bat boxes and bat lofts and should at least replace or substitute for what is existing.

c) Details of what lighting is proposed within the site, including location, and how any potential impacts on bats and other wildlife will be minimised. The scheme shall show how light spillage will be minimised, and ensure that any roost sites, foraging or commuting areas are not directly illuminated.

d) The timing of all operations

Reason: To take account of and to enhance the habitat for a protected species in accordance with Local Plan policies NE6 and NE7.

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

## 9 ARCH2 Watching brief required

## 10 Cycle Parking

At least 60 covered and secure cycle parking spaces shall be provided onsite prior to completion of the extension to provide extra classrooms on the south wing of the school. The spaces shall be retained onsite thereafter unless an alternative

arrangement is agreed to in writing by the Local Planning Authority. Details of the storage area, including locations shall be approved in writing by the Local Planning Authority, and the development carried out in accordance with the approved details.

Reason: To ensure adequate space for, and to encourage cycle use in accordance with policies GP1, and T4 of the City of York Draft Local Plan.

11 The school travel plan, which shall be developed and implemented in line with local and national guidelines (see Department for Transport good practice guidelines), shall be submitted to and approved in writing by the Local Planning Authority within 3 months of completion of the development hereby approved and shall include measures to encourage staff to use sustainable methods of transport. Subsequently it shall be reassessed and updated as necessary on an annual basis at the commencement of the school year. The development shall operate in accordance with the aims, measures and outcomes of said Travel Plan.

Reason: To reduce private car travel in accordance with paragraph 36 of the National Planning Policy Framework and policy T13a of the City of York deposit Draft Local Plan.

12 Prior to first use of the main hall hereby approved a traffic management plan to explain arrangements for visitors/guest users of the hall shall be approved in writing by the Local Planning Authority. The management plan shall include measures to discourage private car use, provide information on visitor parking, and details of how the plan will be publicised.

Reason: In the interests of highway safety and to avoid disturbance to surrounding residents, in particular in times of any evening events.

13 The hall hereby approved shall be constructed so any noise originating from the building shall be inaudible at the nearest noise sensitive facade. Details of expected maximum noise levels and the method of insulation proposed shall be approved in writing by the Local Planning Authority prior to construction commencing on this building and the development implemented accordingly.

Reason: In the interests of the amenity of surrounding occupants.

14 A gate shall be provided between the rear elevation of the existing cottage and side of the new hall. This shall be provided within 1 month of completion of the hall and retained, unless otherwise agreed by the Local Planning Authority.

Reason: In the interests of safety and crime prevention, given that this area has no natural surveillance.

15 The temporary classrooms shall be fully removed from site upon completion of

the works hereby approved.

Reason: In the interests of visual amenity.

## **7.0 INFORMATIVES:**

### **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 visual impact, residential amenity, highway safety, biodiversity and heritage assets. As such the proposal complies with Policies ED1, GP1, HE10, NE1, NE6, NE7 of the City of York Development Control Local Plan.

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