



## Notice of meeting of

### Planning Committee

**To:** Councillors R Watson (Chair), Bartlett, Blanchard, Cuthbertson, Hill, Horton, Hyman, Jamieson-Ball, Macdonald, Moore, Reid, Simpson-Laing, Smallwood, I Waudby and Wilde

**Date:** Thursday, 26 October 2006

**Time:** 4.30 pm

**Venue:** The Guildhall, York

### AGENDA

#### 1. **Declarations of Interest**

At this point, members are asked to declare any personal or prejudicial interests they may have in the business on this agenda.

#### 2. **Minutes** (Pages 3 - 8)

To approve and sign the minutes of the meeting of the Planning Committee held on 28 September 2006.

#### 3. **Public Participation**

It is at this point in the meeting that members of the public who have registered their wish to speak can do so. The deadline for registering is by 5pm the day before the meeting. Members of the public can speak on specific planning applications or on other agenda items or matters within the remit of the committee.

To register please contact the Democracy Officer for the meeting, on the details at the foot of this agenda.

#### **4. Plans List**

This item invites Members to determine the following planning applications:

- a) **Northfield School, Beckfield Lane, York (06/01739/REMM)**  
(Pages 9 - 24)
- b) **Properties 2 To 22 Inclusive Bleachfield, Heslington, York (06/01806/FULM)** (Pages 25 - 40)
- c) **St John's College, Clarence Street, York (06/01482/FULM)**  
(Pages 41 - 62)

#### **5. The Racecourse and Terry's Factory Conservation Area Character Appraisal: Results of Consultation and Proposed Final Draft** (Pages 63 - 128)

This report presents the results of a public consultation exercise for the Racecourse and Terry's Factory Conservation Area Character Appraisal and recommends that, following minor modifications, the document be adopted.

#### **NOTE:**

Annex F to this report has colour maps, photos and plans. Colour copies of this are available as follows:

- online at [www.york.gov.uk](http://www.york.gov.uk) (see meetings)
- for inspection upon request at the Guildhall, St Helen's Square, York, YO1 9QN. Please ask for Simon Copley.
- A copy is available in the Members Library for Members.

Colour copies will be available at the meeting.

#### **6. Any other business which the Chair considers urgent under the Local Government Act 1972.**

#### Democracy Officer:

Name: Simon Copley

Contact Details:

- Telephone – (01904) 551078
- E-mail – [simon.copley@york.gov.uk](mailto:simon.copley@york.gov.uk)

For more information about any of the following please contact the Democracy Officer responsible for servicing this meeting:

- Registering to speak
- Business of the meeting
- Any special arrangements
- Copies of reports

Contact details are set out above.

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**PLANNING COMMITTEE****SITE VISIT****Wednesday 25 October 2006****TIME**

12.30 pm

**SITE**

York St John University College, Clarence Street, York

06/01482/FULM

Erection of new building for academic floorspace and conversion of 56 and 58 Lord Mayor's Walk to offices serving educational purposes

Members of the Committee should meet at the entrance to the former Wynsors World of Shoes Building on De Grey Terrace.

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City of York Council

Minutes

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MEETING	PLANNING COMMITTEE
DATE	28 SEPTEMBER 2006
PRESENT	COUNCILLORS R WATSON (CHAIR), BARTLETT, BLANCHARD, CUTHBERTSON, HILL, HYMAN, JAMIESON-BALL, MOORE, REID, SIMPSON-LAING, SMALLWOOD, I WAUDBY, WILDE, LIVESLEY AND B WATSON (AS SUBSTITUTE FOR COUNCILLOR HORTON)
APOLOGIES	COUNCILLORS HORTON AND MACDONALD
IN ATTENDANCE	COUNCILLORS D'AGORNE AND FRASER

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**18. DECLARATIONS OF INTEREST**

The Chair invited Members to declare at this point any personal or prejudicial interests which they might have in the business on the agenda.

Councillor Simpson-Laing stepped down from the Committee in relation to agenda item 4(b) on the Barbican Centre and spoke from the floor, under the provisions of paragraph 7.4 of the Planning Code of Good Practice, as she had participated in the call-in process on the Leisure Facilities Strategy.

**19. MINUTES**

RESOLVED: That the Minutes of the meeting held on 31 August 2006 be approved and signed by the Chair as a correct record.

**20. PUBLIC PARTICIPATION**

It was reported that nobody had registered to speak, under the Council's Public Participation Scheme, on general issues within the remit of the Committee.

However a number of registrations had been received as follows in relation to both agenda items 4(a) (variation to conditions of detailed planning approval for Barbican Centre) and 4(b) (variation of condition to terms of proposed Section 106 Legal Agreement for the re-development of the Barbican Centre):

John Wartho, John Issitt, Dave Taylor (Fishergate Planning Panel) and Tony Knox (Absolute Leisure) in relation to agenda item 4(a); and

Danny Golding, Roy Pitchford, Ernest Dickinson, Dave Taylor (Fishergate Planning Panel) in relation to agenda item 4(b).

**21. PLANS LIST**

Members considered a report of the Assistant Director (Planning and Sustainable Development), relating to the following planning applications, outlining the proposals and relevant policy considerations and setting out the views and the advice of consultees and officers.

**21a. Barbican Centre, Paragon Street, York (06/00526/GRG4)**

Members considered a General Regulations application submitted by Absolute Leisure for the variation of approval to application 03/04075/GRG4, subsequently amended by application 05/00882/GRG4, to enable the existing Barbican Centre to be refurbished (together with alterations and extensions) as a separate phase to overall redevelopment (Ref: 06/00526/GRG4).

The case officer circulated an update at the meeting which set out conditions relating to energy efficiency measures and a green travel plan for the hotel complex and refurbished Barbican Centre, which were proposed in lieu of Section 106 obligations.

Representations were received in objection to the application, from local residents and Fishergate Planning Panel, and in support of the application, from the applicant.

It was requested that condition 39 be amended to require the provision of pedestrian crossing points on Kent Street and improvements to pedestrian crossings at Fishergate Bar before the first phase of the development came into operation. It was also requested that conditions 29 and 33 be reworded to ensure they referred to the phasing of the development.

**RESOLVED:** That the application be approved following the Secretary of State's decision, subject to the conditions listed in the report, with the following amendments:

- (i) Condition 29 – “Details of the works and provision to facilitate disabled access and movement within each phase of the site and to the buildings permitted shall be submitted to and approved in writing by the Local Planning Authority and shall be implemented before the use is commenced or the building is occupied.

Reason: To ensure adequate provision for access within each phase of the development.”

- (ii) Condition 33 – “Prior to the commencement of each phase of the use hereby approved, provision shall be made within the site for accommodation of delivery/service vehicles in accordance with the approved plans. Thereafter all such areas shall be retained free of all obstructions and used solely for the intended purpose.



Reason: To ensure that delivery/service vehicles can be accommodated within each phase of the site and to maintain the free and safe passage of highway users.”

- (iii) Condition 39 – “Each phase of the development hereby permitted shall not come into use until the following highway works appropriate to that phase (which definition shall include works associated with any Traffic Regulation Order required as a result of the development, signing, lighting, drainage and other related works) have been carried out in accordance with the approved plans, or arrangements entered into which ensure the same.

- Pedestrian crossing points, Kent Street/Fawcett Street junction (phase 1)
- Improvements to pedestrian crossing facilities at Fishergate Bar (phase 1)
- Residential block dropping off lay-by, Barbican Road
- Hotel dropping off lay-by, Paragon Street
- Relocated bus stop, Kent Street

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

And the following additional conditions:

- (i) Condition – “Prior to first occupation of each phase of the development, details of and sustainability and energy statement shall be submitted to and approved in writing by the Local Planning Authority. The statement shall include: -
- i) Details of the standard of homes (where relevant to the phase) in energy efficiency terms.
  - ii) Demonstration of reduction in carbon emissions in the construction and choice of materials compared to a normal build of this type
  - iii) The inclusion of a waste minimisation, disposal and recycling plan for the construction and its end use
  - iv) The inclusion of a pollution minimisation plan for the construction and its end use
  - v) Demonstration of the inclusion of microgeneration measures within the development

Thereafter the measures agreed shall be incorporated into the detailed design of each phase of the development, any demolition and construction works, and the subsequent management and operation of all buildings at the site.

Reason: To ensure that each phase of the development complies with national planning advice contained within Planning Policy Guidance

Note 1: "Delivering Sustainable Development", and Policy GP4 a of the Council's Development Control Local Plan."

- (ii) Condition – "Prior to the phases of the development involving the new Barbican and the hotel complex being brought into use, a full staff travel plan for that phase, developed and implemented in accordance with national guidance and guidance published by the City of York Council, shall have been submitted and approved in writing by the local planning authority

Reason: To ensure that the development complies with national planning advice contained within Planning Policy Guidance Note 13: "Transport", and to encourage the use of modes of transport to and from the site other than the private car."

REASON: In the opinion of the Local Planning Authority the proposal, subject to the conditions listed, would not cause undue harm to interests of acknowledged importance, with particular reference to residential amenity, effect on highway and pedestrian safety and convenience, setting of the adjacent City Walls and Conservation Area and archaeology on the site. . As such the proposal complies with Policies H9, E4,E5 and I13 of the North Yorkshire County Structure Plan (Alteration No.3 Adopted 1995) and Policies GP1, GP3, GP4, GP11, HE2, HE10, T4, T13,T14, T20, H2, H4, L1, C3, V1, and V3 of the City of York Local Plan Deposit Draft.

**21b. Barbican Centre/Kent Street Car Park, Paragon Street, York (03/04075/GRG4)**

Members considered a General Regulations application submitted by City of York Council and Barbican Venture (York) Ltd. for redevelopment including 240 apartments, a hotel, alterations to the Barbican Centre and alterations to the existing multi-storey car park (Ref: 03/04075/GRG4).

The case officer circulated an update at the meeting which set out additional comments received since the publication of the report and the removal of Section 106 obligations following the imposition of conditions relating to energy efficiency measures and a green travel plan for the hotel complex and refurbished Barbican Centre.

Representations were received in objection to the application, from local residents and Fishergate Planning Panel, and in support of the application, from the applicant. Councillor Simpson-Laing also spoke in objection to the application and presented a petition supporting the retention of a pool on the Barbican site. Written representations from Councillor Merrett, in objection to the application, were circulated to the meeting.

It was reported by officers that the proposed Section 106 Agreement now applied to all land excluding the existing auditorium site. The contributions identified in Annex 3 to the report (page 78 of the agenda papers) would

still apply with the exception of (j) and (k) which were instead covered by conditions on the related application under minute 21(a) above.

Members were asked to further note that the capital sum referred to in the recommendations in the report amounting to £6,385,000 arose from the sale of land covered.

A full debate followed, during which the recommendations contained in the report were moved and seconded, subject to the insertion of the word 'minimum' after 'towards the construction of a ....'. Further to that proposal, Councillor Wilde then moved and Councillor Smallwood seconded the following amendment, which, on subsequently being put to the vote, was declared **lost**:

"That the wording of the Section 106 obligation relating to the reprovision of a swimming pool at Kent Street be amended to read:-

Upon signing of the revised agreement, the developers shall provide the City of York Council a capital sum of £6,385,000 *to be used by the Council to provide a county standard pool at the Barbican site.*'

During a full and participative debate, the Chair expressed concern that inappropriate comments had been made about a Council Officer and he wished that concern to be formally recorded.

**RESOLVED:** That the wording of the Section 106 obligation relating to the reprovision of a swimming pool at Kent Street be amended to read as follows and the obligation, as amended, be then referred to Government Office prior to completion of the Agreement:

'Upon signing of the revised agreement, the developers shall provide the City of York Council a capital sum of £6,385,000 who then undertake to use this to deliver new and improved sport facilities within 4 years of receipt of that money. The facilities to be provided shall accord with the City's Sport & Investment Plan (February 2006) in substitution for the re-provision of a pool at Kent Street. Improved sport facilities shall include a contribution towards the construction of a *minimum* 25m 8-lane community swimming pool, built to competition standards.'

**REASON:** To enable any variation to the Section 106 obligation to be referred to Government Office prior to completion of the actual Agreement.

[Note: Councillors Blanchard, Hill, Smallwood, B Watson and Wilde wished it to be recorded that they had voted in favour of the amendment in the name of Councillor Wilde and against the agreed resolution]

[Councillor Simpson-Laing had stepped down from debate and voting on this item under the provisions of paragraph 7.4 of the Planning Code of Good Practice, as she had participated in the call-in process on the Leisure Facilities Strategy]

COUNCILLOR R WATSON

Chair

The meeting started at 4.30 pm and finished at 8.20 pm.

**COMMITTEE REPORT**

**Committee:** Planning Committee                      **Ward:** Acomb  
**Date:** 26 October 2006                                      **Parish:** Acomb Planning Panel

**Reference:** 06/01739/REMM  
**Application at:** Northfield School Beckfield Lane York YO26 5RQ  
**For:** Reserved matters application for residential development comprising 37 houses and 20 apartments, new changing facility and public open space. (to which 05/00320/GRG3 relates)  
**By:** Barratt Homes (York)  
**Application Type:** Major Reserved Matters Application (13w)  
**Target Date:** 22 November 2006

**1.0 PROPOSAL**

1.1 Previously outline planning permission was granted for the development of this site in 2005. The outline approval only considered development of the site in principle and also means of access. All other matters (siting, design, external appearance and landscaping) were reserved for future consideration. The proposal, as originally submitted, was for development of the school built footprint area, the vacant youth club and a small part of the playing fields for residential development. A new changing room building and car parking area were proposed on the playing field with a new access taken from Greensborough Avenue for users of the pitches. The proposal was then amended to delete the Greensborough Avenue access and locate the changing facility etc in place of the vacant youth club building.

1.2 This reserved matters application as submitted seeks approval for the remaining 4 matters, siting, design, external appearance and landscaping. It is proposed to erect 57 dwellings on the site. 37 of the dwellings will be houses and 20 will be flats. It is also proposed to:

- (i) Form car-parking and garages for the associated dwellings;
- (ii) Erect independent cycle storage and bin storage facilities;
- (iii) Form a LEAP (Local Equipped Area for Play);
- (iv) Create football pitch provision for Carr Vikings Football Club and the community;
- (v) Form car-parking provision and changing room facilities for Carr Vikings;
- (vi) Create areas of open space; and
- (vii) Provide 25% affordable housing.

1.4 Northfield School was previously used as a special needs school. However following the Council's Review of Special Education Needs the school become surplus to requirements. The Council has adopted a policy to increase the extent to which children with special education needs are educated in mainstream schools. As a result pupils from Northfield School were relocated to new facilities at Hob Moor School and Applefields (Galtres) School.

**1.5 SITE**

The overall site area including playing fields is approximately 2.42ha. Almost half of the site accommodates the predominately single storey school buildings, hardstanding areas and former youth club buildings. The actual defined area which is to be developed is 1.00 ha. The site is located relatively close to Beckfield Lane but is set back from this road by approximately 90.00m. The site is consequently bounded by dwellings to three boundaries.

To the north (Melwood Grove), south (Prestwick Court and Greensborough Avenue) and the east (Sunningdale Close). To the west is open countryside. There is also a council depot adjacent the site to the southeast boundary.

## 1.6 HISTORY

Previously outline planning permission (05/00320/GRG3) was granted on the 2nd November 2005 for residential development and a new changing facility building. A S106 agreement was entered into with the developer regarding provision of affordable housing and provision of open space.

## 2.0 POLICY CONTEXT

### 2.1 Development Plan Allocation:

Air safeguarding Air Field safeguarding 0175

City Boundary York City Boundary 0001

DC Area Teams West Area 0004

Schools Northfield 0255

### 2.2 Policies:

CYGP1  
Design

CYGP3  
Planning against crime

CYGP4A  
Sustainability

CYGP7  
Open Space

CYGP9  
Landscaping

CYGP15  
Protection from flooding

CYNE1  
Trees, woodlands, hedgerows

CYT4  
Cycle parking standards

CYH3C  
Mix of Dwellings on Housing Site

CYH5A  
Residential Density

### 3.0 CONSULTATIONS

#### 3.1 INTERNAL

3.2 HIGHWAY NETWORK MANAGEMENT: Commented that the application failed to satisfy Local Plan policies in terms of cycle provision, access arrangement.

3.3 ENVIRONMENTAL PROTECTION UNIT (EPU): EPU unit raise concerns about Milford (LD) Statesman house type range shown on plan reference P06:3576:18 and Thorne FOG. shown on plan P06:3576:19. They state that both of these units show first floor accommodation over 3 ground floor garages. It is clear from the plans that only one of these garages is provided for the occupants of the flat above. There is potential for disturbance to the flat occupiers from the activities that may take place in or outside these garages, as such, the environmental protection would not support the use of these house types at the site.

3.4 ENGINEERING CONSULTANCY (EC): The drainage engineer commented that :- the development is in low risk Flood Zone 1 and will not suffer from river flooding. However EC objects to the proposed development, on the grounds that insufficient information has been provided by the developer to determine the potential impact the proposals may have on the existing drainage systems.

3.4.1 A Flood Risk Assessment was carried out for the development in April 2005 in which the following was identified: - The proposed housing development, with a total area of 1.23 Ha, is calculated to have a peak flow of 59 l/s. As this figure exceeds the existing impermeable runoff rate from the site of 42 l/s, sustainable drainage methods (SUDS) to attenuate flows will be required. This will also reduce the risk of any surface water sewer flooding in the downstream catchment.

3.4.2 EC further state that if the proposed method of surface water disposal is via soakaways, these should be shown to work through an appropriate assessment carried out under BRE Digest 365, carried out in winter - to prove that the ground has sufficient capacity to except surface water discharge, and to prevent flooding of the surrounding land and the site itself.

3.5 HOUSING AND ADULT SERVICES (HADS): commented:- at this date (26-09-06) negotiations are taking place with respect to the location and mix of the affordable housing on the site. This has not yet been agreed in detail but the provision is agreed at 25% of the total number of dwellings i.e. 14 from 57.

3.5.1 HADS do not support the application. The main issues that are currently making the application unacceptable to them are the lack of adequate pepper-potting and the mix and size of the affordable dwellings that the applicant offered (without prior consultation). In particular the houses do not represent a pro-rata mix with all of them being of the Brandon type which is significantly smaller than the open market mix of proposed 3 and 4 bed houses. Furthermore, to accord with policy, the affordable homes should generally match the size and quality of the private homes and be undistinguishable.

3.6 ARCHAEOLOGIST: Comments and recommendations as per outline planning approval.

3.7 LANDSCAPE ARCHITECT: The existing trees should be kept as they:-

- Provide screening between existing and proposed residential properties;
- Have the potential to provide immediate amenity and character to a development;

- Have an intrinsic wildlife value;
- Are located towards the perimeter of the site and therefore do not pose an unreasonable restriction on development of the site; also
- Retaining the existing trees contributes to urban forestry; the space they occupy should allow for replacement trees to be planted and flourish in the future, when the time for removal comes.

3.7.1 The root protection areas (RPA) are generally within the canopy spread of the trees. All construction operations should be outside of the RPA; therefore in terms of practical protection of the trees, buildings should be another 2m beyond the RPA. Therefore in relation to the current proposals, the following properties are unsuitable - plots 5 (and garages and parking bays) 23, 24, 25 and 27.

3.7.2 The amenity benefit of the existing trees should be maximised where possible by incorporating them into visible locations such as open spaces or other communal areas such as parking courtyards. Also the open space is sited in an inappropriate location.

3.7.3 It is important that the fencing off of the sports pitches, the Leap, the remaining outdoor areas, the new amenity space, and links to the neighbouring open spaces are designed in a coherent manner with due attention to aesthetics. This will probably entail some additional footpaths and tree planting.

3.8 LIFELONG LEARNING & LEASUIRE: Commented that the bulk of the leisure related issues were dealt with at the outline stage and have been addressed in the section 106 agreement. However the sign proposed for the children's play area should additionally state that 'children should be supervised by parents or guardian at all times' and should not include opening and closing times.

3.8.1 It was further commented on 10/10/06 that: the pitches and the pavilion are the only areas that are being leased to Carr Vikings. There will be a fence round the pitches and the LEAP. The council will take down the fence between the former school play area and the adjacent Public open space. This will increase the total public open space in the area and provide for community access to the sports fields through a community use agreement with Carr Vikings.

### 3.9 EXTERNAL

3.10 SPORT ENGLAND (SE): Initially objected to the proposal. However after additional information was supplied in the form of drawing P06:3576:100 REV C, they rescinded their objection and commented that drawing number P06:3576:100 REV C shows the playing field area marked out to provide one junior soccer pitch and buffers in accordance with Sport England guidance. This also acknowledged that this pitch could be subdivided to provide two mini soccer pitches.

3.10.1 SE state that the submitted layout appears to now adequately satisfy playing pitch issues on the site, and seems broadly in line with comments made by Carr Vikings JFC in the outline planning application. They further consider that the scheme would also allow for other parts of the field to be used for playing field related uses e.g. training grids.

3.10.2 SE finally confirm that they consider that exception E4 of their playing field policy has been demonstrated now, issues over the provision of playing pitch provision also appears to have been resolved taking account of the new changing rooms and the community use agreement.



3.11 YORK CENTRE FOR SAFER COMMUNITIES: The YCFSC officer stated that the 'Secured by design' guidance relating to dwelling boundaries advises that "Vulnerable areas such as side and rear gardens need defensive barriers with walls or fencing to minimum height of 1.8m. Concern was also raised regarding the LEAP being isolated with little natural surveillance. The YCFSC commented that it could become a target for use by local groups and subjected to damage and inappropriate use. The current area has been subjected to vandalism - graffiti on the walls, fences damaged etc so it is conceivable that the development may suffer the same problems if the correct measures are not taken.

3.12 The presence of the changing rooms and community playing field also cause the YCFSC concern. They consider that unless access is restricted the design allows 24hr access to the area for anyone and opens up the field and the western boundary of the housing for crime. The western edge to the field where it borders open farmland should be strengthened to resist access and the southern boundary.

3.13 ACOMB PLANNING PANEL: Object to the proposal on the grounds that:-

- (i) The proposed erection of three storey buildings is completely out of keeping with local residential area;
- (ii) Existing properties will be overlooked;
- (iii) The access road is completely inadequate for normal use and in emergencies is the only access to/from 57 properties.

3.14 MARSTON MOOR INTERNAL DRAINAGE BOARD: The board raised no objections to this application as this issue was previously addressed at outline stage. However they did state that before development commenced they would require further details with regard to surface water discharge.

3.15 NEIGHBOUR LETTERS, SITE AND PRESS NOTICE: Letters from 9 local residents have been received raising objections to the original plans on the following grounds:

- The development is too close to properties in Sunningdale Close. In particular 18, 19 & 20 Sunningdale Close. No.19 would directly face, from the rear, a 2-storey and 3-storey dwelling in close proximity. The 3-storey properties in particular would be higher than no.19 & 20 and these properties would create a new view of gable walls as opposed to the existing countryside;
- The aforementioned dwellings would be directly in the line of sight, from the rear of no.19;
- The proposed scheme would adversely affect the levels of natural light to properties in Sunningdale Close, in particular 18,19 & 20 and their rear garden, especially as the sun sets at the rear. The gable end of the proposed Glanton dwelling will be only 1.00 m away from the rear fence 19 & 20 Sunningdale Close. This would represent a severe change from the existing arrangement and would be imposing;
- The development would affect the values of neighbouring dwellings (this is not a material planning consideration);
- There are no other 3-storey buildings in the area. As such the proposal fails to satisfy policy GP1 (b) of the Local Plan which states that development should be of a design which is compatible with neighbouring buildings and the character of the area;
- The proposed 3-storey dwellings adjacent properties in Melwood Grove would block out most of the natural light to the rear of these existing properties and their gardens. This is again contrary to policy GP1(i) of the Local Plan;
- The living area of proposed dwellings adjacent Melwood Grove is at first floor level. These would exacerbate the impact of this development upon existing properties privacy. Such overlooking is unacceptable and is contrary to GP1(i) of the Local Plan

which states that nearby residents should not be overlooked or dominated by overbearing structures;

- The proposed scheme is an overdevelopment of the site and is too built up with no sense of place, grass verges or greenery. This does not improve natural and built environment as stated in objective of chapter 2 of the Local Plan;
- The removal of trees/foliage will result in the loss of wildlife in the area;
- The proposal, if approved, would lead to an increase in traffic on an already busy road;
- The proposal would tax the already outdated sewerage system of York;
- The proposed scheme would create an imposing, overbearing and un-neighbourly development directly adjacent existing properties in Melwood Grove. The rear of the Kentmere and Keswisk dwellings adjacent Melwood Grove are poorly designed with a large, bland wall approximately 40.00 m long. Government advice in PPS1 states that good design should be encouraged;
- The birch tree which is indicated as T6 on the submitted arboricultural report should be kept to maintain the privacy of 33 Melwood Grove. Also other than trees protected by TPO's the scheme makes no reference to landscaping, especially the northern border;
- The alleyway adjacent existing properties in Melwood Grove fails to meet secured by design standards. Policy GP3 of the Local Plan states that 'new development will be required to incorporate crime prevention measures'. The alleyway will encourage crime and vandalism;
- The dwellings to the rear of 33 and 35 Melwood Grove are only 1.00 m away from the boundary with existing screening trees and shrubs shown to be removed. This is too close. A building this close to the rear gardens of properties in Melwood Grove would be very un-neighbourly and overbearing and will be detrimental to the enjoyment of residents houses and their gardens;
- There is an overprovision of car-parking. The Council should be encourage more sustainable designs for new developments in accordance with policy GP4(a). The site is in a very sustainable location. If the car-parking was reduced the layout of the scheme could be improved.

## 4.0 APPRAISAL

### 4.1 KEY ISSUES

- Planning policy;
- Density;
- Impact upon existing residents;
- Highways;
- Landscaping;
- Design;
- Affordable housing; and
- Open space.

### PLANNING POLICY

4.2 PPS1: Planning for Sustainable Development sets out the Government's national policies on different aspects of land use planning in England. PPS1 sets out the overarching planning policies on the delivery of sustainable development through the planning system. 'The planning System: General Principles', the companion document to PPS1, advises the importance of amenity as an issue.

4.3 Planning Policy Guidance Note 3 'Housing' (PPG3) sets out Government policy on housing development and encourages more sustainable patterns of development through the reuse of previously developed land, more efficient use of land, reducing dependency on the private car and provision of affordable housing. PPG3 advises Planning Authorities to seek housing densities of between 30 and 50 dwellings per hectare with greater intensity at locations with good public transport accessibility. PPG3 also advises that car parking standards that require more than 1.5 spaces per dwelling are unlikely to secure sustainable development.

4.4 PPG17 'Planning for Open Space, Sport and Recreation' (July 2002) advises the setting of local targets based on a robust assessment of existing or future needs. This guidance note makes it clear that planning for the recreational needs of local communities is a material planning consideration, to be taken into account in the preparation of development plan policies, and in the decisions on individual planning applications.

4.4.1 The Government believes that open space standards are best set locally, since national standards cannot cater for local circumstances, such as differing demographic profiles and the extent of existing built development in an area. Local authorities are advised to use the information gained from their assessments of needs and opportunities to set locally derived standards for the provision of open space, sports and recreational facilities in their area.

4.5 PPG25 Development and Flood Risk: This PPG explains how flood risk should be considered at all stages of the planning and development process. It sets out the importance of the management and reduction of flood risk in planning, acting on a precautionary basis and taking account of climate change.

4.6 Policy SP8 'Reducing the dependence on the car' of the City of York Local Plan Deposit Draft states that applications for large new developments, such as housing, shopping, employment, health or leisure proposals, must be able to demonstrate that they will reduce dependence on the private car by providing for more environmentally friendly modes of transport.

4.7 Policy GP1 'Design' of the City of York Local Plan Deposit Draft includes the expectation that development proposals will: respect or enhance the local environment; be of a density, layout, scale, mass and design that is compatible with neighbouring buildings and spaces, using materials appropriate to the area; avoid the loss of open spaces or other features that contribute to the landscape; incorporate appropriate landscaping and retain, enhance or create urban spaces, public views, skyline, landmarks and other features that make a significant contribution to the character of the area.

4.8 Policy GP3 'Planning Against Crime' of the City of York Local Plan Deposit Draft requires that new development should, where deemed appropriate, to incorporate crime prevention measures to achieve: a) natural surveillance of public spaces and paths from existing or proposed development; and b) secure locations for any associated car and cycle parking; and c) satisfactory lighting; and d) provision of CCTV, where the proposal would include the consumption of alcohol or the congregation of large crowds or would contribute to a significant increase in traffic, pedestrian activity, or the parking of significant numbers of vehicles.

4.8.1 Supporting text of this policy further states that the principle of reducing opportunities for crime by means of careful design of buildings and the spaces between them is widely acknowledged (e.g. PPG1) and is capable of being a material planning consideration. Circular 5/94 (Planning Out Crime) outlines that the type of environment created by development can be closely related to the causes of crime and violence. Attractive, well-

managed and vibrant environments that are designed to take into account the security of residents and property can help to reduce the potential for crime. The variation and mix of different land uses in the same vicinity can also go some way to create environments that are lively and well used, especially in the evenings.

4.9 Policy GP4a 'Sustainability' of the City of York Local Plan Deposit Draft requires proposals for all development should have regard to the principles of sustainable development. All residential developments will be required to be accompanied by a sustainability statement. The document should describe how the proposal fits with the criteria specified in policy GP4a and will be judged on its suitability in these terms.

4.10 Policy GP7 'Open Space' of the City of York Local Plan Deposit Draft requires that development of land designated as open space on the Proposals Map, or any other areas of open space that are provided in conjunction with a planning permission during the Plan period, will only be permitted where: a) there will be no detrimental effect on local amenity or nature conservation; and b) compensatory provision of an equivalent size and standard is provided by the applicant in the immediate vicinity of the site proposed for development.

4.11 Policy GP9 'Landscaping' of the City of York Local Plan Deposit Draft states that where appropriate development proposals will be required to incorporate a suitable landscaping scheme, and this must: a) be planned as an integral part of the proposals; and b) include an appropriate range of indigenous species; and c) reflect the character of the locality and surrounding development; and d) form a long term edge to developments adjoining or in open countryside.

4.12 Policy GP15a 'Development and Flood Risk' of the City of York Local Plan Deposit Draft states that there will be a presumption against built development (except for essential infrastructure) within the functional floodplain outside existing settlement limits. The use of sustainable drainage systems to mimic natural drainage will be encouraged in all new developments in order to reduce surface water run-off. Discharges from new development should not exceed the capacity of existing and proposed receiving sewers and watercourses and long term run-off from development sites should always be less than the level of pre development rainfall run-off.

4.13 Policy NE1 'Trees, Woodlands and Hedgerows' of the City of York Local Plan Deposit Draft states that trees which are of landscape or amenity value will be protected by refusing development proposals which will result in their loss or damage. Trees or hedgerows which are being retained on development sites should also be adequately protected during any site works. All proposals to remove trees or hedgerows will be required to include a site survey indicating the relative merits of individual specimens. An undertaking will also be required that appropriate replacement planting with locally indigenous species will take place to mitigate against the loss of any existing trees or hedgerows. Developments should make proper provision for the planting of new trees and other vegetation including significant highway verges as part of any landscaping scheme.

4.14 Policy T4 'Cycle Parking Standards' of the City of York Local Plan Deposit Draft requires that all new developments provide adequate cycle parking provision. In the case of affordable housing or dwellings without a garage this should be 1 covered space per ½ bedroom dwelling. For dwellings with garages the requirement is the same but cycle parking provision could be accommodated within the garage depending upon the garage size.

4.15 Policy H3c 'Mix of Dwellings on Housing Sites' of the City of York Local Plan Deposit Draft requires a mix of new house types, sizes and tenures should be provided on all new residential development sites where appropriate to the location and nature of development. Developers will also be encouraged to build new housing to accessible standards (in

accordance to Building Regulations) with negotiation on a proportion of dwellings having full wheelchair access.

4.16 Policy H5a 'Residential Density' of the City of York Local Plan Deposit Draft requires The scale and design of proposed residential developments should be compatible with the character of the surrounding area and must not harm local amenity. Applications for all new residential developments, dependent on individual site circumstances and public transport accessibility, should aim to achieve net residential densities of greater than: 60 dwellings/ha in the city centre; 40 dwellings/ha in the urban areas and 30 dwellings/hectare elsewhere in the City of York.

#### 4.17 PRINCIPLE OF DEVELOPMENT

The principle of development has already been approved at outline stage (05/00320/GRG3). This application is for the reserved matters, as such only issues relating to siting, design, external appearance and landscaping can be considered.

#### 4.18 DENSITY

4.18.1 Section 57 of PPG3 'making the best use of land' states that the level of land take was historically very high with developments. Build densities of 20-25 dwellings per hectare (dwpha) were not uncommon. The guidance note further states that, such density of development can no longer be sustained. Development of this nature is also less likely to sustain local services or public transport, ultimately adding to social exclusion. Local planning authorities should therefore examine critically the standards they apply to new development, particularly with regard to roads, layouts and car parking, to avoid the profligate use of land. PPG3 requires that Local authorities should encourage housing development which makes more efficient use of land (between 30 and 50 dwellings per hectare net). The indicative layout plan indicates 57 dwellings on the site which equates to a density of 57 dwellings per ha. This exceeds the 30-50 dwpha PPG3 advises should be sought with higher densities sought where public transport accessibility is good.. Council policy on build densities (policy H5a) states that net residential densities greater than 60 dwellings/ha in the city centre should be sought, whilst 40 dwellings/ha are acceptable in urban areas and 30 dwellings/ha elsewhere in the City of York. It should be borne in mind that the issue of density of this scheme was not conditioned at outline stage, therefore it is not possible to precisely control the number of dwellings to be erected on this site. Furthermore policy H5a states that residential densities should be greater than the aforementioned prescribed figures for density. The character of the immediate area could be used as an argument for a lower density. Based on the comments below regarding landscaping, it may well be that a revised scheme which addresses these issues could result in a lower density.

#### 4.19 IMPACT ON RESIDENTS

The indicative layout which was part of the approved outline planning permission indicated three storey dwellings in the centre of the site and some 'two and a half storey' dwellings on the boundary with Melwood Grove properties. The submitted scheme now proposes that 3-storey dwellings are to be erected adjacent dwellings to Melwood Grove. A number of residents in Melwood Grove have objected to this part of the scheme due to loss of privacy, loss of light, shading to their back gardens and the proposed height and mass of the dwellings opposite them creating an un-neighbourly and overbearing feature.

4.19.1 The depth of the gardens in the surrounding area is such that separation distances are well in excess of what would normally be required as a minimum. A separation distance of approximately 32.00 ms can be achieved between the properties on Melwood Grove and

closest proposed terrace of dwellings. The terraced dwellings would be approximately 8.00 - 11.00 m from the site boundary. Whilst it is acknowledged that these terraced dwellings are 3-storeys in height the separation is considered adequate. Refusal on the grounds of loss of privacy could not be sustained. In terms of loss of light to these dwellings the retention of the preserved trees (TPO) to this boundary would lessen the impact of the scheme upon the dwellings to the immediate north. Other than that, given the length of the gardens serving the dwellings a refusal on the grounds of loss of light would be difficult to sustain for remaining properties given their orientation and the separation. It would however been more practical if the applicants had addressed this issue more thoroughly. Informative 1 of the approved outline permission required that a cross-section be submitted indicating levels between existing dwellings in Melwood Grove and proposed dwellings. The applicants have not submitted this information.

4.19.2 Objections have also been received from residents in Sunningdale Close with regard to loss of outlook and light. In particular residents at no.18, 19 and 20 Sunningdale Close have objected to the position of a 2 storey dwelling which is to be erected approximately 11.50 m away from the rear elevations of their houses. The property is orientated at a 90° angle to their rear boundaries. As a consequence these dwellings would predominantly face a blank elevation. It is considered that this separation distance is inadequate. Should the development be approved, it is considered that this particular arrangement would have a detrimental impact upon the residential amenities of these dwellings in terms of loss light, outlook, shading and would create an un-neighbourly and overbearing feature.

## 4.20 HIGHWAYS

4.20.1 The principle of the scheme in terms of impact upon the highway is considered acceptable as this was approved at outline stage. The detailed application now submitted however fails to satisfy particular policies within the Local Plan. Covered secure cycle parking facilities are not shown in relation to the 9 no. 'Brandon' terrace properties. The cycle storage building designed for residents of the 18 'Troydale' apartments, has insufficient capacity to cope with the expected demand and therefore needs to be subject to changes. Two storage areas with capacity for 9 cycles each is the recommended provision in this case. Also the refuse store is badly placed with regard to ease of collection and should be relocated closer to the highway.

4.20.2 The stage 1 road safety audit which accompanies this application has identified a safety concern with regard to the alignment of the access road leading into the estate. The layout previously agreed with the highway authority consisted of a 5.5 metre carriageway, a 2.0 metre footway running along the southern side, and a grass verge on the northern side varying in width between 1.0 metre and 2.0 metre. This issue is covered by conditions contained in the original outline planning permission.

4.20.3 Visitor parking is also identified as a potential problem and greater use could be made of shared surfacing within the estate in order to free up areas for parking by visitors.

4.20.4 In light of the above, it is considered the proposal fails to satisfy local plan policy in terms of cycle storage provision and road layout.

## 4.21 DESIGN AND LAYOUT

4.21.1 Section 63 of PPG3 'rejecting poor design' states that new housing development of whatever scale should not be viewed in isolation. Considerations of design and layout must be informed by the wider context, having regard not just to any immediate neighbouring buildings but the townscape and landscape of the wider locality. The local pattern of streets and spaces, building traditions, materials and ecology should all help to determine the

character and identity of a development, recognising that new building technologies are capable of delivering acceptable built forms and may be more efficient.

4.21.2 Issues of design have been previously raised with the agents with regard to general design, arrangements and setting out of the scheme. In particular the scheme appears to have designed to maximise the number of dwellings which could be achieved on the site without taking into account the character of the scheme or existing neighbours' amenity. No significant information has been submitted by the applicants to justify the design of this scheme.

4.21.3 Better Places To Live by Design: A Companion Guide to PPG3 states that scheme's should be tailored to reflect their surroundings and not use standard house types and layout forms. This document seeks applicants to quantify the architecture of the scheme and its space planning and asks the question does the scheme create a distinctive quality place? Left over or incoherent space is also identified as detracting from the quality of a scheme.

4.21.4 Bearing in mind the above it could be argued that the scheme as submitted has been designed in isolation and does not take into consideration the wider built environment, ecology of the area and does not create a distinctive qualitative environment.

## 4.22 LANDSCAPING

4.22.1 The quality of the public realm can be undermined through the lack of a full landscape plan and specification as part of the design of the scheme submitted for planning approval. It is considered that the applicants have not submitted a suitable landscaping scheme to support this application. As a consequence it is considered that this element of the scheme cannot be considered as a reserved matter. The application cannot therefore be considered as a whole as the landscaping scheme is a vitally important component of overall scheme.

4.22.2 'Better Places To Live by Design' states that the landscape design needs to complement the buildings and vice versa. Landform, natural features and their ecology are always important. Trees, shrubs, flowers and grass and their containment require particular attention. The retention and use of existing trees and, on occasion, walls, ramps, steps and hedges can give a sense of maturity and distinction. New planting needs careful and specialised consideration according to locale and practicality.

4.22.3 It is considered that the application is unacceptable in landscaping terms both amenity value and technical detail. With regard to the technical deficiencies of the scheme, it is considered that a number of proposed dwellings are too close to the root protection areas (RPA's) of the trees which are protected by a tree preservation order (CYC209). Therefore in relation to the current proposals, the following properties are considered unsuitable:- plots 5 (and garages and parking bays) 23, 24, 25 and 27. With regards to landscape amenity value of the scheme, it is considered that proposals do not incorporate the existing TPO'd trees. The amenity benefit of the existing trees should be maximised where possible by incorporating them into visible locations such as open spaces or other communal areas such as parking courts.

4.22.4 The open space is sited in an inconvenient and isolated corner of the development. It will create little amenity value for the larger development and could present problems with misuse as it is tucked away and not very well overlooked. The position of the open space offers no spatial quality or amenity value for properties on the site. Whilst this location may favour the retention of 2 protected trees, it should be central to the scheme, either as a sequential space to the neighbouring proposed LEAP or as a continuation/buffer zone to the proposed LEAP. Either way it should be central to the housing development, contribute to the overall setting and be overlooked by a significant number of properties.

#### 4.23 AFFORDABLE HOUSING

4.23.1 Sections 15 and 16 of PPG3 require that decisions about the amount and types of affordable housing to be provided in individual proposals should reflect local housing need and individual site suitability and be a matter for agreement between the parties. PPG3 further states that Local planning authorities and developers should be reasonably flexible in deciding the types of affordable housing most appropriate to a particular site. The objective should be to ensure that the affordable housing secured will contribute to satisfying local housing needs as demonstrated by a rigorous assessment.

4.23.2 It should borne in mind that the issue of provision of affordable housing has been agreed at outline stage. As a consequence this is not a reserved matter. The execution of affordable provision for the scheme will be controlled by the S106 agreement which is linked to the original outline permission.

#### 4.24 OPEN SPACE

4.24.1 The provision of open space was agreed at outline stage. The applicants have submitted details in accordance with the S106 agreement which is linked to the outline planning approval. The submitted details indicate the LEAP sited within the existing playing fields. Sport England and Life Long Leisure and Learning have both indicated that the design and position of the LEAP is acceptable. Carr Vikings who will play football on part of the playing pitches have also not raised any objections to the position of the LEAP.

#### 4.25 FLOOD RISK

4.25.1 The applicants submitted a Flood Risk Assessment (FRA) that considers the potential for increased runoff from development of the site. The conclusion of the assessment was that the site would not increase flood risk elsewhere, including on adjoining land, providing an appropriate flow balancing Sustainable Urban Drainage System (SUDS) is used, existing land drainage is used and ground levels are not raised above the level of adjacent land. The Environment Agency (EA) and Internal Drainage Board have been consulted on the Assessment and have not objected. EA commented that Informative 2 of the original permission required that the SUDS assessment should be submitted with the first reserved matters. The applicants have not submitted this report as part of the scheme. It is considered it would be prudent to ensure that the development can be adequately drained prior to reserved matters being granted, although conditions were attached to the outline planning permission to control drainage.

### 5.0 CONCLUSION

5.1 The proposed scheme is considered unacceptable in terms of siting and layout, detrimental impact upon adjacent neighbours, setting out of the access and cycle provision and landscaping of the scheme.

5.2 As a consequence the proposed scheme is not considered acceptable and is recommended for refusal as it fails to satisfy policies national planning guidance PPS1 and PPG3 and also policies GP1, GP4a, GP9, NE1, T4, H3c and H5a, of the City of York Development Control Draft Local Plan (incorporating 4th set of changes) - 2005.

### 6.0 RECOMMENDATION: Refuse



- 1 Because of the height, bulk, mass and location the proposed block of dwellings adjacent Sunningdale Close, this particular element of the development would result in overshadowing, would have an overbearing effect and would impact upon the outlook on no.18, 19 and 20 Sunningdale Close thereby harming their existing living conditions. As a consequence the proposal fails to satisfy national planning guidance PPS1 and PPG3 and also policies GP1 of the City of York Draft Local Plan (incorporating 4th set of changes) - 2005.
- 2 The proposal is undermined by the lack of a full landscape plan and specification as part of the design of the scheme. As a consequence the proposal fails to provide for a planned and integrated landscaping scheme. The outcome of which is a development which would be dominated by dwellings, car parking and hard surfacing. As such the proposal would not be compatible with the well established suburban character of the area is therefore contrary to national planning guidance PPS1 and PPG3 and also policies GP1, GP9 and H5a of the City of York Draft Local Plan (incorporating 4th set of changes) - 2005.
- 3 Due to the layout and siting of the dwellings within the site, such a high density scheme does not allow for any associated soft landscaping which would add to the amenity of the scheme and create a sense of place, nor does the proposal incorporate existing landscaping, trees, etc which could further add to the visual amenity of the proposed residential development. As a consequence the proposal does not create a definable character or distinctive quality of place for the scheme as sought by 'Better Places to Live by Design: A companion Guide to PPG3'. As such the proposal would not be compatible with the well established suburban character of the area is therefore contrary to national planning guidance PPS1 and PPG3 and also policies GP1, GP9, NE1 and H5a of the City of York Draft Local Plan (incorporating 4th set of changes) - 2005.
- 4 The proposal fails to provide adequate provision for covered and secure cycle parking provision with regard to the proposed flat accommodation. Such an under provision would harm the City Council's objectives of maintaining and promoting cycle usage in order to minimise traffic generation, reduce pollution, noise and the physical impact of traffic and is therefore contrary to policy T4 of the City of York Draft Local Plan (incorporating 4th set of changes) - 2005.
- 5 The proposed bin storage for the proposed flat accommodation is inadequate in size, inconvenient to access from the majority of the proposed flats and difficult to collect for refuse collection. Such an inadequate arrangement would most likely result in rubbish being stored in other common areas or outside in the parking or circulation areas this would be harmful to residential and visual amenity and is contrary to policy GP1 and GP4a of the City of York Draft Local Plan (incorporating 4th set of changes) 0- 2005.

## 7.0 INFORMATIVES:

### Contact details:

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CITY OF  
**YORK**  
COUNCIL

*Northfield School Beckfield Lane - 06/01739/REMM*

SCALE 1:2500

DRAWN BY JB

DATE 17/10/2006

Originating Group

Project

Drawing No.

Organisation

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**COMMITTEE REPORT**

**Committee:** Planning Committee                      **Ward:** Heslington  
**Date:** 26 October 2006                                      **Parish:** Heslington Parish Council

**Reference:** 06/01806/FULM  
**Application at:** Properties 2 To 22 Inclusive Bleachfield Heslington York  
**For:** Demolition of university staff houses and erection of six student residences, comprising 3 x three storey and 3 x four storey blocks with associated utility building, parking and landscaping  
**By:** University Of York  
**Application Type:** Major Full Application (13 weeks)  
**Target Date:** 16 November 2006

**1.0 PROPOSAL**

1.1 This application is a re-submission of a previous scheme refused at the July Planning Committee. The reason for refusal was as follows:

In its simplistic block layout and massing, and repetitive, unrefined architectural design, the scheme fails to achieve the standards required by Policy ED6 of the Draft Development Control Local Plan (incorporating the 4th set of changes) which states that new development should be of a high standard of design appropriate to the setting of the University. In particular the scheme fails to respond to the special landscape character of the site which is intrinsic to the identity of the University Campus, and thereby does not meet criteria set out in the Council's Development Brief for the Heslington Campus. In addition the unsympathetic site planning and design are inappropriate to the 'gateway' context of the site, such that overall the proposal is in conflict with PPS 1 (Delivering Sustainable Development) which states that design which is inappropriate to context and fails to take opportunities available for improving the character and quality of an area should not be accepted.

1.2 The site area is the same as before. It is known as Bleachfield and is situated to the northwestern edge of the main Heslington Campus. Access to this part of the campus is via University Road and is bounded to the south and east by Wentworth Way. The Biology buildings are to the south of the site with office buildings to the east. To the west is open space. This is in the Green Belt and is mainly open land with mature trees.

1.3 Within the application area the site is relatively open and is characterised by mature tree planting, grassed areas and attractive mounding. The site slopes significantly down from north to south, which has an overall fall of approx. 11 metres.

1.4 The site is presently developed by two storey houses in four small terraces. These are now derelict and boarded up but they offered 21 houses that were previously used for staff accommodation for the University. They were constructed in the 1970's and are of timber construction. They are currently derelict, unused and boarded up.

1.5 The proposal is to demolish these existing houses and in their place build six separate accommodation blocks to house 248 study bedrooms. Three of the blocks are four storeys high and three are three storeys high. A single storey utility building, with service access from Wentworth Way is proposed between blocks 1 and 2 on the northern edge of the site. A sub-station is proposed to the south of block 4. in the southwestern corner of the site. Each block has its own separate block for cycle storage.

1.6 No car parking (other than disabled parking) is proposed as part of the development, in accordance with the University's policy of not allowing students to have cars on the campus. The development will have a main pedestrian access and six disabled car parking spaces from the east onto Wentworth Way with a further smaller pedestrian access out from the south western corner onto a public footpath which links Wentworth Way with University Road. The rest of the site is entirely self-contained with no access in or out of the site. All the residential blocks face into the site in respect of 'secure by design' principles.

1.7 A landscaping scheme has been submitted which proposes to reinforce the planting around and within the site in lieu of the proposed loss of some of the existing trees in order to make way for the development. Large mature trees frame the site to its northern edge close to University Road and these are to be retained.

1.8 This scheme is almost identical in layout terms to the one already approved. There are changes however to the design of the properties.

## **2.0 POLICY CONTEXT**

2.1 Development Plan Allocation:

City Boundary York City Boundary 0001

DC Area Teams East Area (1) 0003

2.2 Policies:

CYGP1  
Design

CYGP3  
Planning against crime

CYGP9  
Landscaping

CYGP11  
Accessibility

CYGB1  
Development within the Green Belt

CYT4  
Cycle parking standards

CYT5  
Traffic and pedestrian safety

CYSP2  
The York Green Belt

CYGP4A  
Sustainability

CYSP3  
Safeguarding the Historic Character and Setting of York

CYED6  
University of York Heslington Campus

CYNE6  
Species protected by law

### **3.0 CONSULTATIONS**

INTERNAL.

#### **3.1 Highway Network Management.**

No objections. Previous comments remain relevant. Please include previous recommended conditions.

(Previous comments as follows) The six new residential blocks will lie between Heslington Road to the north and Wentworth Way to the south. No car parking facilities are to be provided in accordance with the agreed policy of capping the number of spaces at 1520 on the Heslington West campus. Four spaces for disabled students are to be created however, off a loop to be formed adjoining Wentworth Way, where taxis will also be able to deposit their passengers.

A new network of combined pedestrian/cycleways will link the blocks with the rest of the Campus and cycle routes beyond. These paths should be a minimum of 3 metres in width, in accordance with Highway Design guidelines, and a condition to this effect is recommended.

Covered secure cycle parking is to be provided in blocks adjoining each residential unit on the basis of one space per 2 bedrooms (the previously agreed standard). Cycle parking for visitors will be sited in small groups at the entrances to each block.

Servicing of this site is to take place via a new short cul-de-sac off Heslington Road. The bin store is to be sited at the head of this cul-de-sac.

The new accommodation will be conveniently located for existing bus stops on University Road and Heslington Road (near the Retreat). Service no.4 operates along this route, providing a ten-minute frequency service throughout the working day.

A transport statement submitted by the University's transport consultant demonstrates that the development lies in a sustainable location and the access arrangements incorporated into the design are likely to prove effective in encouraging non car borne trips.

There are no highway objections to this application subject to 6 conditions :

#### **3.2 Archaeology.**

Watching brief required on all groundworks. The site lies in an area identified as being of potential archaeological interest in a previous assessment of the campus.

#### **3.3 Urban Design.**

Whilst the design virtues of the existing blocks on this site are recognised, it is also acknowledged that these are "of their time", and it is appropriate, in the light of changes in the operation of the University in recent years, to move on with a higher density of development on this site (of 248 units) in order to meet the University's changing requirements for increased student accommodation to fit within the overall masterplan for Campus 1 (Heslington West).

The position of the new blocks follows closely the existing footprint of the original residential units here which are proposed for demolition at the north-west of the existing university campus. The scheme comprises a mixture of 3 & 4 storey residential blocks, with the lower blocks sited to minimise the visual impacts of the gable ends on the University Road approach. A single storey utility block is also proposed with a centralised bin/ recycling store, serviced from Wentworth Way. The residential blocks are all similar in their internal layouts with study bedrooms and en-suite bathrooms, and communal kitchens.

All the buildings layout and design have been influenced by the objectives of "Secured by Design", closed at the western end of the site. Cycle stores and walls link the blocks to ensure enclosure, so that access to all residential units is from inside the new enclosed courtyard. Cameras are also used to ensure security. The use of different storey heights helps to create a variety and massing interest across the site. To the south, the 4 storeys corresponds to the biology block which is further south. The mature trees within the site and adjacent to it also complement the scale and massing of the proposed layout, and new trees are being introduced to augment the layout. The topography is being retained where possible.

The primary student access to the site from the east is served by a small parking area with dedicated parking bays and a taxi drop-off point. A separate service access is maintained from Heslington Road to a service area north of the site.

The form of the blocks has developed in response to the University's brief, and to the palette of materials on neighbouring developments, with some of the design elements referring back to the earlier houses on the site (but also to hide downpipes and to reduce overall building heights). The architectural treatment & vocabulary is somewhat similar to the ISIS block that is adjacent (without imitating it), and this helps to soften and unify the elevational treatment here. The 3D modelling of the proposals is useful in explaining the spatial relationships and views through the scheme.

Still consider that unity would be enhanced by using a glazed canopy to the inner courtyard - (again, as used on the ISIS blocks) and a well-detailed external boundary treatment. However, overall the design solution aims to respect the existing principles of the campus whilst recognising the University's commercial & academic requirements.

### 3.4 EPU.

The environmental protection unit has no objections to this application, but wishes to make the following comments:

#### Contaminated land

It is understood that the site may have been put to previous uses that could result in land contamination (eg. the name 'Bleachfield' suggests some form of previous industrial/commercial use). From the historical maps of the area, it would also appear that ground levelling/infill has taken place to provide the flat terrace upon which the proposed development will be located - this could give rise to the generation of gas.

Both of these matters need to be fully explored and assessed to determine whether there is any potential impact on human health or ground water. Although a desk study has been



submitted by the applicant, it needs further work to better understand the site. However, these matters can be dealt with by condition. A watching brief is also recommended, should any unexpected land contamination be discovered.

Recommend conditions 10-12 to deal with this.

3.5 Landscape Architect.

No objections. Comments as before. Conditions relating to tree protection should be attached.

3.6 Ecology Officer.

Latest Bat survey reinforces those of last year although then there was a suspected roost in one of the trees, although this was not affected by the proposals. The presence of bats does not create an issue for the development. However the obvious value of the surrounding area for bats as evidenced by the forage activity recorded and the sites location in open wooded land adjacent to the Stray and the lake make this an attractive site and some enhancement work could be incorporated into the design of the buildings. This is supported by PPS9 and should be conditional of any new approval.

3.7 York Consultancy - Drainage.

The development is in a low risk flood zone 1 area and should not suffer from river flooding. No objections.

EXTERNAL.

3.8 Fishergate Planning Panel.

- i) Is inappropriate over development of the site. The University's award winning landscaping is being compromised by continuing development that is not in keeping with the original park like character as approved and built.
- ii) The erection of six buildings of 3 and 4 storeys will detrimentally alter the rural and open character of this part of the campus.
- iii) Increased traffic will add to existing traffic overload.

3.9 Hull Road Planning Panel.

No objections.

3.10 Heslington Parish Council.

It was noted that previously a number of architects had fought hard against demolition of Bleachfield, because of the architectural value of the buildings.

No objections to student houses being provided but a more appropriate design should be considered. Also agreed that the provision for more family housing should be made within the campus.

3.11 Environment Agency.

No objections. Recommend 2 conditions to control surface water drainage.

3.12 Yorkshire Water.

No objections. Comments and recommended conditions as before.

3.13 Police Architectural Liaison Officer.

Attended a meeting in December 2005 at the University to discuss security and 'designing out crime' issues relating to this development. Notes that most of the issues discussed have been incorporated into the plans. Since the application came in has further met with the Architect in order to clarify a few issues. As a result of this confirms the following:

- Access control measures will be fitted to the entrances to all the accommodation blocks.
- Landscaping to be provided to the vulnerable west facing gable of Block 3 in order to create a buffer zone of defensible space between the gable and open space beyond.
- Defensible space will be created around the other buildings utilising landscaping.
- Vulnerable ground floor windows will be fitted with laminated glass.
- Small narrow windows on the vulnerable gables of Blocks 3 and 4 will not have opening lights.
- The development will be covered by CCTV.
- Cycle stores all overlooked and secured by means of swipe card access control.
- Suitable lighting provided around the site.
- Hedging to be provided on the northern boundary which will imply an area of 'defensible space'.
- Fencing to 2 metres high will be provided between blocks 3 and 4 to form a secure boundary keeping access to the site to a minimum.

In light of the these proposed measures, no objections.

### 3.14 Ouse and Derwent IDB.

Recommend that the surface water from the development should be discharged directly or indirectly to the IDB maintained Lowmoor watercourse. In turn the lake acts as a balancing tank, which controls the rate of discharge.

### 3.15 Twentieth Century Society.

Objects to the proposed scheme which would compromise the present successful interplay of architecture and landscape.

### 3.15. Third Parties.

5 letters of objection received.

- Doesn't address the previous reason for refusal at all. Other than minor, token elevational changes, the scheme is the same. It is a hasty re-submission of the previous scheme. Much of the material has simply been re-submitted, a procedure which amounts to an insult to the planning committee. No change in substance has been made to the rejected scheme and therefore should be rejected again.
- Would be perverse in the extreme for the Authority to now grant permission since it makes no attempt to address any of the reasons for the original refusal.
- Almost certainly that the University have the objective of completing the scheme in time for October 2007 and will no doubt press for approval again to meet this date. This is not a good enough reason for granting consent to a scheme already damned by the Council and which is completely at odds with the Universities protestations for architecture of the highest quality at the new east campus.
- The block layout and massing, criticised as simplistic, remains unaltered. The 6 blocks do not combine to enclose a comprehensible space. They remain strewn about the site in a way reminiscent of a train crash.
- Design remains repetitive and unrefined.
- Scheme does not respond to the special landscape character of the area. The scheme is assertive and restless as opposed to the present which is of relaxed proportions.
- Simple and most sustainable approach is to retain the high quality housing they already have and refurbish it. They could have been used over the last 18 months instead of lying empty. It has not been shown why the existing high quality housing should be demolished.
- Recognised need for accommodation on campus but the design here is of a standard inadequate for the present campus and sets an unacceptable precedent for a future campus.

## 4.0 APPRAISAL

4.1 The key issue is considered to be;

i) whether the revised scheme addresses the previous reason for refusal.

Policy Background / Green Belt.

4.2 The university campus lies within an area of Green Belt, as defined by the adopted North Yorkshire Structure Plan and the draft Local Plan. Planning Policy Guidance Note 2 sets out government policy regarding development in green belts, and Annex C of that document specifically refers to Higher Education institutions. The advice makes it clear that such institutions are subject to the same controls as other development in green belt, but at the same time stresses that more people should be encouraged to undertake higher or further education. The guidance states that local plan preparation should address the need for such institutions to expand by excluding them from green belt.

4.3 Policy ED6 of the emerging Local Plan (4th set of changes) seeks to exclude the Heslington Campus from the Green Belt and permit further university development. The policy contains a set of criteria including a maximum 20% development footprint of the campus area, appropriate height of buildings, good standard of design and no overall increase in car parking provision. These policy objectives are reiterated in the Heslington University Campus Development Brief adopted in August 1999.

4.4 The Development Brief and draft policy ED6 considers the implications of future development at the university on the green belt. It is considered that 20% was an acceptable limit for future expansion which would not significantly compromise the openness of the green belt.

Developed Footprint

4.5 The build footprint of the existing buildings is approximately 1957 square metres. The built footprint of the new proposals is approx. 2375 sqm, a net increase of 418sqm. This means the extra developed footprint area is within the threshold of 20% developed area within the Heslington campus. The footprint of the proposed six accommodation block buildings would be sited within a 'development area' identified in the brief and would not result in the loss of any of the University's important open spaces. A small wedge of defined open space does extend along the south western boundary of the site close to its boundary with Wentworth Way and within this wedge the electricity sub-station is proposed. However the building is on the very south western edge of this wedge and is only 30sqm in size and 3 metres high. It is immediately adjacent to Wentworth Way with open green space around it and it is 20 metres away from the nearest accommodation building (block 4) in a diagonal direction. Given this, officers do not consider the sub-station to unduly impact on, or compromise the objectives of this defined open space.

4.6 An important and defined 'tree belt' along the western boundary of the site the campus (with Heslington Stray) is untouched by the development.

Design.

4.7 The design and appearance of the proposal is the most contentious aspect of the application and was the basis of the previous refusal. The comments of Fishergate Planning Panel and Heslington Parish Council are similar to those expressed before and the objections received from interested third parties all also reflect continued concern over this issue.

4.8 The existing area of Bleachfield is one of the most attractive and open spaces within the Heslington campus. Even though it is within the defined development boundary of the campus, it has retained a more open feel because of the low rise nature of the existing buildings and their immediate environs and also the gently sloping, contoured character of the land, all of which is grassed. Added to this is the presence of several large mature trees both within the site and on its edge (along with a plentiful supply of less mature planting) and the ambiance of the area is generally open and quite peaceful. Officers acknowledge that this character will be altered as a result of this scheme.

4.9 The revised scheme has changed little in terms of footprint and layout. This is mainly due to the confines of the site and the need to contain development within the central portion of the site away from the protected trees. It also requires the number of bedrooms proposed (248) in order for it to be worthwhile and meet its stated aims and objectives. Where changes have been made is to the appearance of the buildings. They have more of a domestic feel to them now instead of the somewhat sanitised, 'business park' feel of the previous scheme. The main changes are the introduction of more timber boarding to better reflect the adjacent Isis buildings and alterations to the roof design.

4.10 This revised scheme does go some way to addressing the concerns members had previously and which consequently formed part of the basis of the refusal. Members are referred back to para. 3.3 of this report for the more detailed comments of the Urban design officer. Given the low rise nature of the existing houses and their fairly unique design, it is somewhat difficult to develop a scheme which complements successfully the 'old and the new' but which at the same time maintains the same developed footprint area and respects the extensive tree cover and openness of the site and its boundaries. Officers consider it critical to ensure that this be maintained as much as possible whilst at the same time acknowledging and understanding other pressures.

4.11 With regard to the retention of the existing buildings it is regrettable that these are to be lost as they do offer a unique character and form not seen anywhere else within the Heslington campus. However this also has to be weighed against the clearly changed circumstances since these were built in the 1970's. The University has expanded significantly and there is now significant pressure to include as much student accommodation within the campus as possible in order to reduce the pressure on private housing throughout the city. Point 7 of Policy ED6 supports and identifies this need. The University development brief of 1999 also supports this, stating clearly the need to reduce travel by private vehicle by providing the majority of student accommodation on campus. Therefore given that to refurbish the buildings would probably only offer a very limited number of study bedrooms it is unlikely that that option will go anywhere near to meeting those requirements. Increasingly the Planning Dept. is receiving applications to change family houses into Houses of Multiple Occupancy (plus many changes to houses which don't actually require planning permission) and this is slowly undermining the character of certain areas of the city. Officers consider this to be a significant material consideration when determining this application.

4.12 The urban design officer also states that whilst the design virtues of the existing blocks are recognised they are 'of their time' and given the other material considerations that now exist, it is appropriate to move onto a higher density development. Officers, whilst also fully recognising the merits of the buildings agree with this view.

#### Design and Site layout.

4.13 Therefore the next key issue is the design of the proposed scheme and how this compares to the refused scheme. Point 5 of policy ED6 encourages the need for 'a high standard of design appropriate to the setting of the University' and the development brief also extols the importance of good design in para. 5.18. Para. 5.19 also goes onto say that

'building heights will be contained within an envelope raising little above the mature forest tree canopy (eg. 3 or 4 storeys) of the framework planting...'

4.14 The six residencies are a mixture of three and four storey. The maximum height of the four storey buildings will be 13.8m above ground level with the three storey 10.8 metres above ground level. A plan has been submitted showing the buildings against the sloping land levels of the site from north to south and this shows that the height falls below the height of the mature trees both adjacent to and within the site boundary. Given that it is these which help to define the character of the site this is an important issue. The four storeys correspond to the Biology block buildings further south and therefore there is no objection to this size in principle. Given the above, the development will be well screened from the main public view on University Road by the large, mature trees on the northern boundary of the site by Heslington Road. This is particularly the case in summer when the trees are in full leaf but even in winter, views of the buildings will be filtered quite significantly.

4.15 The courtyard layout remains as part of the submitted scheme although officers do acknowledge that this did form part of the reason for refusal before. However, officers were of the view that the layout should be supported before and they have no reason to alter this view now. It is largely inevitable that a layout of this sort needs to be employed given the development constraints the site offers such as the topography of the land, the mature trees around the perimeter of the site and the aims and objectives of the scheme. It has been employed successfully elsewhere on the campus and has been based on the principles of Secure by Design, with entrances facing inwards and site security also provided by the siting of the cycle stores and boundary walls. This boundary treatment, particularly the more sensitive western side, needs to be carefully considered in design and appearance terms. Condition 24 is recommended here.

4.16 The main criticism of the previous scheme was that the buildings were very similar in appearance and lacked an element of imagination. This was the main reason for refusal before. It was felt that the buildings in the previous scheme resembled 'business park' style buildings. Officers fully acknowledged that the previous scheme resulted in a less memorable development than existing, largely because of the loss of the open space but also because of the somewhat bland design of the buildings. However, this is somewhat inevitable given what the University are seeking to achieve from the development as only the full retention and refurbishment of the existing buildings would fully retain the existing character and form as existing. Officers have already expressed the view that this is not viable and that the other material considerations discussed above, such as student housing need within the campus have to be weighed against this.

4.17 On this, officers have concluded that whilst the previous scheme was poor in terms of design, this scheme has made enough alterations to overcome some of the problems of the previous submission and the subsequent reason for refusal. They are more domestic in appearance, have an improved roof design, make better use of materials, in particular timber boarding, that reflect both the existing buildings on the site and the adjacent IRISS buildings.

Residential Amenity.

4.18. This was not considered an issue previously and nothing here changes that view. The blocks are sited well away from residential houses, the nearest one being approx. 150 metres away to the North West (111 Heslington Road and Garrow Bank). Furthermore the buildings are positioned on lower ground than either of these properties and a large number of mature trees stand between the development and these properties. Given that the height of the buildings do not exceed those already on campus and that they will be sited within the

campus boundary, it is not considered detrimental to the amenity of these residents. Condition 17 requires details of external illumination to be agreed in order to prevent harm as a result of light pollution.

Drainage and Flood Risk.

4.19 The Environment Agency have withdrawn their request for a full flood risk assessment and are now satisfied that, given the topography of the site, it is not at risk from river flooding. Conditions 14 and 15 are recommended to deal with drainage requirements / arrangements.

Sustainability.

4.20 In transport terms the development is highly sustainable. Regarding construction the development is sustainable inasmuch that it meets the basis requirements of the new Part L of the Building Regulations and actively encourages recycling. The applicants have committed to standard forms of sustainable development such as increased insulation to walls, floors etc, use of high efficiency condensing boilers, heat recovery systems, low energy light fittings and low volume flush toilet installations. They also state their intention to use materials from sustainable sources, in particular timber products. Whilst all this is very much welcomed it is somewhat regrettable that on such a large, high energy use scheme that facilities such as rainwater harvesting and solar gain cannot be incorporated into the development. However, the development does accord with the objectives of Policy GP4A of the draft local plan and given the wording of the policy and national guidance on this matter, officers do not consider that, this issue can be used in isolation as a reason for refusal. The University has committed itself to achieving 'very good' or 'excellent' in the standard Building Research Establishment BREEAM ratings for sustainable development and this is welcomed. Condition 25 is recommended on this and this will ensure that the development accords with Policy GP4A of the draft local plan.

## 5.0 CONCLUSION

### 5.0 CONCLUSION

5.1 It is considered that the proposed development meets the criteria set out in Policy ED6 of the draft Local Plan and the general principles set out in the development brief for the University. The design and appearance of the scheme is considered to be acceptable. Officers supported the scheme previously and given the positive changes made to the appearance of the buildings, see no reason to not do so this time as well.

5.2 An agreement has been made with Government Office not to refer applications for development within the existing campus to the Secretary of State.

## 6.0 RECOMMENDATION: Approve

- 1 TIME2 Development start within three years
- 2 The development hereby permitted shall be carried out only in accordance with the following plans:-

Drawing no's

- 1249/100 Revision D.
- 1249 - 300
- 1249 - 303
- 1249/200 Rev. A
- 1249-101
- 1249-002
- 1249/102 Rev. A
- 1249-304
- Landscape Proposals.

or any plans or details subsequently agreed in writing by the Local Planning Authority as amendment to the approved plans.

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

3 VISQ8 Samples of exterior materials to be app

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

- 1:20 sectional plans of all window reveals and door casements.

Reason: So that the Local Planning Authority may be satisfied with these details.

5 LAND1 IN New Landscape details

6 None of the existing trees shown to be retained on the approved plans shall be wilfully damaged or destroyed or uprooted, felled, lopped or topped without the previous written consent of the Local Planning Authority. Any trees removed without such consent or dying or being severely damaged or becoming seriously diseased before the end of that period shall be replaced with trees of such size and species as may be agreed in writing with the Local Planning Authority.

Reason: The Local Planning Authority considers it important to safeguard these trees in a positive manner so as to secure their continued well being.

7 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 of protective fencing, phasing of works, site access during demolition/construction, type of construction machinery/vehicles to be used, (including delivery and collection lorries and arrangements for loading/off-loading), parking arrangements for site vehicles and storage of materials, location of marketing cabin.

The following details must also provided : construction details and existing and proposed levels, where a change in surface material and/or levels are proposed within the canopy spread and possible rooting zone of a tree.

The protective fencing to BS5837 Part 8 shall be erected around all existing trees shown to be retained. Before commencement on site the protective fencing line shall be shown on a plan and agreed with the local authority and subsequently adhered to at all times during development to create exclusion zones. None of the following activities shall take place within the exclusion zone: excavation, raising of levels, storage of any materials or top soil, burning, parking or manoeuvring of vehicles, mechanical cultivation under the canopy spread of retained trees. There shall be no site huts, no marketing offices, no mixing of cement, no disposing of washings, no stored fuel, no new trenches, pipe runs for services or drains. The fencing shall remain secured in position throughout the construction process including the implementation of landscaping works. A notice stating 'tree protection zone - do not remove' shall be attached to each section of fencing.

Reason: To protect existing trees which are covered by a Tree Preservation Order and/or are considered to make a significant contribution to the amenity of this area.

8 HWAY19 Car and cycle parking laid out

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

Monday to Friday	08.00 to 18.00
Saturday	09.00 to 13.00
Not at all on Sundays and Bank Holidays	

Reason: To protect the amenity of the area.

10 A desk study shall be undertaken in order to identify any potentially contaminative uses which have or are currently occurring on the site. This shall include a site description and a site walkover and shall be submitted to and approved by the local planning authority prior to development of the site. Informative: This should, where possible date back to 1800.  
A site investigation shall be undertaken based upon the findings of this desk study. The investigation shall be carried out in accordance with BS10175: Investigation of potentially contaminated land: code of practice. The results of the investigation shall be submitted to and approved by the local planning authority in writing prior to any development commencing on the site. A risk-based remedial strategy shall be developed based on the findings of the site investigation. The remedial strategy shall be submitted to and approved by the local planning authority in writing. The approved strategy shall be fully implemented prior to any development commencing on site. Informative: The remedial strategy shall have due regard for UK adopted policy on risk assessment and shall be developed in full consultation with the appropriate regulator(s).

Reason: To protect human health and the wider environment.

11 A validation report shall be submitted to and approved by the local planning authority, detailing sample locations and contaminant concentrations prior to any development commencing on site.



Reason: To protect human health and the wider environment.

- 12 Any contamination detected during site works that has not been considered within the remedial strategy shall be reported to the local planning authority. Any remediation for this contamination shall be agreed with the local planning authority and fully implemented prior to any further development of the site.

Reason: To protect human health and the wider environment.

- 13 ARCH2 Watching brief required

- 14 Development shall not begin until details of foul and surface water drainage works and a timetable of works have been submitted to and approved in writing by the Local Planning Authority, and carried out in accordance with these approved details. This shall include details of any balancing works and off-site works. The site shall be developed with separate systems of drainage for foul and surface water on and off site.

Reason: So that the Local Planning Authority may be satisfied with these details for the proper drainage of the site and to prevent the increased risk of flooding.

- 15 Unless otherwise approved in writing by the Local Planning Authority, there shall be no piped discharge of surface water from the development prior to the completion of the approved surface water drainage works.

Reason. To ensure that no surface water discharges take place until the proper provision has been made for its disposal.

- 16 HT1 IN Height

- 17 Prior to the first occupation of the residences hereby approved details of any scheme of illumination for external areas shall be submitted to and approved in writing by the Local Planning Authority and those details shall subsequently be implemented on site.

Reason: To protect the living conditions of nearby residential properties and to prevent light pollution.

- 18 HWAY10 Vehicular areas surfaced, details reqd

- 19 HWAY15 Gradients

- 20 HWAY18 Cycle parking details to be agreed

- 21 HWAY31 No mud on highway during construction

- 22 HWAY40 Dilapidation survey

- 23 Prior to the commencement of any works, a detailed method of works statement shall be submitted to and agreed in writing with the Local Planning Authority. This statement shall include the precautions to be taken to ensure the safety of the general public, the method of securing the site, access to the site and the route to be taken by vehicles transporting the demolition and construction material, and the hours during which this will be permitted.

Reason : To ensure that the works are carried out in a safe manner and with minimum disruption to users of the adjacent public highway.

- 24 VISQ4 Boundary details to be supplied
- 25 Prior to the commencement of development, details of the BREEAM assessment demonstrating that this development has achieved an 'excellant' standard must be submitted to and agreed in writing to the Local Planning Authority.

Reason. To ensure that the development is sustainable and accords with Policy GP4A of the draft City of York Local Plan.

## 7.0 INFORMATIVES:

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# BLEACHFIELD CAMPUS - 06/1806/FULM

SCALE: 1:1250	DRAWN BY: PSL	DATE 17/10/2006
Originating Group:	Project	Drawing No.



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**COMMITTEE REPORT**

**Committee:** Planning Committee                      **Ward:** Guildhall  
**Date:** 26 October 2006                                      **Parish:** Guildhall Planning Panel

**Reference:** 06/01482/FULM  
**Application at:** St Johns College Clarence Street York  
**For:** Erection of new building for academic floorspace and conversion of 56 and 58 Lord Mayor's Walk to offices serving educational purposes  
**By:** Trustees Of York St John University College  
**Application Type:** Major Full Application (13 weeks)  
**Target Date:** 29 September 2006

**1.0 PROPOSAL**

1.1 This application seeks full planning permission for the erection of a building to provide additional academic floorspace for York St. John University College on a corner plot located at the junction of Clarence Street and Lord Mayor's Walk at the northern end of Gillygate. The proposal involves the demolition of existing buildings associated with the former Wynsors retail outlet. The application also proposes the change of use of the adjacent 56 and 58 Lord Mayor's Walk, a pair of Grade II listed Georgian buildings from a single dwelling house and house in multiple occupation, to office accommodation to be used by the College for educational purposes.

1.2 The proposal is a complex building of predominantly three floors with a fourth storey towards the higher end of the site adjacent to the Fountains Learning Centre. On the south side the scheme wraps itself around the Grade II listed 56 and 58 Lord Mayor's Walk. The element of the proposed building, which sits on the corner of De Grey Street and Lord Mayor's Walk and adjoins the eastern gable end of 58 Lord Mayor's Walk, consists of a simple, overtly modern flat roofed building with a height to match the eaves of 58 Lord Mayor's Walk. The building appears to have a "floating" brick box projection above a grey rendered ground floor. It would have a large horizontal window looking down Lord Mayor's Walk.

1.3 The western elevation of the building onto Clarence Street is curved in contrast to the other main building elements which are arranged perpendicularly. This 12.8 metres high curved elevation, which measures approximately 38 metres in length along Clarence Street, would be constructed of patterned brickwork and would be set back from the site boundaries. This elevation details a number of small windows informally located on the part that faces down Gillygate and more conventionally sized windows (although set within deep reveals) along the length of the Clarence Street frontage.

1.4 Whilst the massing of the proposed new development relates consciously to the edges of the site, an internal semi public space would also be created. This courtyard also serves as a new pedestrian route passing diagonally across from the Clarence Street corner via the new courtyard and linking up with the cross campus route to the East of the Fountains Building.

1.5 A Traffic Regulation Order to close De Grey Terrace and De Grey Street to vehicular traffic is being advertised. Parking, which is reserved for permit holders on these highways would be replaced in Pay and Displays bays on Lord Mayors Walk. There would be no parking on the site. The building frontage on the Clarence Street elevation has been set

back to allow the future provision of a bus lane leading up to the Lord Mayors Walk traffic signals, should the Authority decide to proceed with this measure.

1.6 Whilst the 0.19 ha site of the proposed new development lies just outside the Central Historic Core conservation area, 56 and 58 Lord Mayor's Walk are included within it. The site is approximately 50 metres from the north corner of the City walls (Robin Hoods Tower) which are scheduled as an ancient monument. The site is bound on its north and east sides by De Grey Terrace and De Grey Street, which are themselves defined by the Fountains Learning Centre and the Foss Building, which were approved in 2001. The west of Clarence Street is dominated by Union Terrace car/coach park and to the south west, there are the two and three storey Victorian houses and shops fronting Clarence Street and Claremont Terrace, which back onto the car park. Immediately to the south of the site is a row of more recent two storey terraced houses.

1.7 The site has been used most recently by the Wynsors World of Shoes outlet and since its acquisition by the University College, it has been used for archive storage and for car parking.

1.8 The application is accompanied by the following supporting documentation: Design Report including Transport Statement, Archaeological Desk Based Assessment, Intrusive Ground Investigation Report, Arboricultural Survey and Bat Survey.

1.9 There is an accompanying listed building application relating to 56 and 58 Lord Mayor's Walk, which seeks approval for works to the gable end of 56 Lord Mayor's Walk and alterations to the curtilages of both listed buildings in order to facilitate the proposed new build aspects of the development.(06/01485/LBC).

1.10 This report in sections 3 and 4 refers to 'original', 'amended' and 'latest' plans.

Briefly, the 'amended' plans incorporated the following amendments:

- Reduction in building height by 1.7m
- Removed roof plant
- Reduced the west elevation overhang on Clarence St by 2.3m
- Introduced a "butterfly" pitched roof to the 4th floor
- Reduced the height of the curved wall by 0.8m
- Changed the materials from concrete to brick
- Increased glazing in the curved wall
- Amendments to the glazing of the element adjacent to 56/58 Lord Mayors Walk and setting back the ground floor.

The 'latest' plans include the following amendments:

- Revisions to the glazing in the curved wall
- Further set back to the element adjacent to 56/58 Lord Mayors Walk.

## **2.0 POLICY CONTEXT**

2.1 Development Plan Allocation:

Areas of Archaeological Interest City Centre Area 0006

Conservation Area Central Historic Core 0038

Listed Buildings Grade 2; 56 Lord Mayors Walk York YO3 7EZ 0541

2.2 Policies:

CYSP3  
Safeguarding the Historic Character and Setting of York

CYSP8  
Reducing dependence on the car

CYGP1  
Design

CYGP4A  
Sustainability

CYGP3  
Planning against crime

CYGP9  
Landscaping

CYGP11  
Accessibility

CYHE2  
Development in historic locations

CYHE4  
Listed Buildings

CYHE10  
Archaeology

CYHE11  
Trees and landscape

CYT4  
Cycle parking standards

CYED5  
Further and Higher Education Institutions

**3.0 CONSULTATIONS**

INTERNAL

3.1 HIGHWAY NETWORK MANAGEMENT

The users of the new development are likely to be students, staff and an existing commercial partnership, all of which are currently housed on the existing campus site. The proposals will result in a decrease of 40 parking spaces on the campus, and thus lead to a reduction in the number of vehicular trips generated.

Agreement has been reached with the Highway Authority on the principle of removing motor vehicles from De Grey Street and De Grey Terrace in order to create a quiet thoroughfare between these new buildings and the current Campus. A Traffic Regulation Order is currently being advertised to give effect to this measure, with the usual exemptions for emergency vehicles and statutory undertakers. As compensation for the loss of residents parking bays currently present on these two streets, the users will in future be allowed to share pay and display bays recently set up along Lord Mayors Walk, under a permit scheme.

The main pedestrian access point to the buildings will be at the junction of Clarence Street and Lord Mayors Walk where signalled pedestrian crossing points are already located. The servicing needs of the building will be met from existing servicing points on campus.

The building frontage on the Clarence Street side has been set back sufficiently to allow the future provision of a bus lane leading up to the Lord Mayors Walk traffic signals, should the Authority decide to proceed with this measure.

Although still remaining public highway, the College has indicated its desire to pave the full widths of De Grey Street and De Grey Terrace once general vehicular traffic has been removed.

A transport statement prepared by the College's transport consultants in support of the application demonstrates that the new buildings are in a sustainable location being in close proximity of the City Centre and public transport routes. The development will actually result in fewer vehicle trips to the site and associated student accommodation is within acceptable walking and cycling distance of the Campus.

In September 2003, the College produced a Green Travel Plan and since that time has been successful in achieving a 67% reduction in the level of parking at the College. A corresponding 75% increase in cycle parking has been achieved and the College is participating in a car sharing scheme set up recently by the City of York Council.

In conclusion there are no highway objections to the proposals subject to a number of standard highway conditions. The College will also need to obtain licences from the Authority in order to construct pedestrian footways over public highways in order to provide linkages with the upper floors of the buildings.

## 3.2 ENVIRONMENTAL PROTECTION UNIT

No objections to this application but recommend a number of conditions to protect the surrounding residents amenity while and after the development of the site. These conditions relate to hours of demolition and construction works, details of all machinery, plant and equipment to be installed and a contaminated land watching brief condition.

## 3.3 URBAN DESIGN AND CONSERVATION

### 3.3.1 Conservation / Urban Design

**(Original Plans)** Proposals seek to redress some of the negative qualities of the immediate environment by introducing a building which is a collection of strong interconnected forms. The forms help to define a better context for the mirrored pair of mid C19th houses on Lord Mayors Walk, by anchoring them to a new corner building onto De Grey Street. The approach would appear valid at strategic level; however Officers are concerned about the nature of the architectural response to its immediate urban context. The specific areas of



concern are: the two storey projecting overhangs at high level; the size and scale and material of the relatively stark mass on the corner; the expression of the building abutting the listed buildings; and possibly the overall height.

Overall St John's University College has the reputation of being friendly and welcoming. More of these qualities should come through the expression of the scheme.

**(Latest Plans)** Please refer to comments contained within para's 4.4.1 to 4.4.14.

### 3.3.2 Archaeology

The site lies in the Area of Archaeological Importance. There are no scheduled ancient monuments on the site. Gillygate and Clarence Street appear to have been the focus for most Roman and medieval activity in this area. The corner of Clarence Street, Lord Mayors Walk and Gillygate was known as the Horsefair in the medieval period. Documentary sources refer to a number of medieval foundations in this area: the chapel of St Anne, the hospitals of St Peter, St Anthony and St Mary. On the Union Terrace car-park excavations revealed continuous occupation from the late 12th to the mid 17th centuries. The pre 12th century deposits were not excavated. The first building, a substantial limestone structure, was used as the 13th century church of the Carmelite Friary and had an associated burial ground. In 1295 the Friars moved to a new site and this site was taken over and became St Mary's Hospital. In the 17th century the site was taken over for use by St Peter's school. A limited archaeological evaluation of the application site was carried out by ARCUS in 1993.

In March and April 2006, York Archaeological Trust undertook an archaeological and historic desk-based assessment (DBA) of an area of land focused on the application site at the junction of Lord Mayors Walk and Clarence Street. A report on this DBA has been submitted as part of the planning application. The DBA was designed to assess the archaeological and historic potential of the site. The DBA has shown the archaeological potential of the area to be generally high although details of the specific site are limited.

Appendix C of the Design Statement submitted to support the planning application states that "[the structural engineer] has been advised that excavations above 12.75mAOD are in fill of limited interest and below that level excavations are to be limited to 5% of the site".

As currently proposed in the application documents, the redevelopment is likely to damage or destroy a small percentage of archaeological deposits on the site. This damage is in line with that allowed by Policy HE10. The physical impact of the redevelopment can be mitigated if the following three planning conditions are imposed ; (i) an archaeological watching brief on ground reduction to 12.75m AOD, (ii) the archaeological excavation of all areas where elements of the building (excluding piles) extend below 12.75mAOD (ie lift pits, service connections) and (iii) a condition to ensure that the foundation system destroys less than 5% of the deposits preserved below 12.75m AOD.

### 3.3.3 Landscape

**(Original Plans)** Given that the scheme proposes to continue the building line of 56 and 58 Gillygate, there are no objections to the removal of the Yew. It currently serves a valuable purpose by adding amenity to the street and grounding the corner of/adding to the setting of number 56. However with the introduction of a suitable abutting building, the Yew would no longer be suitable. The Sycamore is reasonably visible from a public perspective but it has little intrinsic beauty; it is not a particularly good specimen; it is twin-stemmed; and it is in a poor location at the rear of the property, tight up against a boundary. The importance of the amenity of this corner junction was highlighted as a reason to retain the plane tree in this

location. A tree in this location fits in well with the design intention and acts as a foil for the juxtaposition of historic and modern architectural styles.

The introduction of a 2m wide bus lane would eradicate the line of mature silver birches along Clarence Street which are also a key part of the design. If this is the case, the proposals suggest that these would be replaced.

It is considered that the combination of setting the curved building back and its convex presentation to the street and the retention/or planting of trees around the perimeter presents a successful relationship between the listed buildings, the tree and the proposed building form. This arrangement creates a reasonable movement space in front of the development onto the Gillygate/Clarence Road junction, and the curve of the building leads naturally into the courtyard.

**(Latest Plans)** The proposals confirm that all the existing trees shall be replaced on a one for one basis. This is acceptable. The inclusion of Sedum roofs is welcomed.

### 3.4 DRAINAGE

The development is in low risk Flood Zone 1 and is not at risk from river flooding.

## EXTERNAL

### 3.5 ENGLISH HERITAGE

**(Original Plans)** We do not wish to comment in detail but offer the following general observations;

(1) Welcome the confirmation that the curving wall structure will no longer be proposed in concrete but in brick, which will make the structure less oppressive. Consider that the ongoing review of the fenestration treatment should endeavour to achieve a sense of permeability and welcome.

(2) The design of the new building adjacent to 56 Lord Mayors Walk should reflect its location adjacent to a pair of grade II listed buildings and intrinsically acknowledge the function of the spaces within. The college was suggesting that the space was likely to be used for offices. A commensurate design is thus needed. In addition, we wish to see greater vertical design emphasis introduced into this element of the scheme given its abutment to the pair of town houses whose rhythm is vertical in emphasis also.

(3) The rear block which links the curved wall building with the De Grey Street element is long and unbroken at high level. The long unbroken flat roof design creates, in our view, an oppressive structure which overwhelms the roofscape and is wholly uncharacteristic of the roofscape of York. Also we are concerned that the proposed overhang at high level to Clarence Street is over large and without modelling or fenestration expression.

**(Amended Plans)** Some significant amendments have been achieved and we are now more comfortable with the proposal than previously. There is a need to secure a visually embracing and exciting building which will, as the curve of Gillygate is exposed, announce the campus to those arriving from town. Much progress has been made in this respect and the general height, mass and materials should make a dramatic statement at the Gillygate/Lord Mayor's Walk junction and be less jarring than when seen from the City Walls. However we continue to suggest that the hard and soft landscape approach coupled with the signage motifs will have an important influence on the new building here.

In terms of the extension abutment to the pair of houses along Lord Mayor's Walk, this still, in our view, is unresolved. The detailing seems to be complex when it doesn't need to be.

The jetty to the two elevations now appears to be more strident than expected, bordering on the unnecessary. We question the volume of detailing here and suggest that a simplification of the Lord Mayors Walk elevation is needed.

Elevations to the rear and at high level - Again a number of alterations have been secured, particularly at high level where more modelling and visual interest has been introduced which is welcomed.

Summary - We would not wish to be prescriptive about the style of architecture which should be chosen for this site. The area is less sensitive than many of the more central York sites and a degree of architectural freedom and expression does not seem in our view to be unreasonable in this location. However several aspects of the scheme remain strident and awkward and still sit uncomfortably in the essentially domestic location along Gillygate. Nevertheless we are of the view that the mix of architectural styles here could sit comfortably in the street scene and there should be a net gain of architectural excitement. Much of its success will however be dependent on the choice of materials and execution of workmanship at the highest level of skill.

**Latest Plans** - Comments awaited.

### 3.6 GUILDHALL PLANNING PANEL

**(Original Plans)** The Panel objects most strongly to the application which is wholly inappropriate to its prominent location on the edge of the conservation area and embracing two listed buildings. The Panel regret that this appears to be the worst design submitted by a leading institution for a city centre site. The design appears to incorporate the worst features of the (London's) South Bank brutalism of the 1960s. The Council is urged to follow CABI advice by seeking a re-design which creates a strong streetscape along Clarence Street/ Lord Mayor's Walk of terraced buildings emulating the listed building and screening the large lecture theatre etc units to the rear. The current scheme cannot be improved and an early refusal is recommended.

**(Amended Plans)** The revised proposals have been examined. Despite the claims made, the revised proposals do not address let alone resolve the objections to this appalling scheme made in the Panel's earlier letter.

**(Latest Plans)** Despite the amendments submitted, the Panel continues to regard the proposals as alien to their surroundings and, above all, ugly.

### 3.7 CONSERVATION AREA ADVISORY PANEL

**(Original Plans)** The panel felt that the proposed alterations did not accord with their previous minute. The panel were divided with regard to the proposed attachment to the listed buildings but unanimous that no concrete should be used in the new build. The panel wish to see all further revisions.

**(Amended Plans)** The panel is now reasonably accepting of the Clarence Street elevation but do feel that the overhang does jar and disrupt the elevation. The panel feels that the impact could be lessened by using an alternative material and also emphasizing the vertical in line with the rest of the elevation rather than the horizontal. However the panel still have concerns with regard to the awkward way that the listed buildings are enveloped. The panel would prefer the listed building to have their own setting and be visually detached from the new build. The panel would like to see a planting scheme, which would connect the listed buildings with the existing St John's campus.

**(Latest Plans)** The panel feel that despite the alterations and modifications that have been made, none are an improvement on the original which was inappropriate, too big, dominating, overbearing and monolithic. The panel feels that this proposal detracts from the City Walls and is damaging to the setting of a listed building.

### 3.8 YORK CIVIC TRUST

**(Original Plans)** The York Civic Trust has no objection to the use of the application site for educational purposes, nor does it object to the demolition of the existing buildings on the site. It does however consider that the urban design analysis by the architects is fundamentally flawed and makes the following points;

(1) The design is unduly assertive and totally incongruous. Any building should provide a visual termination to Gillygate, which would sit happily in the pattern of existing development whereas its proposed form and massing are assertive and would terminate the views from Gillygate in an aggressive manner.

(2) There is an opportunity to "stitch" in a new development to repair the urban streetscape and to act as a foil to the existing post 2000 buildings of the College, which are too high and out of scale with their surroundings.

(3) The form, mass, scale and relationship of the proposed new buildings to their surroundings are totally alien to the grain and historic character of York. They ignore the scale of neighbouring buildings.

(4) The cladding materials for the main building are inappropriate for use in York. In particular, the use of concrete and large areas of timber is alien to the York Vernacular.

(5) Travelling from the north along Clarence Street, the projecting bulky timber accretion at 2nd and 3rd floor levels would intrude into views of York Minster and would destroy its dominance on the historic skyline.

(6) On balance, we'd agree with the Tree Consultants recommendation re the removal of the silver birch trees and replacement with more appropriate species. The London Plane tree is recommended for removal but is featured on all the perspective drawings. The removal of this tree will exaggerate the weakness, in townscape terms, of this corner.

(7) With respects to the proposed building adjoining 56/58 Lord Mayor's Walk, we say that few buildings have been proposed in York where the setting of listed buildings would have been so seriously harmed. It ignores the scale and character of these 18th century buildings. Ideally residential use should be retained. These listed buildings should have formed the starting point for the frontage development which would then have wrapped around the corner whilst respecting their scale and using their eaves as a benchmark.

**(Amended Plans)** The townscape values have failed to be addressed in this latest scheme. The amendments, in particular the substitution of brick for concrete, and a reduction in height of several buildings, do not address many of our earlier criticisms in respect of providing a visual termination to Gillygate; of respecting the scale and character of the listed buildings at 56/58 Lord Mayor's Walk; of overcoming the weakness on the corner of Clarence Street and Lord Mayor's Walk; and of the buildings being collectively too high for this location.

The new proposed use of recessed brickwork must rely on an engineering brick, not only because of the need for accuracy for implementing the design but also in order to be suitable durable. However this type of brick is alien to the York scene.

The building adjacent to No's 56 and 58 does not relate in anyway and is out of scale and character to the 19th century listed buildings. The eastern elevation of this new building would be a significant element when viewed from Lord Mayor's Walk and would be particularly visually disastrous.

### 3.9 YORKSHIRE WATER

If planning permission is to be granted, the following conditions are recommended;

- (i) Separate systems of drainage for foul and surface water
- (ii) Details required of the proposed means of disposal of foul and surface water drainage
- (iii) No piped discharge of surface water permitted.

### 3.10 LOCAL RESIDENTS

Two letters were received in response to the **originally submitted application**, making the following comments;

- (1) The scale of the building will overshadow the premises at St Margarets Court thereby cutting out natural light and will also obscure the view of the Bar walls from Clarence Street.
- (2) The materials and design of the building are reminiscent of all things bad about 1960s architecture. It would look in place in Stalinist Russia but alongside listed buildings and on the edge of a Conservation Area, it is a cheap and nasty eyesore. Textured concrete is inappropriate.
- (3) The pedestrianisation of De Grey Street and De Grey Terrace and the height of the buildings on both sides will provide two large dark corridors which is a safety and security concern. This is a contradiction to the Executive decision relating to the Arlight Centre, which stated that Marygate Car Park was unsuitable due to, among other things, "the proximity of alleyways and snickleways being a security and safety risk".
- (4) The intention to remove R14 Residents parking will cause disruption and add extra cost since the Pay and Display area is not safe, if further away from the houses and will require queuing and traffic chaos on Lord Mayors Walk to access.

Two further letters were received in response to the first set of **amended plans** making the following additional points;

- (1) The proposed structure is too high and will overshadow the Claremont Terrace and Clarence Street residences. The windows of the proposed overhanging wooden box will overlook the gardens of Claremont Terrace.
- (2) The structure ruins the setting of the two listed buildings in terms of height and proximity.
- (3) The height of the proposed structure is likely to act as a barrier/diverter to pollutant gases which are currently being channelled down Gillygate.
- (4) It is inappropriate to damage the view from arguably one of the nicest sections of the bar walls.
- (5) The roof line will be visible from the Minster and probably from the walls and will be totally out of scale for the area.
- (6) The artist's impressions which form part of the application are grossly misleading.

A further letter has been received in response to the **latest plans** noting that the amendments have not adequately addressed any of the raised by the Parish Council, York Civic Trust or anyone else. The letter reiterates the objections noted above.

## 4.0 APPRAISAL

4.1 The key issues are:

- principle of development
- impact upon character and appearance of Central Historic Core Conservation Area and adjacent listed buildings
- landscaping
- effect on archaeological remains
- transport issues
- sustainability issues

- impact on residential amenity

## 4.2 POLICY CONTEXT

The Development Plan comprises Regional Planning Guidance (RPG 12), North Yorkshire County Structure Plan (as amended 1995) and the 1956 Town Map.

RSS12 (Regional Spatial Strategy for Yorkshire and the Humber), which replaced RPG12 in December 2004, reflects Central Government advice in Planning Policy Guidance Notes. It seeks to strengthen the role and performance of existing city and town centres.

Policies E4, E5, and T9 of the North Yorkshire County Structure Plan are also of relevance. Policy E4 requires that buildings and areas of special townscape, architectural or historic interest be afforded the strictest protection. Policy E5 seeks to refuse development proposals which could result in damage to, or the destruction of, sites of archaeological importance. Policy T9 requires provision for car parking in all new developments, though with flexibility in centres of larger towns, conservation areas and in other areas of environmental significance.

In addition to the emerging Local Plan policies set out in section 2.2, Central Government guidance is also a material consideration. This is set out in the Planning Policy Guidance Notes and Statements, in particular in PPS1, PPG13, PPG15 and PPG23.

## 4.3 PRINCIPLE OF DEVELOPMENT

The site is unallocated for development within the City of York Draft Local Plan. However as the site lies immediately adjacent to a wider educational allocation for York St. John University College and in the context of Draft Local Plan Policy ED5, which states that the development of further and higher education institutions in York will be encouraged in accordance with Local Plan policies, the redevelopment of the site for educational purposes is considered to be acceptable in principle.

## 4.4 IMPACT UPON CHARACTER AND APPEARANCE OF CENTRAL HISTORIC CORE CONSERVATION AREA AND ADJACENT LISTED BUILDINGS

4.4.1 PPG15 (Planning and the Historic Environment) highlights the need for development proposals to preserve or enhance the character and appearance of Conservation Areas and similarly to respect the character, appearance and setting of listed buildings. Policy HE2 of the Draft Local Plan states that within or adjoining conservation areas, and in locations which affect the setting of listed buildings, development proposals must respect adjacent buildings, open spaces, landmarks and settings and have regard to local scale, proportion, detail and materials. Proposals will be required to maintain or enhance existing urban spaces, views, landmarks, and other townscape elements, which contribute to the character or appearance of the area.

4.4.2 The site occupies a corner plot just outside the Central Historic Core Conservation Area. It is situated to the north of Gillygate and is approximately on axis with this street. The two listed buildings are drawn within the designated conservation area boundary and would become part of the overall scheme. Details of their conversion are subject to a separate listed building consent application, which has recently been submitted.

4.4.3 Gillygate itself is a historic street, the Royal Commission volumes reporting that buildings were being constructed here as early as the 12th century. It now contains a variety of 2, 3 and 4 storey buildings mostly dating from the 18th, 19th and 20th centuries. The street was blighted in the 1960s and 70s due to proposals for an inner ring road in this

location. It is still busy with traffic though it remains an important pedestrian connection into the city centre. It also appears to be recovering slowly from its economically degraded state.

4.4.4 Lord Mayors Walk still possesses qualities of the "broad walk" which was created in the early 18th century from Goose Lane, though these qualities are diluted towards the junction with Gillygate and Clarence Street. Clarence Street is relatively recent having been formed in the early 19th century. Extensive clearances of the speculative Victorian terraced housing in this area were carried out during the second half of the 20th century. The lack of urban enclosure is compounded by the openness of the coach/car park, the line of trees not being sufficiently strong to define the carriageway or to compensate for the pollution and noise at the busy road junction. At present the site and its immediate environs onto Clarence Street offer a poor environment as the setting of the conservation area

4.4.5 The large brick shed abutting the rear boundary of the two listed houses (nos 56 & 58 Lord Mayor's Walk) and the extent of hard surfacing and car-parking detract from the setting of the listed buildings. Map evidence shows that the west gable elevation of No. 58 was exposed to the garden of an independent 3 storey house (originally called Clarence Cottage) which faced Clarence Street. Though a degree of openness at the head of Gillygate is of longstanding, the lack of a structured urban environment between the relatively new educational buildings and existing historic buildings is damaging to the image of the area so close to the City walls.

4.4.6 Officers acknowledge that the brief for the site is ambitious requiring the provision of facilities for the new Faculty of Professional Health and Life Sciences and a number of associated enterprise and outreach activities. The scheme seeks to redress the negative qualities of the site whilst providing an imaginative response to brief and context. It would be considered to make a significant architectural contribution in its own right and this has already raised the debate about the nature of new architecture in a historic context.

4.4.7 The proposed scheme addresses many complex and competing factors:

- it must operate as a stand-alone facility whilst relating to the existing network of routes and the primary access points elsewhere on campus.
- it must respect the scale of surrounding buildings i.e. the large scale of the Fountains Centre and the Foss Building to the north and east, the domestic properties and shops facing Clarence Street, and the two isolated listed buildings.
- it must provide clear internal organisation which accommodates the large volumes of the teaching spaces and smaller ancillary rooms.
- it must be legible from inside and out.
- the building will also be seen from the raised platform of the City Walls; so the roofspace is important.

4.4.8 The proposal is a complex building of predominantly three floors with a fourth storey towards the higher end of the site adjacent to the Fountains Learning Centre. The scheme wraps itself around an inner courtyard, integrating the listed building on the south side. The courtyard serves many purposes: technically it brings light and natural ventilation into the centre of the scheme; it creates a semi public area as an intermediate space between the street and the reception/control point; and importantly it pulls the new buildings back from the listed buildings in order to respect their setting. The new footprint also redefines the edges of De Grey Street and De Grey Terrace - these streets becoming pedestrianised. The curved wall along Clarence Street would be set back from the site boundaries allowing trees to filter views along the main route. This position also increases the separation between domestic properties on the west side of the street. At the junction with Gillygate the wall is set back 10 metres from the front elevation of the listed buildings. This creates a threshold

space at the entry point into the site from the city centre and it preserves the dominance of the listed buildings as seen from Gillygate.

4.4.9 The proposed building is expressed as a collection of strong inter-connected forms responding to different contexts on each side of the site. Whilst the strategic planning of the site appears ingenious, Officers have raised concerns about the nature of the architectural response to its immediate urban context. These concerns, which are listed below, are considered to have been addressed in the latest set of plans.

**The extent of the two storey overhang onto Clarence Street**

The overhang has been foreshortened by two metres allowing views of the Minster to be revealed earlier. Initially the overhang appeared contrived; however it provides incident as one progresses southwards along Clarence Street, echoing the much larger projection above the main entrance of the Fountains building. It also helps one understand the organisation of the building from outside the site.

**The size, scale and material of the curved wall especially the relative mass facing Gillygate.**

The curved wall on Clarence Street encloses inward looking teaching spaces which require privacy and protection from the noise and pollution of the external environment. Concrete has been replaced by brickwork. The use of local hand made bricks is being investigated. The fenestration pattern has changed to open up the façade with windows designed to relate internal functions. The wall will be deeply modelled, have texture and varied colour. It will appear rhythmic and interesting in night-time views.

**The expression of the building abutting the listed buildings (No 56).**

The corner unit housing the board room at first floor level has been set back from the main façade by 1.5 metres to allow the mirrored pair of houses to "read" separately. Visual separation is increased by the use of grey render which returns onto the exposed gable. The "brick box" projection is much lighter now and relates compositionally to the upper part of the listed buildings.

**The overall height.**

The overall height has been reduced by between 750mm and 1.5 metres. This has been achieved by reviewing the servicing and structural strategy. It is noted that the length and height of the curved wall compares with the façade of the Borders building on Davygate which is a more intimate pedestrianised environment.

**The flat roofscape.**

An inverted pitched roof has been introduced into the centre of the top floor. This will improve the skyline silhouette. Its south facing aspect would permit the use of solar technologies.

**Bridge Connections**

Officers are not concerned about the bridge connections in principle, if it makes the college function better. They would be set back from the main roads on roads internal to the development. They should be open and light-weight in design.

4.4.11 The joint English Heritage and CABE (Commission for Architecture and the Built Environment) document "Building in Context" suggests general criteria for judging whether a new building in a historic context has adopted "the right approach". The proposed scheme would meet the criteria, for example, sitting within the pattern of surrounding development, developing routes through and around the site, respecting important views, responding to the scale of neighbouring buildings, using building materials and methods of as high a quality of surrounding fabric, adding variety and texture to the city.



4.4.12 The "right approach" is not meant to be prescriptive and it applies to all building types. Over and above these general criteria, St John's College is a culturally significant building within York, its constituency reaching beyond the city boundaries. The proposal is expected to be of architectural significance above the "ordinary". Amongst its objectives for the new building the University College made the requirement that it should be "architecturally striking" and that it should make a strong statement about the importance of higher education in the city.

4.4.13 The historic fabric of York has embraced the strong forms of culturally important buildings in the past, for example, the early 18th Century Assembly Rooms intruding onto the medieval streetscene with its large scale pediment, its additional height being hidden under a roof top box set back from the main façade ; the 20th Century "City Screen" with its timber enclosure to one screen and its giant stone cantilever sheltering another (adjacent to the Guildhall).

4.4.14 Officers consider that the proposals do not appear to erode their environment. It is considered that the building would improve the urban structure creating a more legible, satisfying and interesting sequence of spaces. It would provide a better context for the listed buildings whilst respecting their position in the hierarchy of forms. The building would appear to work at many levels and its presence would enrich the setting of the conservation area.

## 4.5 LANDSCAPING

The site is lined by silver birch trees to the west and there is a plane tree, a sycamore and a yew tree located within close proximity to 56 and 58 Lord Mayor's Walk. It is proposed that 14 trees would be replaced by a minimum of 14 semi mature trees. This approach is an outcome of an arboricultural survey and the consideration that a 2 metre wide bus lane may be introduced at a later date, which would eradicate the line of the silver birches. The Council's Landscape Architect is satisfied with this approach subject to a condition requiring the submission of a detailed landscaping scheme.

## 4.6 ARCHAEOLOGICAL IMPLICATIONS

4.6.1 Policy HE10 of the Draft Local Plan states that planning applications for development that involves disturbance of existing ground levels on sites within York City Centre Area of Archaeological Importance will be granted provided applicants permit a field evaluation to assess the extent and importance of any archaeological remains and applicants can demonstrate that less than 5% of any archaeological deposits will be disturbed or destroyed.

4.6.2 As well as the desk based study carried submitted with the application, the applicant has carried out a full geotechnical site investigation. Although the site lies within the City Centre Area of Archaeological Importance and is therefore subject to Policy HE5 of the Draft Local Plan, the investigations have revealed that excavations above 12.75 m AOD are in fill of limited interest and below that level, excavations are to be limited to 5% of the site. The archaeologist is satisfied that the redevelopment is likely to damage or destroy only a small percentage of archaeological deposits on the site, in line with that allowed by Policy HE10 and considers it appropriate to attach conditions requiring a watching brief to be carried out on all ground works, an archaeological excavation of all areas where elements of the building extend below 12.75 m AOD and for details of the design of the foundations to be submitted and agreed prior to commencement of the development.

#### 4.7 IMPACT UPON THE HIGHWAY NETWORK AND VEHICULAR / PEDESTRIAN SAFETY

4.7.1 PPG13 (Transport) encourages development in sustainable locations, sited to reduce the reliance on the private car

4.7.2 The submission includes a transport statement prepared by Faber Maunsell which analyses existing vehicular, pedestrian and cyclist movements and parking provision within and adjacent to the site.

4.7.3 The development would result in the loss of 40 parking spaces and would not include the provision of any additional car parking on the rest of the college site. It is therefore concluded that the development would not generate any additional vehicular traffic on the local road network or within the college site and would actually lead to a reduction in the number of vehicular trips generated. Pedestrian access points would be at the junction of Clarence Street and Lord Mayor's Walk where signalled pedestrian crossing points are already located. The application site is in a sustainable location being in close proximity of the City Centre and public transport routes with associated student accommodation being within acceptable walking and cycling distance of the campus.

4.7.4 Related to the proposed development are the associated amendments to the Traffic Regulation Orders which seek to prevent vehicles from using De Grey Street and De Grey Terrace. These streets currently operate as two way roads which form a link between Clarence Street and Lord Mayor's Walk and are used by vehicles to access existing parking facilities and to divert around the signalised Clarence Street/Gillygate/Lord Mayor's Walk junction. As compensation for the loss of residents parking bays currently present on these two streets, the users will in future be allowed to share pay and display bays recently set up along Lord Mayors Walk, under a permit scheme. Subject to the proposed alterations to the traffic regulation orders, it is not considered that there would be any significant adverse impact upon highway or pedestrian safety resulting from the development.

4.7.5 Future proposals for the provision of bus lanes along Clarence Street involve land to the frontage of the existing Wynsors site. The development would not prevent implementation of such a scheme since the building would be set well back from the carriageway.

#### 4.8 SUSTAINABILITY ISSUES

4.8.1 Draft Local Plan Policy GP4A states that proposals for all development should have regard to the principles of sustainable development. For example development should minimise the use of non renewable resources, minimise pollution and maximise the use of renewable resources on development sites.

4.8.2 In 2003 the College prepared a Green Travel Plan, which included a series of measures aimed at reducing the need to travel and the use of more sustainable modes of transport. Since that time, the College has achieved a 67% reduction in the level of parking and a 75% increase in cycle rack provision.

4.8.3 The design report submitted with the application provides a set of objectives related to the sustainability of the project including the target BREEAM rating. The project has a target to achieve a BREEAM rating of "very good". The applicants anticipate that the building will meet or exceed the CO2 emission target based on the following particular factors;

- (a) High efficiency, condensing ultra low Nox heating boilers
- (b) High efficiency free cooling chillers

- (c) Utilising embedded underfloor heating as the primary heating system, to gain optimum benefit from the seasonal energy efficiencies available from the condensing boilers.
- (d) Using high efficiency light fittings to significantly reduce the installed lighting load.
- (e) Using power factor correction to optimise electricity consumption.
- (f) Providing high efficiency heat recovery to air handling plant.

4.8.4 It is recommended that a full sustainability assessment be carried out as a condition of any approval.

#### 4.9 IMPACT ON RESIDENTIAL AMENITY

4.9.1 The nearest residential property to the Clarence Street 12.8 metre high "curved" elevation is the flat above 1 Clarence Street, which with the set back of the proposed building, would be located approximately 17.5 metres away. The minimum distance between the terraced properties located opposite the proposed two storey building abutting No.56 Lord Mayor's Walk, would be 18 metres. It is therefore considered that there would be no over domination, significant loss of light or loss of privacy for the occupants of these dwellings as a result of the proposed development. Whilst concerns have been expressed regarding the potential for overlooking into the gardens of Claremont Terrace, the gardens of Claremont Terrace are obliquely located at a minimum distance of approximately 31 metres from the proposed two storey overhang onto Clarence Street.

### 5.0 CONCLUSION

5.1 The application site and its immediate locality onto Clarence Street presently offer a poor environment as the setting of the Conservation Area. The proposed scheme seeks to redress the negative qualities of the site whilst providing an imaginative response to brief and context. Officers consider that the scheme before Members would improve the urban structure creating a more legible and interesting sequence of spaces and providing a better context for the listed buildings. Whilst making a strong statement about the importance of higher education in the city, the building would appear to work at many levels and it is considered that its presence would enrich the setting of the conservation area in accordance with national and local planning policies.

### COMMITTEE TO VISIT

#### 6.0 RECOMMENDATION: Approve

- 1 TIME2 Development start within three years
- 2 The development hereby permitted shall be carried out only in accordance with the following plans and other submitted details:-

Drawing No's;  
P.12.01 Rev E, P.12.02 Rev F, P.12.03 Rev E, P.12.04 Rev E, P.12.05 Rev E  
P.13.101 Rev A, P.13.102 Rev A,  
P.13.10 Rev B, P.13.11 Rev E, P.13.12 Rev D, P.13.13 Rev B, P.13.14 Rev B,  
P.13.15 Rev B  
P.14.10 Rev C, P.14.11 Rev E, P.14.12 Rev F, P.14.13 Rev F,  
P.28.01 Rev A  
received on 26th September 2006

or any plans or details subsequently agreed in writing by the Local Planning Authority as an amendment to the approved plans.

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

- 3 The development shall not come into use until all existing vehicular crossings not shown as being retained on the approved plans have been removed by reinstating the kerbing and footway to match adjacent levels.

Reason: In the interests of good management of the highway and road safety.

- 4 HWAY18 Cycle parking details to be agreed

- 5 No gate/door/window shall be fitted so as to open outwards over the adjacent public highway.

Reason: To prevent obstruction to other highway users.

- 6 HWAY31 No mud on highway during construction

- 7 HWAY40 Dilapidation survey

- 8 Prior to commencement of any works, a detailed method of works statement shall be submitted to and agreed in writing by the Local Planning Authority. This statement shall include the precautions to be taken to ensure the safety of the general public, the method of securing the site, access to the site and the route to be taken by vehicles transporting demolition and construction material and the hours during which this will be permitted.

Reason: To ensure that the works are carried out in a safe manner and with minimum disruption to users of the adjacent public highway.

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

Monday to Friday	08.00 to 18.00
Saturday	09.00 to 13.00
Not at all on Sundays and Bank Holidays	

Reason: To protect the amenity of the local residents.

- 10 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 amenity of the local residents.

- 11 Any contaminated material detected during site works shall be reported to the local planning authority. Any remediation for this contamination shall be agreed with the local planning authority and fully implemented prior to any further development of the site.

Reason: To protect human health and the wider environment.

- 12 ARCH1 Archaeological programme required

- 13 ARCH2 Watching brief required

- 14 ARCH3 Foundation design required

- 15 No development shall take place until there has been submitted and approved in writing by the Local Planning Authority a detailed landscaping scheme which shall include the species, sizes, density (spacing), and position of trees, shrubs and other plants. The landscape scheme shall also include working details for tree pit trenches, back fill material, supports and surface finishes. 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 the Local Planning Authority agrees alternatives in writing.

Reason: So that the Local Planning Authority may be satisfied with the variety, suitability and disposition of species within the site.

- 16 Prior to the development commencing, full details of the landscape proposals showing levels, hard and soft materials, planting, drainage layout, walls, external lighting, seating, gates and any other fixed artifacts, shall be submitted and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved details.

Reason: So that the Local Planning Authority may be satisfied with the finished appearance of the development.

- 17 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 the development and the works shall be carried out in accordance with the approved details.

- a) Details of both bridges, including sections, elevations and soffit at 1:20 scale and details of junctions with the existing and approved buildings.
- b) Full height sections at 1:20 scale through all key points of the elevations. Drawings shall show typical and atypical conditions.
- c) 1:20 scale plans and elevations showing details of each walling type, these areas to be agreed with the Local Planning Authority.
- d) Large scale details through parapets
- e) Details of soffit of overhanging elements
- f) Large scale details of windows and doors
- g) External glazed walling systems
- h) Details of shutters
- i) Solar shading devices including applied units, louvres and blinds
- j) Details of any exposed plant or other equipment
- k) Details of rainwater disposal systems

Reason: So that the Local Planning Authority may be satisfied with these details.

- 18 Notwithstanding any proposed materials specified on the approved drawings or in the application form submitted with the application, samples of the external materials to be used shall be submitted to and approved in writing by the Local Planning Authority prior to the commencement of the development.

Reason: So as to achieve a visually cohesive appearance.

- 19 Several sample panels shall be erected on site for approval and reference during the course of construction. These shall include panels of the brickwork including typical lintol, cill and reveal details; panels of concrete work showing pertinent details: samples showing layout and bonding of all applied systems and samples of timber cladding. These panels shall be approved in writing by the Local Planning Authority prior to the commencement of building works and the approved development shall be completed in accordance with the approved samples.

Reason: So that the Local Planning Authority may be satisfied with the finished appearance of these details prior to the commencement of building works in view of their sensitive location.

- 20 A minimum clearance of 4.5 metres shall be maintained between the building hereby approved and the edge of the carriageway along Clarence Street.

Reason: To allow for the future provision of a bus lane.

- 21 No development shall take place until there has been submitted and approved in writing by the Local Planning Authority, a full report detailing how the environmental assessment rating (BREEAM) set out in the design statement, will be achieved.

Reason: In the interests of sustainability.

## **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 the impact on the Grade II listed buildings and the Central Historic Core Conservation Area. As such the proposal complies with Policy E4 of the North Yorkshire County Structure Plan (Alteration No.3 Adopted 1995) and Policies SP3, SP8, GP1, GP4A, GP3, GP9, GP11, HE2, HE4, HE10, HE11, and ED5 of the City of York Local Plan Deposit Draft.

#### 2. Demolition and Construction

The developer's attention should also be drawn to the various requirements for the control of noise on construction sites laid down in the Control of Pollution Act 1974. In order to ensure that residents are not adversely affected by air pollution and noise, the following guidance should be attached to any planning approval:

- (i) The work shall be carried out in such a manner so as to comply with the general recommendations of British Standards BS 5228: Part 1: 1997, a code of practice for

"Noise and Vibration Control on Construction and Open Sites" and in particular Section 10 of Part 1 of the code entitled "Control of noise and vibration".

(ii) All plant and machinery to be operated, sited and maintained in order to minimise disturbance. All items of machinery powered by internal combustion engines must be properly silenced and/or fitted with effective and well-maintained mufflers in accordance with manufacturers instructions.

(iii) The best practicable means, as defined by Section 72 of the Control of Pollution Act 1974, shall be employed at all times, in order to minimise noise emissions.

(iv) All reasonable measures shall be employed in order to control and minimise dust emissions, including sheeting of vehicles and use of water for dust suppression.

(v) Any asbestos containing materials shall be removed by licensed contractors to a licensed disposal site.

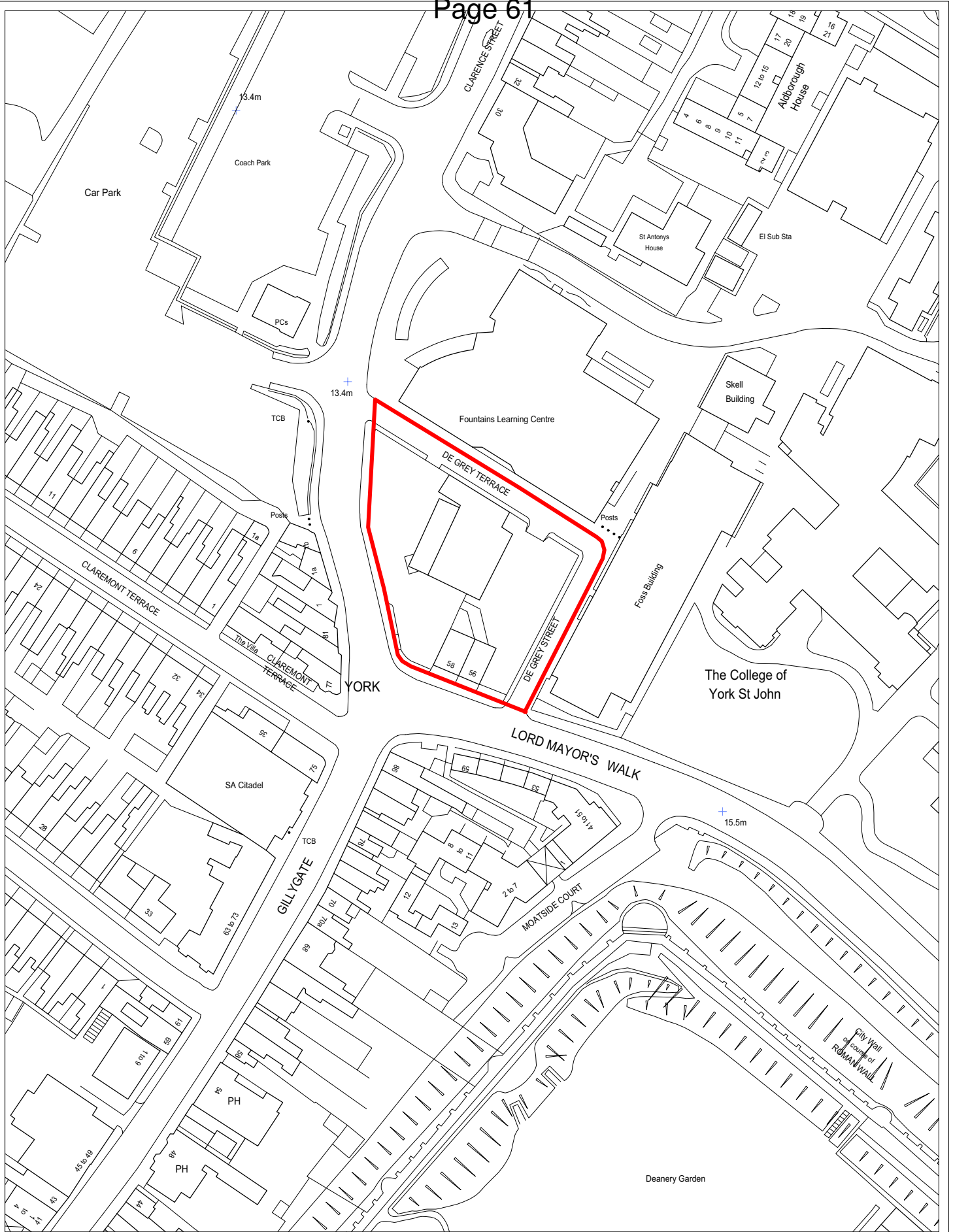
(vi) There shall be no bonfires on the site.

**Contact details:**

**Author:** Rachel Tyas Development Control Officer  
**Tel No:** 01904 551493

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CITY OF  
**YORK**  
COUNCIL

9, St. Leonards Place, York, YO1 2ET  
Telephone: 01904 613161

## York St John College - 06/01482/FULM

SCALE 1:1250

DRAWN BY JB

DATE 17/10/2006

Originating Group

Project

Drawing No.

Organisation

GA 1



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## Planning Committee

26 October 2006

Report of the Director of City Strategy

### **THE RACECOURSE AND TERRY'S FACTORY CONSERVATION AREA CHARACTER APPRAISAL: RESULTS OF CONSULTATION AND PROPOSED FINAL DRAFT**

#### **Summary**

1. This report presents the results of a public consultation exercise for the Racecourse and Terry's Factory Conservation Area Character Appraisal and recommends that, following minor modifications, the document be adopted.

#### **Background**

2. A conservation area character appraisal describes in detail the special architectural and historic character of a conservation area. By doing so it explains why an area is worthy of designation and provides a clear basis on which to formulate and evaluate development proposals.
3. The appraisal is one of several required documents specified in the Terry's Factory Planning Brief (section 3.19). A draft appraisal was approved for consultation by Planning Committee, 27<sup>th</sup> July 2006.
4. The consultation exercise ran from the 7<sup>th</sup> August to 22<sup>nd</sup> September 2006, and was facilitated by the Community Planning Team. Local ward councilors and relevant organisations were sent copies of the document, whilst a summary leaflet was delivered to 3784 households near the conservation area. Additionally copies of the document were lodged in the central library, branch libraries, local churches, clubs and public houses. The appraisal was published on the Council's website. The list of consultees is shown in Annex A and a map of the area of public consultation is shown in Annex B. The summary leaflet asked these specific questions:

'In your opinion does the Racecourse or Terry's factory have any other qualities not mentioned in this character appraisal summary?'

'Do you think the present boundary of the conservation area is correct? If not how do you think it should be changed?'

5. A list of responses is contained with Annex C along with officer's specific

comments. Of the organisations consulted five responses were received. The public consultation exercise produced 38 responses a reply rate of just over 1%.

6. All responses, bar one (Annex C, response No.2), were positive about the document or the quality of the conservation area or both. Comments can be divided in to three broad categories: the quality of the area, amendments to the boundary and comments relating to the development of the former Terry's factory.

7. The quality of the area

Fourteen responses mentioned the natural and built qualities of the area: specifically the dominance of the main factory building and clock tower, trees within the area and the open spaces such as the Knavesmire and Nun Ings, which adjoin the area. These views echo the appraisal and it would strengthen the document if a paragraph was included summarising the results.

8. Boundary changes (Annex D)

Fifteen responses suggested one or more changes to the conservation area boundary, apart from one response these were all additions. Ten responses suggested that the boundary was increased to include the area to the east and south of the Terry's factory: Nun Ings, the factory car park, the fields and allotments of Bustardthorpe and Manor Farm. This is to recognise the area's natural qualities, its value as amenity land, its important visual relationship with the Terry's factory and to safeguard it from future development. Four responses suggested that the area of new factory buildings at the junction of Bishopthorpe Road and Campleshon Road be included to better control development in this area of the site, thus better conserving the original Terry's factory buildings. Two responses suggested that houses along Campleshon Road, and the southern sections of Knavesmire Road and Albermarle Road be included due to their close visual relationship with the conservation area and their architectural quality. One response suggested that the Knavesmire is protected for similar reasons to Nun Ings.

9. These changes are largely discussed within Chapter 2 of the appraisal (see Annex F). Extending the boundary to cover Nun Ings is discussed within paragraph 2.07. Whilst recognizing the area's natural and historic qualities it does note that the area is markedly different in character to the conservation area and that through being within the York Green Belt, conservation area designation would have little or no practical benefit to the area. The area of new factory buildings is mentioned in paragraph 2.06 but does not discuss the appropriateness of including the area; rather it discusses the protection of the original boundary wall in this area. To include an area of modern factory buildings, which will shortly be replaced by a more intensive and open form of development will not preserve anything of special historic or architectural interest. The proximity of the area to the conservation area does mean development within it will affect the setting of the conservation area and the listed buildings it contains. The effect on the setting of a conservation area

and listed buildings is a strong material planning consideration. Consequently there is no need to include this area within the conservation area to better protect the whole area. Paragraph 2.05 discusses the area of housing to the north of the conservation area and reaches the conclusion that its character is too different to the conservation area to warrant inclusion. Following the consultation responses the author revisited Campleshon Road, Knavesmire Road and Albermarle Road. A conclusion was reached that whilst these buildings were well-designed examples of housing, predominately dating from the early 20<sup>th</sup> century, they were fairly typical of such properties across the city and lacked the special character that usually warrants conservation area status. The replacement of original details, such as windows and doors, compounded this issue especially along Knavesmire Road. Consequently it is not felt appropriate to extend the conservation area boundary to this area. Extending the conservation area to include the Knavesmire is discussed with paragraphs 2.08 and 2.09 of the appraisal and reaches the same conclusion as for Nun Ings, that the area is different in character, being open rather than built, and that no real practical benefit would arise from designation. **Considering the above it is maintained that the current conservation area boundary is appropriate and does not need to change.**

10. Comments relating to the re-development of the site

Issues relating to the re-development of this site such as affordable housing, flooding and traffic are outside the scope of the appraisal. Rather these matters are discussed in the Former Terry's Factory Development Brief and will be further explored within the formal planning process. A copy of the responses has been passed to officers within the City Development Team.

11. In addition to the above, a reference to the Terry's Oral History Project recently undertaken by The York Oral History Society and funded by York Castle Museum will be included at the end of section 5 Historical Development.

### **Consultation**

12. No further consultation is envisaged, unless boundary changes are made.

### **Options**

#### Option 1

13. Approve the Racecourse and Terry's Factory Conservation Area Character Appraisal, for planning purposes, with the changes suggested in Annex E of this report.

#### Option 2

14. Approve the Racecourse and Terry's Factory Conservation Area Character Appraisal, for planning purposes, with further or reduced changes to those suggested in Annex E.

Option 3

15. Do not approve the Racecourse and Terry's Factory Conservation Area Character Appraisal.

**Analysis**

Option 1

16. All responses have been considered and some minor changes to the appraisal made. Considering the level of support that arose from the consultation process it is felt that a slightly amended document will produce a sound and robust conservation area appraisal.

Option 2

17. Minor changes to the document can be quickly and easily made. Boundary changes will involve changes to the text of the document to include the new part of the conservation area. Property owners and other interested parties will have to be consulted and another report made to Planning Committee. Considering that a formal application for the Terry's factory site is pending or current it is suggested that the appraisal could be approved in its current state and amended later; the changes to the boundary effectively becoming a separate exercise.

Option 3

18. Considering that the document is largely technical in nature and supported by the public it does not seem reasonable to halt its production.

**Corporate Priorities**

19. The Racecourse and Terry's Factory Conservation Area Character Appraisal will help improve the actual and perceived condition and appearance of the City, by providing a more informed base for decision making. With particular regard to the redevelopment of the Terry's site the document will contribute to the growth of Science City York.

**Implications**

**Legal**

20. No implications.

**Financial**

21. Production of the document will be met by existing budgets.

**Human Resources**

22. No implications.

### **Equalities**

23. Different formats of the finished appraisal will be made available.

### **Crime and Disorder**

24. No implications.

### **Information Technology (IT)**

25. No implications.

### **Property**

26. No implications.

### **Other**

27. No implication.

### **Risk Management**

28. There are no risks associated with this report.

### **Recommendations**

29. Members are asked to approve, for planning purposes, the Racecourse and Terry's Factory Conservation Area Appraisal as proposed in Annex F and amended by Annex E.

Reasons:

- The document is a thorough analysis of the character of the conservation area in line with current guidance from English Heritage. As a document it is clearly written and accessible to a wide range of users.
- The adoption of the document will help the formulation and determination of development proposals within the conservation area and especially the former Terry's factory site.
- The document will help the Council meet the yearly targets set by BVPI 219b (Percentage of conservation areas with an up-to-date character appraisal).

### **Contact Details**

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Conservation Architect  
01904 551305

#### **Chief Officer Responsible for the report:**

Mike Slater  
Assistant Director of Planning & Sustainable  
Development

Design, Conservation and  
Sustainable Development  
Directorate of City Strategy

Report Approved  Date 13/10/06

### Specialist Implications Officer(s)

There are no specialist implications officers.

**Wards Affected** Micklegate, Bishopthorpe, Dringhouses and Woodthorpe **All**

**For further information please contact the author of the report**

### Background Papers:

Terry's Factory Site Development Brief, City of York Council  
Guidance on Conservation Area Appraisals, English Heritage 2006  
PPG15 Planning and the Historic Environment 1995

### Annexes

Annex A: List of consultees  
Annex B: Map showing area of public consultation  
Annex C: Schedule of responses  
Annex D: Map showing boundary changes suggested by consultees  
Annex E: Suggested changes to the appraisal  
Annex F: The Racecourse and Terry's Factory Conservation Area Character Appraisal, Consultation Draft

28 September 2006

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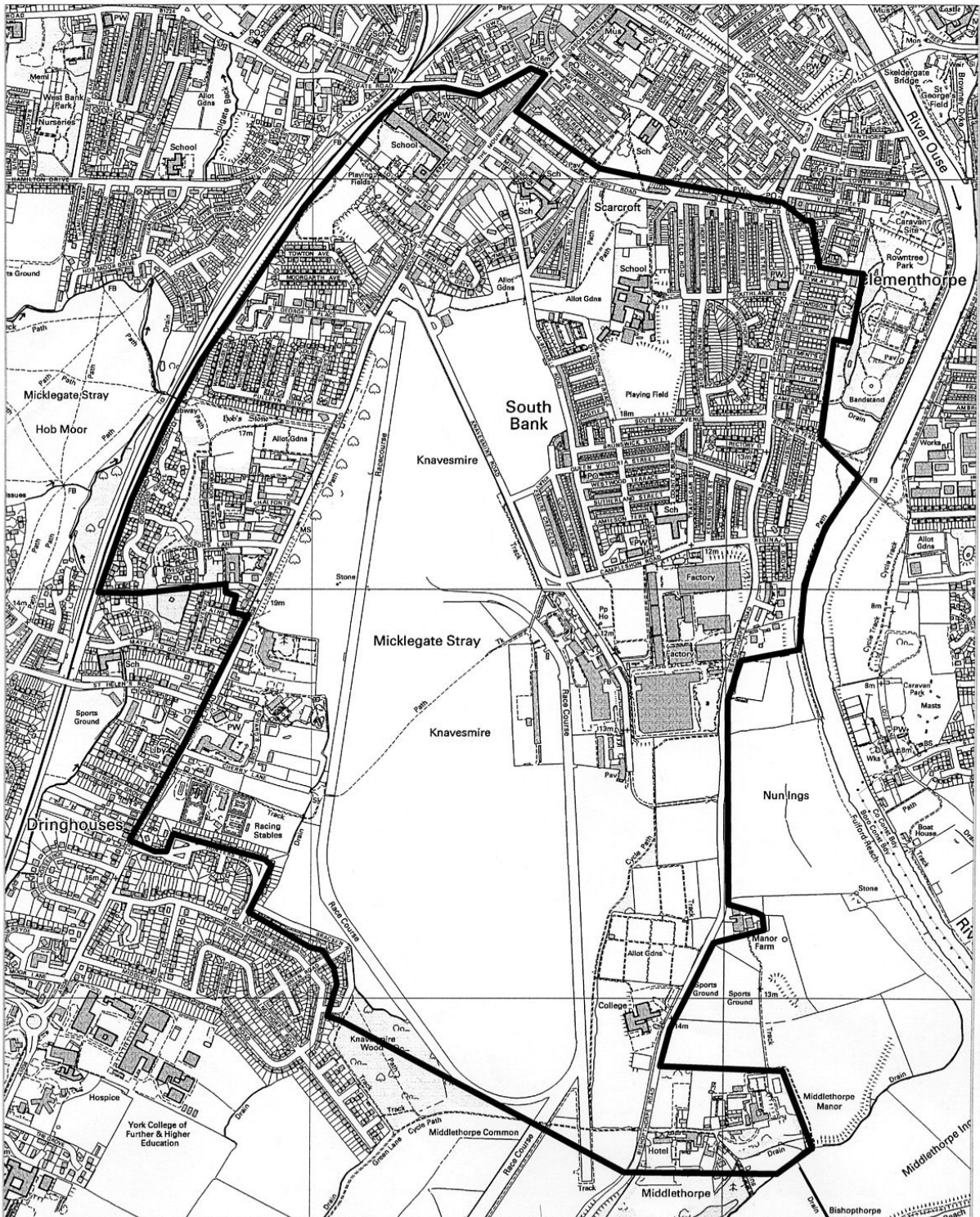
**ANNEX A: Terry's Conservation Area Character Appraisal - List of Consultees**

<b>Name</b>	<b>Position</b>	<b>Organisation</b>
Cllr Evans		Micklegate Ward Member
Cllr Fraser		Micklegate Ward Member
Cllr Holvey		Dringhouses & Woodthorpe Ward Member
Cllr Livesley		Bishopthorpe Ward Member
Cllr Merrett		Micklegate Ward Member
Cllr Reid		Dringhouses & Woodthorpe Ward Member
Cllr Sunderland		Dringhouses & Woodthorpe Ward Member
Cllr Hill		Fishergate Ward Member
Cllr D'Agorne		Fishergate Ward Member
Cllr Aspden		Fulford Ward Member
Derek Shaw	Chair	Clementhorpe Community Association
Mrs Elizabeth Smith	Chair	Dringhouses Local History Group
Beverley Smith		Grantside Limited/GHT Developments LLP
Mr B Schofield	Chair of Governors	Knavesmire Primary School
Mrs C Oakenfull	Chair	Scarcroft Residents Association
Sir		South Bank Social Club
Sir		South Bank Medical Centre
Revd Simon Stanley		St Chads Church
Sir		St Clement's Working Men's Club
Sir		The College of Law
Alison Sinclair	Chair	York Open Planning Forum
Mr W Derby	Chief Executive and Clerk of the Course	York Racecourse Committee
Richard Broyd		Middlethorpe Hall & Spa
Mrs C Godfrey	Clerk	Bishopthorpe Parish Council
Mrs Jeanne Fletcher	Clerk	Fulford Parish Council
c/o Verlie Riley		Conservation Area Advisory Panel
Sir		Council for British Archaeology
Dr G Woolley	Chair	CPRE (York and Selby District)
Mr Jennings	Clerk	Dringhouses and Woodthorpe Planning Panel
Mr D Fraser	Regional Director	English Heritage
Mr T Martin	Clerk	Micklegate Planning Panel
Mr Steve Roskams		York Archaeological Forum
Mr P Brown	Director	York Civic Trust
Sir		York Philosophical Society
Mr Ivan Martin		York Architectural and York Archaeological Society
Martin Grainger	Principle Forward Planning Officer	City Development
Ewan Taylor	City Development Officer	City Development
Esther Preistley	Landscape Architect	DCSD
John Oxley	City Archeaologist	DCSD

Gareth Arnhold	Area team Leader	Development Control
Gillian Cruddas	Chief Executive	York Tourism Bureau
		Yorkshire Tourist Board
Sir/Madam	Secretary	York & District Trades Council
Len Cruddas	Chief Executive	York and NY Chamber of Commerce
Dave Stevens	Area Manager	Sustrans
Judy Jones	Heritage Advisor	Yorkshire Waterways

**FOR INFO ONLY**

Carol Johnson	Neighbourhood Coordinator	Micklegate Ward Committee
Carol Johnson	Neighbourhood Coordinator	Bishopthorpe & Wheldrake Ward Committee
Cindy Benton	Neighbourhood Coordinator	Dringhouses & Woodthorpe Ward Committee



## Annex B - Area of Public Consultation

Scale 1:12000

Produced from the 1993 Ordnance Survey 1:1250 mapping with the permission of the Controller of Her Majesty's Stationery Office  
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## ANNEX C Schedule of Responses to Terry's CACA Consultation (07/08/06 - 22/09/06)

Residents Responses			
No.	Q1 - qualities not mentioned?	Q2 - boundary correct?	Officer response
1	I cannot think of any other 'qualities' beyond those listed.	I think the current boundary is correct always assuming no one intends to build outside of the areas previously used by Terry's - not a wise idea considering that Nun Ings is very much a flood plane!	
2	We have the dubious pleasure of looking at Terry's factory from our bedroom window, and are stunned that this eyesore should be under consideration for preservation. The buildings were built for a specific industrial use which no longer is viable, and now vast sums of money will be poured into keeping these ugly buildings on York's skyline. Why cannot common sense prevail and the building be knocked down along with the poor quality buildings which were allowed by your department to be built around it. This would also rid us of a multitude of aerials, cooling units, chimneys etc which were also allowed to be installed on the roof. This would then offer a multiple of options to be considered for developing this area without having to content with retention of the ugly building shell.		Disagree : The factory complex is a landmark on the southern side of the city, which has architectural merit and considerable importance to the social history of the City.
3		No - area of new factory should be included - in case of redevelopment to protect environment of older factory buildings.	This area has no buildings of architectural or historic character. Development in this area will have to consider the setting of the listed buildings and conservation area.
4	The racecourse trackside area is a valuable public resource, and should be kept open.	Correct at the moment, but circumstances could change.	
5	The Knavesmire, especially trees and path along Tadcaster Road and the Tyburn area are beautiful - a change from residential and major road.	I think that the whole of Knavesmire and Tyburn should be included in order to safeguard it. PS. I hope the site retains industrial use and not more	An area of open natural character, which conservation area status will do little to protect. The area is already protected by being washed over by
6	The building style of Terry's is very sympathetic to nearby housing, so there's a harmonious feel across quite a wide area. Redevelopment should respect this quality.	Yes on balance, although could be a case for extending it to housing on the other side of Campleshon Road (see Q1).	The quality of housing here is mixed and is not of sufficient architectural or historic interest to warrant designation.
7	No other qualities beyond those listed.	Yes, correct.	
8		The open ground opposite Nun Ings should be protected.	An area of open natural character, which conservation area status will do little to protect. The area is already protected by being washed over by
9	The clock, please keep this landmark.	Yes.	
10		It should be extended to cover the new buildings on the Terry site, and the car park opposite the main building (or is this Green Belt?). This would give greater protection to the Main sites of the old Terry factory and the Racecourse.	Development in both areas already have to consider the setting of the conservation area and the listed buildings contained within it. Nun Ings is protected by Green Belt.

11	Just its importance for local wildlife. It's a quiet, natural space and we really don't want to loose that.	Should you not include Terry's car park and Nun Ings? Nun Ings especially is a large green field important for its open space. <i>Can we remove railings and brick walls and erect a simple fence?</i>	See Previous response. <i>Q Suggestion - no response required.</i>
12	The wildlife in the garden area - home to a variety of birds, including two types of owls, heard in the evening. I would like this area to be preserved, maintained and protected. <i>Has a study of the wildlife been carried out?</i> I have also seen hedgehogs from		Conservation areas such as contained within the report, do not specifically protect wildlife and their habitats. <i>Q LN replied 220806 see file EC247b.</i>
13	I have seen the CACA summary leaflet and have no response to make at this time, but please keep me informed of the progress of this development proposal.		
14	1.One should bear in mind the variations of levels within the site as well as without. 2.The value of the Conservation Area is of doubtful benefit to the western edge if the site. It could be a deterrent to more attractive and beneficial ideas west of the racetrack. If Walter Brierley were here I'm sure he would agree. 3. <i>Can we conserve the original roofscape and tidy up the antennae which are not all slim, some being quite thick?</i> Thanks for giving me the opportunity to comment.		Conservation area status does not prevent all future development, there are areas capable of enhancement in most conservation areas including the Racecourse and Terry's Factory Area. <i>Q Suggestion - no response required.</i>
15	Responding to the 'Character Appraisal' leaflet, we both welcome the constructive approach being adopted by the Council. To answer the questions in the document: we have nothing to add at this stage and believe the Conservation Area boundary is correct as it is. We would like to be kept informed by email or post as plans develop.		
16	The racecourse as part of the Knavesmire forms one of York's essential Green Lungs, needed because of dense housing in many areas and traffic pollution. Also part of the attractive approach to the city from the south.	Don't know - <i>isn't this the responsibility of York City Council ?</i>	<i>Q Statement - no response required.</i>
17	No.	Yes.	
18	Thank you for your questionnaire. Open grass/wooded areas with public access to local people - hope these won't be compromised with development work and once the new site is complete.	Boundaries fine - no need to change.	
19	This is a good comprehensive appraisal of the area - I anticipate a good outcome from redevelopment.	Correct boundary.	
20	The skyline with Terry's clock tower is a critical part of the site and vital in creating an identity to the South Bank area. This must be kept -with the clock working!	I hope that the allotment land will be retained as allotments as part of the overall development.	The appraisal does not discuss specific proposals for development.
21	Solidity and strength of the clock tower, need to keep this silhouette uncluttered for the future. New replacement young trees.	I would like to see the Ings included, as it is part of the setting, particularly when on foot, from the South.	The setting of the factory from Nun Ings is mentioned within the appraisal. The area is already covered by Green Belt and conservation area status will have little or no practical benefit.
22		<i>What is going to happen to the car park area on Bishopthorpe Road?</i>	<i>Q KA replied 19'08'06 see file EC247b.</i>
23	No comment.	No comment.	Just added to 'keep informed' list.

24		It should include the car park, which has a long frontage to the river.	The car park does not have sufficient character to warrant designation.
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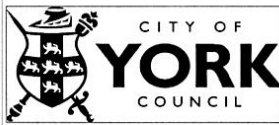
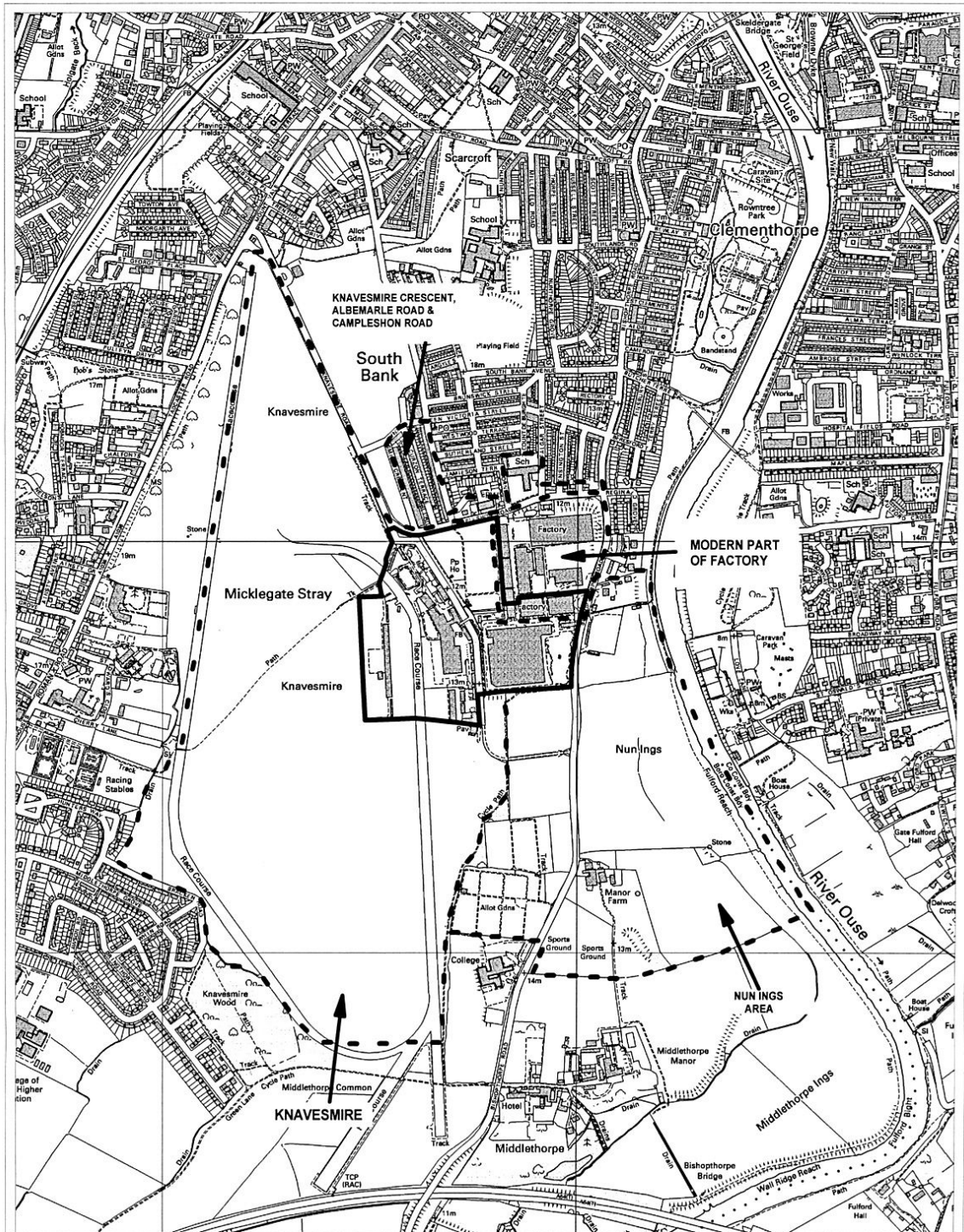
25	These areas are also very important as locations for cycling and dog walking/leisure walking. Any change in use should consider these users and protect these privileges.	It should be ensured that Terry's car park and surrounding field and Bustardthorpe field are included in the Conservation Area or Green Belt as this is not clear from the definition.	The car park does not have sufficient character to warrant designation. Nun Ings is already protected through Green Belt designation.
26		No. The area in the NE corner and the car park opposite the main entrance should be included. I believe it is essential to the character of the surrounding area that the tree belt around the NE corner of the site is retained and that redevelopment of the ex. factory is sympathetic to the scale and character of the listed buildings - likewise the car park area across the road. Q3. Kept Informed - Have tried this already with no success - I would like to be involved BEFORE decisions are made.	Neither the car park or the NE corner has sufficient quality to warrant designation. The trees mentioned are now covered by a tree preservation order.
27		I am happy with the boundary providing it isn't just a name with no teeth to stop unsuitable development and the felling of trees which are an important aspect of the site.	
28	(Full letter on file EC247b) Terry's - The interior of the main office block has beautiful mouldings (egg & dart?). I should hate to think that these would go.		
	a) The garden was lovely, I spent many enjoyable lunchtimes there, I hope it wont be built on. Residents of flats or hotel guests could benefit form this.		
	b) The 'new office block' as we called it, built around 1970, was an eyesore from the start and didn't blend in with the factory and existing office buildings. I would not be sorry to see this go, nor the Chocolate Liquor Plant (not to be confused with the Liquor store), this is situated near the old office block en-route to the warehouse, facing Bishopthorpe Road.		
	c) Both of the bridges are ugly, however the one between both office blocks afforded us a stunning view of the Minster. Why the one from the factory was ever built, I don't know as it was built after 1997 when many of us were already redundant. As I have mentioned, the mouldings in the General Office (main office block) are lovely, I would hope these will remain a feature. The lighting was never particularly good with the high ceiling and looking out onto four corridors was dreary, especially on dark days, so some improvement in		
	d) The walk-in safe adjoining the General Office, situated behind a panelled oak door, could prove useful to a hotel. In later years doors were put into the back wall and made into a stationery store come computer/VDU graveyard!		
	e) I really could see this office block being turned into an exclusive hotel &/or health & fitness club. The foyer (reception area) is beautiful with marbled floor tiles, oak panelling, wide sweeping staircase and glass doomed roof. It would be exquisite.		Out of the scope of the appraisal.
	f) I would like to see the factory put to good, industrial use, providing jobs for York people, so badly needed. Now that British Sugar's demise is on the horizon and prospects for Nestle workers going the same way as Terry's, it would give hope to some of York's people.		Out of the scope of the appraisal.



	g) Whatever the future of Terry's becomes, one of my concerns would be the amount of traffic generated onto Bishopthorpe Road (Campleshon Road), which I personally use 3 days a week. If it is NO MORE than Terry's then I think that would be acceptable, however if it were MORE then it could be a problem.		Out of the scope of the appraisal.
	h) I notice that the Green Party want 'affordable housing' amongst other things on this site. I have no problems with their other suggestions (workshops, swimming pool etc) but sometimes affordable housing can look very shabby very quickly. I'm not entirely certain if they mean new build or conversion of existing buildings, if they mean new build, I worry about how it may look in a decade or so.		Out of the scope of the appraisal.
	i) Finally, would this site be suitable for the new police headquarters? It must be a similar distance from York to where they are currently situated at Fulford. It's close to the A64 & not far from the city centre.		Out of the scope of the appraisal.
29	The various well cared for grassed areas, flower beds and trees in the racecourse area are valuable attractive features.	The Victorian terraces on Albermarle road and Knavesmire Crescent, facing the Knavesmire, form an attractive approach to the Conservation Area and are beginning to be spoilt by 'modernisation'. Should these be given a conservation status before it is too	Good early 20th century housing typical of this part of the city. Different in character to the conservation area and not of sufficient quality to warrant designation.
30	No.	Yes.	
31	No	I think the present boundary is incorrect. I think it should be extended to include the area at the northeast of the site (the junction of Bishopthorpe Road and Campleshon Road) to help conserve the settings of the old factory and the race course.	This area has no buildings of architectural or historic character. Development in this area will have to consider the setting of the listed buildings and conservation area.
32	No - basically the summary covers main points.	Yes.	
33	It's a good summary.	It seems correct to us.	
34	Not that I am aware of.	Present boundary is correct.	
35	I hope that the comment that the appearance of the factory site is determined by the original buildings will be given full weight at the planning approval stage. If the proposed new buildings are of a similar or greater height (measured to the highest point of the roofs), or are located too close to the original buildings, they will block views of those buildings which give the site its character. Being able to stand close to the bases of the original buildings and looking up at them would not convey their grandeur and would be no substitute for the views we currently enjoy. The existing later buildings are either low level or sited on lower ground and so do not interfere with views of the original buildings which are best appreciated from (a reasonable) distance.		
36	No - I cannot thank of any!	Yes - I believe this to be correct.	
37	Not that I am aware of.	Yes.	
38	Appraisal seems fine. But please protect the view's to Terry's listed buildings - from Campleshon Road over Pavilion Field and Main Office / entrance from Bishopthorpe Road, i.e. no building construction to front of same.	Suggestion. Conservation Area boundary to include Nun Ings to Manor House Farm & Bustadthorpe Area to Law College Boundary (Including Allotments).	Very different in character and already protected through Green Belt designation.

## Consultee Responses

1	<p><i>Yorkshire Tourist Board</i>: supports the principles of the Conservation Area Character Appraisal. The only main area we would take issue at this point is that Pedestrian Bridge across Racecourse Road provides a positive contribution as its low height restricts sight lines and movement. Plus its use is mainly redundant. Also, with the North Light Shed and Modern Elements being negative/neutral you may wish to consider taking this area out of the Conservation Area.</p>	<p>The North-light shed and modern elements mentioned are too physically close to the listed factory buildings to warrant removal from the conservation area. I would partially agree with the comment on the bridge across Racecourse Road, in that it obstructs views and movement. It remains an small example of the 1920's additions to the Racecourse and as such has some historic interest: Suggest that the text is amended accordingly.</p>
2	<p><i>CPRE</i>: The document gives a well presented historical record if this important location in the City of York. The location and its conservation setting are well defined and set out well the conservation framework within which future development of the former Terry's site may follow. We have to comments to make. Firstly, the present long range views of the area from the south must not be invaded by the upper parts of a multi-storey development on the site. The second comment relates to the existing car park. It would appear that the car park, located between Bishopthorpe Road and the River Ouse, is vulnerable to flooding. Given the history of flooding in York, including the Knavesmire in 2000, and climate change, it would be prudent to utilise any suitable material from the Terry's development to enhance and reinforce the surrounding embankments.</p>	<p>Views are fully considered within the appraisal.</p>
3	<p><i>Dringhouses Local History Group</i>: We find the information to be detailed and very well presented. We can offer two additional pieces of information. Concerning paragraph 5.03, we suggest you look at Samuel Parsons map of the Manor of Dringhouses 1624/29, which is in the Central Reference Library, York. This highly accurate map shows the field boundaries of the area extending across to the Ouse and also shows that the "Knares Myre" was common to Dringhouses, Middlethorpe and parts of York. Regarding paragraph 5.07: the Brierley Archive at the Borthwick Institute contains many drawings by Brierley for ancillary buildings and structures dated between 1908 and 1928 at York Racecourse. We hope these comments are of</p>	<p>References to be added to chapter 5, Historic development</p>
4	<p><i>English Heritage</i>: Although the document does not fully follow the recently published guidance by English Heritage for the preparation of appraisals, it does pick up most of the suggested framework we have set out and as such we welcome the document. The two distinctive characters of the area do make this a more complex conservation area to assess. Given the ongoing work to redevelop the Terry's site however, we do suggest that there should be a clear summary of the issues facing this part of the conservation area.</p>	<p>A summary of issues is not normally included within the standard English Heritage model for a conservation area appraisal. Rather, such a list is normally placed in a planning brief or conservation area management plan.</p>
5	<p><i>Conservation Area Advisory Panel 010806 Minute</i>: The panel were generally very encouraged by this document. The following points were made; Para 2.10 insert 'no' before 'changes'; Para 6.05 states that the area is 'relatively quiet..... With only occasional uses' and that is not the opinion of the panel. The point was also made that views from within the listed building looking out are as important as the views from the outside across the site.</p>	<p>2.10 was changed prior to consultation. 6.05 Compared to many areas of the city, the Knavesmire and Factory are currently quiet areas, outside of race days or other large events held at the race-course or Knavesmire. No change to the text.</p>



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### ANNEX D - SUGGESTED BOUNDARY CHANGES

SCALE 1:12000  
Originating Group

DRAWN BY PSL  
Project

DATE 28/9/2006  
Drawing No.

RTFCAB

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## ANNEX E

### **SUGGESTED CHANGES TO THE RACECOURSE AND TERRY'S FACTORY CONSERVATION AREA CHARACTER APPRAISAL**

#### 1. Chapter 5 Historical Development

Insert new paragraph at end of chapter

5.12 Further information on the area can be found in a variety of places including the Central Reference Library, Library Square York. Of particular interest, the library holds Samuel Parson's map of the Manor of Dringhouses 1624/ 29, a highly detailed and early map of the area. The Brierley Archive held at the Borthwick Institute, University of York, contains many drawings for buildings built by Brierley between 1908 and 1928 at York Racecourse. The Terry's Oral History Project is a recently completed project produced by the York Oral History Society and funded by York Castle Museum. The Society hopes to publish a book drawn from the reminiscences of former factory employees. The archive of the project can be viewed at the Castle Museum by appointment.

#### 2. Chapter 6 General Character

Insert chapter between 6.10 and 6.11

The public consultation exercise, undertaken for this appraisal, largely supported the views expressed in this chapter. Of particular importance was the open setting which the Knavesmire and Nun Ings gives to the area. The landmark quality of the clock tower and main factory building was seen as very important to maintain.

#### 3. Chapter 7 Racecourse Enclosure

Paragraph 7.16 5<sup>th</sup> sentence

The bridge punctuates the space obscuring views along it, but the many entrances to the enclosure mean that there is no single focal point.

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# THE RACECOURSE AND TERRY'S FACTORY CONSERVATION AREA CHARACTER APPRAISAL



The racecourse enclosure and the former Terry's Factory are two very different groups of buildings on the open space of the Knavesmire to the south of York city centre, representing important aspects of the city's history. Annual race meetings began on the Knavesmire in 1731, continuing a tradition of horse racing within York that can be traced back to the sixteenth century. Chocolate making in York dates from 1767, although the impressive buildings on Bishopthorpe Road were not erected until the 1920s. The buildings of both the racecourse and the factory are major landmarks on the south side of the city.

Prepared by Woodhall Planning and Conservation  
June 2006

*Consultation draft*



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## APPENDIX - Listed Building Descriptions

This Conservation Area Character Appraisal has been produced prior to the redevelopment of the former Terry's factory site, Bishopthorpe Road, York. The document was funded by the developers of the site, GHT Developments LLP, and written by Woodhall Planning and Conservation, Leeds. The format and initial content was agreed with City of York Council Officers within the Design, Conservation and Sustainability Section and the document approved for consultation by City of York Council Planning Committee on 27<sup>th</sup> July 2006.

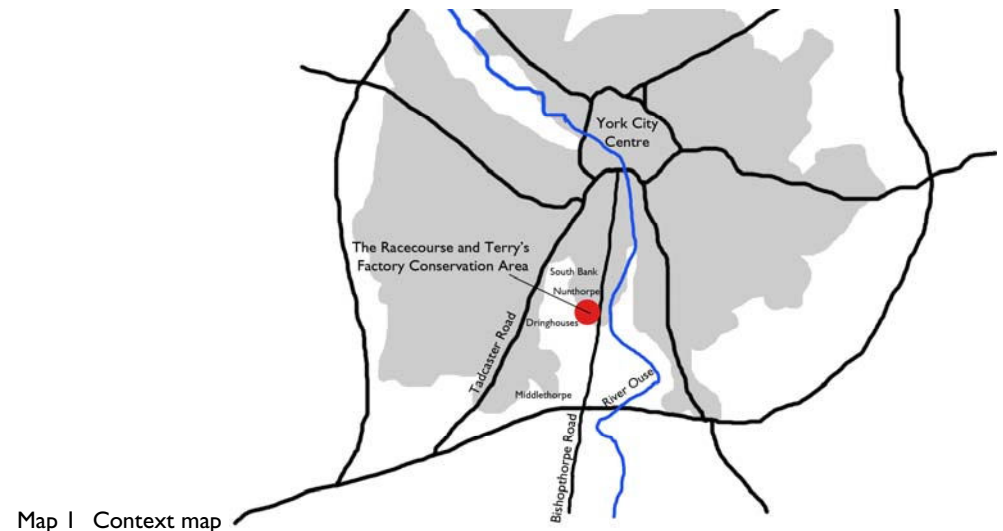


## I.00 INTRODUCTION

- I.01 Section 69 of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires local planning authorities to designate as conservation areas any “areas of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance”. Also, from time to time authorities are required to review the conservation areas within their districts.
- I.02 Section 71 of the same Act requires local planning authorities to formulate and publish proposals for the preservation and enhancement of conservation areas and to submit them for consideration to a public meeting. Following designation, the local authority in exercising its planning powers, must pay special attention to the desirability of preserving or enhancing the character or appearance of the conservation area (Section 72 of the Act).
- I.03 The Racecourse and Terry’s Factory Conservation Area was designated by the City of York Council in 1975. It is located to the south of the city centre (see Map 1) and the majority of the designated area lies within the Green Belt (see Map 2). The factory was closed

in Autumn 2005 and the Council has prepared a Development Brief to guide the re-development of the site. This is likely to result in significant changes to the Conservation Area and its setting.

- I.04 This document sets out the results of a character assessment of the Conservation Area and is in three sections. The first (Chapter 2.00) is a review of the Conservation Area boundaries. The second section (Chapters 3.00 to 6.00) sets the scene by analysing baseline factors for the entire Conservation Area and identifies three different character areas. Finally, Chapters 7.00 to 9.00 set out a detailed analysis of each of the character areas.



Map 1 Context map

## 2.00 CONSERVATION AREA BOUNDARY

2.01 One of the requirements of the appraisal was a review of the Conservation Area boundaries to establish if it might be appropriate for there to be any changes. Therefore the extent of the existing designated area has been reviewed and areas around the existing Conservation Area have been studied to ascertain whether any new areas should be included.

### Existing boundary

2.02 The existing boundary (see Map 2) runs along the north side of Campleshon Road east from its junction with Knavesmire Road to a point opposite St. Chad's Church (see Fig. 1). It then turns south along the boundary of the former Terry's Factory to a point just north of the factory clock tower. From here it extends along the north side of the historic factory buildings (see Fig. 4) to Bishopthorpe Road. It then follows the eastern and southern boundaries of the factory to Racecourse Road (see Fig. 6).

2.03 From the south-west corner of the factory the Conservation Area boundary runs along the centre of Racecourse Road to the south-east corner of the racecourse enclosure (see Fig. 8). It then turns west, excluding the small pavilion

building to the south of the enclosure. The boundary follows the line of the racecourse enclosure to the southern end of Knavesmire Road.

### Possible alterations

2.04 There are no sections within the existing Conservation Area which are considered unsuitable or inappropriate.

2.05 The boundaries along the northern edge of the Conservation Area exclude the houses and other buildings of South Bank (to the north of Campleshon Road - see Fig. 2) and the northern section of the former Terry's Factory from the designated area (see Fig. 5). As these have different characteristics from the Conservation Area, this section of the boundary is entirely appropriate.

2.06 The boundary places the early buildings around the factory clock tower within the designated area but excludes the later structures to the north even where they are attached to the boiler house (see Fig. 3). A short section of the boundary wall of the factory north of the Head Office building on Bishopthorpe Road is excluded from the designated area. This wall is an important feature on the edge of the Conservation Area (see Fig. 6) and



Fig. 1 The boundary along Campleshon Road



Fig. 2 Housing north of Campleshon Road



Fig. 3 Later extension to Boiler House

it would be logical for the whole wall to be within the designated area. However, the wall is considered to be a structure within the curtilage of the listed factory buildings (see Appendix) and is therefore protected by listed building legislation. As a result, an extension to the Conservation Area to include the northern section of the wall would not lead to any additional level of protection. It is therefore recommended that there should be no change to the boundary along this side of the designated area.

2.07 Nun Ings, which lies to the south-east of the present Conservation Area, is of some historic significance as part of the series of water meadows along the river. Also, there are areas of ridge and furrow that is of archaeological interest (see 5.03 below). However, Nun Ings has a very different character from that of the Conservation Area and the section closest to the designated area is partly occupied by a car park for the factory (see Fig. 7). Also, Conservation Area designation would not result in any significant additional protection. It is therefore recommended that the Conservation Area should not be extended to the east.



Fig. 4 Line of existing boundary along the northern elevation of Head Office



Fig. 5 Northern section of factory site



Fig. 6 Existing eastern boundary along Bishopthorpe Road

2.08 The existing Conservation Area boundaries to the south and west relate to the site of the factory and the racecourse enclosure. In view of the visual significance of the open space of Knavesmire, its use for the racecourse, and its importance in views to and from the Conservation Area, there would be some logic in extending the designated area to cover the whole of Knavesmire (see Figs. 9, 10 and 11). Such an extension would include the open spaces on either side of Knavesmire Road, would extend to the Tadcaster Road Conservation Area to the west, might include Knavesmire Wood to the south-west, and possibly extend over part of Middlethorpe Common to the south.

2.09 The inclusion of the whole of the Knavesmire within the designated area would result in a very substantial enlargement of the Conservation Area, consisting almost entirely of open space (unless the buildings defining its northern edges were included). Such an enlargement would not result in any significant additional protection for these areas. It is therefore recommended that the Conservation Area should not be extended to the south and west.

### Recommendations

2.10 In view of all the above, it is considered that the existing boundaries of the Conservation Area are entirely appropriate and changes are recommended.



Fig. 7 Factory car park on the east side of Bishopthorpe Road

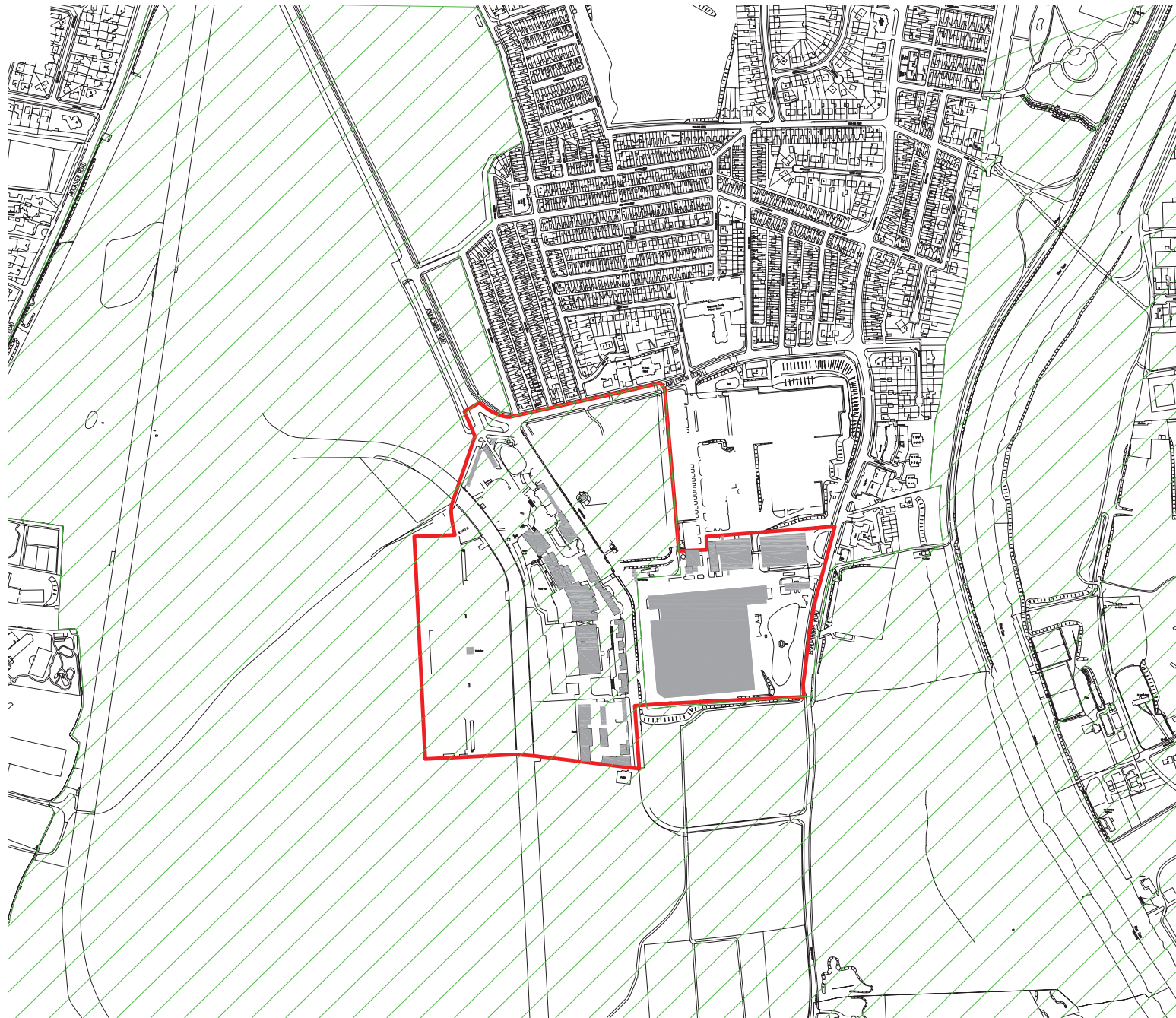


Fig. 8 South-east corner of racecourse enclosure



Fig. 9 General view of the Knavesmire





- Conservation area boundary
- ▨ Green Belt

Map 2 - Conservation area boundary

### 3.00 LOCATION & CONTEXT

3.01 The Racecourse and Terry's Factory Conservation Area lies approximately two kilometres south of the city centre, to the west of the River Ouse (see Map 1). To the north and north-east there are the predominantly residential areas of South Bank and Nunthorpe. To the south-east there are the open spaces of Nun Ings, alongside the river. The open space of the Knavesmire extends around the south and west sides of the designated area (see Figs. 10, 11 and 12).

3.02 Tadcaster Road runs along the ridge to the west of the Knavesmire and was the route of a Roman road into the city. The settlement of Dringhouses straddles this road approximately one kilometre to the west of the Conservation Area. The small settlement of Middlethorpe lies one kilometre to the south.

3.03 The majority of the Conservation Area lies within the City of York Green Belt (see Map. 2). The buildings of both the racecourse enclosure and the factory are major landmarks on the south side of the city, being seen across the open space of the Knavesmire and in association with the large number of trees that surround the various open spaces.



Fig. 10 Conservation Area from west



Fig. 11 Conservation Area from south



## 4.00 TOPOGRAPHY AND SETTING

- 4.01 The Conservation Area occupies part of the Knavesmire, which is a large flat open area between Tadcaster Road (to the west) and the River Ouse (to the east). The land to the north, west and east (beyond the river) rises gently, giving a slight basin effect, open to the south.
- 4.02 The area is underlain by mixed sands and gravels, with some alluvial deposits, particularly along the river. Nun lngs, to the south-east of the Conservation Area, is one of a sequence of meadows alongside the River Ouse on either side of the city centre. Tadcaster Road follows the line of a glacial moraine (composed of a mix of pebbles, boulders, sands, gravels, and clays), which runs across the Vale of York.
- 4.03 The Knavesmire is predominantly amenity grassland, associated with the racecourse (see Fig. 12). There is some use of Nun lngs for farming and allotment gardens. The York and Selby Path and Cycle Route, which is part of the Trans-Pennine Trail, crosses the area and follows part of the southern boundary of the Conservation Area.
- 4.04 The open spaces of the Knavesmire are partly defined by trees. Knavesmire



Fig. 12 Aerial view of the Conservation Area and its setting

Wood to the south-west and the large number of mature trees on the higher ground within the grounds of properties on the east side of Tadcaster Road (see Fig. 9) are of particular importance in defining the edge of the main open area. There is also a very significant avenue of mature trees along Knavesmire Road. The north-east edges of the Knavesmire are defined by the houses of South Bank and the buildings of the racecourse.

4.05 There are few trees elsewhere in the vicinity. Within the Conservation Area there is a garden area in the south-east corner of the factory site, which is surrounded by mature trees, and there are significant belts of trees marking the south and west boundaries of the factory (see Figs. 12 and 14). To the south-east of the designated area there are hedgerows along Bishopthorpe Road and the remnants of hedgerows on some of the field boundaries, a few of which contain mature hedgerow trees.

4.06 The Conservation Area has a predominantly open setting, with few buildings visible to the west, south or east (see Fig. 12). Dringhouses to the west is largely concealed by the mature trees on the east side of Tadcaster Road.

The small group of buildings that constitute Middlethorpe are some distance from the Conservation Area and are partly screened by trees. There are a few houses on the east side of Bishopthorpe Road to the north of Nun Ings (see Fig. 13). The northern section of the former Terry's Factory, which is predominantly open but also contains a number of modern industrial buildings, provides the setting of the designated area to the north-east. The suburb of South Bank, which predominantly consists of terraced housing (see Fig. 2), has some impact to the north but this is limited as it only directly abuts the designated area alongside Park Pavilion Field and this is limited.



Fig. 13 Residential development on the east side of Bishopthorpe Road



Fig. 14 Open space to the south of the Conservation Area





5.03 By the medieval period there was some arable farming in the area (most probably linked to Middlethorpe), as evidenced by areas of ridge and furrow at the north and south ends of Nun Ings. However, the Knavesmire appears to have been predominantly used as common pasture for the manor of Dringhouses (which was in the ownership of the Archbishop of York) and the freemen of Micklegate Ward (see the name Micklegate Stray on Maps 3 and 4). It was also the location of a public gallows, the site of which is marked by a stone engraved 'Tyburn' alongside Tadcaster Road.

5.04 There are records of horse racing in York from the sixteenth century; the annual race meeting was moved to the Knavesmire from Clifton Ings in 1731. Racing became part of the social calendar and in 1754 the first grandstand was erected. This was designed by John Carr, then a local stonemason, who was to become one of the most successful provincial architects of the period, in part because of this commission. Part of this grandstand survives as part of the Guinness Bar (see Appendix).

5.05 Horse racing was important to the social and economic development of the city as



Map 4 1909 Ordnance Survey

the annual Race Week was the focus for aristocratic and gentry life during the eighteenth century. Its significance declined during the first half of the nineteenth century, but York re-emerged in the twentieth century as one of the major racecourses in the country.

5.06 The growth of the racecourse has been almost continuous and a number of its structures are included on the List of Buildings of Special Architectural or Historic Interest (see Appendix). The list description for the County Stand indicates that it was erected about 1840 but it is not shown on the Ordnance Survey Map of 1853 (see Map 3), which only shows the original, John Carr, grandstand (see Fig. 15 and 5.04 above). Various other stands and ancillary structures can be identified by 1909 (see Figs. 16, 17 and 18, and Map 4).

5.07 There appears to have been a major development of the racecourse in the 1920s (see Map 5), which included the formation of Racecourse Road, the construction of the enclosure walls, and the erection of a range of small ancillary buildings, plus the erection of additional stands and an indicator board and clock tower. Three large stands (the Melrose,



Fig. 15 Early Photo of John Carr's grandstand



Fig. 16 View of the stands circa 1909



Fig. 17 View of the stands circa 1909



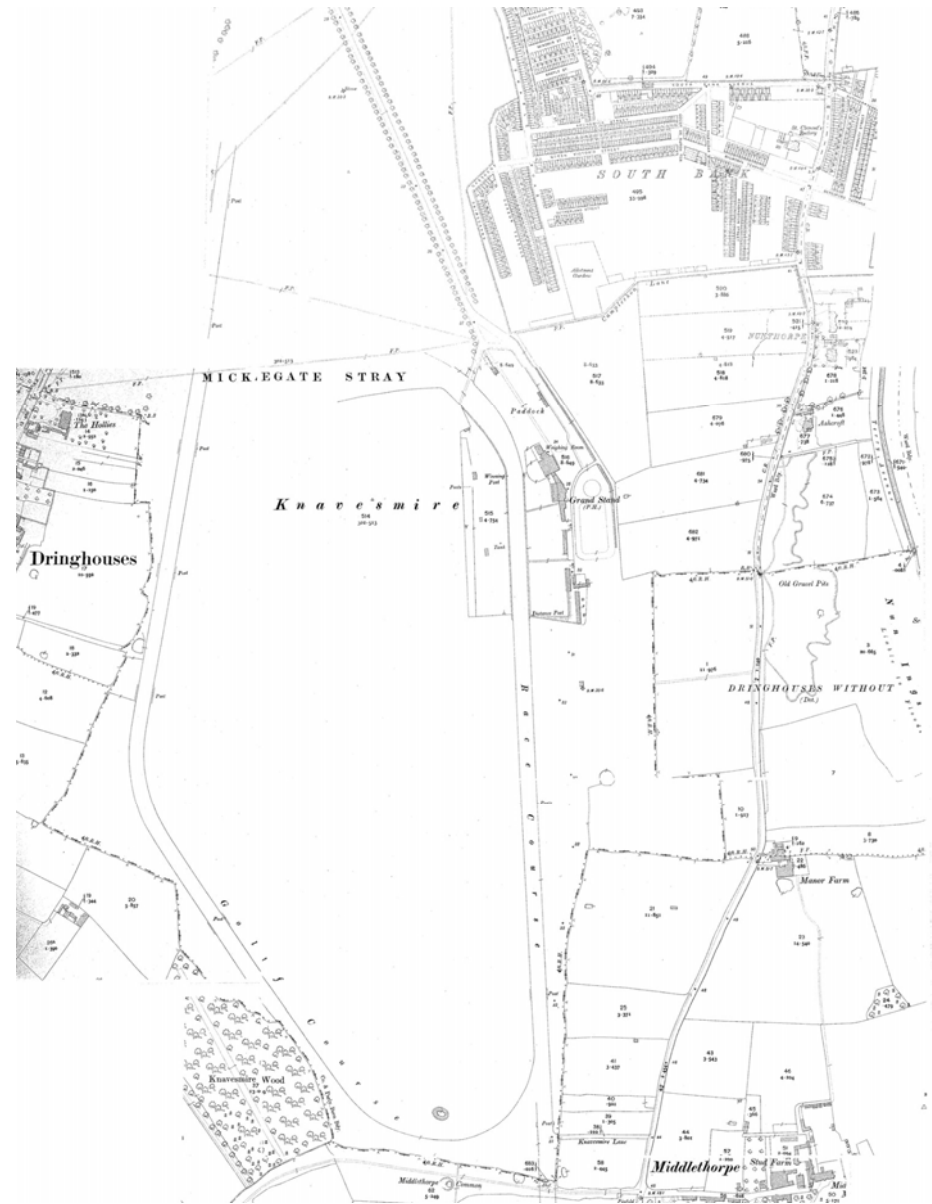
Fig. 18 View of the County Stand circa 1909



Ebor and Knavesmire Stands) were erected at the end of the twentieth century (see Fig. 21).

5.08 The area remained relatively open, apart from the settlements of Dringhouses, Nunthorpe and Middlethorpe, until the late nineteenth century when the suburb of South Bank began to develop (see Maps 4 and 5). By the 1930s this growth had extended south to Campleshon Road.

5.09 Terry's of York began in 1767 as a confectionary business owned by Bayldon and Berry on a site near Bootham Bar. Joseph Terry trained as an apothecary and joined the firm as he was connected by marriage to Berry. By 1830 Joseph was the sole owner and gradually developed the chocolate side of the business. He was succeeded by his sons. The company developed until it became one the major employers in the city; its products and name being inextricably linked to York. New factory premises were built at Clementhorpe in the 1860s to provide better transport links, but continued expansion led to the need for new premises, which led to the Bishopthorpe Works, erected in the 1920s to the design of architects J.G.



Map 5 | 1931 Ordnance Survey

Davies and L.E. Wade. These works were clearly designed to make a bold statement about the status of the company (see Fig. 19).

5.10 The early buildings of the new works (see Map 5) consisted of a head office facing Bishopthorpe Road, time office, five-storey factory, north-light shed (which is slightly earlier than and was originally separate from the five-storey factory), boiler and transformer house, with the boiler flue designed as a clock tower, and a liquor store. All these structures are now included on the List of Buildings of Special Architectural or Historic Interest (see Appendix A). Later buildings to the north were of lesser architectural significance and included a jam factory, which was used as an underground shelter during the Second World War.

5.11 Developments during the second half of the twentieth century included extensions to the north-light shed, the construction of an additional factory building with bridge links to the five-storey factory and the head office, and various buildings to the north (outside the Conservation Area), some of which have subsequently been demolished.



Fig. 19 View of the Bishopthorpe Road entrance circa 1940



Fig. 20 Aerial view into the Conservation Area circa 1956

## 6.00 GENERAL CHARACTER

6.01 This section considers the general character of the whole of the Conservation Area, as distinct from the analysis of the three character areas that have been identified (see 6.07 below).

6.02 The key characteristic of the Conservation Area is that of two groups of substantial buildings within a landscape setting. This open 'parkland' setting, provided by the open spaces outside the designated area, is in sharp contrast to the buildings and is of importance to the character and appearance of the designated area. Also, the many mature trees around and within the Knavesmire provide an important foil to the buildings.

6.03 Views across the open landscape are also of major significance. The stands of the racecourse are inevitably designed to exploit the views out across the Knavesmire. In contrast, the former Terry's Factory has an inward-looking character, being a generally enclosed site, with walls and trees around the perimeter. This limits views out of the factory site at ground level, although there are medium and long distance views from the upper levels of the main factory building and the clock tower.

6.04 Views towards the Conservation Area are of greater significance than the views out. The large stands of the racecourse are very prominent in views across the Knavesmire from the west (see Fig. 21) and are the focal point in views from Tadcaster Road north of the centre of Dringhouses. The upper levels of the main building and clock tower of the factory dominate the whole of the surrounding area, being seen in views from Campleshon Road, Bishopthorpe Road, the racecourse and Knavesmire Road. They are also major landmarks on the wider York skyline, being visible from the tower of the Minster, from sections of the city walls, from many of the open spaces within the city (such as Rowntree Park), from the A64, and in many other views from the south.

6.05 At present, except on race days, the character of the Conservation Area is of a quiet location, with limited activity. Although the racecourse is used for conferences and other events these generally make little impact. The historic and intended role of the factory was as one of the city's major companies, employing a large number of people, many of whom lived in the surrounding residential areas, such as South Bank.



Fig. 21 The Ebor and Knavesmire Stands



Fig. 22 Pedestrian activity along Racecourse Road on race days



Fig. 23 The open ground known as Park Pavilion Field



Following its closure the factory is (currently) no longer a centre of activity (see 9.03 below); this will change following the re-development of the site (see 1.03 above). The wider area is also relatively quiet, with only casual and occasional recreational use of the Knavesmire, although both Campleshon Road and Bishopthorpe Road carry significant volumes of traffic.

6.06 On race days the character is very different, with large numbers of people and vehicles (including helicopters) converging on the racecourse, car parking on Park Pavilion Field and elsewhere around the designated area, and bursts of noise at the conclusion of each race (see Figs. 22, 23, 26 and 27).

6.07 The racecourse has a wide variety of buildings, a number of which are included on the List of Buildings of Special Architectural or Historic Interest (see Appendix and Map 8). However, the early twentieth century ancillary buildings, which line the west side of Racecourse Road, have a consistency of scale, form, style and materials that provides the entrance to the racecourse with a very distinctive character and appearance.

6.08 The buildings of the former Terry's Factory that are within the Conservation Area generally have a consistency of architectural form and style, although the scale varies considerably (see Figs. 24 and 25). The factory was developed in the 1920s and the original buildings are all constructed of red brick with buff sandstone dressings. They are also all in a consistent Baroque Revival style and have recently been added to the List of Buildings of Special Architectural or Historic Interest (see Appendix and Map 8).

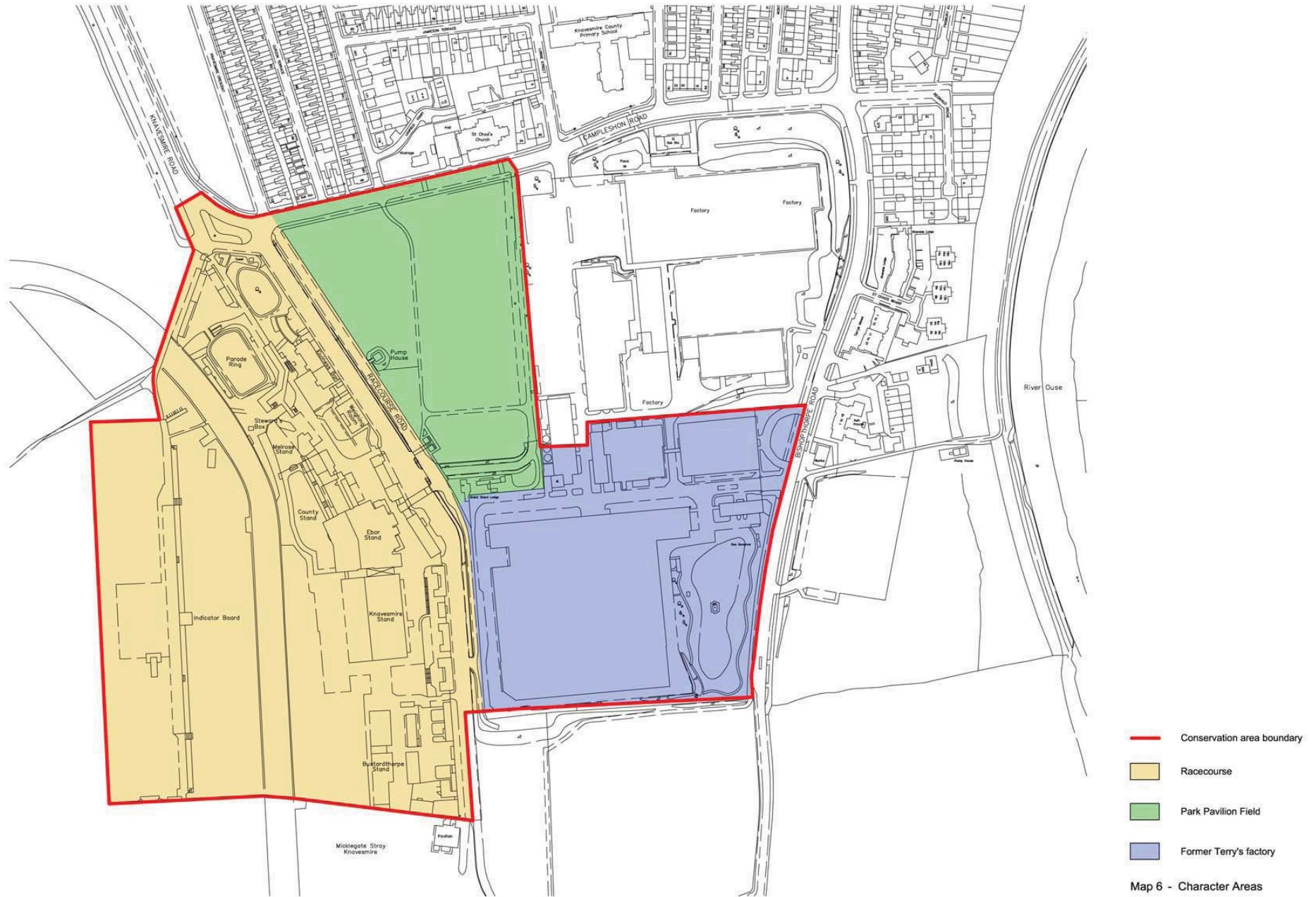
6.09 As already indicated (see 6.02 above) the Conservation Area consists of two groups of buildings with very different characters; the racecourse enclosure and the former Terry's Factory. In addition, the Park Pavilion Field to the south-east of the junction of Campleshon Road and Racecourse Road also has its own distinct character. As a result, for the purposes of more detailed analysis, the Conservation Area has been divided into three distinct character areas (see Map 6).



Fig. 24 View of the frontage buildings along Bishopthorpe Road



Fig. 25 View of the five-storey factory





## 7.00 THE RACECOURSE ENCLOSURE

7.01 This character area (see Map 6) consists of the racecourse enclosure and Racecourse Road. The racecourse loops around the edges of the Knavesmire and only a short section is therefore within the Conservation Area.

7.02 The special interest of this character area is the result of a number of different factors: the size and variety of the stands; their relationship to the open space of the Knavesmire; the consistency of the architectural treatment of the small-scale buildings along the east wall of the enclosure; and the 'party' or 'festive' atmosphere generated on race days.

### Uses

7.03 The racecourse enclosure is one of the major leisure complexes within York. It is a hive of activity on race days, attracting very large numbers of people (see Figs. 26 and 27). This results in many of the adjacent areas (most of which are outside the Conservation Area) being used for car and coach parking. At other times the buildings are used for a variety of functions but these do not result in the same level of activity. As a result, for much of the year the racecourse enclosure is relatively quiet.



Fig. 26 View of the crowds on race day



Fig. 27 Crowds on race days

### Qualities of buildings

- 7.04 The buildings within the racecourse enclosure are varied in both their size and architectural qualities. The various stands are arranged in a gentle curve that follows the alignment of the course (see Fig. 34). These date from different periods and vary in both scale and style; the earliest are listed (see Appendix and Map 8).
- 7.05 Part of the original grandstand, designed by John Carr in 1754, has been reconstructed and is now part of the Guinness Bar (see Figs. 28 and 29 and Appendix) and is therefore no longer used as a stand. The earliest stand in use is therefore the original section of the County Stand, which dates from the mid-nineteenth century. It has two tiers of arcades supported on slender twisted columns (see Appendix). The original lower level, which can be seen in Figs. 16 and 18, has now been concealed by stepped terraces. The County Stand has been extended and altered on a number of occasions and its northern end, which was constructed around 1890 and was at one time used as the Press Stand, is listed in its own right (see Appendix).
- 7.06 The later stands have a very different character. The Bustardthorpe Stand, at

the southern end of the enclosure, dates from the early twentieth century and is a concrete structure with an interesting architectural treatment of panels and fins on its rear (east) elevation (see Fig. 33). In contrast, the recent stands (Melrose, Ebor and Knavesmire) are substantial structures, making a major impact upon the surrounding area. The brickwork and pitched roof of the Melrose Stand makes references to the smaller scale buildings of the 1920s (see 7.06 and 7.07 below), although its size makes this design approach inappropriate (see Figs. 34 and 38). The Ebor and Knavesmire Stands adopt a bold contemporary approach (see Figs. 21, 31 and 34).

- 7.07 The indicator board and clock tower (now abandoned), which stands in an isolated position within the loop of the racecourse, is listed (see Fig. 30 and Appendix). It was designed by Walter Brierley, a noted York architect of the early twentieth century, who may also have designed the small-scale buildings of this period along the eastern edge of the racecourse enclosure (see Figs. 22, 31 and 37). These buildings have a very different character from the stands. These are generally single storey in height and are in a simple vernacular style, with



Fig. 28 The Guinness Bar from north-west



Fig. 29 Rear of the Guinness Bar



Fig. 30 The abandoned Indicator Board

some use of classical details. There are a number of recent buildings along this eastern edge of the enclosure (fronting Racecourse Road), the majority of which have been designed in the same idiom.

7.08 As noted in 7.04 above, part of the mid-eighteenth century grandstand of the racecourse has been reconstructed and now forms part of the Guinness Bar. A series of lightweight canopies have been added to the front (west) elevation of the earlier structure, which obscure its architectural qualities (see Fig. 28).

7.09 Four of the structures within the racecourse enclosure are listed (see Appendix and Map 8). Many other structures are considered to make a positive contribution to the Conservation Area (see Map 8), including all the stands, with the exception of the Melrose Stand, and most of the buildings along the eastern and northern edge of the enclosure.

#### Other structures

7.10 The boundary wall to the north, east and south sides of the racecourse enclosure appears to date from the 1920s (see 5.05 above), although some sections have been rebuilt. The wall is generally simple in

appearance but there is an impressive gateway, flanked by elaborate stone piers at the northern end of the enclosure (see Fig. 32). This wall is of significance because of its role in defining the racecourse enclosure and it is therefore considered that it makes a positive contribution to the Conservation Area.

7.11 The pedestrian bridge across Racecourse Road also appears to date from the 1920s (see Fig. 35 and Map 5). Its white-painted concrete provides a sharp contrast to the predominant colours and materials of the other structures along the road, however, its style relates to that of the Bustardthorpe Stand (see 7.06 above). The bridge is typical of its period and is a significant feature of this area. It is therefore considered that this also makes a positive contribution to the Conservation Area.

#### Spaces and views

7.12 There are four key spaces within this part of the Conservation Area: the wide open area to the west of the stands opening out onto the Knavesmire; the relatively narrow area to the east of the main stands (excluding the area to the east of the Bustardthorpe Stand); the Parade Ring and its surroundings; and Racecourse Road.



Fig. 31 Racecourse enclosure from south-east



Fig. 32 Entrance gates at northern end of the racecourse enclosure



Fig. 33 Bustardthorpe Stand from the south-east



7.13 The area to the west of the main stands is the major space of the enclosure as it is overlooked by all the stands and is packed with spectators on race days (see Fig. 26). The ground surface is predominantly grass. To the east it is enclosed by the stands but it is open on its other three sides, apart from the barriers alongside the track. On race days a variety of temporary structures are erected around this space. There are major views to the west, both from ground level and from the stands. There are also key views across the Knavesmire towards the main stands, which are major landmarks.

7.14 The area to the east of the main stands is effectively the initial gathering space for race goers as it is the transition between the various entrance buildings and turnstiles along Racecourse Road and the main spectator areas (see Fig. 37). The ground is largely hard surfaced, although there are limited areas of grass and some key trees in the southern section (see Map 9). It is an enclosed area, with small-scale buildings to the east and the bulk of the stands to the west. As a result there are no views into or out of this space and no views of any significance within it.



Fig. 34 The stands from the race track



Fig. 35 Bridge link across Racecourse Road

7.15 The Parade Ring to the north of the main stands is of special significance. The area around it is predominantly surfaced with grass. To the north and east the space is surrounded by low-key buildings, but to the south there is the substantial bulk of the Melrose Stand. The space is open to the racecourse to the west, allowing views out to the Knavesmire. There are no significant views into this space from the wider area.

7.16 Racecourse Road extends along the east side of the racecourse enclosure (see Fig. 35). It is a curved linear space and, as a result of the higher ground and retaining walls to the east, there is a sense of being in a cutting. The trees along the west side of the factory site provide a greater sense of enclosure for one section of the road. The wall and buildings of the racecourse enclosure extend along its west side. The bridge punctuates the space but the many entrances to the enclosure mean that there is no single focal point. Views along the road are generally limited because of its curving nature. There are oblique views up to the main stands and to the clock tower and five-storey building of the factory.

### Soft landscaping

7.17 There are few trees within this section of the Conservation Area. At the northern end of the racecourse enclosure, inside the gateway (see Fig. 32) there is a small group of trees and there are also a few trees within the designated area outside this gateway. The trees that give the southern end of Knavesmire Road its sylvan appearance lie outside the Conservation Area. Similarly, the trees on the higher ground to the east of Racecourse Road are mainly within the former Terry's Factory.

### Neutral and negative factors

7.18 There are no negative factors within this part of the Conservation Area. Although the light-weight canopies of the Guinness Bar detract from the listed building (see 7.08 above), they contribute to the 'party' or 'festive' atmosphere of race meetings and are therefore important to the character of the area. The Melrose Stand is considered to be a neutral factor as a result of its uninspired architectural treatment (see 7.06 above). A number of the ancillary structures are also neutral factors as a result of their utilitarian appearance (see Map 10).



Fig. 36 The Parade Ring



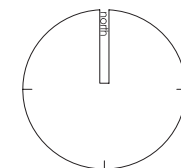
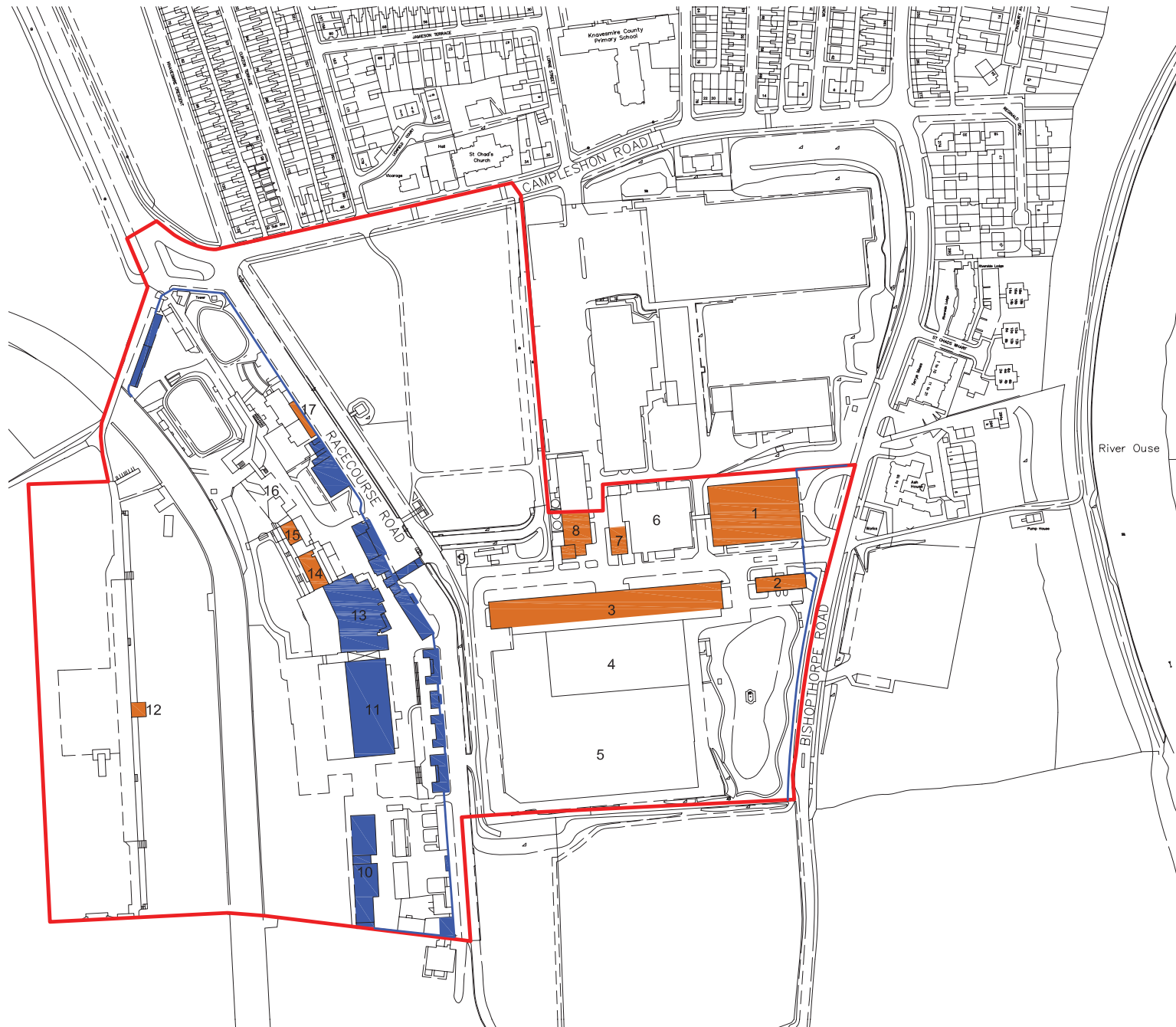
Fig. 37 Space to the east of the stands



Fig. 38 The Melrose Stand



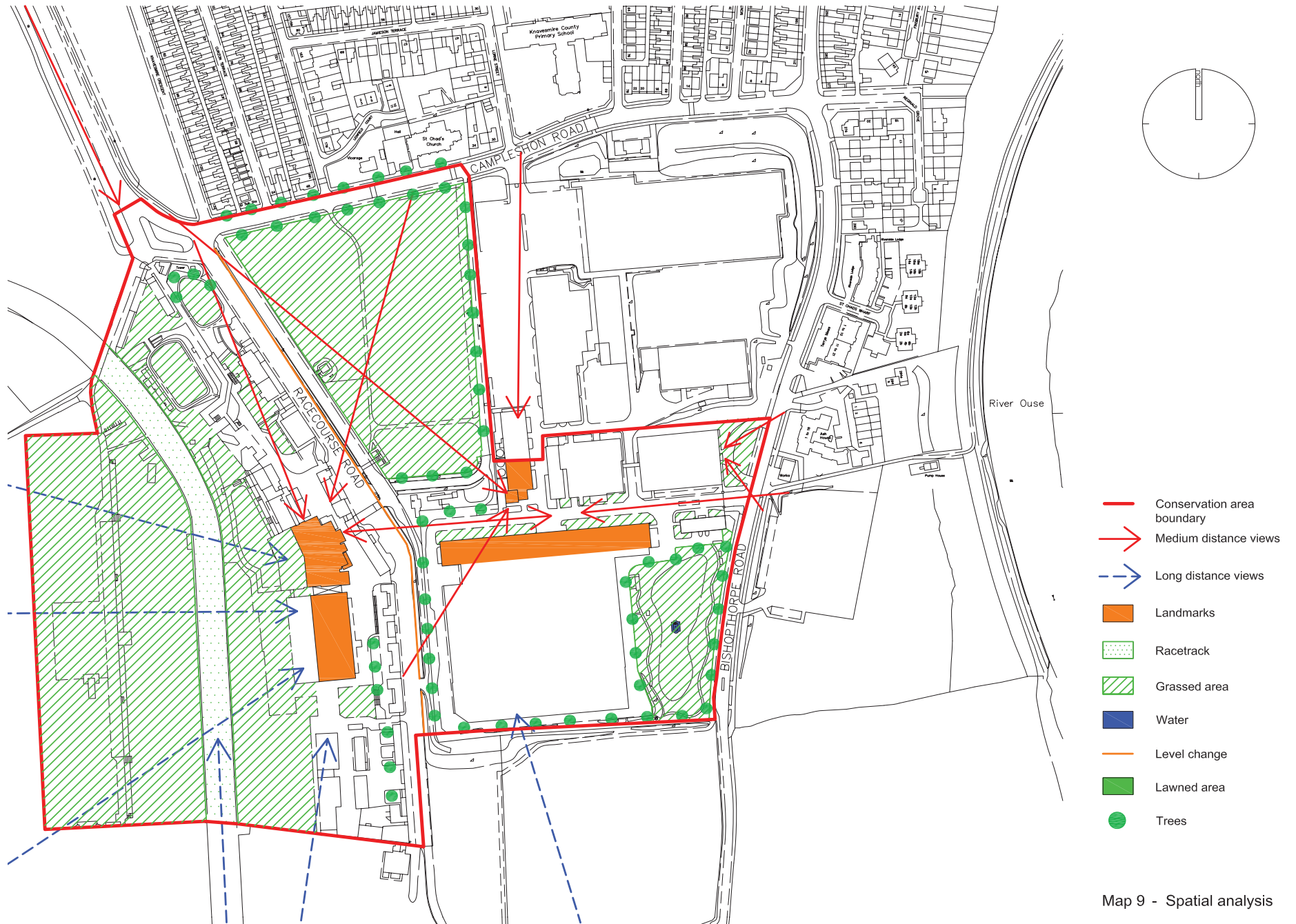




- 1 - Head office
- 2 - Time office
- 3 - Factory
- 4 - North light shed
- 5 - Modern elements
- 6 - 1970s block
- 7 - Liquor store
- 8 - Clock tower, Boiler & Transformer house
- 9 - Grand Stand Lodge
- 10 - Bustardthorpe Stand
- 11 - Knavesmire Stand
- 12 - Indicator Board
- 13 - Ebor Stand
- 14 - County Stand
- 15 - County Stand extension
- 16 - Melrose Stand
- 17 - Guinness Bar

- Conservation area boundary
- Listed buildings
- Buildings which make a positive contribution

Map 8 - Buildings or structures of significance







## 8.00 PARK PAVILION FIELD

8.01 This character area (see Map 6) predominantly consists of the open space to the west of Racecourse Road and north of the former Terry's Factory. It also includes Grand Stand Lodge, which is located to the south of the open space adjacent to the factory boundary. This area sits at a higher level than Racecourse Road.

8.02 The special interest of this character area is the nature of the open, grassed space, fringed by trees on three sides, which allows views of the main stands of the racecourse and the major buildings of the factory (see Fig. 40).

### Uses

8.03 The open space is used for a variety of functions related to the racecourse. On race days it operates as a car park (see Fig. 39) and at the southern end a tented village is erected to provide additional ancillary space. When it is intensively used on race days this space has a very different character compared to its emptiness for much of the rest of the year. A strip along the southern edge of the area is occupied by the vehicular ramp up from Racecourse Road and Grand Stand Lodge and its curtilage.



Fig. 39 View north across Park Pavilion Field



Fig. 40 View south-east across Park Pavilion Field

### Structures

8.04 There are few buildings or structures within this part of the Conservation Area. On the western edge of the open space there is a small brick pump house with a flat roof (see Fig. 41). To the north-east of the pedestrian bridge there are two links between the open space and lower level of Racecourse Road; one pedestrian, the other vehicular. The pedestrian link consists of a double flight of steps below a pergola and a short underpass (see Fig. 42). The vehicular route is a ramp, which has a short bridge at its western end to carry the raised route along the east side of the road. Grand Stand Lodge, at the southern end of this section of the Conservation Area, is a medium-size house typical of the mid-twentieth century (see Fig. 43). It is constructed of buff bricks and with a shallow-pitched, concrete-tiled roof.

### Spaces and views

8.05 The majority of this part of the Conservation Area consists of an open space of maintained grass. This is semi-enclosed on the north, east and south sides by lines of trees (see Fig. 39). Views are possible through these trees to the houses on the north side of Campleshon Road, to the modern buildings of the

former Terry's Factory to the east, and to the upper levels the original factory buildings to the south (see Fig. 40). The western side of the space is open, allowing views across Racecourse Road to the main stands. There are views into this open space from Campleshon Road and important long-distance views from the north across the space to the landmark buildings of the factory. The curtilage of Grand Stand Lodge is a small, domestic enclave at the southern end of the space.

### Soft landscaping

8.06 The maintained grass of the open space and the surrounding trees are important in establishing the character of this part of the Conservation Area.

### Neutral and negative factors

8.07 There are no negative factors within this section of the Conservation Area. It is considered that the pump house, the pedestrian steps and Grand Stand Lodge are all neutral factors (see Map 10).



Fig. 41 Pump house



Fig. 42 Steps across Racecourse Road



Fig. 43 Grand Stand Lodge



## 9.00 FORMER TERRY'S FACTORY

9.01 This character area (see Map 6) consists of the southern section of the former Terry's Factory (the northern section is not within the Conservation Area) and includes all the early buildings of the complex .

9.02 The special interest of this character area is the result of the consistent, high-quality Baroque Revival design approach adopted for the early factory buildings (see Figs. 44, 46, 47, 48 and 51), the layout of the factory buildings on a rectilinear grid arranged around two axis (one through each of the entrance gates), the generally inward-looking nature of the site, and its former role as a major centre of employment.

### Uses

9.03 The factory was a major industrial complex (see Map 7) but has now closed and the buildings are empty. As a result this part of the Conservation Area is currently very quiet, with few people and little vehicle movement. However, this is very different from its intended and historic character (or its character when the Conservation Area was designated), which must have generally been a bustling and noisy environment. The re-development of the site (see I.03 above)



Fig. 44 The Bishopthorpe entrance



Fig. 45 View looking north-west within factory grounds

will re-establish something of the site's original character.

### Qualities of buildings

9.04 The character and appearance of this part of the Conservation Area is largely determined by the layout, scale and qualities of the early buildings of the factory (see Figs. 44, 46, 47, 48 and 51). These were laid out in response to two axes: one east-west through the main entrance on Bishopthorpe Road (see Fig. 19); the other north-south from the Campleshon Road entrance. As a result the buildings form a very strong grid pattern on the site, which has also been followed by the later buildings both within and outside the designated area.

9.05 The early buildings of the complex were all designed on a large scale, in particular the five-storey factory. These buildings are all in a Baroque Revival style, with external walls of red brick and extensive use of ashlar sandstone dressings. The head office has an ornate front elevation with its own drive approach from Bishopthorpe Road (see Fig. 51). The other buildings have less elaborate detailing but are still designed to impress. The window openings are vertically proportioned and contain sashes sub-

divided into small panes. All of these buildings, apart from the north-light shed, have flat roofs concealed by parapets. The consistency of materials and detailing used on these buildings provides a strong and uniform character to this part of the Conservation Area.

9.06 These early buildings are generally unaltered; the main change being the partial demolition and subsequent extensions to the north-light shed. In addition, all the windows on the time office have been replaced.

9.07 The extensions to the north-light shed (which is itself the least significant of the early factory buildings) are poorly detailed being typical industrial structures of their period, although they generally make extensive use of red bricks, which is the predominant material of the early buildings (see Figs. 45, 55 and 56). The building of the 1970s, to the north of the main access road, and its two bridge links are very different, having extensive areas of white concrete cladding and glazing (see Fig. 57).

9.08 The principal buildings in this part of the Conservation Area (the head office, time office, five-storey factory, boiler and



Fig. 46 Simple palette of materials



Fig. 47 The Time Office



Fig. 48 The Liquor Store

transformer house, clock tower, and liquor store) are all listed (see Map 8 and Appendix). None of the other buildings on the factory site (including the remaining section of the north-light shed) are considered to make a positive contribution to the Conservation Area (see Map 8).

### Other structures

9.09 The eastern boundary of the factory, along Bishopthorpe Road and on either side of the forecourt of the head office building, appears to be of two phases (see Fig. 49). The early sections, which were contemporary with the original factory buildings, comprise a brick and stone plinth that would have supported railings between tall brick piers. Subsequently the piers have been raised in height, the railings removed and replaced with a brick panel. This wall is within the curtilage of the listed factory buildings but is also of significance because of its role in defining the edge of the Conservation Area along Bishopthorpe Road. The gate piers at the main entrance, to the south of the head office, appear to be largely unaltered, although the original gates have been replaced (see Fig. 44). It is considered that the wall, together with the gate piers, makes a positive contribution to the

Conservation Area (see Map 8).

9.10 There are a variety of other minor structures and elements within the factory site that are reminders of its industrial function. These are of interest but are not considered to make a significant contribution to the character of the Conservation Area.

### Spaces and views

9.11 There are three key spaces within this part of the Conservation Area: the forecourt to the head office; the main access road; and the garden area in the south-east corner of the site. Other spaces are simply the roads and spaces around and between the buildings.

9.12 The forecourt to the head office opens off Bishopthorpe Road (see Fig. 51). To the west there is the elaborate main elevation of the head office, while to the north and south it is enclosed by the brick boundary walls (see 9.05 above). This space has a simple open character, consisting of the sweep of the access drive with lawns on both sides. There are important views across this space to the main elevation of the head office and the main gates of the factory.

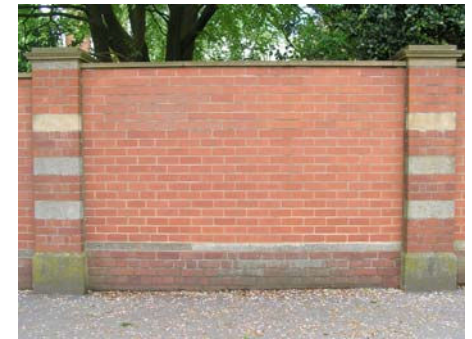


Fig. 49 Detail of the boundary wall along Bishopthorpe road



Fig. 50 Metal ventilator



Fig. 51 Forecourt to the Head Offices



9.13 The main access road runs from the main gates into the complex off Bishopthorpe Road westwards across the full extent of the factory site (see Fig. 44). It is flanked by buildings, which are set back behind narrow areas of lawn with some shrubs planting and a few trees. There are strong east-west axial views along this space, particularly to the clock tower and to the Ebor Stand of the racecourse. There are also views out to the north and south between the buildings.

9.14 The garden area in the south-east corner of the site (see Figs. 25 and 52), which was presumably designed for the use of the factory workers, has a very different character and appearance from the predominantly hard nature of the majority of this section of the Conservation Area. It is a soft green oasis, where wildlife is both audible and visible. It consists of an irregular shaped lawn surrounded by trees and shrubs. At the centre of the space is a formal pond and fountain. This is an enclosed area with few views in or out.

**Soft landscaping**

9.15 This part of the Conservation Area has important belts of mature trees along its western, southern and eastern



Fig. 52 Garden area with water feature



Fig. 55 Modern extension to five-storey factory



Fig. 53 Boiler and Transformer house



Fig. 56 Modern extension to north light shed



Fig. 54 Industrial paraphernalia



Fig. 57 1970s block and bridge link

boundaries, and along the west end of its northern boundary (see Map 9). These trees provide the setting to the various buildings and screen the factory site from the surrounding areas. There are also important belts of trees to the north and west of the garden area in the south-east corner of the site, which screen it from the adjacent buildings. There are also a few trees and shrubs in the lawn areas on either side of the main access road.

### Neutral and negative factors

- 9.16 The only neutral factor within this part of the Conservation Area is the surviving section of the north-light shed (see 9.06 above). There are, however, a large number of negative factors as noted below and identified on Map 10.
- 9.17 Due to the ever changing requirements for the manufacture of chocolate products, many of the buildings of architectural value have suffered from unsympathetic alterations. Windows openings have been blocked or altered, and the five-storey factory has several inappropriate extensions to its southern elevation (see Figs. 55). Also, the modern industrial buildings to the south and west of the remaining section of the north-light shed are detrimental to the appearance of

the area because of their form and materials (see Figs. 45 and 56).

- 9.18 The 1970s building on the north side of the main access road, together with its two bridge links, has a detrimental impact on the appearance of the area, because of its uncharacteristic materials, horizontal emphasis and expressed frame (see Fig. 57). The bridge link to the five-storey factory is particularly intrusive as it disrupts the view west from the main gates (see Fig. 44).
- 9.19 The confusion of signage on the gate piers of the main entrance from Bishopthorpe Road detracts from the quality of these important structures (see Fig. 58).
- 9.20 The two tall metal storage tanks in the belt of trees to the west of the garden area also detract from the character and appearance of the area.



Fig. 58 Inappropriate signage at main entrance



**APPENDIX**

**LISTED BUILDING DESCRIPTIONS**

Guinness Bar in the Old Grandstand  
York Racecourse

Grade II\*

Grandstand, now bar. 1755; demolished and partly reconstructed c1920. By John Carr. Orange brick in English bond with dressings of ashlar sandstone: roof not visible.

EXTERIOR: 1-storey 9-bay front on moulded stone plinth: centre and end bays are faced with rusticated stone and break forward; centre bay is pedimented. Bays are arcaded, the end and centre ones with round arches of radiating voussoirs, elsewhere rubbed brick arches with stone impost band. Each arch has a C20 canopy over. Moulded stone eaves cornice beneath balustraded parapet of bulbous balusters with plain stone piers and moulded coping.

Rear: 1 storey 9 bays, on brick plinth. Outer and centre bays are blind; elsewhere blind arcaded beneath stepped brick cornice and plain parapet with flat stone coping.

INTERIOR: not inspected.

HISTORICAL NOTE: this is all that remains of one of the most impressive C18 Grandstands in England.

(Murray H, Riddick S & Green R: York through the Eyes of the Artist: York City Art Gallery: 1990 - : 24; RCHME; City of York: London: 1972 - : 50).



County Stand  
York Racecourse

Grade II

Racecourse stand. C1840 with early C20 alterations and extensions. Cast-iron and timber with boarded awning on iron trusses: slate hipped roof with wide eaves on timber brackets.

EXTERIOR: 2-storey 11-bay front arcaded in two tiers of segmental arches on twisted columns with floral capitals on tall pedestals and with spandrels filled with openwork arabesques. Lower tier is open at the front: 8 bays have curved awning with scalloped valance above. Upper tier has ornate balustrade of cast-iron openwork panels.

INTERIOR: lower tier stepped and fitted with wooden bench seats. Rear partition wall incorporates glazed and panelled doors and coat pegs. Behind partition wall, close string staircase has substantial turned balusters and shaped handrail on square sunk-panel newels with ball and pedestal finials. Both tiers have moulded cornices.



Press stand  
York Racecourse

## Grade II

Racecourse stand, now press stand. C1890 with later alterations. Rear of orange brick in English garden wall bond banded in white brick and with stone copings: at front, cast-iron columns on stone pedestals support shallow hipped slate roof on shaped timber brackets which has cast-iron guttering and terracotta finials.

EXTERIOR: 2-tiered front of 4 bays defined by columns with foliate capitals on high pedestals. Lower tier is terraced. Upper level is partitioned off with glazed and boarded screen incorporating glazed and flush panelled doors, one sliding. Rear: 3 storeys 5 bays, bays defined by pilasters with openings set between them in recessed vertical panels. Ground floor altered for tote windows. First floor has 4-pane sash windows with stone sills and stone keyed flat arches of rubbed brick: fifth window at right end altered. Second floor windows are 1-pane lights with stone sills and top hung shutters. Bands of cogged brick over ground floor openings and at eaves level. INTERIOR: not inspected.





Indicator Board and Clock Tower  
York Racecourse

Grade II

Indicator board and clock tower. 1922. Designed by Walter Brierley. Steel framed, wooden and re-constituted stone with a hipped slate roof.

EXTERIOR: 3 storeys plus attic. Square plan.

Ground floor has square corner piers and between on 3 sides 2 Doric columns in antis, all of re-constituted stone. First and second floors are divided into 3 panels on each of the 3 front faces, these panels are each divided into 6 spaces for name boards. In the centre of each of these faces is a seventh panel in a central square dormer with a flat lead roof. The main front has attached frames to each side for further name boards. The square hipped roof is topped by a square lantern with a circular clock face to each side, and a moulded square lead dome topped with a finial. The 7 day clock was made by GJF Newey of York and installed in 1923.

INTERIOR: retains all its original structure and fittings.



Head Office  
Terry's of York

## Grade II

Head office building for Terry's of York Chocolate manufacturers, built in 1924-30, by architects J G Davies and L E Wade. Red brick in English bond with sandstone ashlar dressings, centrepiece and corner sections, two storeys with roof of north lights surrounded by concrete and ashlar. Baroque Revival style. Façade facing Bishopthorpe Road has centre entrance with panelled double doors and overlight, and distyle in antis porch with Doric columns, all in ashlar. French doors on first floor above with elaborate pedimented triple-key surround and balustraded balcony over the porch. Five windows to either side with six-over-six vertical sashes in architraves, those on ground floor with alternating triangular and segmental pediments and on first floor with cornices. Beyond these, slightly projecting end blocks in sandstone ashlar with quoin strips of alternating bands of brick and ashlar, with central six-over-six sash flanked by narrow four-over-four sashes, of which the central first floor windows have Doric pilasters and triangular pediment with corbelled balustraded balconies. A parapet conceals the roof and is stepped above the end blocks, and in the centre rises to an attic decorated with a festooned cartouche. Left return facing entrance road and right return are identical, with centrepiece between 7 window ranges and end blocks which repeat front façade design. Centrepiece is ashlar with pilasters at the angles and three six-over-six windows on each floor, divided by quoin strips of alternating

brick and sandstone. Parapet above has urns over the quoin strips.

Interior: the plan is of a central double height space surrounded on all four sides by ground and first floor corridors and offices that face the exterior of the building. The original entrance, no longer used, has entrance lobby with inner door leading to broad hallway with tiled floor. Grand staircase rising from centre rear of hall, with splayed lower flight, wrought iron balusters and square wooden newels and handrail, bifurcating from central landing to two flights with quarter turns from centre and higher landings. Wood panelled reception area to right of and partly beneath stair, and corridors off to each side. Central cupola over hallway with coloured glass and ironwork. Ceiling elsewhere is coffered with dentillated cornices and glass panels. Half-height wood-panelled corridors off hallway lead round building, enclosing central large open double height office space, which has glass panelled barrel-vaulted ceiling with dentillated cornices, below roof with north lights. Space partly partitioned with glass and wooden screens, not original. Walls are panelled with pilasters at the corners and semi-circular windows to the first floor at each end. Corridors have original double doors at intervals with decorative glass panels. Offices and other rooms to the outer side of the corridor all have oak panelled doors with eared architraves, and original wooden framed windows. The rooms vary in the amount of architectural detail, the manager's room and the board room having decorated plaster ceilings, classical moulded cornices, and waist-high wainscoting, while other offices are plainer. The

boardroom additionally has a triangular pediment over a plain frieze over the main door, and consoles supporting a cornice above another. First floor rooms are in general of lower status. Some original washbasins and wood screens in lavatories.

**HISTORY:** Terry's of York began as a confectionary business owned by Bayldon and Berry in 1767 on a site near Bootham Bar. Joseph Terry, connected by marriage to Berry and trained as an apothecary, joined the firm, which moved in 1824 to St. Helen's Square. By 1830, Terry was the sole owner, and gradually developed the chocolate side of the business. New factory premises were built at Clementhorpe in 1862 to provide better transport links, but continued expansion led to the need for new premises which were built at Bishopthorpe Road.

**SUMMARY:** This building is one of a group consisting of headquarters offices, factory, clocktower, Time Office block and liquor factory, which were built at the same time. The complex is a strong group in architectural terms, presenting a unified style which reflects the strength and importance of the corporate image of Terry's chocolate firm. The buildings also have a strong historic interest, representing the most complete surviving expression of the importance of the confectionary business in York, and confirming, on a national scale, York's high status in this business.

**SOURCE:** Colbeck, Maurice, 'Made in York' 1992, pp. 23-32.

'Terry's of York 1767-1967' 1967, (Private publication).

'C.M.W.', Journal of Jos. Rowntree, 1925 (pamphlet).



Time Office  
Terry's of York

Grade II

Office and transit/recreation room, 1924-30, architects J G Davies and L E Wade for Terry's of York chocolate manufactures. Red brick in English bond with sandstone ashlar dressings, two storeys, flat concrete and asphalt roof. Baroque Revival style.

Façade facing entrance road and headquarters block; central single storey entrance porch with tripartite window above, flanked by quoin strips in alternating red brick and sandstone, with frieze above. Three 2-light windows to either side plus slightly projecting end blocks with tripartite windows similar to centre on both floors. End blocks are framed in ashlar pilaster strips with a frieze over. All windows and frames are C20 replacements. Ashlar faced parapet which is stepped up over centre and blocks. Left return has one 3-light first floor window; right return has two 3-light windows to each floor. Rear has similar fenestration to front, with end blocks defined by quoin strips of alternating brick and ashlar, a door replacing one of the windows to the right of the end block and a central door framed by windows and on overlight.

Interior: the interior is now largely empty and the building is unused. Spiral iron staircase leads to first floor.

The building originally had two archways leading through it from front to back, through which delivery vehicles would pass. The brick infill can be

clearly seen at the rear of the building, showing that the ground floor windows in the ranges to either side of the centre block are later additions. This building was also where employees clocked in, hence its name of the Time Office Block. The building is included for group value.





Factory  
Terry's of York

## Grade II

Factory built 1924-30 by J G Davies and L E Wade for Terry's of York chocolate manufacturers. Steel framed construction with red brick in English bond with sandstone ashlar dressings and centrepiece, with concrete and ashlar roof. Five storeys, 500 ft. long with entrance front towards central road through site. Central entrance block of ashlar, slightly projecting, flanked by quoin strips of alternating red brick and ashlar sandstone. Double large doors for vehicular access with smaller personal doors to either side separated by Tuscan order columns, with antae to the sides and plain frieze and cornice above. This doorway and a row of small-paned windows above occupy two floors in height. Second and third floors have symmetrically arranged one and two light mullioned and transomed windows with cornices. Vestigial pediment over centre window on second floor. Fourth floor has paired mullion and transom windows in the centre flanked by glazed oculi in keyed ashlar surrounds. To either side of the windows on all floors are mullions and transomed with those on the first floor having cornices and those on the top floor with triple keyed lintels, slightly projecting bay on either side mid way between centre and end blocks. End blocks also project and have mullioned and transomed windows flanked by transomed single window, all with cornices, except top floor which has glazed oculus in keyed surround flanked by transomed

single lights with keyed lintels. Outside projecting end blocks, a tier of single lights in an ashlar strip to full height and alternating quoin strips on corner. Ashlar parapet is stepped above projecting bays, left return towards Bishopthorpe Road has single light tiers in ashlar strip as at front flanking projecting bay with same window arrangement as end blocks to front. Rear is plainer with ranks of metal framed windows with ashlar sills and lintels throughout. At ground level an extension joins the factory to further buildings to the rear which were formally separate.

Interior: Ground floor not fully examined as still in use; entrance leads to hallway with free-standing and engaged pillars. First and remaining floors are now empty. Staircases near each end of building, with toilet facilities on half landings; open spaces within walls half-tiled with white tiles and black banding. Pillars run down the centre length of each floor, and steel frame construction is visible in boxed beams. To the rear of each floor, wooden loading bay doors. Roof houses heating systems etc.

PROCESS: Goods were loaded in at the top floor and manufacturing processes cascaded downwards. The blended beans were roasted, cracked and winnowed, then taken to the nibbing machine where the 'nib' of the bean was extracted, this being the part used for chocolate making. The nibs were ground to produce the cocoa mass, at which point other ingredients such as sugar or milk were added as required. The result was a paste which was refined several times. The next process was 'conching' where the mass was stirred for many

hours at a constant temperature, to produce a smooth cream. In the enrober department the chocolate was added to the various fillings, and the results were then foiled, packaged and dispatched. These processes, once carried out in the factory building, are now more compactly completed in the ground floor of the factory and the 1970 building opposite.



Liquor Factory  
Terry's of York

Grade II

Liquor store, now disused, built 1924-30 for Terry's of York by architects J G Davies and L E Wade. Red brick in English bond with sandstone ashlars dressing. Single storey, with raised entrances and a brick parapet concealing a concrete and asphalt flat roof. Frontage to entrance road: central double half-glazed wooden doors with overlights approached up flight of nine steps with brick walls and posts, one side demolished. Former basement windows now bricked up. Mullioned and transomed small pane window to each side. Eaves strip in sandstone below parapet. Left return has two raised entrances up short flights of open stairs, both having overlights. Additional larger entrance to ground level at left end of building. Four windows as at front, basement windows bricked up but two with sandstone lintels remaining. Further buildings added to the rear, not of architectural or special interest. Interior: viewed through windows: now an empty space.



Clock Tower, Water Tower and Boiler house with transformer house  
Terry's of York

#### Grade II

Clock tower, water tower and boiler house, with attached transformer house, built in 1924-30, with later additions, by J G Davies and L E Wade for Terry's of York. Red brick in English bond with sandstone dressings and parapet. Concrete and asphalt roof, metal framed windows. Tower has six stages and attached buildings have three storeys. Tower has brick angle pilasters with sunk-panel ashlar heads at the fifth stage, and large small-paned sash windows with triple keyed lintols. Top stage has ashlar quoins and a clock face on each side on which the letters TERRY YORK replace numbers. The parapet has large corner blocks with balustrades between. The boiler house and transformer house both have small-pane sashes in plain surrounds, and brick parapets above sandstone eaves bonds. Interior: ground floor only: boiler/transformer house still operational with machinery filling the ground floor.

