

COMMITTEE REPORT

Date: 5 March 2020 **Ward:** Hull Road
Team: East Area **Parish:** Hull Road Planning Panel

Reference: 19/02485/FULM
Application at: Archbishop Holgates School Hull Road York YO10 5ZA
For: Erection of 3 storey teaching block and resource centre after demolition of existing single storey teaching block
By: Bowling
Application Type: Major Full Application
Target Date: 24 March 2020
Recommendation: Approve

1.0 PROPOSAL

1.1 The application seeks permission for the erection of a three storey teaching and library block and relocation of cycle storage following the demolition of the existing single storey flat roof building.

1.2 Archbishop Holgate School lies along the A1079 Hull Road. The built form is separated from the highway by existing playfields, car parking and tennis/netball courts. Pedestrian and vehicular access to the site is from Yarburgh Way.

1.3 The proposed development would be located within the existing cluster of school buildings, facing onto the existing car park. The building would provide a library and 14 general teaching classrooms. It would be constructed of brick, render and cladding to reflect the design of the existing sixth form and English Blocks. Places for a total of 266 additional pupils would be created.

RELEVANT HISTORY

13/00293/FULM - Two storey classroom block, relocation of cycle stores and replacement car park – Approved 24.05.2013

16/01807/FUL - Siting of single storey modular building for use as a canteen facility (retrospective) – Approved 27.09.2016

19/01061/FUL - Erection of a single storey modular building (Retrospective) – Approved 28.11.2019

2.0 POLICY CONTEXT

City of York Local Plan – Publication Draft February 2018

ED6 (Preschool, Primary and Secondary Education)

CC2 Sustainable Design and Construction of New

CC1 Renewable and Low Carbon Energy Generation and Storage

City of York Draft Local Plan Incorporating the 4th set of changes – Development Control Local Plan. Approved April 2005

ED1 Primary and secondary education facilities

GP1 Design

3.0 CONSULTATIONS

Highway Network Management

3.1 No objections are raised. In terms of car parking it is noted that the planning application form states that the number of equivalent full time staff will increase from 165 to 170, an increase of 5 staff, but no increase in the car parking spaces, minibus parking or disabled parking is envisaged. Applying CYC's parking standards to staff and visitors would require a maximum of 155 car parking spaces and 150 are currently provided on site.

3.2 In terms of cycle parking 90 additional spaces are required to accommodate the additional pupils and staff and the 30 lost due to the new building need to be relocated. A revised plan has been submitted indication the additional 120 spaces being located to the rear of the English block and adjacent to the 6th Form block.

Education Policy and Planning

3.3 The Local Authority (LA) has a statutory duty under the 1996 Education Act to ensure a sufficient supply of good/outstanding school places in its local area. Within the East York School Planning area it is forecast that there will be a deficit of 146 Year 7-13 places by 2025/2026. This area only has one secondary school catchment which is for Archbishop Holgate's CE School.

3.4 The schools current net capacity is 1,514, current number on role is 1,630 and projections indicate a need for a capacity of 1,900. This proposed build will add sufficient places to address this deficit in secondary school places anticipated for the future in this area of the city. This will increase the planned admission number from 270 to 300.

Flood Risk Management

3.5 The application form states foul water to mains sewer and surface water to soakaway and therefore we are unable to make an assessment to determine the potential impact of the proposals on the existing drainage system and downstream watercourse. Additional information has been requested and members will be updated.

Ouse and Derwent Internal Drainage Board

3.6 The proposal seeks to dispose of surface water to soakaway. Even if a soakaway already exists, the Board would suggest that the Local Authority seek confirmation of its location and that the system is working effectively, and also have evidence that it is capable of handling the additional volume of water that will be generated by the development.

3.7 If the testing proves unsatisfactory and surface water is to discharge into the Boards watercourse the rate should be restricted.

Yorkshire Water

3.8 No response received

Public Protection

3.9 No objections but recommend conditions in connection with plant and machinery, CEMP and land contamination

Hull Road Planning Panel

3.10 No response received

4.0 REPRESENTATIONS

Neighbours and Publicity

4.1 Four responses received raising the following concerns:

- Access to the site should not be from Bishops Way
- Existing surface water runs off the playing fields during heavy rain. This proposal should not make it any worse
- May impact of existing collecting and drop off of students by parents in vehicles
- Pupils are parking on Crossways and Vanburgh Drive from 08:15 to 16:00
- Cars have to mount the grass verge to pass
- Safety concern due to the parked cars
- Delivery drivers cannot park and block to road

5.0 APPRAISAL

5.1 KEY ISSUES:-

- Visual impact on surrounding area
- Impact on neighbours living conditions
- Highway Implications
- Drainage
- Sustainable Development

5.2 Paragraph 38 advises that local planning authorities should approach decisions on proposed development in a positive and creative way and work proactively with applicants to secure developments that will improve the economic, social and environmental conditions of the area. Decision-makers at every level should seek to approve applications for sustainable development where possible.

5.3 Paragraph 127 states that planning policies and decisions should ensure that developments will achieve a number of aims including:

- o function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development
- o be visually attractive as a result of good architecture, layout and appropriate and effective landscaping
- o are sympathetic to local character and history, including the surrounding built environment and landscape setting
- o create places that are safe, inclusive and accessible and promote health and well-being with a high standard of amenity for existing and future users

5.4 The NPPF also places great importance on good design. Paragraph 128 says that design quality should be considered throughout the evolution and assessment of individual proposals. Paragraph 130 says that permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions, taking into account any local design standards or style guides in plans or supplementary planning documents.

5.5 Paragraph 94 states that it is important that a sufficient choice of school places is available to meet the needs of existing and new communities. Local planning authorities should take a proactive, positive and collaborative approach to meeting this requirement, and to development that will widen choice in education. They should give great weight to the need to create, expand or alter schools through the preparation of plans and decisions on applications.

5.6 Paragraph 109 states that development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety or the residual cumulative impacts on the road network would be severe.

5.7 The Publication Draft City of York Local Plan 2018 ('2018 Draft Plan') was submitted for examination on 25 May 2018. In accordance with paragraph 48 of the NPPF the Draft Plan policies can be afforded weight according to:

- The stage of preparation of the emerging plan (the more advanced the preparation, the greater the weight that may be given);
- The extent to which there are unresolved objections to relevant policies (the less significant the unresolved objections, the greater the weight that may be given); and
- The degree of consistency of the relevant policies in the emerging plan to the policies in the previous NPPF published in March 2012. The evidence base underpinning the 2018 Draft Plan is capable of being a material consideration in the determination of planning applications.

5.8 Policy ED6 (Preschool, Primary and Secondary Education) states that new or enhanced facilities will be permitted if they:

- i. are in locations that are accessible by sustainable means of transport from the communities they are intending to serve and not have a significant adverse impact on the amenities of neighbouring property;
- ii. have sufficient and appropriate playing field provision or take opportunities to deliver additional playing fields for existing schools identified as having a deficiency, as part of new developments immediately adjacent to or near the schools; and
- iii. provide community access, through good design and modifications, to their facilities in areas where there are deficiencies of community leisure and sports facilities.

5.9 Policy CC1 'Renewable and Low Carbon Energy Generation and Storage' states that new buildings must achieve a reasonable reduction in carbon emissions of at least 28% unless it can be demonstrated that this is not viable. This should be achieved through the provision of renewable and low carbon technologies in the locality of the development or through energy efficiency measures.

5.10 Policy CC2 'Sustainable Design and Construction of New Development' states that Developments which demonstrate high standards of sustainable design and construction will be encouraged. Development proposals will be required to demonstrate energy and carbon dioxide savings in accordance with the energy hierarchy and water efficiency. All new non-residential buildings with a total internal floor area of 100m² or greater should achieve BREEAM 'Excellent' (or equivalent).

5.11 The York Development Control draft Local Plan incorporating the 4th set of changes was approved for development control purposes in April 2005. Its policies are material considerations in the determination of planning applications although it is considered that their weight is limited except when they are in accordance with the NPPF. Plan Policy GP1 refers to design, for all types of development. Of particular relevance here are the criteria referring to good design and general neighbour amenity. Draft Local Plan Policy ED1 (primary and secondary education facilities) states that planning applications for extended primary education facilities

will be granted permission provided that it would meet a recognised need, and the proposed development is of a scale and design appropriate to the character and appearance of the locality.

EDUCATIONAL NEED

5.12 The Local Authority (LA) has a statutory duty under the 1996 Education Act to ensure a sufficient supply of good/outstanding school places in its local area. To deliver this duty the LA work with the Department of Education, all local partners and stakeholders, including multi-academy trusts, to ensure that they are able to meet the demands of demographic change, parental choice, approved and planned future housing developments and in-year pressures on school places as families move into the city.

5.13 The Local Authority have carried out extensive work over the last two years to better understand local area needs, in terms of school places, and identify areas of the city where deficit of places are anticipated. Projections have indicated that there is increasing place pressures across secondary provision which requires the Local Authority to add additional places at a number of schools across the city (East, South and West). A deficit of 146 Year 7-13 places is anticipated in year 2025/26 within the East York Secondary Planning Area. Parental demand and ongoing demographic trends in the city mean that families close to the school cannot secure a place.

5.14 The reasons for expanding at Archbishop Holgate's School were outlined to Executive in July 2019, when funding approval for this development was given. Not expanding at Archbishop Holgate's School would put further pressure on the other secondary schools in the city that are already at full capacity in Year 7 and which fall out of the East York Secondary Planning Area. Transporting local children to a school outside the Archbishop Holgate's School catchment area would be at the Local Authority's expense (at an estimate of £500/child/ annum), would not meet the principles set out in the Local Authority's One Planet York and green agenda, or its statutory duty to provide local school places in the local area (not more than 3 miles from home). Added to this Archbishop Holgate's School, as part of Pathfinder Multi Academy Trust, are their own admission authority, and as such changing the school's catchment area is outside the Local Authority's control.

VISUAL IMPACT

5.15 The existing structure comprises of a single storey flat roof building with wrap around canopy housing two classrooms located to the north east of the main cluster of buildings. The property dates from the 1970s and is in a poor state of repair. Due to the siting of the building close to the existing reception building a pedestrian pinch

point is created which restrict the free flow of students moving between lessons. Level access to the building is also limited.

5.16 The proposed replacement building would house a library and 14 general teaching classrooms along with associated office and toilet facilities. Due to the slightly sloping nature of this portion of the site the classroom block would be partially set down within the site to the eastern elevation. At this elevation the building would measure approximately 11.8m above ground level with the eastern elevation measuring 10.7m above ground level.

5.17 The front and rear elevations would be predominantly white render and would include large areas of glazing opening onto the staircases. The side elevations would be predominantly clad in grey and red with large windows opening into each classroom.

5.18 The building has been designed to reflect the existing new buildings on site in terms of colour and finish. It would be approximately 1.73m higher than the adjacent building but would be lower than the existing three storey teaching block immediately to the rear. The building would sit comfortably within this cluster of development.

5.19 The scheme would also provide improved level access around the site and remove the existing pinch point which currently causes congestion around the building.

5.20 A number of existing trees to the front of the existing building are to be removed. The scheme proposes replacing these to an area of land opposite the front of the building, to the opposite side of the access road.

IMPACT ON NEIGHBOURS' LIVING CONDITIONS

5.21 The nearest residential property to the proposed building lies approximately 110m away to the east and is separated by existing school buildings. Due to the location of the proposed building within the existing cluster of buildings there would be no impact in terms of over-dominance or overshadowing.

TRANSPORT AND HIGHWAY IMPLICATIONS

5.22 The erection of this building would only result in 5 additional members of staff the impact upon on site parking is minimal. The site is located within a sustainable location with good public transport links and park and ride facilities which drop off nearby. The applicant has confirmed that they are reviewing the existing Travel Plan with a view to encouraging alternative forms of transport to and from the school site.

5.23 In terms of cycle parking the additional 266 pupils and 5 members of staff result in an additional 90 spaces. The erection of the classroom block would result in the loss of 30 existing spaces which would need to be relocated within the site. Revised plans have been submitted which identify land to the rear of the English block and to the side of the 6th Form block which is capable of providing the 120 spaces required.

5.24 Under permission reference 13/00293/FULM 208 covered cycle parking spaces were to be provided to the front of the proposed English block. As yet these have not been provided on site but the applicant has confirmed that these will be installed as soon as possible.

5.25 Objections have been raised in connection with on street parking by students. The school does not allow students to park on site and is encouraging them to utilise the park and ride facility at Grimston Bar which drops on Hull Road approximately 150m from the school. Notwithstanding the comments of residents the school states that approximately 30 pupils use this facility and as such do not park on the neighbouring streets. This is a school management issue that can be addressed through a revised travel plan.

5.26 Concerns have also been raised that construction vehicles will access the site via the short cul-de-sac of Bishops Way which lies to the rear of the site. However, this access is unsuitable and as the proposed redevelopment lies at the front of the site it would be almost impossible for construction vehicles to access the area due to the existing school buildings. All construction would take place from the existing vehicular access to the site off Yarburgh Way and a Construction Environment Management Plan condition would be attached to any permission granted.

DRAINAGE

5.27 The site is located within Flood Zone 1 and is therefore unlikely to suffer from river flooding.

5.28 At the time of writing the report insufficient information had been submitted to assess the impact of the development upon the existing mains drainage on site and surface water disposal. The applicant is to provide the information prior to committee and Members will be updated accordingly.

RENEWABLE ENERGY AND SUSTAINABLE DEVELOPMENT

5.29 The applicant has submitted an Energy Statement in line with Policies CC1 and CC2 of the Draft Plan 2018. The statement outlines that the building will exceed Part L of Building Regulations and would be constructed with high level insulation, use a modular construction method to reduce net waste, use air source heat pumps and would include PV cells to the roof. This would exceed the 28% reduction over and above the Part L2A 2013 Building Regulation requirements.

5.30 However, they are unable to meet policy CC2's requirements of BREEAM 'Excellent' (or equivalent). The funding for the project was granted at Executive Committee in July 2019 with the design principles of the development commencing mid-2018. The level of funding granted for the development does not allow for scope to now meet the BREEAM 'Excellent' or to appoint a BREEAM assessor. They are proposing that the building is constructed to the principles of achieving 'Very Good' but without the formal recognition.

5.33 There is a compelling requirement for the additional school places to be provided as outlined in 5.12 – 5.14 above, the NPPF requires that the LPA "give great weight to the need to create, expand or alter schools." It is noted that funding has already been secured which does not allow for BREEAM "Excellent" to be achieved or an assessor to be appointed. The Local Plan policy is considered to have moderate weight given the evidence base that supports it. However on balance it is considered that the need for the development outweighs the non-compliance with policy CC2.

6.0 CONCLUSION

6.1 It is considered that the provision of an additional teaching block in terms of design, location and local educational need accord with the policies of the National Planning Policy Framework, policy ED6 and CC1 of the Publication Draft Local Plan 2018 and policies GP1 and ED1 of the Development Control Local Plan 2005.

6.2 Further information will be reported to Committee on drainage matters. Subject to these areas of concern being resolved, officers consider that the application can be supported.

COMMITTEE TO VISIT

7.0 RECOMMENDATION: Approve

1 TIME2 Development start within three years

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

Drawing number 310 - OS and Block Plan

Drawing number 300 - Proposed Site Context Plan

Drawing number 301 - Proposed Floor Plans

Drawing number 302 - Proposed Elevations and Site Section

Drawing number 401 Rev A dated 24/02/2020 - Cycle Parking and Replacement Parking

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 Details of all machinery, plant and equipment to be installed in or located on the premises, which is audible outside of the premises, shall be submitted to the local planning authority for approval. These details shall include average sound levels (LAeq), octave band noise levels and any proposed noise mitigation measures. The machinery, plant or equipment and any approved noise mitigation measures shall be fully implemented and operational before the first use of the building.

Note: The combined rating level of any building service noise associated with plant or equipment at the site should not exceed 46dB(A) LA90 1 hour during the hours of 07:00 to 23:00 or 38dB(A) 15 minutes during the hours of 23:00 to 07:00 at 1 metre from the nearest noise sensitive facades when assessed in accordance with BS4142: 2014, inclusive of any acoustic feature corrections associated with tonal, impulsive, distinctive or intermittent characteristics.

Reason: To protect the amenity of nearby properties and the environmental qualities of the area

5 Prior to commencement of the development, a Construction Environmental Management Plan (CEMP) for construction vehicle routing and contractor car parking, and minimising the creation of noise, vibration and dust during the demolition, site preparation and construction phases of the development shall be submitted to and approved in writing by the Local Planning Authority. The CEMP must include a site specific risk assessment of dust impacts in line with the guidance provided by IAQM (see <http://iaqm.co.uk/guidance/>) and include a package of mitigation measures commensurate with the risk identified in the assessment. All works on site shall be undertaken in accordance with the approved scheme, unless otherwise agreed in writing by the Local Planning Authority.

NOTE: For noise details on hours of construction, deliveries, types of machinery to be used, use of quieter/silenced machinery, use of acoustic barriers, prefabrication off site etc, should be detailed within the CEMP. Where particularly noisy activities are expected to take place then details should be provided on how they intend to lessen the impact i.e. by limiting especially noisy events to no more than 2 hours in duration. Details of any monitoring may also be required, in certain situation, including the location of positions, recording of results and identification of mitigation measures required.

For vibration details should be provided on any activities which may results in

excessive vibration, e.g. piling, and details of monitoring to be carried out. Locations of monitoring positions should also be provided along with details of standards used for determining the acceptability of any vibration undertaken. In the event that excess vibration occurs then details should be provided on how the developer will deal with this, i.e. substitution of driven pile foundations with auger pile foundations. Ideally all monitoring results should be recorded and include what was found and mitigation measures employed (if any).

With respect to dust mitigation, measures may include, but would not be restricted to, on site wheel washing, restrictions on use of unmade roads, agreement on the routes to be used by construction traffic, restriction of stockpile size (also covering or spraying them to reduce possible dust), targeting sweeping of roads, minimisation of evaporative emissions and prompt clean up of liquid spills, prohibition of intentional on-site fires and avoidance of accidental ones, control of construction equipment emissions and proactive monitoring of dust. Further information on suitable measures can be found in the dust guidance note produced by the Institute of Air Quality Management, see <http://iaqm.co.uk/guidance/>. The CEMP must include a site specific risk assessment of dust impacts in line with the IAQM guidance note and include mitigation commensurate with the scale of the risks identified.

For lighting details should be provided on artificial lighting to be provided on site, along with details of measures which will be used to minimise impact, such as restrictions in hours of operation, location and angling of lighting.

In addition to the above the CEMP should provide a complaints procedure, so that in the event of any complaint from a member of the public about noise, dust, vibration or lighting the site manager has a clear understanding of how to respond to complaints received. The procedure should detail how a contact number will be advertised to the public, what will happen once a complaint had been received (i.e. investigation), any monitoring to be carried out, how they intend to update the complainant, and what will happen in the event that the complaint is not resolved. Written records of any complaints received and actions taken should be kept and details forwarded to the Local Authority every month during construction works by email to the following addresses public.protection@york.gov.uk and planning.enforcement@york.gov.uk

Reason: To protect the amenity of the nearby residential properties and the environmental qualities of the area.

6 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	0800 to 1800 hours
Saturday	0900 to 1300 hours
Not at all on Sundays and Bank Holidays	

Reason: To protect the amenity of the locality

7 LC4 Land contamination - unexpected contamination

8 Prior to the new teaching block being brought into use details of the cycle parking areas, including means of enclosure, shall be submitted to and approved in writing by the Local Planning Authority. The building shall not be occupied until the cycle parking areas and means of enclosure have been provided within the site in accordance with such approved details, and these areas shall not be used for any purpose other than the parking of cycles.

Reason: To promote use of cycles thereby reducing congestion on the adjacent roads and in the interests of the amenity of neighbours.

9 HWAY19 Car and cycle parking laid out

10 Prior to first occupation of the building, a full or suitably revised full school travel plan shall have been submitted to and approved in writing by the LPA. The travel plan should be developed and implemented in line with local and national guidelines in consultation with the authority's School Travel Plan Coordinator.

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

Reason: To ensure the development complies with advice contained in local and national transportation and planning policy, and to ensure adequate provision is made for the movement of vehicles, pedestrians, cycles and other modes of transport to and from the site, together with provision of parking on site for these users.

11 The development shall not be occupied until there has been submitted and approved in writing by the Local Planning Authority a detailed landscaping scheme which shall illustrate the number, species, height and position of trees and shrubs. This scheme shall be implemented within a period of six months of the completion of the development. Any trees or plants which within a period of five years from the completion of the development die, are removed or become seriously damaged or diseased shall be replaced in the next planting season with others of a similar size and species, unless alternatives are agreed in writing by the Local Planning Authority.

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

8.0 INFORMATIVES:

Notes to Applicant

1. STATEMENT OF THE COUNCIL`S POSITIVE AND PROACTIVE APPROACH

In considering the application, the Local Planning Authority has implemented the requirements set out within the National Planning Policy Framework (paragraph 38) in seeking solutions to problems identified during the processing of the application. The Local Planning Authority took the following steps in order to achieve a positive outcome:

Sought revision to proposed cycle parking arrangements

Contact details:

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