

COMMITTEE REPORT

Date: 2 May 2013 **Ward:** Hull Road
Team: Major and **Parish:** Hull Road Planning
 Commercial Team Panel

Reference: 13/00293/FULM
Application at: Archbishop Holgate's School Hull Road York YO10 5ZA
For: Two storey classroom block, relocation of cycle stores and
 replacement car park
By: Archbishop Holgate School
Application Type: Major Full Application (13 weeks)
Target Date: 28 May 2013
Recommendation: Delegated Authority to Approve

1.0 PROPOSAL

1.1 This is a full application for the erection of a modular building to provide additional teaching facilities at Archbishop Holgate School, Hull Road, York.

1.2 Archbishop Holgate's school is located on Hull Road approximately 1.5 miles to the east of York city centre. It is a voluntary aided mixed gender secondary school. It currently serves approximately 1036 students in the 11 - 18 age range.

1.3 The 8.5Ha site is located directly adjacent to Hull Road. The surrounding development is primarily low rise residential with the Black Bull Hotel on the western perimeter of the school site.

1.4 The school buildings are single, two and three storey mixed development, based on an original school development in 1963. This was significantly enlarged in the 1970's with successive further developments to date. The main buildings are located towards the northern part of the site. The southern part of the site comprises the school grounds, mainly playing fields. The main entrance and exit point for both vehicular and pedestrian traffic is located on Yarburgh Way on the north eastern side of the site although there is a pedestrian entrance at the north- western corner of the site directly from Hull Road.

1.5 Following the closure of the Burnholme College site the catchment area for Archbishop Holgate School has been extended to include the whole of the former Burnholme college catchment area. The proposed additional facilities are essentially to accommodate rising pupil numbers.

1.6 The application is to construct a two storey building on the north western side of the site adjacent to the sports hall and swimming pool to accommodate approximately 1590 square metres of floor space.

The overall size of the building is approximately 43 metres by 18.5 metres with a maximum height of 10 metres. The ground floor is set out to provide 8 class rooms, reception office, staff room and other ancillary facilities; the details of the layout of the upper floor has yet to be determined as the reorganisation of resources within the school have yet to be fully resolved. However it is envisaged that the space will be most suited to an enlarged IT suite or laboratories. The building is a modular building part of the Ultima building system developed by portakabin. The building system allows for part of the building process to be completed off site; the Ultima building system allows maximum flexibility for the design of the structure to reflect the design requirements of individual sites externally and internally.

SITE HISTORY

1.7 Planning permission was granted in 2008 for the erection of a new building to provide sixth form education (Planning Ref: 08/01266).

1.8 There are a number of other planning applications on the site, none of which have direct relevance to the current proposal

2.0 POLICY CONTEXT

2.1 Development Plan Allocation:

City Boundary GMS Constraints: York City Boundary 0001

DC Area Teams GMS Constraints: East Area (1) 0003

Schools GMS Constraints: Archbishop Holgate's CE 0243

2.2 Policies:

CYED1 -Primary and Secondary Education

CYED11 - Protection of Playing Fields

CYGP1 - Design

CYGP4A - Sustainability

3.0 CONSULTATIONS

INTERNAL

3.1 Highway Network Management – States that the proposed development will result in the loss of a large number of cycle spaces and the creation of further car parking. This is contrary to the school's current Travel Plan, local and national transportation and planning policy together with the authority's hierarchy of highway users. The application needs additional cycle parking in areas of good surveillance and an improved travel plan before additional car parking is considered. Amendments are sought.

3.2 Flood Risk Management Team - Insufficient information has been submitted to determine the suitability of the drainage for the development.

3.3 School Travel Coordinator - The school travel plan is inadequate and the loss of cycle parking is unacceptable particularly where pupil numbers are increasing significantly. A much higher percentage of Burnholme College pupils' cycle to school, and this should be considered as part of the scheme.

3.4 Sustainability Officer - Comments awaited

EXTERNAL

3.5 Hull Road Planning Panel - The Panel support the proposals, however are disappointed that the use of renewable energy (solar panels) are not being proposed to the vast expanse of roof facing south away from the roadside elevation.

3.6 Police Architectural Liaison Officer - Pleased that the cycle parking is to be located to a more central space. The cycle parking should ideally be fully enclosed and secure. The travel plan acknowledges that this would be preferable. The hoops proposed between the car park and the new building should be changed to another form of separation to prevent indiscriminate cycle parking. The application does not make any reference to crime prevention measures such measures should be sought through condition.

3.7 Sport England – Currently object to the loss of the playing ground. Application to be referred to Government Office if supported by the Local Planning Authority in its present form.

4.0 APPRAISAL

4.1 Key Issues

- Policy background/ development principle
- Design and landscape considerations
- Traffic, highways and access issues
- Playing field provision
- Drainage
- Sustainability

- Impact on Residential amenity
- Crime Prevention

POLICY BACKGROUND/ DEVELOPMENT PRINCIPLES

4.2 The site is located within the urban area on the east side of York. The development is within the existing grounds of Archbishop Holgate's school.

4.3 The National Planning Policy Framework (NPPF) sets out 12 core principles which should underpin decision- taking. The principles include the expectation that planning should always seeks to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings; actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling and focus significant development in locations which are or can be made sustainable; take account of and support local strategies to improve health, social and cultural wellbeing for all, and deliver sufficient community and cultural facilities to meet local needs.

4.4 Section 4 'promoting sustainable transport' of the NPPF says transport policies have an important role to play in facilitating sustainable development but also in contributing to wider sustainability and health objectives.

4.5 Section 7 'requiring good design' attaches great importance to the design of the built environment. Good design is a key aspect of sustainable development is indivisible from good planning and should contribute positively to making places better for people.

4.6 Paragraph 74 of the NPPF says existing open space, sports and recreational buildings and land, including playing fields, should not be built on unless; an assessment has been undertaken which has clearly shown the open space, buildings or land to be surplus to requirements; or the loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location; or the development is for alternative sports and recreational provision, the needs for which clearly outweigh the loss.

4.7 The draft local plan (DLP) sets out educational objectives, one of which is to foster a culture of education, life-long learning and to widen access to education. Policy ED1 in relation to primary and secondary education says that new secondary education facilities will be granted provided that it would meet a recognised need, the development is of a scale and design appropriate to the character and appearance of the locality and an area of open space and playing fields, sufficient to meet the needs of pupils, is incorporated in the development and where a development is capable of a joint or dual use for community benefit, this has been incorporated into the design.

Policy ED11 says the loss of playing fields associated with educational establishments will not be permitted unless exceptional circumstances are proven to exist.

4.8 Other relevant policies in the DLP include GP1 Design, GP4a sustainability and the Interim planning statement on sustainable design and construction.

4.9 The principle of providing additional facilities within the school grounds accords with both national and local plan policies.

DESIGN AND LANDSCAPE

4.10 Archbishop Holgate's school is set back from the Hull Road frontage by approximately 100 metres. The existing buildings are of no great merit, the space around the structures provide the buildings with a landscaped setting which is important to the visual quality of the site. The proposed building will change the appearance of the group of school buildings from Hull Road. The building is a two storey modular structure which will have a maximum height of just over 10 metres. Although modular, the building is a permanent structure which can be designed in elevational terms to have regard to its context. The design and access statement says that the building has been located in its proposed position to minimise travel distances between the existing and main school buildings, to avoid encroachment on the green field areas, to improve the aesthetics of the north elevation of the school campus, to provide a wrap round of the school structures with the recently constructed sixth form block, and to ensure adjacent residential properties are not affected. Although it may have been preferable to create an extension to the existing school to achieve a fully integrated school facility the proposed building, given the set back from the road frontage, the structure will not dominate or detract from existing views along the Hull Road frontage. The elevational treatment of the building reflects that of the recently constructed sixth form block, although coloured panels within the design are different to differentiate the lower school from the upper. The siting and design of the building is considered to be adequate and sufficient to comply with advice in the NPPF and policies within the DLP. The location of the new parking area although to the front of the site is at a lower level than the proposed building and will be obscured from the Hull Road frontage by existing landscaping.

4.11 The front boundary of the site is delineated by a substantial hedge, and there are a number of trees within the verge in front of the site and a number of mature trees within the site that provide quality to the school environment. The siting of the proposed building will mean the loss of three trees. These trees are shown as repositioned adjacent to the building. The site's best feature is its landscape setting and the provision of an adequate landscaping scheme will be fundamental to the assimilation of the building and the future visual quality of the site.

A landscaping condition is proposed to ensure that sufficient landscaping is provided to enhance the development and the school site.

TRAFFIC, HIGHWAYS AND ACCESS ARRANGEMENTS

4.12 Highways Network Management (HNM) has concerns with the proposed provision of cycle and car parking. In terms of student cycle parking the scheme seeks to remove an existing covered cycle shelter that accommodates 320 student cycle parking to allow for the new building. Approximately 96 of these spaces are proposed to be relocated to the side of the sixth form block. In addition to these spaces there are a further 96 uncovered sixth former cycle spaces to the front of the sixth form block. The impact of the proposed changes results in reduction of 224 cycle spaces (416 as existing reducing to 192 cycle spaces serving the school pupils as proposed). In accordance with CYC Annex E standards the minimum number of cycle spaces required for a school with a projected student population of 1156 pupils is 385 spaces. In relation to adult cycle parking there is currently a covered and secure cycle store for staff capable of holding approximately 25 bikes which appears unchanged in the proposals. Furthermore the proposed scheme seeks to change the official level of car parking provided on site from 100 marked spaces to 99 marked out spaces with 71 overspill car park spaces on the made up ground following the construction of the sixth form block, giving an increase of 70 spaces.

4.13 As presented the application is contrary to local and national planning and transportation policies and HNM. In order for a favourable recommendation to be made the following changes to the scheme are considered essential;

- i) A minimum of 385 no. cycle parking spaces for student that are covered to satisfy CYCs Annex E parking standards. Alternatively we may be prepared to accept 231 pupil cycle spaces. This figure is based upon a target modal split of 20% of pupils travelling by cycle. If the lower figure is accepted the Travel Plan will need to clearly state that this is the initial level of provision and that space will be made available for further cycle parking in the future based upon target mode splits to be set, agreed and subsequently conditioned through the TP.
- ii) The improvement of position of the proposed cycle spaces. The proposed cycle spaces should be positioned in an area of natural surveillance and closely located to the new building. We suggest that the area in front of the building and the school reception would provide an ideal opportunity for this.
- iii) The upgrading of the uncovered spaces in front of the sixth form block to covered spaces. In addition to having the spaces alongside the sixth form block, there is an opportunity to provide spaces in the vicinity of the new building that will be suitably overlooked (unlike current shelter).

iv) A proper school travel plan that will outline measures to promote sustainable travel together with reducing dependence on the private car. This will include initiatives to encourage cycle use for staff and pupils.

v) The made up ground adjacent to the proposed replacement car park to be returned to a grassed area, and to no longer be used as an unofficial car park to comply with the car parking standards.

vi) In relation to staff cycle parking the proposals will lead to a small increase in staff; however based upon the negligible increase and provision of a TP which will be conditioned on any subsequent approval HNM will agree to no additional staff spaces being required. Visitor parking is proposed but would be better located directly outside the reception area to provide high levels of security and prevent unauthorised use by students.

4.14 Officers hope to resolve the concerns of HNM prior to Planning Committee. Without the resolution of the issues raised Officers consider that there is a sufficient basis for the application to be refused on highway grounds.

PLAYING FIELD PROVISION

4.15 Sport England has considered this application in the context of its policy which opposes any grant of planning permission for any development which would lead to the loss of or prejudice the use of any part of a playing field. The concern is the loss of the area of field adjacent to the tennis courts. This area originally had the long jump pit and a number of other athletic marked areas within it. Following the construction of the sixth form block the area has been used for car parking; the planning permission for the sixth form block indicated that this area would remain open. Officers are in further discussions with Sport England to seek resolution of this concern. A further update on this matter will be given at Committee.

DRAINAGE

4.16 The site is located within flood zone 1 and should not suffer from river flooding. The Flood Risk Management Team is however concerned about the level of information provided to assess the adequacy of the drainage for the proposed building. The applicant is in the process of completing the design for the drainage and further details will be provided at Committee about the drainage arrangements. Officers are however satisfied that suitable drainage for the site can be achieved through condition. Appropriate conditions will be provided at committee.

SUSTAINABILITY

4.17 The Design and Access Statement addresses the building's sustainability credentials.

The document says that the pre-formed nature of the structure which includes the ability to manufacture off site, the labour savings of this form of construction and the possibility that the building can be removed from site and relocated to another make the proposal a sustainable option. In terms of energy efficiency the appliances to be used within the building are to be high efficiency and the proposal is considering the use of either air source heat pumps or solar photovoltaic panels to achieve the on-site renewable requirements of the Council's Interim Planning Statement on Sustainable Design and Construction. The application will be conditioned to achieve BREEAM 'Very Good' rating and to ensure that the development provides 10% onsite renewables.

IMPACT ON RESIDENTIAL AMENITY

4.18 The nearest residential properties are located to the west of the site on Sails Close. The nearest properties have relatively limited rear garden areas although the boundary between the houses and the school site is well defined by existing landscaping. The building is proposed on the north-east of the houses, with its end elevation facing the boundary with the Travelodge and providing only oblique views between the residential boundaries and the site of the building. There will be no detrimental impact to residential amenity as a result of the siting of the building. At its nearest point the building is about 7 metres from the joint boundary with the Travelodge site, standing 10 metres high. The height and proximity of the structure to the Travelodge site is considered to be acceptable.

CRIME PREVENTION

4.19 The Police Architectural Liaison officer notes that the existing cycle parking is not secure and is poorly located within easy access and escape footpaths (see highway section above). A number of measures are suggested to reduce the risk of crime. The submission of details of crime prevention measures to be incorporated in to the scheme is proposed to be subject to conditions as it is considered fundamental to the core principles and design objectives set out in the NPPF.

5.0 CONCLUSION

5.1 The principle of the development is considered to comply with the requirements of national and local plan policy.

5.2 The siting and design of the building is considered to be adequate and sufficient to comply with advice in the NPPF and policies within the DLP.

5.3 Further information will be reported to Committee on cycle and vehicle parking provision, drainage and the concerns of Sport England about the loss of playing fields. Subject to these areas of concern being resolved, officers consider that the application can be supported.

COMMITTEE TO VISIT

6.0 RECOMMENDATION: Delegated Authority to Approve

1 TIME2 Development start within three years -

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

To be confirmed at committee

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

3 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 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.

4 The developer shall aim to achieve a BREEAM "very good" or "excellent" assessment standard for the development. Unless otherwise agreed in writing by the Council within 1 month of the date of the commencement of construction of the development the developer shall submit in writing for the approval of the Local Planning Authority a BREEAM design assessment demonstrating the progress of the BREEAM assessment, the percentage score expected to be achieved and which standard this relates to. Where this does not meet at least a 'very good' standard then the developer must demonstrate what changes will be made to the development to achieve at least 'very good' standard.

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

5 No building work shall take place until details have been submitted and approved in writing by the Local Planning Authority to demonstrate how the development will provide, from on-site renewable energy, 10 per cent of the developments predicted energy demand. The development shall be carried out in accordance with the submitted details unless otherwise agreed in writing by the Local Planning Authority. The approved scheme shall be implemented before first occupation of the development. The site thereafter shall be maintained to at least the required level of generation.'

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

6 Prior to the commencement of the development or within such longer period as may be agreed in writing with the Local Planning Authority (LPA), a statement of crime prevention measures to be incorporated in to the design of the scheme shall be submitted to and agreed in writing by the LPA. Thereafter the scheme shall be implemented to the satisfaction of the LPA before the building is first occupied. Crime prevention measures shall accord with the advice set out in section 7 of the National Planning Policy Framework and comply with the aims and objectives of 'secure by design'.

Reason: To safeguard the future and existing users of the site

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 :-

- Policy background/ development principle, Design and landscape considerations, Traffic, highways and access issues, Playing field provision, Drainage, Sustainability, Impact on Residential amenity, Crime Prevention. As such the proposal complies with Policies ED1, GP1, GP4a of the City of York Development Control Local Plan and advice in the National Planning Policy Framework.

2. 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 (paragraphs 186 and 187) 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:

- Provided pre-application advice regarding the proposals
- Negotiated cycle parking levels
- Sought further details of drainage
- Discussed playground provision in seeking to resolve issues raised by Sport England

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