

COMMITTEE REPORT

Date: 3 July 2014 **Ward:** Dringhouses and Woodthorpe
Team: Major and Commercial Team **Parish:** Dringhouses/Woodthorpe Planning Panel

Reference: 14/00899/FULM
Application at: York College, Sim Balk Lane, York YO23 2BB
For: Erection of two storey building to accommodate construction skills centre (use class D1) following demolition of existing meeting centre
By: Ms Louise Lawrence-Crockford
Application Type: Major Full Application (13 weeks)
Target Date: 11 July 2014
Recommendation: Approve

1.0 PROPOSAL

1.1 York College comprises a substantial curtain wall clad complex of recent construction providing a range of Further and Higher Education Courses on land adjacent to Tadcaster Road to the south west of the City Centre.

1.2 Planning permission is currently sought for the re-development of the meeting centre (the former Nursery building) and the partial re-development of the existing parking area at the south western edge of the site to provide a construction skills centre. This would enable a range of courses currently taught remotely from the main College Campus in Osbaldwick to be integrated fully within the remainder of the site. The new building would add some 2,833sq metres of net additional floor space to the College campus. Some 40 car parking spaces along with 14 motor cycle parking spaces and 4 disabled parking spaces would be lost, although the College has agreed to a major revision to its Sustainable Travel Plan in order to partially mitigate the loss.

1.3 The proposal is reported to the sub-committee as it is a 'major application'.

2.0 POLICY CONTEXT

2.1 Development Plan Allocation:

City Boundary GMS Constraints: York City Boundary 0001
DC Area Teams GMS Constraints: West Area 0004

2.2 Policies:

CYED5	Further and Higher Education Institutions
CGP15A	Development and Flood Risk
CYGP1	Design
CYGP4A	Sustainability

3.0 CONSULTATIONS

INTERNAL

Environmental Protection Unit

3.1 No objection in principle to the proposal subject to any permission being conditioned to require mitigation against the possible presence of land contamination.

Highway Network Management

3.2 No objection in principle to the proposal subject to the proposal subject to any permission being conditioned to require the submission and prior approval of an updated sustainable travel plan, and a method of works statement.

Strategic Flood Risk Management

3.3 No objection in principle to the proposal but wish to see the existing sustainable drainage system/attenuation scheme expanded rather than reliance being solely placed upon the proposed green roof.

EXTERNAL

Yorkshire Water Services Limited

3.4 No objection to the proposal.

Dringhouses and Woodthorpe Planning Panel

3.5 No objection to the proposal.

Ainsty (2008) Internal Drainage Board

3.6 No objection to the proposal.

4.0 APPRAISAL

KEY CONSIDERATIONS INCLUDE

- * Impact upon the visual amenity of the wider street scene;
- * Sustainability of the proposal;
- * Impact upon the local pattern of surface water drainage;
- * Impact upon the level of available vehicle parking.

STATUS OF THE DEVELOPMENT CONTROL LOCAL PLAN

4.1 The York Development Control Local Plan was approved for Development Control purposes in April 2005; its policies remain material considerations in arriving at Development Management decisions although it is considered that their weight is limited except where in accordance with the National Planning Policy Framework.

IMPACT UPON THE VISUAL AMENITY OF THE WIDER STREET SCENE

4.2 Policy ED5 of the York Development Control Local Plan sets out a firm policy presumption in favour of new development at York College providing it is in accordance with the other policies in the plan. Central Government Planning Policy as outlined in paragraph 17 of the National Planning Policy Framework "Core Planning Principles" urges Local Planning Authorities to give significant weight to the need to proactively support sustainable economic development to deliver local infrastructure needs. The current proposal envisages the redevelopment of the former nursery and part of the adjacent car parking area to allow for the integration of the construction skills centre, presently located at Osbaldwick, within the main College Campus. The former nursery is 1 1/2 storeys in height and lies to the west of the main college building. This is set against the principal College building within the centre of the site which is some 5 stories in height and constructed in a mix of render and curtain wall cladding.

4.3 The proposal envisages the construction of a partially single/partially two storey building with the first storey in blue brick and the second storey in an off white render with a central glazed atrium on the northern elevation and timber panelling surrounding the upper floor windows. The ground floor would be used for tuition in brick laying, plastering and joinery and with the upper floor used for more formal class room based tuition. It is envisaged that the building would have a low pitched "green" roof which would contribute to lowering the quantity of surface water coming from the site.

4.4 The application site is sheltered in views from the north and north-west by local topography and mature landscaping at the site boundaries. The proposed building would be mainly visible from the south and south west in longer distance views approaching from Bishophthorpe along Sim Balk Lane. The proposed building would appear to step up towards the much higher buildings of the main College complex in views from the south west. The proposed massing and palette of materials make a clear reference to that of the main complex directly to the north east and it is felt that the proposal would have a minimal impact upon the visual amenity of the wider street scene.

SUSTAINABILITY OF THE PROPOSAL:-

4.5 Policy GP4a) of the York Development Control Local Plan sets out a clear policy requirement for new development proposals to demonstrate its adherence to the principles of sustainable development. The current proposal is intended to concentrate the remainder of the College's teaching functions covering an area, in the process of expansion on to the main College site. Previously practical tuition in construction skills took place remotely at a site in Osbaldwick with formal classroom teaching taking place at the main campus. This has proved substantially inefficient and costly in terms of the operation of two sites and the transport of staff and students between the two. The proposed development would therefore be substantially more sustainable.

4.6 In terms of the practical building design, the windows on the principal northern and southern elevations have been designed to maximise solar gain. The palette of materials has been designed to maximise the range that can be sourced sustainably and it is proposed that the building should incorporate a sustainable "green" sedum roof. It is also proposed to locate 120 sq metres of photovoltaic panels at first floor roof level along with a 75kw air source heat pump to contribute to the satisfying the energy demand of the new building.

4.7 The proposal would result in the loss of some 40 car parking bays and 14 motorcycle bays. The applicant has submitted a detailed Transport Statement with the proposal that indicates that there would be a minimal increase in demand for parking space as a result of the proposal. This indicates that the majority of teaching staff at the Osbaldwick site are also involved in teaching at the principal campus at present and the majority of construction students travel to College by non-car means. There has also been a lessening of demand for parking space at the site since the closure of the on-site Nursery. The applicant has indicated at the same time an intention to substantially revise the sustainable Travel Plan for the wider campus with the intention of improving the modal split between car/non-car means. This may be effectively secured by condition attached to any permission. The terms of Policy GP4a) of the Development Control Local Plan can therefore be complied with.

IMPACT UPON THE LOCAL PATTERN OF SURFACE WATER DRAINAGE

4.8 Policy GP15a) of the York Development Control Local Plan sets out a firm policy requirement for developers to satisfy the Local Planning Authority that any flood risk will be successfully managed with the minimum environmental effect whilst ensuring that the site can be developed, serviced and occupied safely. At the same time paragraph 103 of the National Planning Policy Framework seeks that Local Planning Authorities should ensure that in permitting development flood risk is not increased elsewhere.

4.9 The current proposal lies within Flood Zone 1 which has the lowest defined risk of flooding and is presently almost totally hard surfaced. Any increase in surface water arising from the proposal is therefore likely to be very modest. It is proposed to incorporate a "green" sedum roof as part of the overall scheme which would take up a proportion of the surface water. Some concern has been expressed in terms of the treatment of the remainder; however this can be dealt with by means of condition attached to any planning permission to ensure that the new development can be effectively linked to the existing attenuation system serving the site. The terms of Policy GP15a) of the Draft Local Plan and paragraph 103 of the National Planning Policy Framework can therefore be complied with.

IMPACT UPON THE LEVEL OF AVAILABLE VEHICLE PARKING:-

4.10 The proposal envisages the removal of 40 car parking, 14 motor cycle parking and 4 disabled parking bays from the lower level of the decked car park to the north. The access to the parking area would remain as now and no increase is envisaged in terms of staff or student numbers. A detailed Transport Statement has been submitted with the application. This indicates that the majority of staff from the Osbaldwick site already teach or have an office presence at the main College Campus and that a majority of students undertaking construction courses travel to College by bus. It is felt that the proposal would not therefore have a material impact upon the level of parking demand at the site. There has also been a lessening of demand for parking space at the site following on from the closure of the Nursery.

4.11 The College has an existing Sustainable Travel Plan to cover the Campus and as part of that provides a subsidised bus service for students travelling in to the main College site over a wide area. The applicant has indicated through the Transport Statement a wish to revise the Plan to allow for the construction of the new facility and to improve the existing modal split between car/non-car means. This would seek to expand the area covered by the existing subsidised bus service and to provide encouragement and incentives for students to cycle or walk to College

It is felt that subject to the submission and prior approval of a Travel Plan for the new facility that would update the existing, then the proposal would be acceptable in terms of its impact upon the level of available car parking.

5.0 CONCLUSION

5.1 York College comprises a substantial curtain wall clad complex of recent construction to the south west of the City Centre providing a range of Further and Higher Education Courses for students from a wide area. Full planning permission is sought for the erection of a partially two storey construction skills centre on the cleared site of the former nursery at the south western edge of the site along with a section of the car parking directly to the north.

The proposed building has been designed according to sustainable principles and would closely match the existing building complex to the north in terms of its scale and palette of materials. As a consequence of the existing nature of the site it is unlikely that there would be a materially harmful increase in the level of surface water discharges and the loss of the car parking spaces can be effectively mitigated by the submission of a detailed Sustainable Travel Plan for the proposed development. The proposal is therefore felt to be acceptable in planning terms and approval is therefore recommended.

COMMITTEE TO VISIT

6.0 RECOMMENDATION: Approve

1 TIME2 Development start within three years -

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

Drawing Refs:- York College Elevations 1 :100; York College Elevations in Context : York College Plans 1:200; York College Site Plan 1:500; York College Site Plan 1:1250; and 5546-01 Date Stamped 14th April 2014

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 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, shrubs and other planting. 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.

5 Prior to the commencement of the development hereby authorised full details of a scheme of mitigation for surface water discharges from the building hereby authorised shall be submitted to and approved in writing by the Local Planning Authority.

Such details shall include areas of compensation for loss of existing landscaped

areas and permeable surfaces and shall comprise either a proportionate increase in the capacity of the existing system of attenuation or a replacement on a like for like basis of existing impermeable surfaces with a landscaped or other permeable surface. The development shall thenceforth be undertaken in strict accordance with the details thereby approved.

Reason: - To minimise flood risk and to secure compliance with Policy GP15a) of the York Development Control Local Plan.

6 Unless otherwise agreed in writing with the Local Planning Authority, prior to commencement of development the developer shall submit in writing and be approved by the local planning authority a formal pre-design BREEAM assessment for the design and procurement stages of the development. The developer shall submit a further BREEAM assessment after construction, at a time to be agreed in writing by the local planning authority. The developer shall submit a completion assessment when issued by the BRE. All assessments shall confirm the minimum 'Very Good' rating anticipated in the preliminary BREEAM assessment submitted with the application

Reason - To ensure the development complies with the principles of sustainable development

7 HWAY18 Cycle parking details to be agreed -

8 HWAY19 Car and cycle parking laid out -

9 Prior to the commencement of any works on the site, a detailed method of works statement identifying the programming and management of construction works shall be submitted to and approved in writing by the LPA. The statement should include at least the following information;

- the routing that will be promoted by the contractors to use main arterial routes and avoid the peak network hours
- a scheme for signing the promoted construction traffic routing
- where contractors will park
- where materials will be stored within the site
- details of how the car parking area will be managed during the construction period to ensure adequate car parking remains
- measures employed to ensure no mud/detritus is dragged out over the adjacent highway.

Reason - In the interests of highway safety and amenity of local residents

10 The development hereby approved shall not be occupied until a Full Travel

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Plan for the college has been submitted and approved in writing by the LPA. The travel plan should be developed and implemented in line with local and national guidelines. The site shall thereafter be occupied in accordance with the aims, measures and outcomes of said Travel Plan.

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

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

11 LC4 Land contamination - unexpected contam -

7.0 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 (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:

Planning conditions to cover the approval of a surface water drainage scheme and to seek the submission and prior approval of a Sustainable Travel Plan for the College site.

2. CONTROL OF POLLUTION ACT 1974:-

The developer's attention is 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 adhered to, failure to do so could result in formal action being taken under the Control of Pollution Act 1974:

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

Monday to Friday 08.00 to 18.00

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Saturday 09.00 to 13.00

Not at all on Sundays and Bank Holidays.

(b) 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".

(c) 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.

(d) 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.

(e) 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.

(f) There shall be no bonfires on the site

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