



Notice of a public meeting of

Planning Committee A

To: Councillors Crawshaw (Chair), Fisher (Vice-Chair), Ayre,

Hollyer, Kelly, Merrett, Nelson, Steels-Walshaw,

Steward, Waudby and Whitcroft

Date: Thursday, 9 November 2023

Time: 4.30 pm

Venue: The George Hudson Board Room - 1st Floor West

Offices (F045)

AGENDA

1. Declarations of Interest

(Pages 1 - 2)

At this point in the meeting, Members and co-opted members are asked to declare any disclosable pecuniary interest, or other registerable interest, they might have in respect of business on this agenda, if they have not already done so in advance on the Register of Interests. The disclosure must include the nature of the interest.

An interest must also be disclosed in the meeting when it becomes apparent to the member during the meeting.

[Please see attached sheet for further guidance for Members].

2. Minutes (Pages 3 - 10)

To approve and sign the minutes of the last Planning Committee A meeting held on 5 October 2023.

3. Public Participation

At this point in the meeting members of the public who have registered to speak can do so. Members of the public may speak on agenda items or on matters within the remit of the committee.

Please note that our registration deadlines have changed to 2 working days before the meeting, in order to facilitate the management of public participation at meetings. The deadline for registering at this meeting is 5:00pm on Tuesday 7 November 2023.

To register to speak please visit www.york.gov.uk/AttendCouncilMeetings to fill in an online registration form. If you have any questions about the registration form or the meeting, please contact Democratic Services. Contact details can be found at the foot of this agenda.

Webcasting of Public Meetings

Please note that, subject to available resources, this meeting will be webcast, including any registered public speakers who have given their permission. The meeting can be viewed live and on demand at www.york.gov.uk/webcasts.

4. Plans List

This item invites Members to determine the following planning applications:

a) York Station, Station Road, York [23/01640/LBC]

(Pages 11 - 62)

Internal and external alterations to front entry portico to include enclosing area with glazing to create pedestrianised and retail space with 2no. retail pods, repaving in Yorkshire flagstones, repairs to brickwork, re-pointing, repair rainwater goods, reinstate pigeon spikes, removal of external canopy and repair and repaint roof structure. [Micklegate Ward]

b) Hempland Cp School, Whitby Avenue, York, (Pages 63 - 120) YO31 1ET [23/01514/FULM]

Erection of two storey school building with associated parking, play space and landscaping, and demolition of existing school buildings. [Heworth Without Ward]

5. Urgent Business

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

Democracy Officer:

Jane Meller

Contact details:

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

- Registering to speak
- Business of the meeting
- Any special arrangements
- Copies of reports and
- For receiving reports in other formats

Contact details are set out above.

This information can be provided in your own language.

我們也用您們的語言提供這個信息 (Cantonese)

এই তথ্য আপনার নিজের ভাষায় দেয়া যেতে পারে। (Bengali)

Ta informacja może być dostarczona w twoim własnym języku. (Polish)

Bu bilgiyi kendi dilinizde almanız mümkündür. (Turkish)

(01904) 551550



Declarations of Interest – guidance for Members

(1) Members must consider their interests, and act according to the following:

Type of Interest	You must
Disclosable Pecuniary Interests	Disclose the interest, not participate in the discussion or vote, and leave the meeting <u>unless</u> you have a dispensation.
Other Registrable Interests (Directly Related) OR Non-Registrable Interests (Directly Related)	Disclose the interest; speak on the item only if the public are also allowed to speak, but otherwise not participate in the discussion or vote, and leave the meeting unless you have a dispensation.
Other Registrable Interests (Affects) OR Non-Registrable Interests (Affects)	Disclose the interest; remain in the meeting, participate and vote unless the matter affects the financial interest or well-being: (a) to a greater extent than it affects the financial interest or well-being of a majority of inhabitants of the affected ward; and (b) a reasonable member of the public knowing all the facts would believe that it would affect your view of the wider public interest. In which case, speak on the item only if the public are also allowed to speak, but otherwise do not participate in the discussion or vote, and leave the meeting unless you have a dispensation.

- (2) Disclosable pecuniary interests relate to the Member concerned or their spouse/partner.
- (3) Members in arrears of Council Tax by more than two months must not vote in decisions on, or which might affect, budget calculations,

and must disclose at the meeting that this restriction applies to them. A failure to comply with these requirements is a criminal offence under section 106 of the Local Government Finance Act 1992.

57. Declarations of Interest (4.36 pm)

Members were asked to declare at this point in the meeting any disclosable pecuniary interest or other registerable interest they might have in respect of business on the agenda, if they had not already done so in advance on the Register of Interests.

In respect to item 4c (BHE Self Storage, Strensall), Cllr Fisher noted that he had expressed an opinion at a Strensall Parish Council meeting and could therefore be considered pre-determined. He subsequently withdrew from the meeting prior to the start of item 4c and took no further part in the meeting or decisions thereon.

Cllr Stewart, noted a non-prejudicial interest in items 4a and 4b, in that he was the ward member for Copmanthorpe, he stated that he sat on the Ainsty Drainage Board and also, he was a school governor at Copmanthorpe Primary School.

Cllr Merrett noted that he was a member of the York Cycle Campaign and a member of the bus forum.

58. Minutes (4.37 pm)

Resolved: That the minutes of the last meeting held on 6 July 2023 were approved as a correct record.

59. Public Participation (4.37 pm)

It was reported that there had been no registrations to speak at the meeting under the Council's Public Participation Scheme on general matters within the remit of the Planning Committee A.

60. Plans List (4.37 pm)

Members considered a schedule of reports of the Head of Planning and Development, relating to the following planning applications, outlining the proposals and relevant policy considerations and setting out the views of consultees and officers.

61. Land To The South East Of 51 Moor Lane, Copmanthorpe, York [19/00602/FULM] (4.37 pm)

Members considered a major full application from Mr Tate, for the erection of 75 dwellings, landscaping, public open space and associated infrastructure at land to the south east of 51 Moor Lane, Copmanthorpe, York.

The Head of Planning and Development Services gave a presentation on the application and the Development Management Officer gave an update advising Members of the Copmanthorpe Village Design Statement, the change to the public realm contribution request, additional objections received and revisions to conditions 2, 26 and 30 and an additional condition related to timing of works. Members were advised that the additional information had been assessed and the Officer's recommendation remained for approval, following referral of the application to the Secretary of State for Communities and Local Government, subject to the completion of a Section 106 agreement.

In response to questions from Members, officers clarified the plans in relation to the existing trees.

Public Speakers

Graham Auton, Chair of Copmanthorpe Parish Council, spoke in objection to the application. He highlighted concerns in regard to highway safety and traffic congestion.

Liam Tate, the applicant, spoke in support of the application. He noted that the site would contribute to affordable housing targets, a robust traffic assessment had been undertaken and there was to be a significant contribution made to fund the local infrastructure.

In response to questions from Members, Mr Tate explained that

- the additional conditions put forward by officers had been agreed, including the changes to the s106 agreement.
- the details of the sustainable design had not yet been decided. The lower number of dwellings per hectare improved the biodiversity net gain of the build.
- The Council's housing team had lead on the scheme for affordable housing. The management fee would be calculated on the number of bedrooms.
- The site management plan was yet to be finalised.

[The Senior Solicitor advised that a management fee adjustment for the affordable housing could be picked up by the s106 agreement.]

Officers responded to questions from Members and clarified the weighting that should be applied to various planning policies, noting that until the Local Plan was adopted, planning applications must accord with the National Planning Policy Framework (NPPF).

It was confirmed that the housing team were satisfied with the level of affordable housing provided. The details relating to the offsite sports provision of the s106 agreement were also clarified.

Officers noted that an additional condition was needed to cover the Traffic Regulation Order (TRO) relating to offsite highways work and highways officers confirmed that there was no evidence that there would be an unacceptable impact on the access to Moor Lane / Station Road.

Following debate, Cllr Ayre moved the officer recommendation to approve the application, subject to the conditions in the report, the s106 recommendations, the amendments and additional conditions contained within the update, the additional monitoring fee of £14,000, and the additional highway works condition and the revision of the management fee for the affordable housing as discussed during the meeting. This was seconded by Cllr Fenton. Following a vote, with nine Members in favour and two abstentions, it was;

Resolved: That the application be approved, following referral of the application to the Secretary of State for Communities and Local

Government as outlined in the report, subject to the conditions outlined in the report, the completion of a Section 106 agreement and the revised and additional conditions contained within the update and the additional conditions outlined above.

Reason:

- i. The application site is located within the general extent of the York Green Belt and serves a number Green Belt purposes. As such it falls to be considered under paragraph 143 of the NPPF which states inappropriate development, is by definition, harmful to the Green Belt and should not be approved except in very special circumstances. Very special circumstances will not exist unless the potential harm to the Green Belt by reason of inappropriateness, and any other harm, are clearly outweighed by other considerations. National planning policy dictates that substantial weight should be given to any harm to the Green Belt.
- ii. In addition to the harm to the Green Belt by reason of inappropriateness, it is considered that the proposal would have a harmful effect on the openness of the Green Belt when one of the most importance attributes of Green Belts are their openness and the proposal would undermine at least three of the five Green Belt purposes. Substantial weight is attached to the harm that the proposal would cause to the Green Belt.
- iii. It is considered that the points identified in paragraphs 5.60 to 5.73 above are considered to amount cumulatively to' very special circumstances' that clearly outweigh the definitional harm to the green belt, the harm to the openness and permanence of the green belt [] arising from the proposed development.
- iv. Approval is recommended subject to the referral of the application to the Secretary of State under The Town and Country Planning (Consultation) (England) Direction 2021 and the application not being called in by the Secretary of State for determination. The application is required to be referred to the Secretary of State as the development is considered to be inappropriate development in the Green Belt, and the proposed 6348.43 sqm of floorspace would be in excess of the 1000 sqm threshold set out in the Direction.

62. Pikehills Golf Club, Tadcaster Road, Copmanthorpe, York, YO23 3UW [22/01074/FULM] (6.09 pm)

Members considered a major full application by Richard Lord for the redevelopment of Pike Hills Golf Course, involving importation and grading of soils.

The Head of Planning and Development gave a presentation on the plans and the Development Management Officer tabled an update which included a correction to paragraph 5.4 and amendments to conditions 4,5, 6, 8, 10, 14, 16 and 17. Officers also made a verbal request to amend condition 19 for the landscaping to be phased and timetabled with the precise wording of the condition to be agreed by the Chair and Vice-Chair.

Officers then clarified the plans in relation to the areas of ground to be raised and the areas for tree and shrub clearance as well as the placement of the new holes.

Public Speaker

Alastair Hoyle, the planning agent for the applicant, spoke in support of the application and outlined the reasons for the required improvements to the golf course. He explained that without the flood prevention measures, the club would find it difficult to survive.

Richard Lord, the applicant, was also in attendance to answer Member's questions. He responded as follows:

- The improvements were not expected to increase either the size of the course or membership numbers.
- They were experienced in this type of work at sensitive locations, they were fully funded and confident in their mitigation measures.
- They would continue to work with Yorkshire Wildlife Trust both during and after the project life.

Members then asked further questions to the planning and highways Officers present. Officers reported that:

- There was no expectation of increased usage and therefore no impact was expected on the existing entrance/exit.
- The risk to the site from imported soil had been mitigated to the lowest feasible level, as condition 12 referred.
- A condition would be added to restrict the temporary entrance to site traffic only.
- The amendment to condition 19, dealt with the phasing of the scheme.

Following debate, Cllr Steward moved the officer recommendation to approve the application subject to the amended conditions contained within the update. This was seconded by Cllr Fisher. Following a unanimous vote in favour, it was;

Resolved:

That the application be approved subject to the amendments to conditions 3, 4, 5, 6, 8, 10, 14, 16, 17 contained within the update and the amendment to condition 19 outlined above.

Reason:

- i. The proposal seeks to remedy existing difficulties in terms of provision of facilities and the quality of surface water drainage at the existing golf course by building upon an earlier consent from 2014 which has not been fully implemented. This involves the full implementation of the previously approved extension and the importation of approximately 350,000 cubic metres of inert soils which together with new landscape planting would re-profile the existing playing surface. The proposed development would not be inappropriate in Green Belt terms. If conditioned in detail as part of any planning permission the proposed construction site access from the A1237 is felt to be appropriate. The submitted details within the EIA and supplementary information demonstrate that the biodiversity value and hydrology of the adjacent SSSI and Ancient Woodland can be safeguarded. Notwithstanding short-term harm it is felt that the impact of the proposal upon the landscape and visual character of the wider area once the new tree planting is mature would be acceptable. It is felt that the requirements of paragraphs 180a) and b) of the NPPF in respect of development and areas of biodiversity value would be complied with.
- ii. The proposal was subject to an Environmental Impact
 Assessment under Schedule 2 of the 2017 Environmental
 Impact Assessment. Impacts in respect of ecology and
 nature conservation, noise and vibration, air quality,
 hydrogeology, flooding and drainage and landscape and
 visual appearance were all covered in the associated
 Environmental Impact Statement. With the appropriate
 mitigations outlined together with associated draft conditions

the proposal was felt to be acceptable in planning terms and approval was recommended.

[7.10 – 7.15 pm there was a brief adjournment, during which Cllrs Waudby and Fisher left the meeting]

63. BHE Self Storage Self Storage Facility, Lambshill, Towthorpe, Moor Lane, Strensall [22/01032/FUL] (7.15 pm)

Prior to the consideration of the item 4c, Cllr Fenton was elected as Vice-Chair for the remainder of the meeting.

Members considered a full application by Mr Simon Dunn for retrospective permission to change the use of agricultural land to the siting of 118 storage containers (use class B8) at Moor Lane, Strensall.

The Head of Planning and Development gave a presentation on the plans and clarified them for Members in response to their questions. Officers reported that the site was adjacent the special area of conservation at Strensall Common and the area under consideration was all laid to hard standing. The 118 containers were situated on the external land, outside the farm buildings.

Public Speaker

Simon Dunn, the applicant, spoke in favour of the application. He outlined the importance of having an additional revenue stream and explained how the storage business provided funds for other areas of his business. Killian Gallagher, the agent for the applicant, was in attendance to answer Member's questions. They confirmed the following:

- There were two storage sites in operation.
- The hardstanding was installed in 2009.
- The site was on agricultural land.
- An enhanced planting scheme had been submitted.

The Head of Planning and Development showed Members some recent photographs of the site and Officers responded to further questions from Members as follows:

- The officer recommendation was based on the information submitted at the time of the application.
- It was possible to tie the planning permission to the applicant, rather than the property.

Following debate, Cllr Steward proposed the officer recommendation to refuse the application, this was seconded by Cllr Ayre. Following a vote, with eight Members in favour and one against, it was;

Resolved: That the application be refused.

Reason:

- i. The application site is located within the general extent of the York Green Belt and serves two of the Green Belt purposes set out in the NPPF protecting the countryside from encroachment and to preserve the setting and special character of the city. As such it falls to be considered under paragraph 147 of the NPPF which states inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in very special circumstances. Very special circumstances will not exist unless the potential harm to the Green Belt by reason of inappropriateness and any other harm are clearly outweighed by other considerations. National planning policy dictates that substantial weight should be given to any harm to the Green Belt.
- ii. In addition to the harm to the Green Belt by reason of inappropriateness, it is considered that the proposal would have a harmful effect on the openness of the Green Belt when one of the most important attributes of Green Belts are their openness, and that the proposal would undermine the Green Belt purposes. Substantial weight is attached to the harm that the proposal would cause to the Green Belt. The harm to the Green Belt is added to by the harm to visual amenity and character, and the lack of drainage information identified in this report.
- iii. It is not considered that there are benefits arising from the proposal that clearly outweigh these harm so as to amount to very special circumstances necessary to justify an exception to Green Belt policy.

Cllr J Crawshaw, Chair [The meeting started at 4.32 pm and finished at 8.00 pm].

Agenda Item 4a

COMMITTEE REPORT

Date: 9 November 2023 **Ward:** Micklegate

Team: West Area

Reference: 23/01640/LBC

Application at: York Station Station Road York

For: Internal and external alterations to front entry portico to

include enclosing area with glazing to create pedestrianised and retail space with 2no. retail pods, repaving in Yorkshire flagstones, repairs to brickwork, re-pointing, repair rainwater goods, reinstate pigeon spikes, removal of external canopy

and repair and repaint roof structure

By: London North Eastern Railway LTD

Application Type: Listed Building Consent **Target Date:** 14 November 2023

Recommendation: Refuse

1.0 PROPOSAL

- 1.1 Listed building consent is sought for internal and external alterations to the front entry porte-cochère (sometimes referred to as a portico) at York Railway Station. The proposals seek to create a semi-indoor environment through glazing of the existing opening and the introduction of retail pods within this space.
- 1.2 In summary, the proposals include:
- glazing to openings
- introducing 2no. retail pods along with seating area and barriers
- repaving in Yorkshire flagstones
- removal of the bus canopy and restoration of façade (made good)
- removal of redundant clutter (such as cables)
- installation of digital advertisement panels (4 in total)
- 2no. departure screens
- refurbishment/restoration of the porte-cochère. These works include:
 - repairs and repointing to brickwork/stonework where spalled, weathered and fractured
 - reinstatement of missing bricks
 - repair of rainwater goods and painted in heritage colour to match original
 - general cleaning to remove debris and vegetation growth
 - repairs and repainting of roof structure and timber boarding, where required

- reinstatement of pigeon spikes
- 1.3 The Applicant has updated the proposed plans removing the reference to the taxi kiosk as a 'future information point', outlining that it will be retained as an office for the station's hackney carriage firm, Station Taxis. The plans have also been updated removing additional advertisements on the eastern external elevation.
- 1.4 This application is a resubmission of a refused scheme for similar works to enclose the portico (Ref: 23/00114/LBC).
- 1.5 York Railway Station was constructed in 1872-7 to designs by Thomas Prosser, Benjamin Burley and William Peachey. Additions were made in 1900-9 and 1938-9. In 1942 the station was bomb damaged, repaired in 1947. The railway station features a porte-cochère, leading to the outer concourse and through to the inner concourse (known as the frontage building). The frontage building is constructed in Scarborough yellow brick and is backed by the sharply curved trainshed of wrought iron arches on cast iron columns and further later platforms and awning. The frontage building provides the main entrance to the station and was originally a symmetrical design with the porte-cochère, inner and outer concourses flanked by two storey wings. The wing to the north was subsequently extended upwards with the provision of a second floor, which are now occupied by British Transport Police. The southern wing was severely damaged during the air raid of April 1942 and at first floor only the external walls remain.
- 1.6 The railway station is Grade II* listed and is located within the Central Core Conservation Area and specifically within character area No. 22: Railway Area. For clarity, referring to the porte-cochère is the correct architectural terminology, which is French for a carriage porch, allowing carriages to draw up at an entrance and passengers to alight undercover. A portico is an open porch generally for pedestrian use. Both terms could be used but porte-cochère is more accurate and as the Station's portico, designed and still functioning as a porte-cochère to accommodate vehicles setting down and picking up passengers, this term will be used in most instances throughout the report.

Relevant Planning History

23/00114/LBC Internal and external alterations to front entry portico to include enclosing area with glazing to create pedestrianised and retail space with 2no. retail pods, repaving in Yorkshire flagstones, repairs to brickwork, re-pointing, repair rainwater goods, reinstate pigeon spikes, removal of external canopy and repair and repaint roof structure; Application Refused 18.04.2023. The reason for refusal cited the following:

"The aesthetic and architectural interest of York Station and in particular its porte cochère are a major part of York's heritage significance. The architectural feature is not only important in external views, contributing to the setting of other heritage assets including the Scheduled City Walls, but also in terms of how the Station is experienced internally. It is also sits within the Railway Area of the York Central Historic Core Conservation Area and has a positive contribution within this setting.

There is currently a clear architectural language displayed by the porte cochère that symbolises its original design intention. The proposals to glaze the porte cochère confuse an appreciation of the aesthetic and architectural special interest of the heritage asset. The variety of glazed enclosure methods and the details proposed all add to a 'clutter' that detracts from the space. In addition, the significance and setting of the taxi rank which is listed in its own right and is, at present, the only freestanding structure within the porte cochère will be compromised by the proposed introduction of the two retail pods. The proposed retail pods will reduce how the interior of the porte cochère is experienced, reducing its legibility as a grand entrance/ exit that was intended to be enjoyed as a grand volume.

For these reasons, the proposal would result in less than substantial harm to the significance of a designated heritage asset, and in accordance with paragraph 202 of the National Planning Policy Framework 2021, this harm should be weighed against the public benefits of the proposal. Public benefits relating to the proposals have not been demonstrated that would outweigh the identified level of harm. The proposal would, therefore, conflict with the NPPF, Section 16 (2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 and Policy D5 of the Publication Draft City of York"

1.7 There is extensive planning history relating to development within and surrounding the station. Directly relevant to the proposals are the permissions (19/00535/FULM and 19/00542/LBC) relating to the redevelopment of the approach to the Station and the station frontage, referred to as the York Station Gateway (YSG). The approved applications impact how the porte-cochère may be used in the future. These applications secured the re-paving and pedestrianisation of the porte-cochère, relocating the taxi rank and drop off/pick up to the cleared Parcel Square area of the station. The YSG will also provide a new pedestrian crossing directly in front of the porte-cochère's centre arch. The YSG proposals included no specific uses for the porte-cochère.

2.0 POLICY BACKGROUND AND LEGISLATIVE CONTEXT

Planning (Listed Buildings and Conservation Areas) Act 1990

- 2.1 The Railway Station (including York Tap (formerly Ladies Tea Room) is Grade II* listed. Within the Portico is the Grade II listed Taxi Kiosk. Section 16 (2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that in considering whether to grant listed building consent for any works the Local Planning Authority shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.
- 2.2 Case law has made clear that a finding of harm to a listed building or its setting is a consideration to which the decision-maker must give considerable importance and weight when carrying out the balancing exercise to give effect to its statutory duties under sections 66 and 72 of the 1990 Act. There is a "strong presumption" against the grant of planning permission in such cases.

Planning and Compulsory Purchase Act 2004

2.3 Section 38 (6) of the Planning and Compulsory Purchase Act 2004 requires that an application is made in accordance with the development plan unless material considerations indicated otherwise. The Council does not have a formally adopted local plan.

National Planning Policy Framework (NPPF)

- 2.4 The NPPF sets out the government's planning policies for England and how these are expected to be applied.
- 2.5 NPPF paragraph 7 sets out that the planning system should contribute to the achievement of sustainable development. To achieve sustainable development, the planning system has three overarching objectives: economic, social and environmental (para. 8). Paragraph 10 advises that at the heart of the NPPF there is a presumption in favour of sustainable development. Paragraph 11 of the NPPF provides that planning decisions should apply a presumption in favour of sustainable development.
- 2.6 Section 16 is considered to be of most relevance to this application which considers the conservation and enhancement of the historic environment. Paragraph 189 states that heritage assets are an irreplaceable resource and should be conserved in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of existing and future generations.

Further analysis of the relevant NPPF policies are detailed at paragraphs 5.11 to 5.14 of this Report.

Draft Local Plans

- 2.7 The City of York Draft Local Plan (DLP) was submitted for examination on 25 May 2018 which four rounds of hearings undertaken to date. In accordance with paragraph 48 of the NPPF (as revised), the relevant 2018 emerging plan policies are capable of being a material consideration in the determination of planning applications. Policies from the emerging plan which are considered relevant and can be attached moderate weight due to their compliance with the NPPF and lack of unresolved objections include:
- D5 Listed Buildings
- T3 York Railway Station and associated operational facilities
- 2.8 The Development Control Local Plan (DCLP) was approved for development management purposes in April 2005. Whilst the DCLP does not form part of the statutory development plan, its policies are considered to be capable of being material considerations and can be afforded very little weight in the determination of planning applications where policies relevant to the application are consistent with those in the NPPF.
- 2.9 Policy D5 of the DLP states that proposals affecting a listed building or its setting will be supported where they (i) preserve, enhance or better reveal those elements which contribute to the significance of the building or its setting. The more important the building, the greater the weight that will be given to its conservation; and (ii) help secure a sustainable future for a building at risk; (iii) are accompanied by an appropriate, evidence based heritage statement assessing the significance of the building. Harm to an element which contributes to the significance of a listed building or its setting will be permitted only where this is outweighed by the public benefits of the proposal. Policy D5 aligns with the requirements of the NPPF.
- 2.10 Policy T3 of the DLP relates to York Railway Station and Associated Operational Facilities. It states that development will be supported that i) conserves and where appropriate enhances those elements that contribute to the significance of the Grade II* station and ii) improves the setting of and approaches to the station and the experience of those using it to meet the demands of the modern rail customer.

Conservation Development Strategies

2.11 There are two conservation development strategies produced at different times and for different purposes; they do not form part of the evidence base underpinning the DLP but can be a material planning consideration in the determination of planning applications. Both documents set out the historical development and

current use of the station, its approach and establishes the inherent characteristics and heritage significances of the station and its surrounds.

- York Station Conservation Development Strategy (CDS) (October 2013) prepared by John Ives of PPIY Limited, on behalf of East Coast Main Line Company, in association with the City of York Council, the Railway Heritage Trust and Network Rail with input from Historic England
- 2.12 The CDS states that in developing future proposals for the station, the value of the significant features must be taken into account and protected. One of the most important of these is the porte-cochère and concourse areas. The CDS specifies that any works must preserve the integrity of the brickwork structure, taking care not to obscure or damage the fabric by unnecessary alterations, signs/advertising displays or ill-placed trading units. Further in the document and with specific reference to the potential for development, it states that consideration could be given to glazing the arched areas and that the porte-cochère is a significant space and its future development should allow continued appreciation of this, whether road vehicles continue to be allowed inside or not.
- York Station Conservation Management Strategy (CMS) (November 2020) produced by Alan Baxter Ltd, prepared for Network Rail.
- 2.13 It is outlined in the CMS (Chapter 9, Section 9.4 Conservation Design and Development Guidance) that in respect to the porte-cochère, its architectural character and historical function as a semi-open threshold should be respected. It should remain primarily a station entrance with priority given to generous and intuitive passenger flow. Complimentary activity should be considered providing that it is manifestly secondary in footprint, location and design to passenger movement. Removing the attached bus shelter would do much to restore its architectural presence and create a more dignified entrance to the station.
- 2.14 It is highlighted in the CMS (Chapter 8, Section 8.8 Conservation Management: Outer Concourse and Porte-Cochère) that the orientation of the porte-cochère and outer concourse from the street can be confusing because no single route through the porte-cochère has precedence and the retail and pop up stalls in the concourse, not to mention the old NER signal, blunt the clarity of the original axis. The intention to give primacy to the axial route across the centre of the porte-cochère, added to the removal of taxis, will help to remedy some of that confusion.
- 2.15 It is noted that the existing glazed screens and easterly orientation already provide a high degree weather protection. The CMS set out that the space could be used as an attractive anteroom to the station, but would need to be carefully

controlled, in the design of facilities, signage and lighting with the route to the street and city centre remaining the prime function.

Other guidance

- Department for Transport Inclusive Mobility: A guide to best practice on pedestrian and Transport Infrastructure (December 2021) ("the Guide")
- 2.16 This guidance sets out good practice in the creation and maintenance of an accessible and inclusive built environment and public realm. It should be considered an essential document for those seeking to produce an inclusive environment and meeting the requirements of the Act, including the public sector Equality Duty, and other legislation.
- 2.17 Specifically, this guidance sets out general factors stating in para. 3.2 that a wheelchair and a non-wheelchair using person side-by-side need 1500mm width. The recommended walking distance limit without a rest for those with a walking stick and crane users is 50m (para 3.4).
- 2.18 It is further outlined in section 11 'Transport Buildings: access and facilities'. Paragraph 11.2 of the Guide states that if possible, entrances to stations should not have doors, though this is not always feasible, for reasons of security or climate control. Where there are doors, they should preferably be automatic, linked either to a weight sensor or to sensors mounted above the door.

3.0 CONSULTATIONS

INTERNAL

Design, Conservation and Sustainable Development (DCSD) (Conservation Officer)

- 3.1 I do not consider that the current scheme represents a significant improvement in comparison with the refused scheme. Although the subdivision of the glazing to the large archways is better proportioned and more elegant, the positioning of the glazing within the reveals of the masonry would be more detrimental than the recessed curtain glazing in the former scheme. The opening up of original entrances on the east front would probably be acceptable in the light of the evidence of the original design, but the removal of an interesting and well-executed early intervention is not without heritage impact.
- 3.2 The retail units remain highly intrusive structures and the changes to form and materials do not alter their essential impact on the character of the space, which in conjunction with the barriered seating areas would be one that radically changed the

feel and function of the space as a grand and generous open portico designed for comfortable entry to and departure from the station.

- 3.3 The use of flagstone paving would be preferable to a smaller format stone, but that can be controlled through the permitted 2019 scheme.
- 3.4 There are a number of public benefits that can be weighed against the identified harms, and I accept that many of these would be positive outcomes, but I question whether a) the full extent of enclosure and the degree of commercial infrastructure proposed are necessary to secure them all; and b) whether they are of a sufficient magnitude to outweigh the significant harm to the heritage significance of the II* listed building.
- 3.5 The alterations to the building (glazing, doorways, new structures) appear to be driven principally by anticipated requirements of operators of the proposed commercial uses, but the LPA has previously rejected the construction of two permanent retail units and associated structures within the porte-cochére due to the effect on its special spatial character and the setting of the listed taxi office, cited in its reason for refusal of application ref. 23/00114/LBC. The current proposal is not substantively different to the former one and I remain of the view that the scheme lacks clear and convincing justification.

EXTERNAL

Historic England

- 3.6 We do not object to the proposal but wish to offer advice on matters of design and detail that we feel need to be addressed to ensure the benefits of the scheme are achieved, and to meet the requirements of Chapters 12 and 16 of the NPPF.
- 3.7 It is recognised that public benefits will be achieved by the scheme, however there will be some harm caused to the significance of the Grade II* station, primarily as a result of 'glazing in' of all the openings.
- 3.8 The Station is clearly visible from the ancient Scheduled City Walls and in this sense serves to orientate visitors in relation to the historic core, marked by the Minster and this key point of arrival. The depth of the openings in the arched frontage are important in terms of appreciating the function of the portico as a structure to be moved thought, from the City Walls and approaches to the station from within the Conservation Area.
- 3.9 Glazing the greatest impact on the building will result from the addition of structural glazing to all of the openings. This will fundamentally change the historic

character of the space as an area that is semi-open which ties in with its transitional function.

- 3.10 The structural glazing impact will be felt to greatest effect at the north and south openings. The depth of the glazing will allow enough shadow depth to be achieved to maintain the legibility of the original open character of the arch when approaching from outside. However, the visual change will be most clearly felt internally where the sections of full height glazing will slightly obscure the architectural detailing behind. The alignment of the vertical steel mullions with the stone in the keyed segmental arches running down to portal frame, defining a centralised doorway is a positive design response.
- 3.11 Retail pods- these are relatively modest in terms of size and scale to the height and depth of the portico. The zinc roof and cedar cladding will provide a simple contrast to the bold brickwork and openings of the Portico.
- 3.12 Flooring- the alignment of the stone paving in different areas could be strengthened by the use of different sizes and shapes of paving. The alignment should be clearly defined in more detailed drawings of the different zones.
- 3.13 Grade II listed taxi cab kiosk there is the opportunity for this structure to be celebrated within this scheme. More detail should be provided regarding the short, medium and long term plans for the repairs to this structure and any alterations that may be required to facilitate its new use.

3.14 Detailed matters

- moveable banners need consistency of size, position and design. As potentially quite intrusive new features of the space, their size and number should be limited to avoid cluttering the space.
- backlit signage for north and south entrances needs to be a consistent approach to colours and design
- manifestations on the sliding glass door we suggest detailed designs should be carefully considered in the context of the wider gateway project.
- 3.15 We consider that the case has been made for the public benefits resulting from the proposal could be considered to outweigh the harm to the heritage significance of the station building. The success of a scheme of this nature relies not only on a close adherence to the submitted plans and the choice of materials but also on everyday operational management, an aspect that is largely outside the control of the planning system.
- 3.16 It is in the interests of the station operator to maintain the quality of their investment but details secured by condition, of signage and storage standards for

retailers and the regular cleaving of glazing and stonework would provide an assurance that important everyday consequences have been fully covered.

Micklegate Planning Panel

3.17 Objection; the retail unit at the northern end of the Station should be removed because it will impede the free flow of pedestrians, the majority of whom will use the northern entrance and cut across the proposed Piazza because that is the shortest route between the Station and the city centre.

Council for British Archaeology (CBA)

- 3.18 The CBA object to this application. The proposed 'glazing in' and use of York's station's porte-cochere for a pair of retail pods would be a missed opportunity to create an impressive welcoming space at this gateway to the city that identifies York's special interest and identity. This commercial use, duplicating an existing offer, is at odds with paragraph 197 of the NPPF. We also believe paragraphs 200 and 202 not to be met.
- 3.19 In order to retain the character and significance of the porte-cochere the CBA believe the principle north and south openings should remain open and unglazed. We question the premise that these routes will become less used by pedestrian users of the station.
- 3.20 Rather than commercialising the space it could be used to showcase the city's identity and heritage; there are many pop up uses that could be hosted within the porte-cochere that do not require construction of these permanent features that would entail subdivision and enclosure of the space, This application follows precedents fir similar works at stations including Newcastle Central where the glazing in and introduction of free-standing, commercial pods in the porte-cochere has not created a welcoming space at all but rather a dead space with opportunities limited by the permanent fixtures.

4.0 REPRESENTATIONS

- 4.1 The application has been advertised by site and press notice. 5 letters of objection including one on behalf of York Disability Rights Forum have been received and these can be summarised as follows:
- priority remains of creating a café rather than making life easier for passengers
- removing vehicles from inside the portico will result in passengers having to walk further to reach main parts of the station, which is not an improvement
- passengers will begin their journey exposed to the elements

- negatively affect wheelchair users and other disabled passengers
- Blue Badge parking is still further away than at present and will now involve an uncovered route into the station
- no assessment of potential harms to accessibility caused by the scheme and the necessary mitigations to avoid them
- benches reduced from 9 to 6
- the only seating proposed that is not part of a café pod is the seating currently in place
- the proposed doors to the north and south are actually narrower that the current pedestrian exits and lead to congestion and pinch points. These doors are below the recommended clear opening width contained within the government's Inclusive Mobility guidance
- use of glass for the doors and surrounding wall panels is a hazard for visually impaired people
- use of current station taxi office as a customer information point is concerning; the building is not currently accessible as there is a step and therefore the building is entirely unsuitable for this purpose
- no Equality Impact Assessment been undertaken
- assumptions made regarding pedestrian flows of the north and south compared to the central entrance are spurious assumptions not meticulous, evidence-based planning and transport policy
- contradiction; the concern for appreciation of the original purpose of the space yet saying it is not viable without adding commercial units
- already plentiful opportunities to eat and drink within the station complex
- the principal purpose of the built environment is function and that should be in a way that benefits all users

5.0 APPRAISAL

5.1 Key Issues:

- Impact of the works on the special architectural and historic interest of York Railway Station (Grade II*)
 - Significance of station
 - Considering potential impacts
- Public Sector Equality Duty
- Conclusion of Harm
 - Public Benefits

ASSESSMENT

Significance of station

- 5.2 In order to understand the potential impacts of the proposal on the significance of any heritage asset, the significance of the heritage asset in question should be described by the applicant, including any contribution made by their setting, with the level of detail proportionate to the assets importance and no more than is sufficient to understand the potential impact (NPPF para 194).
- 5.3 There are many sources of information setting out the significance of the station. Along with the Applicant's Design, Access and Heritage Statement the LPA has consulted both conservation development strategies as set out in Section 2 (para's. 2.10 2.13 above) of this report in order to identify and assess the particular significance of the Railway Station and more specifically the portecochère. In understanding the heritage significance of an asset, Historic England in their document, Conservation Principles, Policies and Guidance for the Sustainable Management of the Historic Environment, sets out the criteria for understanding its heritage values, Evidential, Value, Historical Value, Aesthetic Value and Communal Value.
- 5.4 Overall, the Railway Station is of high significance which is derived from the aesthetic values for its majestic curve of the train shed with fine arches and cast-iron detailing as well as the structural innovation in its design having historical value. The main station buildings (the porte-cochère, the entrance building and the two concourse wings) have retained much of their appearance (the south concourse wing the result of a sensitive rebuilding after wartime damage).
- 5.5 The original historical layout of the concourse area survives intact and is mostly still in use as intended; the symmetrical arrangement of the inner and outer concourses have historical and evidential value, with also communal interest as a key focus on passenger activity and contributes high significance. The quality and consistency of the station however is compromised by later additions. The interiors are mostly low grade and substantially altered.
- 5.6 Furthermore, the context of the station in relation to the city, the City Walls and Queen Street site also contributes to its significance. The station serves as a major entrance to the city and faces the city ramparts and walls. The city has strong links with railway history and much of the historic railway environment around the station survives. The station is also a daily facility for countless railway workers, commuters and tourists, adding high historic and communal values to the significance of the station.
- 5.7 The significance of the porte-cochère is derived in part from its architectural character and in part from its historical function as a semi-open threshold. Sometimes referred to as the 'Portico', it is the principal architectural element of the station entrance. It functions as a transitional zone between the station and the city,

marking arrival and departure. The porte-cochère fronting the station building covers a roadway serving taxis as it once served horsedrawn carriages. It has always been a semi open structure used for passenger movement.

- 5.8 The porte-cochère is designed with nine segmental arches, glazing panels installed to the eastern elevation arches in 1905. Attached to the front elevation of the porte-cochère is a cantilevered double-sided clock (c1880) which does not contain its original mechanisms and it is lacking a section of the timber surround. The only alterations it has undergone have been the addition of the bus shelter canopy (in 1940), together with adjustments to the glazing and making of a central opening for passengers wanting to go and from buses.
- 5.9 Inside the porte-cochère, in the north-eastern corner is the taxi kiosk (c.1900) which is Grade II listed in its own right (List entry Number: 1256557). It is attributed historical value for being a rare survivor of what was a common feature on railway stations, analogous to the better-known London cabmen's shelters. The contrast of its simple diagonal panelling and round arched windows with the tall arches of the porte-cochère gives it some aesthetic value in terms of its visual contribution to the porte-cochère. Alan Baxter's Conservation Development Strategy suggest that the taxi kiosk was extended in the 1940s.
- 5.10 There are other heritage values associated with other areas of the station, and they are still recognised, however these proposals do not impact upon them directly.

Considering potential impacts

- 5.11 The NPPF (para 199) outlines that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). Further in para. 200, any harm to, or loss of, the significance of a designated heritage asset, should require clear and convincing justification.
- 5.12 Paragraph 197 of the NPPF sets out that LPAs should take account of the following when determining applications:
 - a) The desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
 - b) The positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
 - c) The desirability of new development making a positive contribution to local character and distinctiveness.
- 5.13 Further paragraph 206 of the NPPF outlines that LPAs should look for opportunities for new development within conservation areas and the setting of

heritage assets, to better reveal their significance. Proposals that preserve those elements of the setting which make a positive contribution to the asset (or which better reveal its significance) should be treated favourably.

5.14 The NPPF makes a distinction between proposals which cause 'substantial harm' to a designated heritage asset (paragraph 201) and those which lead to 'less than substantial harm' (paragraph 202). Different tests are applied accordingly. Paragraph 202 states that where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.

Taking each part of the proposals in turn:

Glazing of the Porte-Cochère

- 5.15 On the front, eastern elevation, the proposal seeks the infilling of the three central arches with glass sliding doors with infill glass above. The two balustrades to the archways flanking the existing entrance bay will be removed. The previous proposal sought this arrangement for only the central arch, which is currently open to allow access to the existing bus stops. The 6no. remaining arches will be infilled with glass, with the stone balustrades retained. The external canopy that extends across the eastern elevation will be removed.
- 5.16 The Conservation Officer has stated that following an on-site examination, the two bays flanking the existing entrance are concrete castings, and a study of an 1877 drawing suggests that they were originally open, albeit infilled by the 1890s. The opening of these bays would reverse an interesting and very early intervention, but support the objective of the station gateway project in directing travellers towards the eastern front as the principal entrance and exit to the station; and would restore an imposing element of the original façade design.
- 5.17 On both side elevations (north and south) it is also intended to infill the arches with glazing to create new glass sliding doorways. The current scheme seeks a more elegant subdivision, reducing the number of panes from the previous scheme from 16 to 8. The size of the doorway is also reduced and centred. The infilling structure to the archways in the north, east and south elevations is brought substantially forward to occupy the reveals of the masonry with the glazing being set 215mm back from the external face, rather than the internal 'curtain glazing' construction of the refused scheme. Whilst the subdivision of the glazing to the large archways is better proportioned and more elegant, the positioning of the glazing within the reveals of the masonry would be more detrimental than the recessed curtain glazing proposed in the refused scheme. The result being that

there will not be any effective impression of 'shadow depth' and the glazing will have a much greater impact externally, from where it will not appear subordinate or recessive and detract from the legibility of the intervention as a lightweight modern addition to historically open arches.

5.18 The principal concern, shared by heritage consultees (the Council's Conservation Officer and Historic England) however relates to the principle of the glazing of the Porte-cochère, which will fundamentally change the historic character of the space as an area that is semi-open which ties with its transitional function.

Installation of Retail Pods

- 5.19 Following from the refused application, the retail units have been reconfigured as more elongated, timber-clad structures with canted leading corners to ease views. At their, widest point, they would measure 9.6m x 3m and would be 2sqm larger than those sought under the previously refused scheme (measuring 6.5m x 4m). The former design for the units also incorporated two glass walls, with the effect being of a lighter weight structure. The scale and areas of barriered seating are broadly similar, occupying the north western and south western corners of the Porte-cochère.
- 5.20 The retail units remain highly intrusive structures and the changes to form and materials do not alter their impact on the character of the space, which in conjunction with the barriered seating areas would add visual clutter to this space and radically changing the feel and function of the space as a grand and generous open portico designed for comfortable entry to and departure from the station, in addition to limiting the areas for circulation and pedestrian movement throughout the building.
- 5.21 At present, the taxi kiosk is the only freestanding structure within the Porte-cochère. This is listed in its own right and is a rare survivor of what was a common feature on railway stations. The proposed retail units will compromise its setting and reduce its visual prominence.
- 5.22 The construction of permanent structures and the erection of barriers to define ancillary seating would subdivide and commercialise the space in a manner that would be alien to its historical function and open character and undermine its grand volume. It would also undermine the sense of the architectural legibility of the wider station building, which is a highly Victorian sequence of distinct spaces designed through form, scale and architectural treatment for different functions. From the scale and grandeur of the train shed, the roof continuing over the inner concourse, to the more intimate enclosure of the original booking hall under its hammer beam roof, which now functions as a sort of entrance hall, and out into the semi-open

porte-cochére as a genuinely transitional structure between station and city, the general visitor would be less able to readily appreciate the distinctive character of the sequence of spaces if the porte-cochére were enclosed and commercialised as proposed. It is considered that the proposal would significantly erode architectural and historical significances of the listed building and that the harm would fall at the higher end of the less than substantial category.

5.23 Concerns regarding the siting of the retail pods are shared by a number of objectors, particularly those with mobility issues. Despite there being no concern from Historic England, there remains concern regarding the proposed material palette, although it is recognised that this could be dealt with through condition should the application have been found to be acceptable in other respects.

Paving

5.24 The proposed floor paving design is slightly modified from the previous scheme, suggesting a larger format of paving stone. Brass stud tactile paving is also incorporated into the floor finish. Historic England have suggested the alignment of the stone paving in different areas could be strengthened by the use of different sizes and shapes of paving and the alignment more clearly defined in details drawings of the different zones. The Council's Conservation officer has suggested that the use of flagstone paving would be preferable to a smaller format stone, but the approach to the paving could be developed through condition.

Other design matters

5.25 Historic England has commented on the need for consistency with approach to size, position, design and colours of any moveable banners and signage as well as manifestations on the sliding glass doors. Moveable banners have the potential to clutter the space. It is recognised that these design elements could be dealt with through conditions should the application be found to be acceptable in other respects.

Other issues raised

5.26 Concern has been expressed by a number of objectors with respect to the closure of the portico for taxi drop off and pick up. It should be noted that the principle of closing the porte-cochère to vehicles and also the relocation of the taxi area, short stay parking (including disabled parking) has already been granted consent as part of the Station Gateway works approved under 19/00535/FULM.

Public Sector Equality Duty

- 5.27 The proposal will have an impact on users of the Station and the Porte-Cochère which will undoubtedly include disabled users. Rather that creating an open obstacle-free transitional space, the provision of retail units along with barriers would subdivide and enclose the space, creating obstacles and further tunnelling users to the pre-determined axial routes. Disability is a protected characteristic under the Equality Act 2010. (The other protected characteristics under the Equality Act 2010 are age, disability, gender reassignment, marriage or civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation and should not be wholly disregarded).
- 5.28 Under Section 149 of the Equality Act 2010 a public authority must in the exercise of its functions have "due regard" to the need to eliminate discrimination, harassment, victimisation and any other prohibited conduct; advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it and foster good relations between persons who share a relevant protected characteristic and persons who do not share it. This is known as the Public Sector Equality Duty ("PSED").

Having due regard to the need to advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to:

- a) remove or minimise disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic;
- b) take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it;
- c) encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low
- 5.29 There is no requirement on an LPA to undertake a written Equalities Impact Assessment ("EqIA") to demonstrate that the PSED has been performed. The application of the PSED is entirely fact sensitive to each case, there is not a single prescribed method for applying the PSED.
- 5.30 National and Local planning information requirements set out details of the number and type of forms and plans that need to be submitted with a planning application to ensure its validity. There is no requirement, under the National planning information requirements nor local information requirements to provide an EqIA in relation to this application.
- 5.31 Movement through the space will change from vehicles passing longitudinally on the south-north axis to pedestrians passing west-east and is principally in response to the York Station Gateway, which removes the carriageway from the porte-cochère and creates a pedestrian crossing across Station Road aligned to the

central openings. The clear opening widths of the north and south entrances/exits will be 1500mm and 1670mm within the entrance/exit created in the eastern elevation demonstrate that this achieves the guidance set out in Inclusive Mobility for a wheelchair and non-wheelchair person side-by-side. Pedestrian will be directed through the central openings in the eastern elevation which are marginally wider than the recommended width and as there would be three, as oppose to one opening, providing additional space and comfort.

- 5.32 Objectors refer to matters concerning the reorganisation of the parking in and around the Station and the removal of taxis and cars from the porte-cochére which have already been secured under the Station Gateway applications. Those applications considered the impact on people with disabilities and reduced mobility.
- 5.33 The PSED does not specify a particular substantive outcome but requires the LPA to ensure that the decision made has been taken with "due regard" to its equality implications.
- 5.34 Officers have given due regard to the equality implications of the proposals in making its recommendation. The issues with regard thereto are noted above in relation to this application but do not raise any matters that would outweigh the material planning considerations.

Conclusion of Harm

- 5.35 As detailed above, the proposals will impact the porte-cochère area and the individually Grade II listed taxi kiosk of the railway station, which are individually significant in their own right, as described above, as well as contributing to the overall significance of the railway station. The station has generally high levels of aesthetic, historical, evidential and communal values, which contributes to the high significance of the station.
- 5.36 The assessment concludes, as with the previous refused scheme, that the proposal will result in less than substantial harm to the significance of this designated heritage asset. This harm has been quantified at being at the upper end of less than substantial harm.
- 5.37 Paragraph 202 of the NPPF sets out that where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be outweighed against the public benefits of the proposal, including, where appropriate, securing its optimum viable use.
- 5.38 Planning Practice Guidance sets out what is meant by the term public benefits and states that:

"Public benefits may follow from many developments and could be anything that delivers economic, social or environmental objectives as described in the National Planning Policy Framework (paragraph 8). Public benefits should flow from the proposed development. They should be of a nature or scale to be of benefit to the public at large and not just be a private benefit. However, benefits do not always have to be visible or accessible to the public in order to be genuine public benefits, for example, works to a listed private dwelling which secure its future as a designated heritage asset could be a public benefit. Examples of heritage benefits may include:

- sustaining or enhancing the significance of a heritage asset and the contribution of its setting
- reducing or removing risks to a heritage asset
- securing the optimum viable use of a heritage asset in support of its long term conservation"

(Paragraph: 020 Reference ID: 18a-020-20190723 Revision date: 23 07 2019)

- Public Benefits
- 5.39 Reviewing the information submitted and discussed in support of the scheme, there are a number of public benefits that can be weighed against the identified harms. These include:
- Removal of the bus shelter canopy from the east elevation and repair of the masonry.
- Reinstatement of the c.1905 glazing pattern to the eastern elevation
- Extensive fabric repairs and restoration including to spalling brickwork and mortar; rainwater goods; steam cleaning; repainting; removal of redundant cabling
- New lighting within the porte-cochére
- Provision of new facilities for passengers consisting of retail units and a newlypresented space
- Exclusion of birds
- Improved surveillance/security of space to discourage anti-social behaviour
- 5.40 It is considered that the special spatial character and the setting of the listed taxi office have not been addressed. The public benefits are considered to be limited in nature and scale and do not outweigh the harms to the heritage assets.
- 5.41 Accordingly, these public benefits would not be considered to outweigh the harms to the special interest of the listed building and the setting of other heritage assets. For this reason, the proposal would conflict with the NPPF and is recommended for refusal.

6.0 CONCLUSION

- 6.1 York Railway Station is of high significance, derived from the aesthetic and historical values of the curve of the train shed with fine arches and cast-iron detailing as well as the structural innovation in its design. The main station buildings (the porte-cochère, the entrance building and the two concourse wings) have retained much of their appearance and symmetrical arrangement surviving intact and mostly still in use as intended. The significance of the porte-cochère is derived in part from its architectural character and in part from its historical function as a semi-open threshold. Additionally, the context of the station in relation to the city, the City Walls and Queen Street site also contributes to its significance. The station serves as a major entrance to the city and contributes to the setting of the heritage assets including the city ramparts and walls. The city has strong links with railway history and much of the historic railway environment around the station survives.
- 6.2 There is currently a clear architectural language displayed by the porte-cochère that symbolises its original design intention. The proposals to glaze the porte-cochère confuse an appreciation of the aesthetic and architectural special interest of this heritage asset. The position of the glazing within the reveals of the masonry will result in a much greater impact externally, detracting from the legibility of a lightweight modern addition to the historically open arches. In addition, the significance and setting of the taxi kiosk which is listed in its own right and is, at present, the only freestanding structure within the porte-cochère will be compromised by the introduction of the two retail pods. The proposed retail pods will reduce how the interior of the porte-cochère is experienced, undermining its grand volume, historical function and open character as well as the sense of the architectural legibility of the wider station building.
- 6.3 For these reasons, the proposal would result in less than substantial harm to the significance of the designated heritage assets, in this case the Grade II* listed railway station and the Grade II listed taxi kiosk. In accordance with para. 202 of the NPPF, this harm should be weighed against the public benefits of the proposal. It is considered that the Public benefits of the proposal do not outweigh the identified level of harm. The proposal therefore would conflict with the NPPF, Section 16 (2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 and policy D5 of the City of York Draft Local Plan (2018).

7.0 RECOMMENDATION: Refuse

1 The aesthetic and architectural interest of York Station and in particular its porte cochère are a major part of York's heritage significance. The

significance of the porte-cochère is derived in part from its architectural character and in part from its historical function as a semi-open threshold. The architectural feature is not only important in external views, contributing to the setting of other heritage assets including the Scheduled City Walls, but also in terms of how the Station is experienced internally. It is also sits within the Railway Area of the York Central Historic Core Conservation Area and has a positive contribution within this setting.

There is currently a clear architectural language displayed by the portecochère that symbolises its original design intention. The proposals to glaze the porte-cochère confuse an appreciation of the aesthetic and architectural special interest of this heritage asset. The position of the glazing within the reveals of the masonry will result in a much greater impact externally, detracting from the legibility of a lightweight modern addition to the historically open arches. In addition, the significance and setting of the taxi kiosk which is listed in its own right and is, at present, the only freestanding structure within the porte-cochère will be compromised by the introduction of the two retail pods. The proposed retail pods will reduce how the interior of the porte-cochère is experienced, undermining its grand volume, historical function and open character as well as the sense of the architectural legibility of the wider station building.

For these reasons, the proposal would result in less than substantial harm to the significance of the designated heritage assets, in this case the Grade II* listed railway station and the Grade II listed taxi kiosk. In accordance with para. 202 of the NPPF, this harm should be weighed against the public benefits of the proposal. Public benefits of the proposal do not outweigh the identified level of harm. The proposal therefore would conflict with the NPPF, Section 16 (2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 and policy D5 of the City of York Draft Local Plan (2018).

8.0 INFORMATIVES:

Contact details:

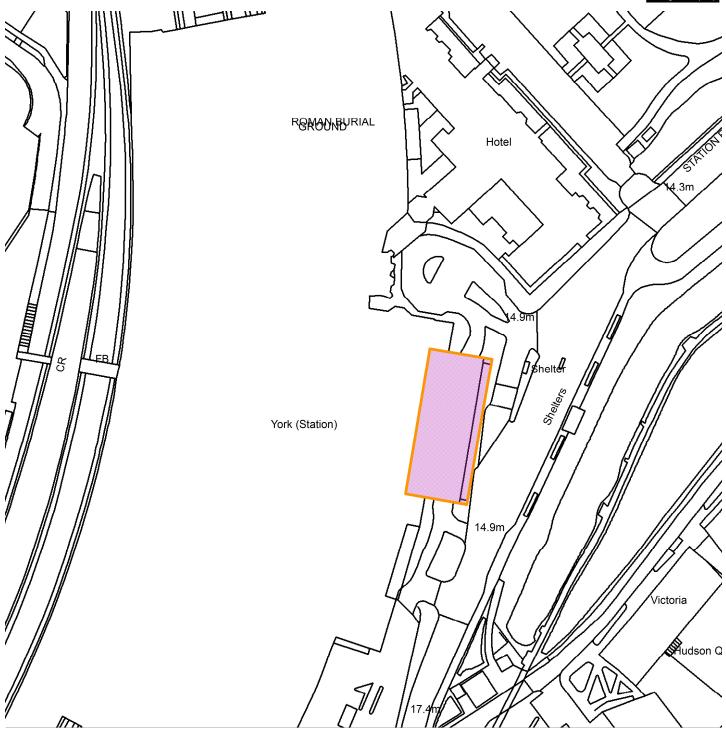
Case Officer: Lindsay Jenkins Tel No: 01904 554575



York Station, Station Road, York

23/01640/LBC





Scale: 1:1196

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Organisation	City of York Council
Department	Directorate of Place
Comments	Site Location Plan
Date	27 October 2023
SLA Number	Not Set

Produced using ESRI (UK)'s MapExplorer 2.0 - http://www.esriuk.com





Planning Committee A

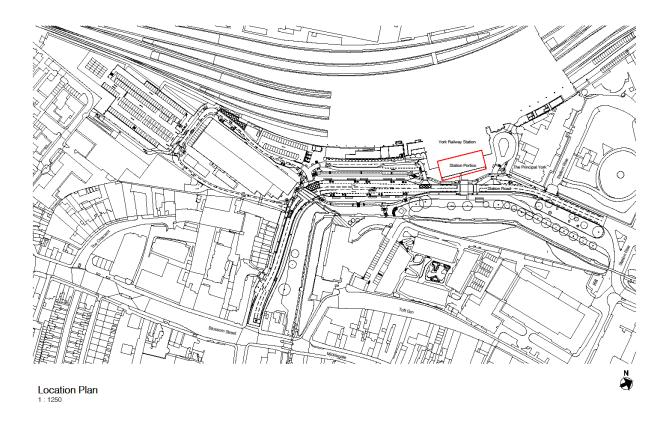
To be held on 9th November 2023

23/01640/LBC – York Station, Station Road, York

Internal and external alterations to front entry portico to include enclosing area with glazing to create pedestrianised and retail space with 2no. retail pods, repaving in Yorkshire flagstones, repairs to brickwork, re-pointing, repair rainwater goods, reinstate pigeon spikes, removal of external canopy and repair and repaint roof structure



Site Location Plan





02 01	24-08-2023 17-01-2023	FORM	e 2nd LBC application
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External (Eastern) Elevation of Portecochere





Existing eastern elevation and current central opening





Existing External Southern Elevation





Existing External Northern Elevation





Internal Eastern Elevation





Internal Western Elevation





Internal Southern Elevation





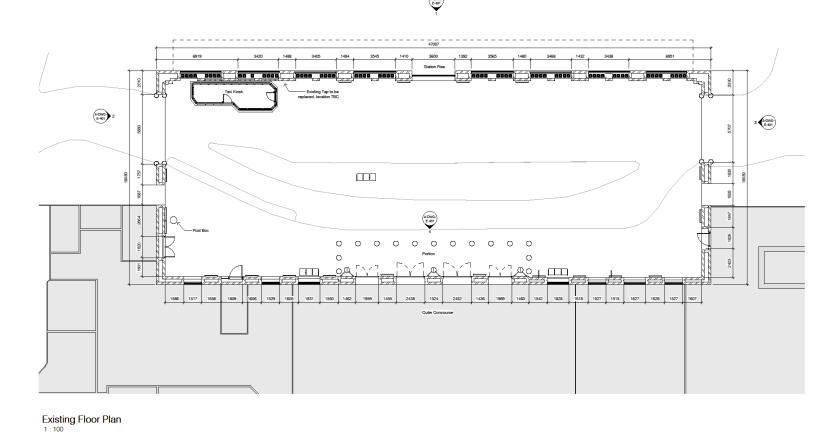
Internal Northern Elevation Including Taxi Kiosk (Grade II Listed)





Existing Floor Plan







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City of York Council Planning Committee Meeting - 9th November 2023

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6. Removal and recovery of existing CIS scre

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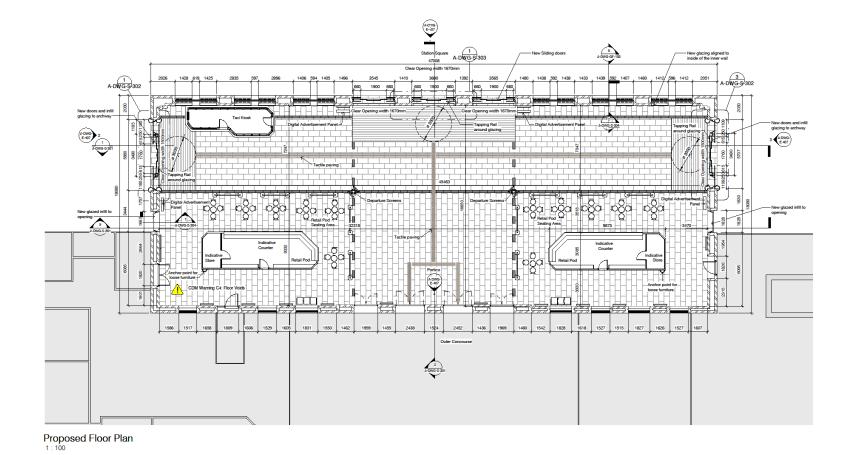
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Proposed Floor Plan

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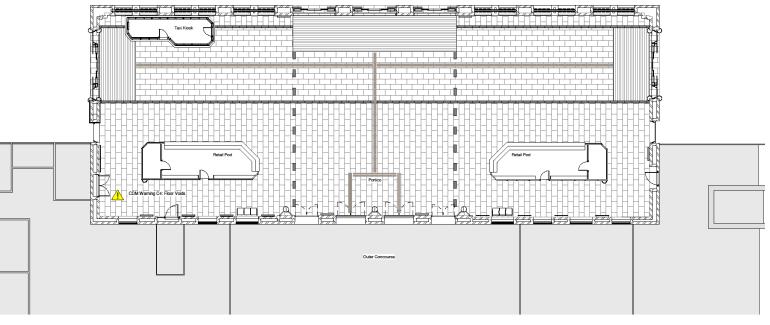


Proposed Floor Plans



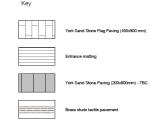
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Proposed Floor Finishes





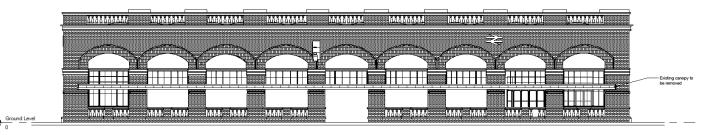
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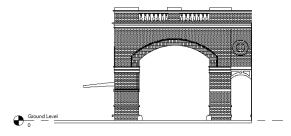
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Proposed Floor Finishes

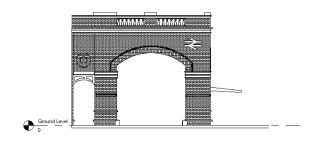
Existing Elevations



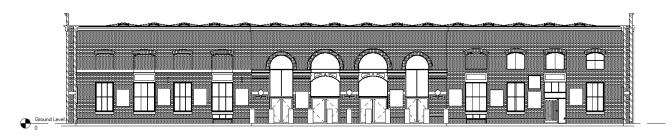
1 External East Elevation



2 External North Elevation



3 External South Elevation



4 Internal West Elevation.

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6. Removal and recovery of existing CIS scree

7. Luggage trolleys to be relocated, location

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Experience | Design Ethos | Pass

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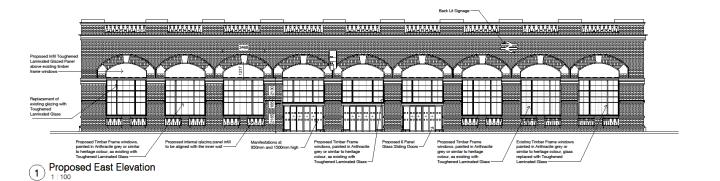
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Proposed Elevations

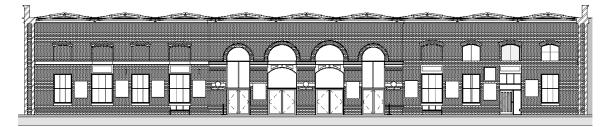


Proposed 150x100mm steel frame to support curtain walling (As per Bomb Blast Assessmen

Proposed 160x80mm steel frame to support curtain walling (As per Bomb Blast Assessmen

2 Proposed North Elevation

Proposed South Elevation



Proposed Internal West Elevation



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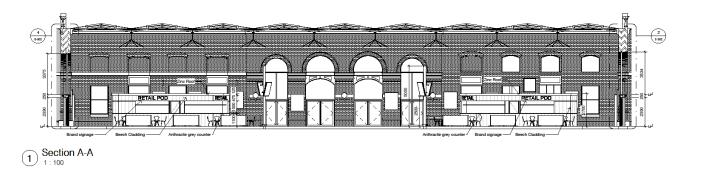
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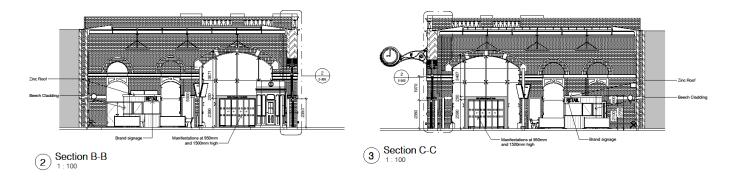
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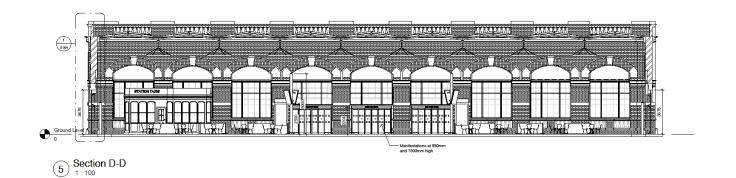
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Proposed Elevations

Proposed Sections Internal









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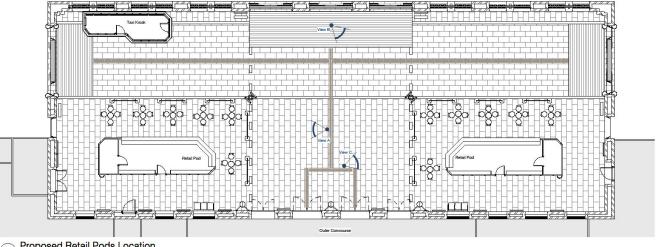
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YORK STATION PORTICO
ENHANCEMENT Proposed Sections

Proposed Glazing 3D-Visuals





Proposed Retail Pods 3D -Visuals



Proposed Retail Pods Location



(2) Proposed Retail Pods Location 3D View A



(3) Proposed Retail Pods Location 3D View B



4 Proposed Retail Pods Location_3D View C City of York Council Planning Committee Meeting - 9th November 2023

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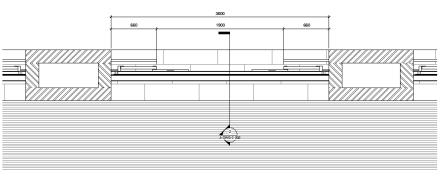
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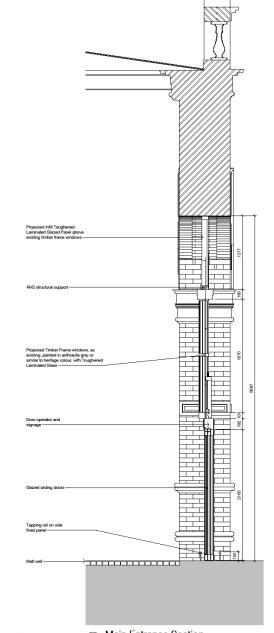
Proposed Retail Pods



Proposed Cross Sections - East



Proposed Main Entrance Floor Plan





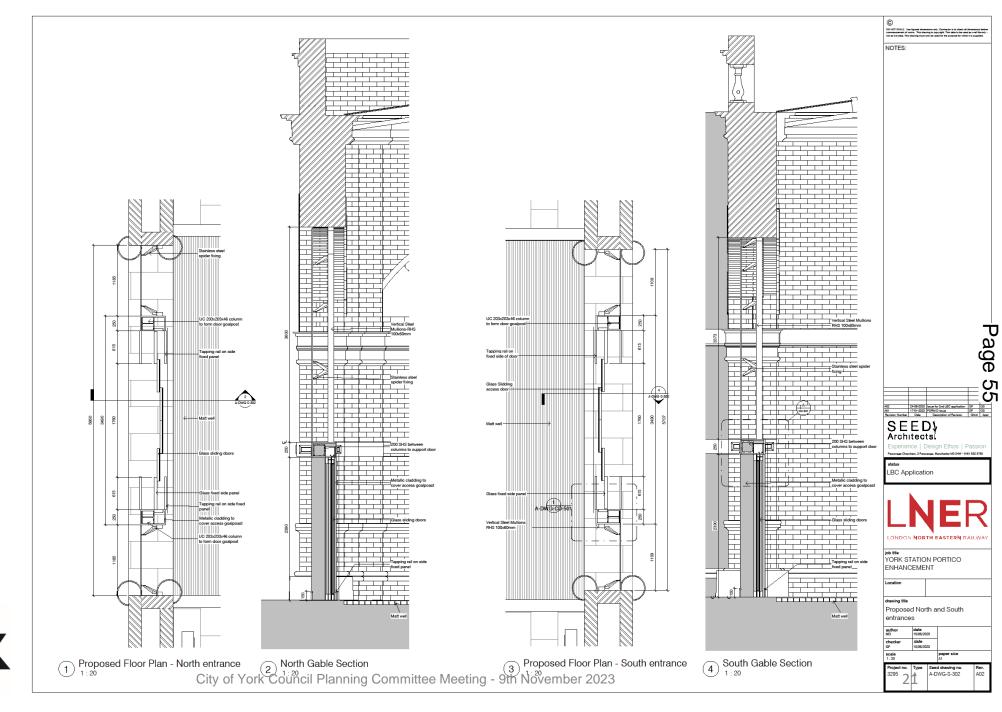
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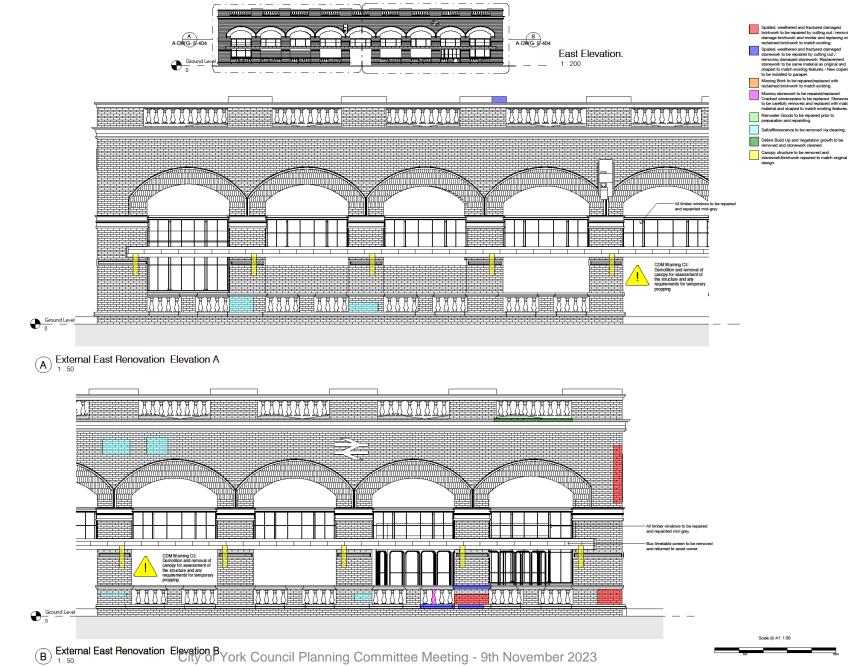
Proposed Cross Sections North and South





Restoration Elevations – **External East**

COUNCIL



NOTES:

The Contractor shall review all areas of masonry and

All Portico remedials to take cognisance of the phased approach to the works to minimise disruption

Restoration Works: Existing Windows: All existing window frames to be stripped back to allow new paint in Anthractie-Grey (paint samples to be taken at GSS to try and determin the original paint colour), treatment and replacement seals / sealant to glazing. Existing glass panes to be replaced with thoughened laminated glazing.

Harnward Goods: All rainward goods to be repaired a required, prepared and repainted in heritage colour to match original design, to be confirmed. Repairs are identified on elevation drawings. Any other defects/issues identified during works should be raised

General Cleaning: All building elevations to be cleaned using steam cleaning (DOFF) to remove loose soiling, salts and algae, plant growth and biological matter. Cleaning of salt / efforcecence debris build up and vegetation may result in further areas of damaged brickwork, stonework or missing mortar. Therefore

Repointing: All brickwork and stonework to be repointed, due to significant mortar loss throughout. Existing mortar to be raked out by hand and repointed using heritage mortar type.

External Canopy Removal: Canopy structure to be removed. Existing fixings to be carefully removed a underlying masonry/brickwork made good in

and retained cables to be installed in a tidy manner as approved by the Architect.

Roof Drainage: Clearing of debris and repairs to membrane and outlets as required.



SEED! Architects

Experience | Design Ethos | Passion

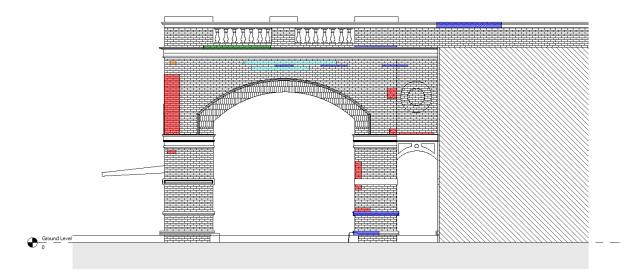
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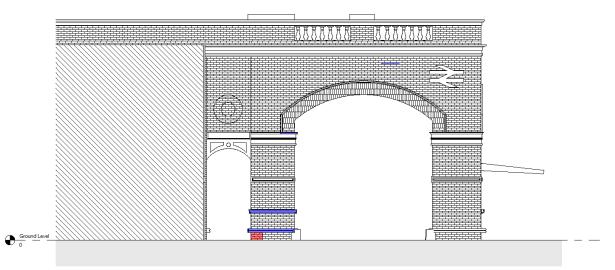
JOB title YORK STATION PORTICO ENHANCEMENT

External East Restoration Elevations

Restoration Elevations – **External North**



External North Renovation Elevation



City of York Council Planning Committee Meeting - 9th November 2023

Spalled, weathered and tractured darmageu brickwork to be repaired by cutting out / removing damage brickwork and mortar and replacing with reclaimed brickwork to match existing.

ceneral:

1. The Contractor shall review all areas of masonry and stonework repairs with a specialist heritage repair company and make due allowance for the type and extent of repairs necessary.

Spalled, weamered and tractured disneyed stonework to be repaired by cutting out / removing damaged stonework. Replacement stonework to be same material as original and shaped to match existing features - New copers All Portico remediats to take cognisance of the phased approach to the works to minimise disruption

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External South & North Restoration Elevations

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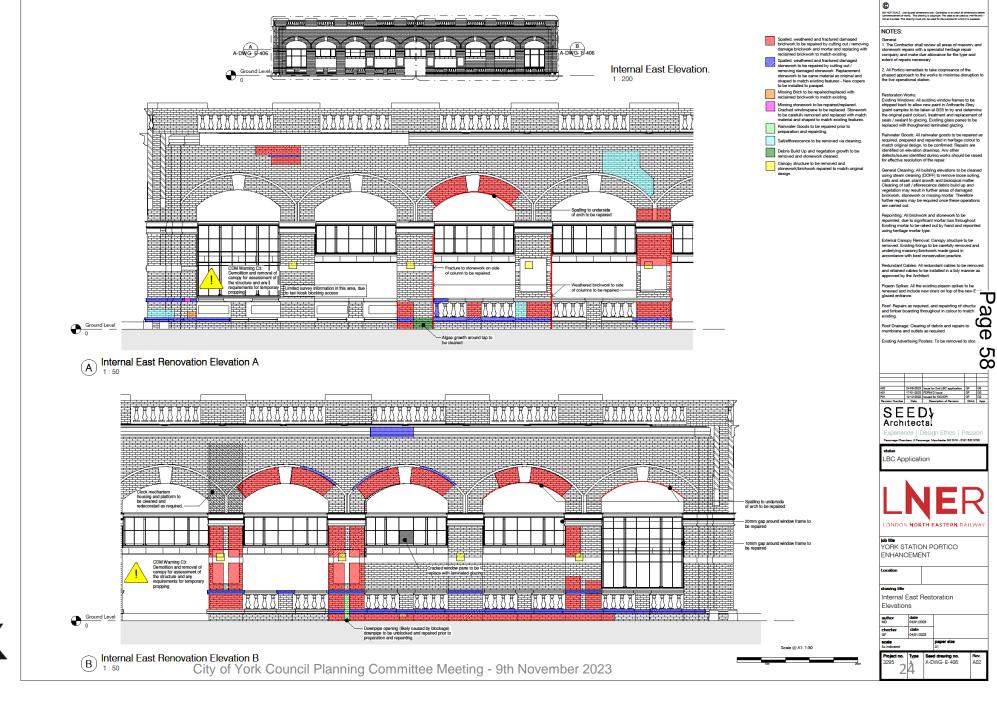


Spalled, weathered and fractured damaged

Missing stonework to be repaired/replaced

Missing Brick to be repaired

Restoration Elevations – Internal East

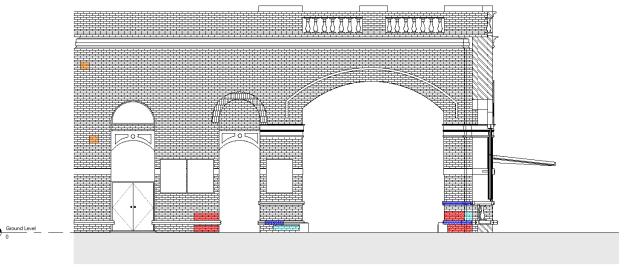




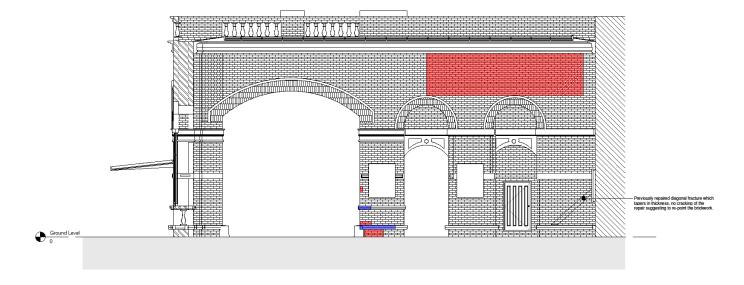
Restoration Elevations – Internal West



Restoration Elevations -Internal North and South



1 Internal North Renovation Elevation



Internal South Renovation Elevation

City of York Council Planning Committee Meeting - 9th November 2023

Spalled, weathered and fractured damaged brickwork to be repaired by cutting out / removinc damage brickwork and mortar and replacing with reclaimed brickwork to match existing.

The Contractor shall review all areas of masonry and stonework repairs with a specialist heritage repair company and make due allowance for the type and extent of repairs necessary.

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General Cleaning: All building elevations to be cleans uning team cleaning (DCFF) to remove loose soiling alts and alque, plant growth and biological matter. Cleaning of sall * elerorescence debris build up and vegetation may result in further areas of damaged brickwork, stonework or missing mortar. Therefore further repair may be required once these operations

External Canopy Removal: Canopy structure to be removed. Existing fixings to be carefully removed and underlying masonry/brickwork made good in

and retained cables to be installed in a tidy manner as approved by the Architect.



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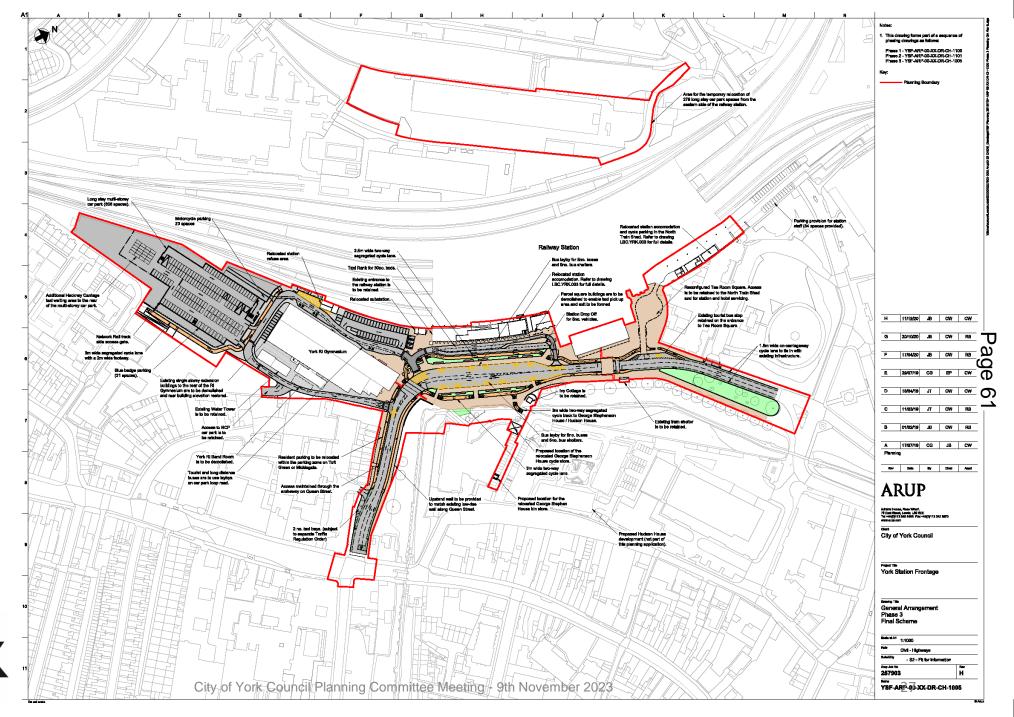


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Internal South & North Restoration Elevations



Approved York Station Gateway Site Plan





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Agenda Item 4b

COMMITTEE REPORT

Date: 9 November 2023 **Ward:** Heworth Without

Team: East Area **Parish:** Heworth Planning Panel

Reference: 23/01514/FULM

Application at: Hempland Cp School Whitby Avenue York YO31 1ET

For: Erection of two storey school building with associated parking,

play space and landscaping, and demolition of existing school

buildings

By: ISG Construction Ltd On Behalf Of Dept For Education

Application Type: Major Full Application **Target Date:** 14 November 2023

Recommendation: Approve

1.0 PROPOSAL AND APPLICATION SITE

- 1.1. Planning permission is sought for the erection of a two-storey school building with associated parking, play space, landscaping and demolition of the existing school buildings.
- 1.2. The application site comprises of the existing Hempland Primary School site located within the Heworth Without Ward area of York. Access to the site is provided via Whitby Avenue to the North of the site. The application site extends to approximately 2.3 hectares comprising of a mix of existing school buildings, areas of soft and hard landscaping and playing fields. The site is enclosed to its North and Eastern sides by existing residential properties. The land to the South and West consists of playing fields, allotments and Tang Hall Beck separation distances from the existing school building to neighbouring residential properties in these directions range from 150m-300m.
- 1.3. The proposals will provide a gross internal floor space of approximately 2,198m². This would be a reduction of approximately 1,212m² when compared to the existing building. In total 12.no additional vehicle parking spaces are to be provided (2.no additional disability spaces, 10.no additional general spaces). The existing cycle parking capacity of 80.no will be retained.
- 1.4. The proposed development will be a renewal and replacement of existing facilities. The proposals will not increase the overall capacity at the school. The

Page 64

existing two form entry primary school will be maintained; comprising of a roll of 420 pupils and 50 members of staff. The catchment area for the school broadly covers the Heworth Without Ward area.

2.0 POLICY CONTEXT

NATIONAL PLANNING POLICY FRAMEWORK

- 2.1. The National Planning Policy Framework ("NPPF") as revised in September 2023 sets out the government's planning policies for England and how these are expected to be applied.
- 2.2. Planning law requires that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise (section 38(6) Planning and Compulsory Purchase Act 2004).
- 2.3. The Statutory Development Plan for the City of York comprises the saved policies and key diagram of the otherwise revoked Yorkshire and Humber Plan Regional Spatial Strategy (2008) and any made Neighbourhood Plan. For the purposes of assessing and determining the proposals contained within this application the application is not located within a defined Neighbourhood Plan Area. Nor would the site be regarded as laying within the general extent of the Green Belt.

PUBLICATION DRAFT LOCAL PLAN (DLP 2018)

- 2.4. The Publication Draft Local Plan 2018 was submitted for examination on 25th May 2018. It has now been subject to full examination. Modifications were consulted on in February 2023 following full examination. It is expected the plan will be adopted in late 2023. The draft policies can be afforded weight in accordance with paragraph 48 of the NPPF.
- 2.5. Key relevant DLP 2018 policies are:
- DP2 Sustainable Development
- DP3 Sustainable Communities
- SS1 Delivering Sustainable Growth for York
- ED6 Preschool, Primary and Secondary Education
- ED8 Community Access to Sports and Cultural Facilities on Education Sites
- D1 Place Making
- D2 Landscape and Setting
- GI2 Biodiversity and Access to Nature
- GI4 Trees and Hedgerows
- GI5 Protection of Open Space and Playing Fields
- CC1 Renewable and Low Carbon Energy Generation and Storage
- CC2 Sustainable Design and Construction of New Development

 ENV1 – Air Quality

ENV2 - Managing Environmental Quality

ENV3 – Land Contamination

ENV4 - Flood Risk

ENV5 – Sustainable Drainage

T1 – Sustainable Access

T7 - Minimising and Accommodating Generated Trips

3.0 CONSULTATIONS

INTERNAL

- 3.1. **Public Protection:** No objections raised but recommended conditions relating to plant and machinery to be installed in the development, a condition to deal with unexpected land contamination and a condition to secure the recommendations contained within the submitted ventilation and extraction assessment and Construction Environmental Management Plan.
- 3.2. **Lead Local Flood Authority (LLFA) Drainage:** No objections raised but recommends conditions.
- 3.3. **Ecology:** No objections raised, based on the information provided, recommends conditions relating to Bats, provision of a Landscape Ecological Management Plan with Biodiversity Net Gain, and that development proceeds in accordance with the submitted Construction Environmental Management Plan and Lighting Plan.
- 3.4. **Landscape Architect:** No comments have been received at the time of drafting this report.
- 3.5. **Safer York Partnership (North Yorkshire Police):** No objections raised. The proposals are considered to accord with the core principles and design objectives set out in the NPPF in respect of developments creating safe and accessible environments where crime and disorder, and the fear of crime, do not undermine quality of life or community cohesion.
- 3.6. **Education:** No comments have been received at the time of drafting this report.
- 3.7. **Planning Policy:** No objections raised noting the redevelopment of Hempland School is supported in principle by policies ED6 and GI5 of the Draft Local Plan

Application Reference Number: 23/01514/FULM Item No: 4b

- 2018. The Carbon Reduction team should be consulted in respect of policies CC2 and CC3.
- 3.8. **Highways:** No objections subject to conditions.
- 3.9. Carbon Reduction Team: No objections raised but recommend conditions.

EXTERNAL

- 3.10. **Heworth Planning Panel:** No comments have been received at the time of drafting this report.
- 3.11. **Sport England:** No objections raised subject to conditions which would secure that the replacement sports pitches are of an acceptable quality and are not at undue risk of failing. A condition is also requested to secure a Community Use Scheme
- 3.12. **Environment Agency:** No comments have been received at the time of drafting this report.
- 3.13. **Yorkshire Water:** No comments have been received at the time of drafting this report.
- 3.14. **Foss Internal Drainage Board:** No objections raised but recommend conditions.

4.0 REPRESENTATIONS

- 4.1. The application has been advertised via Neighbour Notification Letter, Site Notice and Local Press Notice. A summary of the responses received is provided below.
- 4.2. A total of 1no comment of objection has been received relating to the following:
 - Trees are proposed to be removed. I do not see the need for this at all. Trees are being planted for the good of the planet. My property looks onto the playground and these trees would screen my view of the new school. They are healthy trees.
- 4.3. A total of 7.no comments of representation, neither objecting nor supporting the proposals were received, the comments received are summarised as follows:

Application Reference Number: 23/01514/FULM Item No: 4b

- Tree and Hedge works have already taken place at the site including cutting down a Hawthorne hedge to the rear of No.68 Whitby Avenue. This tree is listed on the submitted plans as 'tree group for retention'. The removal of trees such as this is a concern.
- Will the plans include a 'drop off' point whereby vehicles will enter the property rather than parking across residents driveways on Whitby Avenue.
- The use of Whitby Avenue for all construction and demolition vehicles and materials whilst the school is occupied should be re-considered. Hempland Lane to the South West of the school should be used. This would minimise conflict between construction works and the existing school, pupils and staff.
- The lack of information relating to the routing of lorries to the school is a concern. Where will they park whilst waiting to access the site. As a parent of a pupil we have been told one side of the vehicle access will be for pedestrian access whilst the other will be boarded off and used as a contractors entrance.
- How long will construction last, HGVs need to be carefully managed.

5.0 APPRAISAL

Key Issues

- 5.1. The key issues are as follows:
 - EIA Screening
 - Principle of Development
 - Highways and Access
 - Design, Layout and Residential Amenity
 - Public Protection
 - Community Use, Facilities and Playing Fields
 - Drainage & Flood Risk
 - Ecology and Landscaping
 - Sustainable design and construction

Environmental Impact Assessment Screening

- 5.2. The proposed development has been reviewed against The Town and Country Planning (Environmental Impact Assessment) Regulations 2017. The proposed development would fall under Schedule 2 Part 10 Infrastructure Projects (b) Urban Development Projects, including the construction of shopping centres and car parks, sports stadium, leisure centres and multiplex cinemas. Schedule 2 outlines that EIA Screening would be required if the area of the development exceeds 1 hectare.
- 5.3. In this particular case the site area extends to approximately 2.3 hectares. This exceeds the 1-hectare threshold under which EIA screening is required. The proposed development has been screened against the criteria set out within Schedule 3 of the EIA Regulations. These criteria cover the characteristics of Application Reference Number: 23/01514/FULM Item No: 4b

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development, location of development and the types and characteristics of the potential impact.

5.4. Following this screening exercise whilst the defined thresholds for screening the development have been exceeded. It is considered that given the overall nature and scale of the development and Environmental Impact Assessment would not be required in this case.

Principle of Development

- 5.5. The application site is in existing use as a Primary School. The school was first established in the 1960s and has been extended and modernised on several occasions since. The current format of buildings was opened in 1999 as a Local Authority led school. In 2016 the school converted to an Academy.
- 5.6. The proposed development comprises of the erection of a replacement two storey school building and the demolition of the existing school buildings. The proposed replacement building would be built directly behind the existing. The proposals would see the continuation of the existing established land use at the site.
- 5.7. Policy ED6 of the DLP 2018 seeks to secure the provision of modern education facilities to meet identified needs. Policy ED6 goes on to state that, new or enhanced education facilities will be permitted if they; are in locations that are accessible by sustainable transport from the communities they are intending to serve and not have a significant adverse impact on the amenities of neighbouring properties. There is also a requirement for sufficient and appropriate playing field provision and that community access is provided.
- 5.8. Given that the site is already in active and established use as a school the proposed development would not introduce a new land use to the area. As such the proposals would not be expected to materially change the existing impact the site has upon the immediate locality and the relationship it has to its immediate neighbours would be broadly unchanged. Additionally, the proposals would not see the overall capacity of the school increased. Therefore, it would not be anticipated that the overall intensity with which the site is currently used would be materially increased. The catchment area which the school serves is primarily focussed upon the residential areas immediately around the existing school and then extends in a North Easterly direction to the much less densely populated areas around Malton Road.
- 5.9. As the proposals would not result in a material change in use of the land and application site and that use of the site as school is already well established it is considered that, in principle, the proposals would accord with the provisions of Application Reference Number: 23/01514/FULM Item No: 4b

Policy ED6 of the DLP 2018. Subject to all other material considerations being considered acceptable.

Highways and Access

- 5.10. Paragraph 111 of the NPPF 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.
- 5.11. Policy T1 of the DLP 2018 promotes sustainable access. Policy T1 states that development will be supported where it minimises the need to travel and provides safe, suitable ad attractive access for all transport users. It goes on to state that developments will be required to demonstrate that there is a safe and appropriate means of access to the wider highway network and safe and appropriate links to local services and facilities.
- 5.12. The development will utilise the existing access from Whitby Avenue. The pedestrian access at the Western boundary of the site will also be maintained. The proposals comprise of the replacement of an existing facility. The development will not result in the overall capacity of the school increasing. As such an intensification in use of the site would not be expected.
- 5.13. The proposals would result in a net increase in overall vehicle parking at the site with an additional 10.no spaces being provided and an additional 2.no disability spaces. The existing cycle parking (including scooters) provision of 80.no will be maintained. The design and layout of the site will allow for vehicular and pedestrian access and movements to be segregated.
- 5.14. Within the third-party comments received a number of these have focused on highways and traffic related matters. As with most school sites there can be issues with an increase in traffic around the site at peak times such as school drop off and pick ups. The school benefits from having a relatively compact catchment area meaning that the community which it serves is perhaps more densely focused within the immediate vicinity of the school. This provides greater opportunities for more sustainable modes of transport such as walking, cycling or scooting to be the mode of choice when pupils come to school. As such it is not considered conducive to the development for measures such as designated drop off spaces or measures to be provided within the site as it could be counterproductive insofar as encouraging more pupils to travel to school via car. A further suggestion of construction access being taken from Hempland Lane/Burholme Drive and accessing the site from the south west, to avoid conflict with the existing school, has been discounted. This would require significant upgrades being to the existing lane/track solely for

construction. The junction onto Hempland Lane/Burnholme Drive is situated within a dip with limited visibility. Construction movements via this route would likely cause further issues and highways concerns. Particularly when access and movements could be suitably managed through the use of planning conditions utilising existing well established routes.

- 5.15. Access during the construction phase will be something that has to be carefully managed, particularly given that the existing school must remain operational throughout the construction phase. To this end the applicant has submitted a Construction Environmental Management Plan. This, amongst other matters, details how access to the site will be managed during the construction phase including management of deliveries to avoid peak times at the site. Measures also include establishing agreed access routes to the site for deliveries to minimise disruption as far as practicable and sequencing of deliveries, so they arrive one at a time. There are also designated holding points for vehicles to wait until they can access the site.
- 5.16. The Councils Highways section have reviewed the development proposals and the submitted information. They have raised no objections to the proposals but do recommend a series of conditions.
- 5.17. Highways have confirmed that cycle parking on the whole is acceptable. However, some of it appears to be inaccessible and the new enclosures are not detailed (staff cycle parking, junior cycle parking). Therefore, a condition requiring cycle parking details to be provided for approval is recommended. A condition requiring the agreed parking provision to be laid out and provided before the development is brought into first use.
- 5.18. Whilst the application has been submitted with a construction management plan detailing how the construction phase would be managed and operated, including how traffic to the site is to be routed. Highways have raised a series of concerns with the detail and practicalities of what has been proposed. The plan includes utilising a layby within the Vanguard development at Monks Cross which appears to be located within the Park and Ride carpark (land operated and managed by First York as part of the Park and Ride contract). Highways consider a layby on the A64 to be a preferable holding point.
- 5.19. The proposed route to the site for deliveries would see traffic leaving the A64 at Hopgrove Roundabout then travelling to Stockton Lane via Hopgrove Lane South. This route is not supported by highways. It is not uncommon for Hopgrove Lane South to encounter on street parking. This can often result in traffic leaving the Malton Road having to wait before being able to pass the parked vehicles; this in Application Reference Number: 23/01514/FULM Item No: 4b

turn could lead to congestion at the Little Hopgrove and Hopgrove Roundabouts. Highways have indicated that rather than utilising Hopgrove Lane South Malton Road should be used.

- 5.20. Within the immediate vicinity of the site the use of Algarth Road is noted however this also raises some concerns which will require some careful management. These concerns relate to vehicle tracking and intervisibility at bends particularly outside No.33. In cases of poor intervisibility HGVs would need to reverse to allow passing. There are single yellow lines in operation here however these only operate during school times (and are potentially subject to change in the future). Tracking demonstrates that on these bends on Algarth Road there would be encroachment onto the opposing lane. This could necessitate large sections of the road to be subject to Temporary Traffic Orders to exclude parked cars on these bends. Highways have suggested using Ashley Park Road which is already a bus route.
- 5.21. Access to the site will be via the existing access off Whitby Avenue. The access is already segregated with railings enclosing the footway on both sides. Highways have concerns with regard to overrun onto the footway and services on the access junction and have requested mitigation. At present there is also some contradictory information in respect of how movements of vehicles within the site will be sequenced and managed with multiple positions being shown for the same site cabin/gatehouse.
- 5.22. Highways have therefore recommended that a condition be attached to any permission which secures the submission of a revised Construction Management Plan which specifically covers highways matters such as routings and traffic management. This includes slightly revised delivery restriction times as to those proposed by the applicant within their submission. This is to account for a proposed amendment to the existing traffic order which enforces the single yellow lines within the vicinity of the site; amendments to which are currently being progressed by the Highway Authority.
- 5.23. Overall, it is considered that the development proposals would, subject to the conditions outlined within this section, allow for development to proceed in a managed manner so as to minimise disruption to the surrounding highway network as far as possible. The proposals would not give rise to any notable or sustained highways safety concerns. The overall level of parking provision for both cycles and motorised vehicles is considered acceptable.

Design, Layout and Residential Amenity

- 5.24. The proposed two storey building would be located centrally within the site. The separation distances achieved to the residential properties situated on Whitby Avenue would exceed 70m whilst the separation distance to properties on Applecroft Road would exceed 40m. The closest neighbouring building to the proposed development would be the existing community centre which would be approximately 30m away to the southeast.
- 5.25. The proposed development would result in the separation distances between the residential properties on Whitby Avenue and Applecroft Road generally being enhanced in comparison to the existing situation, particularly those properties toward the North side of the application site. This is achieved as a result of the proposed form of the building being more uniform. At present the existing buildings on site, whilst having some two storey elements, are generally single storey and have a more sprawling footprint. The proposed replacement building would be of a single uniform two storey height with a much more condensed, simplified footprint. The general internal layout of the building will see the teaching spaces and ancillary functions such as office space organised toward the outer edge of the building all accessed from a central corridor. Ground floor teaching spaces will all benefit from both internal and external points of access. The eastern end of the building will contain two double height halls and a kitchen space at ground floor. The first floor section above the kitchen there will be an external plant deck enclosed by a parapet wall. All internal spaces will be well served by large sections of glazing. The overall exterior design of the building is considered to be functional and would not result in the introduction of an incongruous form into the landscape.
- 5.26. The proposed building would stand to a height of approximately 8.9m. The submitted plans detail that the ground floor section of the building is to be constructed from buff brick. The first-floor section is to be clad with non-combustible aluminium cladding panels, the plans state that these would be mushroom colour. Whilst an indication of the exterior materials and finishes have been provided no precise details or specifications have been confirmed. As such in the event of granting planning permission it would be appropriate to condition that details of exterior materials and finishes be submitted to the LPA for approval before their use in the development.
- 5.27. With regard to the exterior layout of the site the existing principal of a school building located centrally within the site surrounded by areas of playing pitches and areas of hardstanding would be retained. The existing areas of hardstanding utilised as playgrounds toward the northwest corner would be retained. The existing car parking area immediately to the East would also then become outdoor play/learning space. Vehicle parking would be relocated to the north-eastern flank of the site. The existing Multi Use Games Area (MUGA) situated on the South-eastern side of the

site will be retained. A garden area is to be provided between proposed parking area and the MUGA. A portion of the existing playing pitches to the rear of the existing school building will be lost due to the relocating of the school building within the site. However, this loss would ultimately be compensated for by the provision of a new playing pitch area situated in front of the new school building.

- 5.28. Historically the existing school building on the site was originally conceived as being two schools. As a result, the school benefits from a doubling of some features such as assembly halls and main entrances. Access and egress to the site is controlled by electronically controlled gate at the main access off Whitby Avenue. The proposed development would see a new inner secure boundary provided. This would effectively segregate the access and parking areas from the remainder of the school site. In operation this would mean that all traffic and visitors entering the site are channelled toward the main reception area with access to the remainder of the site restricted.
- 5.29. Overall, it is considered that the proposed development would not give rise to conditions which would unacceptably harm the residential amenity of neighbouring properties. The design and location of the building is such that it would not give rise to issues of overshadowing or overlooking. Nor would it have an overbearing impact upon neighbouring properties. The proposals are also considered to accord with the principles of designing a safe and accessible space, reducing the opportunities for crime and disorder to occur. The proposals would therefore accord with policy D1 of the DLP 2018.

Public Protection

- 5.30. Policy ENV2 of the DLP 2018 states that development will not be permitted where future occupiers and existing communities would be subject to significant adverse environmental impacts such as noise, vibration, odour, fumes/emissions, dust and light pollution without effective mitigation measures.
- 5.31. Overall, it is not considered that the proposed development would, during its operation, give rise to any significant undue impacts upon neighbouring properties. The proposals by virtue of their design and layout would not be expected to give rise to issues of overlooking, overshadowing or have an overbearing impact upon neighbouring properties. Also, of note in this regard is that the proposals would not result in the overall capacity of the school increasing. As such impacts arising from the general intensity with which the site is used are not anticipated to change.
- 5.32. The proposals will necessitate the provision of various items of new external plant and machinery; primarily related to the ventilation system utilised in the building. Items such as these have the potential to give rise to noise disturbance Application Reference Number: 23/01514/FULM Item No: 4b

which could be detrimental to the amenity of neighbouring properties and land uses. An acoustic report has been submitted in support of the proposals which clarifies the maximum rated noise levels from the plant equipment to be installed. These details have been reviewed by Public Protection who have not raised any objections to the proposals in this regard. However, to ensure that the plant equipment to be installed does not give rise to noise disturbance they have recommended that, in the event of granting planning permission, a condition would be required for full details of all plant and machinery to be installed or located on the premises to be submitted to, and approved in writing by the Local Planning Authority before the development is brought into first use. The condition will also, where it is considered necessary, secure noise mitigation measures to protect the amenity of the area.

- 5.33. As with any construction project there is the potential for a degree of disturbance to be caused particularly during the construction and demolition phases of the project. The most likely sources of disturbance in this regard are likely to be noise and dust emissions from construction and demolition activities and other activities such as construction traffic movements. In the case of these proposals there is also the added matter that the existing school facility needs to remain operational throughout the development works.
- 5.34. The applicant has provided a Construction Management Plan as part of the application. The Management Plan details measures such as construction working hours and the management of movements to and from the site occurring outside of any school drop off or pick up times. Deliveries to the site will also be booked.
- 5.35. The Construction Management Plan envisages the development occurring over 4 phases. Phase 1 covers the securing of the of the site, segregation of the existing operational school and the construction site. Phase 1 also includes construction of the new school. Phase 2 comprises of the demolition of the existing school building with Phases 3 and 4 comprising of completion of the car park and landscaping. Following clarification from the applicant that the construction phase does not necessitate any piling works Public Protection have confirmed that the submitted CEMP and the measures outlined within are adhered to then suitable protections would be provided to safeguard the amenity of the area during the construction phase. To ensure that this remains the case it is necessary to condition that works are carried out in accordance with the submitted CEMP.
- 5.36. Given the nature of the site there will be a requirement for some external lighting, primarily in the interests of safety and security. The applicant has provided a lighting plan. This shows that in some locations there will be light spill and lighting levels at some boundary locations will be 3 lux. However, such impacts will be mitigated by the existing vegetation at the site. As such Public Protection have

confirmed no objections to the proposed lighting nor have, they requested conditions for further details.

- 5.37. Paragraph 112(e) of the NPPF requires developments to be designed to 'enable charging of plug-in and other ultra-low emission vehicles in safe, accessible and convenient locations. Additionally, the City of York Council draft Low Emission Planning Guidance requires a minimum of 5% of all parking spaces to be provided with EV charge points. As part of the proposals 2.no designated EV charging spaces are shown. This provision would achieve the 5% minimum requirement. No details of the precise type of EV charge units to be installed at the site have been provided. However, any such installation would be subject to compliance with the relevant Building Regulations. Public Protection have recommended a condition which would require the submission of a strategy for EV charging facilities. However, it is not considered necessary to condition this level of detail in this instance. The provision shown on the plan would achieve the required 5% threshold of all parking provision at the site. Such facilities will have to comply with Building Regulations irrespective of the condition securing a charging strategy. Furthermore, access to the facilities given the use of the site as a school means they are unlikely to be publicly accessible. As such it is considered appropriate to only condition that the EV charge points as shown the proposed plans are provided within 6 months of the practical completion of development. This will still secure compliance with NPPF Para 112 and the Council's Low Emissions strategy.
- 5.38. With regard to land contamination the application is supported by a Phase 1 and Phase 2 contaminated land assessment. These have demonstrated that no remediation measures are required at the site and in terms of land contamination the site is suitable for the proposed use and development. Whilst the overall risk of land contamination or encountering contaminated land during development would be low; particularly given the existing established use of the site. It is considered appropriate to attach a condition which, if contaminated land is encountered during the development, suitable mechanisms can be secured for the reporting and remediating of any contaminated land.
- 5.39. A ventilation and extraction assessment has been provided as part of the application. Public Protection have confirmed that they have no further comments to make in terms of odour control subject to the measures recommended within the submitted report being implemented in full. These measures relate to the provision of mechanical ventilation and extraction systems to serve the school kitchen. These requirements form part of the wider Department for Education ("DfE") specification that the development must be designed and built to. As such it is not considered necessary to reinforce this provision by way of planning condition. In any event

should issues of odour from the school kitchen arise the Council would retain powers under its Public Protection function to deal with such issues.

5.40. Overall, whilst it is acknowledged that there will be a degree of disruption to the immediate area, particularly during the construction phase. This disruption would be relatively short within the context of the anticipated lifespan of the development. However, it is considered that this disruption can be adequately and suitably mitigated and managed to not give rise to significant or sustained disruption. Nor is it considered that once completed the resulting development would present notable public protection concerns. The proposals would therefore be considered to accord with Policies ENV1, ENV2 and ENV3 of the DLP 2018.

Community Use, Facilities and Playing Fields

- 5.41. At present the existing school benefits from a large amount of outdoor open space. This comprises of areas of landscaping, hardstanding, play areas and grassed pitches/playing fields. The proposed development would see most of these existing features retained albeit in slightly different locations or formats. Given the proposed layout of the development and the need to phase development there will, during the construction phase be a period of time whereby a portion of the existing playing fields at the rear of the existing school would be lost. However, the proposals would see a replacement pitch/playing field being provided to the front of the proposed building.
- 5.42. Policy ED8 of the DLP 2018 promotes the use and provision of community access to Sports and Cultural Facilities on Education sites. Policy ED8 expects that the community use of new facilities should be incorporated into the design in a manner that optimises their potential use. This approach is also advocated within the DfE School Specific Brief. This requires facilities or areas which could be utilised for community use after hours such as, school halls/studios should be grouped together and partitioned. Features such as separate entrances and proximity to entrances should be considered for operational efficiency and security.
- 5.43. The proposed layout of the ground floor would see the two hall spaces grouped together at one end of the building with a direct route from the main exterior entrance or via the external access points to each of the halls. This would provide the ability for these facilities to be utilised out of hours and also be partitioned off from the rest of the school building.
- 5.44. Policy GI5 of the DLP 2018 is intended to protect existing open space and playing fields. It states that development will not be permitted which would harm the character of or lead to the loss of, open space of environmental and/or recreational importance unless the open space uses can be satisfactorily replaced.

- 5.45. Paragraph 99 of the NPPF requires that existing open space, sports pitches 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 benefits of which would clearly outweigh the loss of the current or former use.
- 5.46. The proposals would result in the in the loss of some of the existing playing pitches. As a result of this Sport England have been consulted on the proposals. Following assessment of the proposals in conjunction with the Football Foundation acting as their technical advisers, Sport England have confirmed that they have no objections to the proposals. They note that the existing multi use games area will be unaffected by the proposal. It is therefore only the playing field that would be impacted upon. The playing field lost to the development would be replaced by a new area of playing field on the site of the existing school buildings. The area of retained playing fields to the south of the existing buildings will of sufficient size to accommodate a pitch that meets Football Association design guidance. The new playing field area to the front of the new school building would not be of sufficient size to accommodate a mini-soccer Under 7 and Under 8 pitch with safety run off area. However, it would be capable of accommodating sports such as athletics and rounders.
- 5.47. Overall, Sport England have confirmed that they are satisfied that that the proposal would not have a negative impact upon on the ability of the school to support a range of different pitch sports as a result of the proposals. In confirming they have no objections to the proposals Sport England have requested, that in the event of planning permission being granted, a series of conditions be imposed.
- 5.48. The first condition would, based on the results of the findings within the submitted agronomy report, require a detailed scheme which would ensure that the replacement playing field would be provided to an acceptable quality.
- 5.49. They have also recommended a second condition which requires the submission of a Community Use Scheme to the LPA for approval in consultation with Sport England. This condition would ensure that secure well managed safe community access is provided to the sports facilities.

- 5.50. As part of their submission the applicant has submitted document outlining the draft principles of community use for the development. This outlines the principles under which parts of the development could be made available for community use. Any community use would be out of hours and managed in a manner so as such uses would not be detrimental to the primary function of the site as a school. The areas of the development which could be available for community use are the two halls and kitchen space and the North and South playing fields and 3.no playing courts. Any community use would be chargeable so as to allow the school to recover all costs such as operation, caretaking, heating, lighting and maintaining the facilities. The principles set out within the draft principles document demonstrates that community use of the facilities could be secured and that suitable management practices could be employed to deliver this. Notwithstanding this and in light of the comments received by Sport England it is considered necessary to condition that a scheme of community use be submitted to and approved in writing by the LPA in conjunction with Sport England.
- 5.51. Whilst the proposals would lead to the loss of some of the existing sports pitches at the school the proposals would ultimately see a net gain in sports pitch provision at the school once the development is completed. Additionally, the design of the proposals is such, as is required by the DfE specification, that elements of the proposals could be made available for community use; whilst ensuring the none community use are kept secure. Overall, it is considered that subject to the suggested conditions from Sport England the proposed development would accord with Policies ED8 and GI5 of the DLP 2018.

Drainage and Flood Risk

- 5.52. Much of the application site including the existing school building and the location of the proposed replacement school building is located within Flood Zone 1 (Low Risk). There is a small portion of the application site towards the south eastern boundary that is located within Flood Zone 3 (High Risk) and this is due to the location of Tang Hall Beck which runs to the south of the site. However, it should be noted that this watercourse is 0.45m lower than the lowest level of the sports pitch.
- 5.53. Paragraph 167 of the NPPF requires that when determining any planning applications, local planning authorities should ensure that flood risk is not increased elsewhere. Paragraph 169 goes on to state that Major development should incorporate sustainable drainage systems unless there is clear evidence that this would be inappropriate.
- 5.54. Policy ENV4 of the DLP 2018 seeks to ensure that new development is not subject to unacceptable levels of flood risk and shall be designed and constructed in Application Reference Number: 23/01514/FULM Item No: 4b

such a way that mitigates against current and future flood risk. Policy ENV5 of the DLP 2018 promotes the use of sustainable drainage within development. Utilising measures such as restricting run off rate and promoting the use of Sustainable Drainage Systems (SuDS).

- 5.55. With regard to surface water drainage infiltration tests have been conducted at the site and were witnessed by the Lead Local Flood Authority (LLFA). However, this approach has been discounted due to the presence of clay in the ground. Surveys of the site have established that there are existing surface water drainage connections to Tang Hall Beck to the south of the site where there is already an existing outfall structure. It is proposed that the development would utilise these. With regard to foul drainage the existing school already benefits from such connections demonstrating that there is infrastructure within the vicinity. The proposals would see separate foul and surface water drainage systems devised.
- 5.56. As part of the assessment of the proposals the drainage details have been reviewed by the Lead Local Flood Authority and the Internal Drainage Board. Neither have raised objections to the proposals and have requested that in the event of planning permission being granted this be subject to various conditions relating to drainage. The conditions would require provision for separate foul water and surface water drainage systems to be implemented. A condition securing full details of the technical drainage solution is also requested. Additionally, the Internal Drainage Board have requested a condition which would ensure that a 9m strip is maintained from the watercourse. This would secure sufficient space to the Internal Drainage Board to facilitate maintenance access to the watercourse.
- 5.57. Overall, it is considered that the proposals would not give rise to increased levels of flood risk or materially increase the overall flood vulnerability of the site. It is considered that there would be viable technical solutions available which would achieve suitable drainage provision. The requested conditions are considered appropriate and will ensure that the required drainage infrastructure can be secured to ensure that the development would accord with Policies ENV4 and ENV5 of the DLP2018.

Ecology and Landscaping

5.58. The existing site currently benefits from large areas of landscaped grounds comprising of a mixture of areas of hardstanding such as playgrounds and the areas of soft landscaping comprising of the playing field areas. There are multiple trees of varying scales and species across the site. The southern most area of the site includes a wooded area adjacent to the beck this space also includes a woodland teaching space. None of the existing trees on the site are subject to Tree Preservation Orders.

- 5.59. Paragraph 174 of the NPPF states that planning policies and decisions should contribute to and enhance the natural and local environment. This includes minimising impacts on and providing net gains for biodiversity, including establishing coherent ecological networks.
- 5.60. Policy GI2 of the DLP 2018 seeks to ensure that development seeks to conserve and enhance York's biodiversity. Amongst other things Policy GI2 requires development to ensure the retention, enhancement and appropriate management of features of geological, or biological interest and further the aims of the current Biodiversity Audit and Local Action Plan. Policy GI4 states that development will be supported where, amongst others, development recognises the value of existing tree cover and hedgerows, their biodiversity value and the contribution they make to the quality of the development.
- 5.61. Policy D2 of the DLP 2018 seeks to ensure development conserves and enhances landscape quality and character and that development includes sustainable, practical, and high quality soft and hard landscaping details and planting proposals.
- 5.62. The application has been submitted with an Arboricultural Impact Assessment. This has categorised each tree on site (A, B, C and U). The report has assessed a total of 78.no trees, 11.no Tree Groups and 4.no hedgerows. Of these 4.no Category U trees are to be removed for the purposes of good tree management. These specimens are either entirely dead or in a condition whereby there removal is justified. In total 30.no individual trees which are a mix of category B and C (poor to moderate quality) trees are proposed to be removed across the site. A further 3.no group trees are also proposed for removal. A the proposals will incorporate 47.no replacement trees which over time will establish themselves and provide compensatory planting on site.
- 5.63. The loss of these trees is to facilitate the comprehensive redevelopment of the site. These trees either need to be removed as they are located where the elements of the new development are to be sited or in a small number of cases removed to facilitate safe and appropriate construction access; whilst being mindful that during the construction phase the existing school needs to remain operational.
- 5.64. As a result of the development a significant proportion of the site will remain undeveloped. There is therefore the opportunity for a comprehensive landscaping scheme to be delivered. This will result in the provision of 47.no new trees across the site which over time will establish themselves and provide suitable replacements for those which are being removed to facilitate development. In the event of

development proceeding the trees that are to be retained on the site can be adequately protected so as to safeguard them from development; it would be necessary to condition that the development proceeds in accordance with the submitted Arboricultural Impact Assessment and that tree protection measures are implemented prior to the construction commencing on the site.

- 5.65. The development will also incorporate replacement landscaping. In addition to this a replacement playing pitch is to be provided to the front of the new school building which will contribute to the overall green space and greening of the site. Securing this replacement pitch is achieved via the conditions requested by Sport England. The submitted site plan shows a replacement landscaping scheme. The submitted details would secure a suitable level of landscaping within the site. However, to ensure that the landscaping is provided an adequate opportunity to establish itself and make a meaningful contribution to the overall setting of the completed development it is considered necessary to secure the landscaping scheme via condition.
- 5.66. Amongst the comments that have been received from interested third parties' concerns have been raised regarding what is believed to be the loss of the some of the existing trees on site. Clarification on this matter has been received from the applicant which confirms that there has recently been works to an existing hedgerow along the North West boundary with Whitby Avenue. However, these works have been limited to pruning and resulted in the hedge being reduced in height to a similar level to the boundary fence, giving the appearance of its complete removal.
- 5.67. The application is supported by a Preliminary Ecological Appraisal (PEA). With regard to protected and notable species at the site the PEA has identified there are records of Bats within the area. Whilst none were identified during survey work the existing school building is considered to provide roosting potential. The survey area has also recorded instances of Water Vole and Otter however this is likely due to the proximity to Tang Hall Beck. The site itself is not considered to provide a suitable habitat for these species as the school grounds are intensively managed.
- 5.68. In reviewing the proposals the Council's ecologist has confirmed that they have no objections to the proposals. However, in the event of granting planning permission it would be necessary to secure a number of measures via condition. The works will require the developer to obtain a licence for Natural England or for the site to be registered on a Bat Mitigation Class Licence or a statement from the relevant licencing body that a licence would not be required. This condition will ensure that the development proceeds whilst ensuring suitable protections are secured to protect Bats.

- 5.69. Under the Environment Act 2021, all planning permissions granted in England (with a some exemptions) except for small sites will have to deliver at least 10% biodiversity net gain from January 2024. Whilst Biodiversity Net Gain requirements have not yet come into force the applicant has completed a Biodiversity Metric Assessment. This demonstrates that the development would achieve a net gain at the site. Although it does acknowledge that the gain would be marginally short of the 10% (8.8%) net gain in habitat biodiversity. The submitted metric assessment concludes that a Landscape and Ecological Management Plan (LEMP) should be produced, this should set out appropriate establishment works and management measures. The Council Ecologist concurs with this and has recommended that the LEMP be secured by condition. It has also been confirmed that the submitted lighting plan is acceptable and takes account of the findings within the ecological surveys.
- 5.70. It is considered that subject to the recommended conditions the proposed development would be capable of delivering ecological and landscape enhancements to the site and its surroundings. It would also be possible for the development to proceed in a manner that would ensure that protected and notable species that are present within and around the site are afforded suitable protections.

Sustainable Design and Construction

- 5.71. Policy CC1 of the DLP 2018 seeks to promote the use of renewable and low carbon energy generation and storage within development. Policy CC1 will encourage the use of renewable and low carbon energy within developments. This will be subject to the scheme considering amongst other things the impacts on York's historic character, residential amenity and heritage and nature conservation sites.
- 5.72. Policy CC2 of the DLP 2018 seeks to promote sustainable design and construction within new development. The Policy seeks to secure energy and carbon dioxide savings. In the case of non-residential buildings with total floor areas exceeding 100 sq metres development would be expected to achieve BREEAM 'Excellent' or equivalent.
- 5.73. As part of the project the DfE have conducted assessments into the potential to refurbish the existing facilities. This approach is part of their standard procedures in assessing best value. The condition and age of the existing buildings weighed significantly against refurbishment. Furthermore, whilst the existing has more floorspace than the proposed the floorspace is not distributed in a manner which prioritises pupils. Classrooms are over and under sized with poor access to natural light, thermal efficiency is poor and there is an excessive amount of storage. Refurbishment would also not achieve the high sustainability targets set by the DfE Application Reference Number: 23/01514/FULM Item No: 4b

in terms of carbon reduction, landscape ecology and urban greening. Several of the existing buildings on site date from 1960s and have surpassed their functional life. The cost of retrofitting would exceed the new build costs and deliver a worse performing building. Therefore, complete demolition and rebuild has been assessed as delivering greater educational, landscape, ecological and sustainability benefits for the site.

- 5.74. The design specification and sustainability measures to be employed in the development have been informed by the requirements of the DfE. These include:
 - Enhancements to urban greening from 0.34 to 0.38
 - Delivery of a Net Zero Carbon in Operation Development
 - Construction of bio-solar green roof
 - Deliver SuDs enhancements
 - Provision of Electric Vehicle charge points
 - Deliver Biodiversity Net Gain.
- 5.75. As part of the application of the applicant has provided a sustainability statement. This has appraised a series of low carbon and renewable energy technologies and their suitability for use within the proposed development. Given that the proposed development is a new build project this provides a greater number of opportunities to design in energy efficiency measures into the development. This approach is typically more effective as the measures can be incorporated into the scheme from the ground up.
- 5.76. Policy CC2 of the DLP 2018 requires new non-residential development to achieve a 28% reduction in carbon emissions over and above the requirements of the 2013 Building Regulations and a BREEAM 'Excellent' (or equivalent) where feasible and viable. In this instance rather than seeking to achieve BREEAM 'Excellent' the sustainability standards prescribed by the DfE as part of their funding for the project are being worked to. The standard known as Output Specification 21 requires new school development to be net zero carbon in operation and promotes other sustainability measures to be embedded into the design.
- 5.77. The proposed development has utilised a fabric first approach to sustainability. Passive design features such as thermal insultation, natural ventilation, air tightness, solar shading, low energy fit out and sub metering are utilised. These measures promote a reduction in energy use in areas such as electricity usage, water usage and heating. The next stage is to then meet demand efficiently. This involves utilising technologies such as ventilation and heat recovery and other management measures such as demand operated systems (e.g., motion-controlled lights),

variable speed drives and controls on fans and pumps, LED lighting and Building Management Systems.

- 5.78. The proposed development will utilise a bio-solar roof on the upper roof structure. This will comprise of approximately 600 sq metres of PV panels (approximately 238 panels). The remainder of the roof surface will be planted out with a green roof. Heating is be provided by air source heat pumps.
- 5.79. Cumulatively the lean, green and clean design approach will result in a 240% reduction in carbon emissions from the target rate. This would far exceed the requirements as set out within Policy CC2. The DfE requirement to achieve Output Specification 21 requiring new school development to be net zero carbon in operation would be, in this case, considered to be a suitable alternative to the Policy CC2 requirement of BREEAM Excellent.
- 5.80. As part of the assessment of the application the Carbon Reduction team have reviewed the measures proposed and have recommended that in the event of planning permission being granted conditions should be attached to secure the level of carbon reduction as specified within Policy CC2. However, in this case it is not considered necessary or appropriate to impose these conditions. Since the drafting of Policy CC2 the requirements of Building Regulations have surpassed the policy requirements of CC2. Any condition could only secure a level of carbon reduction that is lower than the Building Regulations require. In any event the DfE requirements of net zero carbon in operation would surpass both the Policy requirement of CC2 and Building Regulations; with this being achieved by virtue of the design approach utilised and the ability to incorporate measures into the building from the start.
- 5.81. Overall, the proposed development would utilise measures which would achieve a reduction in carbon emissions over and the above the target emissions rate far in excess of the levels required by Policy CC2.

Phasing of Development

5.82. The proposed development will need to be phased so as to allow the school to remain operational. As part of the information submitted the applicant has provided an indicative phasing plan which shows the sequencing of the development. Phase 1 will comprise of building the new school building, it has been indicated that this will last 52 weeks. Once the new school is built staff and pupils will be transferred from the existing facility. Phase 2 will then comprise of demolition of the existing school the demolition phase is indicated as lasting 27 weeks. Phases 3 and 4 comprise of

completing the car park is scheduled to last two weeks being undertaken during the 2025 Summer Holidays.

5.83. Given the intended phasing of development there will be a period of time where two school buildings exist side by side on the site until the demolition is completed. Whilst the overall risk two buildings being left on the site to co-exist on a permanent basis would be low. It is considered necessary to impose a condition which secure a phasing plan of the development. This will allow the Local Planning Authority to retain effective control over the development and mitigate the risk associated with two buildings existing on the site.

Public Sector Equalities Duty

5.84 Section 149 of the Equality Act 2010 contains the Public Sector Equality Duty (PSED) which requires public authorities, when exercising their functions, to have due regard to the need to:

- (a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act;
- (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
- (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
- 5.85 Having due regard to the need to advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to:
- (a) remove or minimise disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic;
- (b) take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it;
- (c) encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.
- 5.86 The PSED does not specify a particular substantive outcome, but ensures that the decision made has been taken with "due regard" to its equality implications.
- 5.87 Officers have given due regard to the equality implications of the proposals in making its recommendation. There is no indication or evidence (including from consultation on this application) that any equality matters are raised that would outweigh the material planning considerations.

6.0 CONCLUSION

- 6.1. Overall, it is considered that the proposed development would provide a modern and up to date school environment which adheres to current standards and practices. This would be the benefit of the immediate community and the pupils which attend the school. The development will give rise to some impacts which could adversely affect the immediate vicinity of the site. However, these would be limited to the construction phase of the development which, in the context of the overall expected lifespan of the development would be relatively small.
- 6.2. The proposed development is considered to be acceptable in principle and subject to the various conditions outlined below can be delivered in a suitably controlled and managed manner so as to minimise undue impacts as far as possible. The proposals accord with the provisions of the NPPF and policies contained with the City of York Draft Local Plan 2018. Approval is therefore recommended.

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:-

Location Plan: Drawing No. SRP1062-WBA-XX-00-D-A-0300;

Demolition Plan: Drawing No. SRP1062-WBA-XX-00-D-A-0305;

Whole Site Plan: Drawing No. SRP1062-PLI-ZZ-XX-D-L-1501 Rev P05;

Elevations Proposed: Drawing No. SRP1062-WBA-AA-XX-D-A-0130 Rev P03;

Section Proposed: Drawing No. SRP1062-WBA-AA-XX-D-A-0140 Rev P02;

Ground Floor Plan - Proposed: Drawing No. SRP1062-WBA-AA-00-D-A-0120 Rev P02:

First Floor Pan - Proposed: Drawing No. SRP1062-WBA-AA-01-D-A-0121 Rev P02; RF Roof Plan - Proposed: Drawing No. SRP1062-WBA-AA-RF-D-A-0122 Rev P02; Arboricultural Impact Assessment and Arboricultural Method Statement: Document Reference: DS05102101;

Construction Ecological Management Plan: Document Reference RT-MME-160543-03

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

3 No development shall take place until details of the proposed means of foul and surface water drainage, including details of any balancing works and off site Application Reference Number: 23/01514/FULM Item No: 4b

works and future management and maintenance, have been submitted to and approved by the Local Planning Authority.

Reason: To ensure that suitable drainage infrastructure can be secured, and the development can be adequately drained to mitigate flood risk.

4 The site shall be developed with separate systems of drainage for foul and surface water on and off site.

Reason: In the interest of satisfactory and sustainable drainage.

- A Landscape and Ecological Management Plan (LEMP) shall be submitted to, and be approved in writing by, the Local Planning Authority prior to the commencement of the development. The content of the LEMP shall include, but not be limited to:
- A framework for the monitoring of ecological features, target condition and remedial measures.
- Ecological trends and constraints on site that might influence management.
- Aims and objectives of management.
- Appropriate management options for achieving aims and objectives.
- Prescriptions for management actions.
- Actions to be taken for the control and removal of invasive, non-native plant species, if identified.
- Preparation of a work schedule.
- Details of the body or organisation responsible for implementation of the plan.
- Ongoing monitoring and remedial measures.
- Details of the legal and funding mechanisms in place to secure long term monitoring and management for a period not less than 30 years.

Establish BNG monitoring and reporting programme. As a minimum, the monitoring programme should include:

Confirmation of the number of Biodiversity Units present based on a survey at an appropriate time of year and how this compares to the target units.

Where target conditions for units are not yet met, the provision of an assessment of time to target condition for each habitat and any changes to management that are required.

Reason: To take account of and enhance the biodiversity and wildlife interest of the area, and to be in accordance with Paragraph 174 (d) of the NPPF (2023) to contribute to and enhance the natural and local environment by minimising impacts on and providing net gains for biodiversity, including establishing coherent ecological networks that are more resilient to current and future pressures. To ensure wildlife mitigation, compensation and enhancement measures are managed

and maintained appropriately.

- 6 All required demolition works to the main school building shall not under any circumstances commence unless the local planning authority has been provided with either:
- a) a licence issued by Natural England pursuant to Regulation 53 of The Conservation of Habitats and Species Regulations 2017 (as amended) authorising the specified activity/development to go ahead; or
- b) Confirmation that the site is registered on a Bat Mitigation Class licence (formally Low Impact Class Licence) issued by Natural England; or
- c) a statement in writing from the relevant licensing body to the effect that it does not consider that the specified activity/development will require a licence.

Reason: To ensure bats are protected from harm during the proposed works. All British bat species and their roosts are protected by the Wildlife and Countryside Act 1981 (as amended), and the Conservation of Habitats and Species Regulations 2017 (as amended).

7 Prior to the commencement of any demolition or building works on site all trees to be retained on site shall be protected in accordance with the submitted Arboricultural Impact Assessment and Arboricultural Method Statement (Document Reference DS05102101) as received by the Local Planning Authority on 5th October 2023.

Reason: Reason: To ensure every effort and reasonable duty of care is exercised during the development process in the interests of protecting the existing trees shown to be retained which are considered to make a contribution to the public amenity and/or the amenity and setting of the development.

8 The approved landscaping scheme, as shown on drawing Whole Site Plan (Drawing No. SRP1062-PLI-ZZ-XX-D-L-1501 Rev P05) shall be implemented no later than 6 months of the practical completion of the of the development. Any trees or plants which within 5 years of planting die, are removed or become seriously damaged or diseased in the opinion of the Local Planning Authority shall be replaced in the next planting season with others of a similar size and species.

Reason: In the interests of amenity and good design and to afford suitable time for the landscaping scheme to establish itself in the development.

9 Notwithstanding any proposed materials specified on the approved drawings or in the application form submitted with the application, samples of the following external materials to be used shall be submitted to and approved in writing by the

Local Planning Authority prior to their use in the development:

External Brick Work Aluminium Cladding and flashings

The development shall be carried out using the approved materials.

Note: Because of limited storage space at our offices sample materials should be made available for inspection at the site. Please make it clear in your approval of details application when the materials will be available for inspection and where they are located.

Reason: So as to achieve a visually cohesive appearance.

Notwithstanding the details submitted as part of the application. Prior to the development being brought into use, a Community Use Scheme shall be submitted to and approved in writing by the Local Planning Authority, after consultation with Sport England. The Scheme shall include details of pricing policy, hours of use, access by non-school users/non-members, management responsibilities and include a mechanism for review. The approved Scheme shall be implemented upon commencement of use of the development.

Reason: To secure well managed safe community access to the sports facility, to ensure sufficient benefit to the development of sport and to accord with Policy ED8 of the City of York Draft Local Plan (2018).

Informative: A model Community Use Scheme is available on the Sport England website www.sportengland.org

The design of the new playing field indicated on drawing number SRP1062-PLI-ZZ-XX-D-L-1501 Rev P05 shall be carried out in accordance with the recommendations Chapter 4 as set out in STRI Agronomy Report ref J006580 dated 15/08/2023.

No development shall commence on the existing school playing field until the following documents have been submitted to and approved in writing by the Local Planning Authority, after consultation with Sport England:

A detailed scheme which ensures that the playing field will be provided to an acceptable quality. The scheme shall include a written specification of soils structure, proposed drainage, cultivation and other operations associated with grass and sports turf establishment and a programme of implementation.

The approved scheme shall be carried out in full before the new playing field is brought into use. The land shall thereafter be maintained in accordance with the

scheme and made available for playing field use in accordance with the scheme.

Reason: To ensure that the playing field is prepared to an adequate standard and is fit for purpose and to accord with Policy GI5 of the City of York Draft Local Plan (2018).

Informative: The applicant is advised that the scheme should comply with the relevant industry Technical Guidance, including guidance published by Sport England, National Governing Bodies for Sport. Particular attention is drawn to 'Natural Turf for Sport', (Sport England, 2011)

No new buildings, structures, walls, fencing and planting shall be constructed within 9 metres of the top of the embankment of the watercourse known as Tang Hall Beck (which is maintained by Foss (2008) Internal Drainage Board under the Land Drainage Act 1991 at this location) unless agreed otherwise in writing with the Drainage Board.

Reason: To maintain access to the watercourse for maintenance or improvements.

13 The development shall be carried out with full adherence to the submitted Construction Ecological Management Plan (Report Number: RT-MME-160543-03) as received by the Local Planning Authority on 2nd August 2023.

Reason: To ensure that the development proceeds in a controlled and managed manner so as to protect the ecological environment during the construction phase.

14 Prior to the development being brought into first 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.

- 15 HWAY19 Car and cycle parking laid out
- Notwithstanding the submitted details. A detailed method of works statement identifying the programming and management of site clearance/preparatory and construction works shall be submitted to and approved in writing by the Local Planning Authority prior to the development commencing. The statement shall include at least the following information:

- a) Phasing of works, detailing access for school deliveries, access and turning of vehicles within compounds, where materials will be stored.
- b) Vehicle parking arrangements for school staff, site operatives and visitors including visitors to the school.
- c) Means of access control, and measures to prevent construction/delivery vehicles parking/blocking the highway including details of laybys for stacking of vehicles.
- d) Details of routing for contractors and deliveries to site utilising classified roads or existing bus routes.
- e) Details of how the route will be promoted including details of signage.
- f) Details of Temporary Traffic Regulation orders required to facilitate large vehicles on the network to access the site safely.
- g) Measures to avoid damage to existing highway such as overrun of the footway/ verges and associated infrastructure such as utilities and signs on the highway.
- h) Details of measures to keep the highway clean wheel washing facilities for the cleaning of wheels of vehicles leaving the site, including location and type.
- i) Dilapidation survey Prior to works starting on site a dilapidation survey of the highways adjoining the site shall be jointly undertaken with the Council and the results of which shall be agreed in writing with the Local Planning Authority. Contact: development.adoption@york.gov.uk to arrange
- j) Delivery times During construction, deliveries and access for construction vehicles and contractors in or out of the site on school days shall be prohibited between the hours of 08:15 09:15 and 15:00 16:00.
- k) Details of the hours of construction and measures to minimise the creation of noise, vibration and dust during the demolition.

Reason: To ensure that the development can be carried out in a manner that will not be to the detriment of amenity of local residents, free flow of traffic or safety of highway users.

17 The provision of dedicated Electric Vehicle (EV) charging facilities as shown on drawing Whole Site Plan (Drawing No. SRP1062-PLI-ZZ-XX-D-L-1501 Rev P05) shall be implemented no later than 6 months of the practical completion of development.

Reason: To ensure the provision of EV charging facilities in line with the Councils Low Emissions Strategy and Paragraph 112 of the NPPF.

The development shall be carried out in full adherence to the Ventilation/Extract Statement (Document Reference SRP1062-RDG-AA-ZZ-T-M-0012) as received by the Local Planning Authority on 2nd August 2023.

Reason: To ensure that adequate measures are secured to properly manage and control odour emissions from the site during its operation.

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:

Reviewed technical feedback from consultees to refine the proposals and address the concerns raised.

- 2. a) The public sewer network does not have capacity to accept an unrestricted discharge of surface water. Surface water discharge to the existing public sewer network must only be as a last resort, the developer is required to eliminate other means of surface water disposal. the applicant has eliminated infiltration methods and a connection to the watercourse is proposed,
- b) The applicant should be advised that the Yorkshire Waters prior consent is required to make a connection of foul and surface water to the public sewer network, and
- c) The applicant should be advised that the York Consortium of Drainage Board's prior consent is required (outside and as well as planning permission) for any development including fences or planting within 9.00m of the bank top of any watercourse within or forming the boundary of the site. Any proposals to culvert, bridge, fill in or make a discharge (either directly or indirectly) to the watercourse will also require the Board's prior consent.
- 3. Surface water drainage design requirements

If SuDS methods can be proven to be unsuitable then In accordance with City of York Councils City of York Councils Sustainable Drainage Systems Guidance for Developers (August 2018) and in agreement with the Environment Agency and the York Consortium of Internal Drainage Boards, peak run-off from Brownfield developments must be attenuated to 70% of the existing rate (based on 140 l/s/ha of proven by way of CCTV drainage survey connected impermeable areas during the 1 in 1 year event). Storage volume calculations, using computer modelling, must accommodate a 1:30 year storm with no surface flooding, along with no internal flooding of buildings or surface runoff from the site in a 1:100-year storm. Proposed areas within the model must also include an additional 30% allowance for climate change. The modelling must use a range of storm durations, with both summer and

winter profiles, to find the worst-case volume required. Please note, the CCTV drainage survey must be carried out prior to determination of the application and all hard paved areas should not be assumed to connect. Where making use of an existing piped connection an assessment of its capacity shall be carried out and the 70% applied to this whichever is the lower rate.

If existing connected impermeable areas not proven, then Greenfield sites are to limit the discharge rate to the predeveloped run off rate. The predevelopment run off rate should be calculated using either IOH 124 or FEH methods (depending on catchment size) during a 1 in 1 year event.

Where calculated runoff rates are not available the widely used 1.4l/s/ha rate can be used as a proxy, however, if the developer can demonstrate that the existing site discharges more than 1.4l/s/ha a higher existing runoff rate may be agreed and used as the discharge limit for the proposed development. If discharge to public sewer is required, and all alternatives have been discounted, the receiving public sewer may not have adequate capacity and it is recommend discussing discharge rate with Yorkshire Water Services Ltd at an early stage.

In some instances, design flows from minor developments may be so small that the restriction of flows may be difficult to achieve. However, through careful selection of source control or SuDS techniques it should be possible to manage or restrict flows from the site to a minimum 0.5 l/sec for individual residential properties, please discuss any design issues with the City of York Council Flood Risk Management Team.

Surface water shall not be connected to any foul / combined sewer, if a suitable watercourse/surface water sewer is available. Suitability of the watercourse/surface water sewer must be proven.

The applicant should provide a topographical survey showing the existing and proposed ground and finished floor levels to ordnance datum for the site and adjacent properties. The development should not be raised above the level of the adjacent land, to prevent runoff from the site affecting nearby properties.

4. INFORMATIVE:

You are advised that this proposal may have an effect on Statutory Undertakers equipment. You must contact all the utilities to ascertain the location of the equipment and any requirements they might have prior to works commencing.

Contact details:

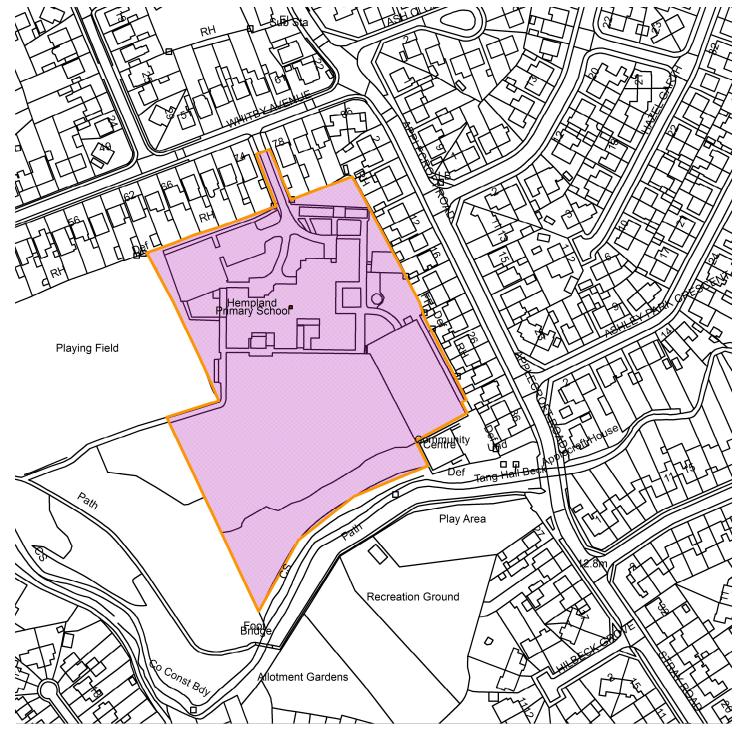
Case Officer: Mark Baldry **Tel No:** 01904 552877



Hempland Cp School, Whitby Avenue

23/01514/FULM





Scale: 1:2028

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Organisation	City of York Council
Department	Directorate of Place
Comments	
Date	27 October 2023
SLA Number	Not Set

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Planning Committee A

To be held on 9th November 2023

23/01514/FULM – Hempland School, Whitby Avenue, York

Erection of two storey school building with associated parking, play space and landscaping, and demolition of existing school buildings





Problem Date Downe Charlests

PL Planning

Hemplands Primary School

Location Plan

Location Pla





Site Location Plan





Google Earth Aerial Image

Existing Access from Whitby Avenue





Existing Buildings and Main Entrance





Existing Buildings viewed from South of site





Existing Two Storey Building





North West Boundary to Whitby Avenue





Existing Playground and boundary to Applegarth Road Properties





Existing South West Pedestrian Access Point





Proposed Demolition Plan



Whole Site Plan





Proposed Site Layout (Extract)





Proposed Vs Existing **Layout Comparison**



Site Red Line Boundary Site Area=21900m2

Existing Buildings to be demolished



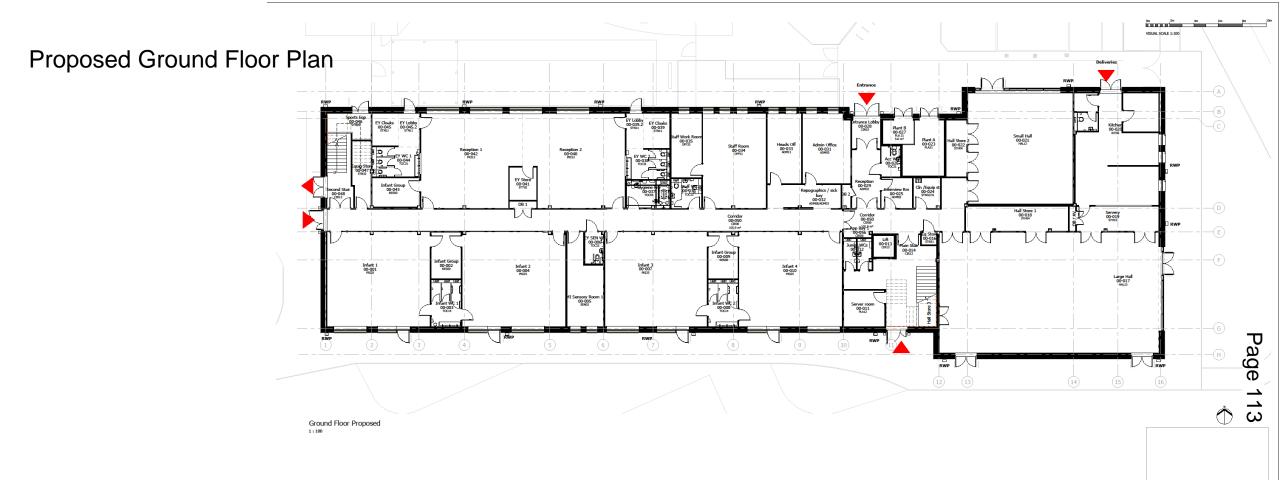














Hempland Primary School

Ground Floor Plan - Proposed

Proposed First Floor Plan

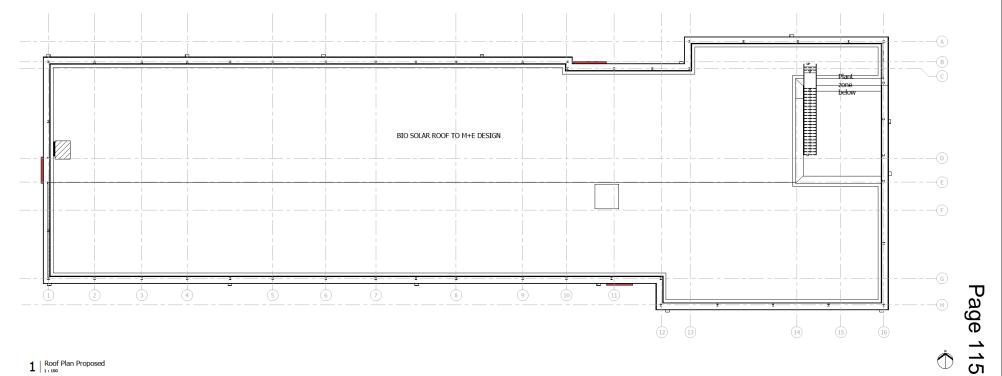


1 | First Floor Proposed





Proposed Roof Plan



1 Roof Plan Proposed

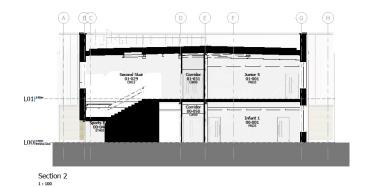


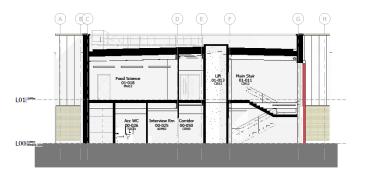


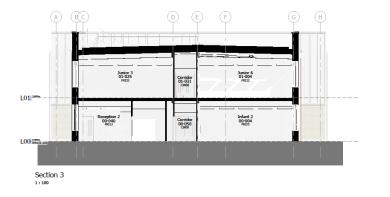
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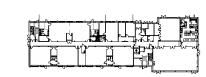
Proposed Sections











Section Key Plan

City of York Council Planning Committee Meeting - 9th November 2023



Whitby Ave York YO31 1ET

SRP1062-WBA-AA-XX-D-A-0140 P02

Detect 07/2023 IN PN As indicated

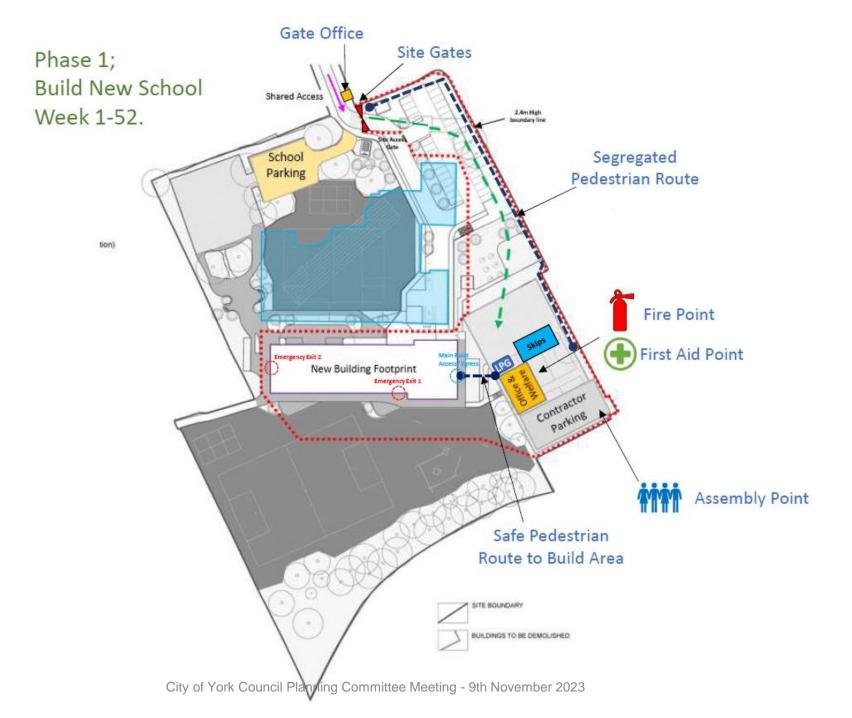
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FUTURE BUILT

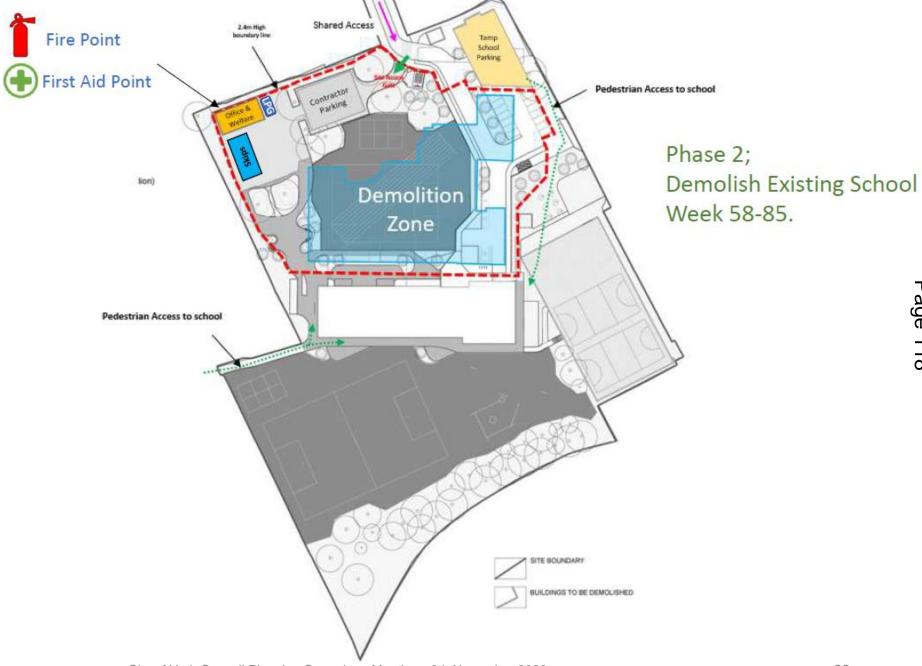
YORK

CITY OF

Indicative Phase 1 Plan

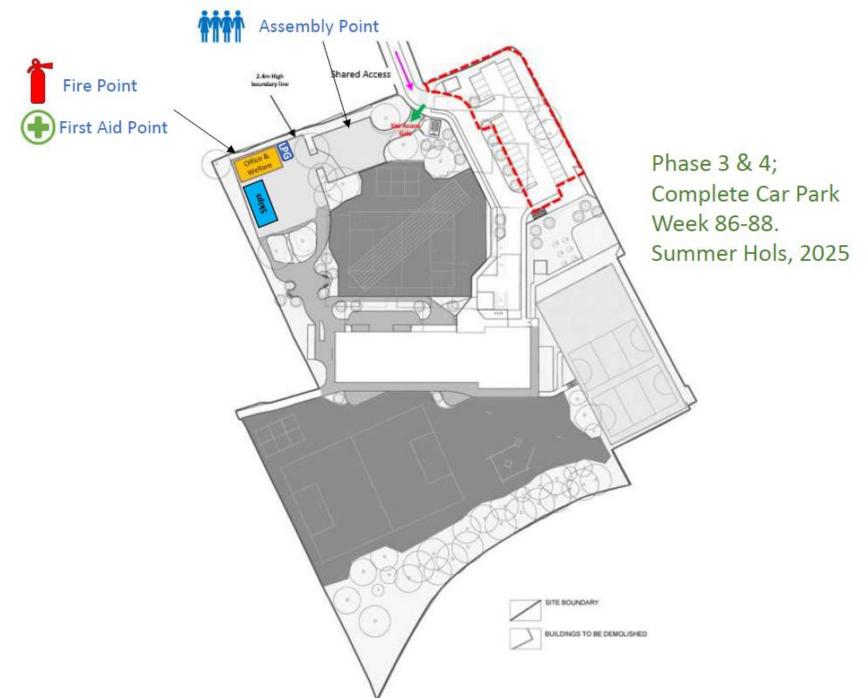








Indicative Phase 4 Plan





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