

COMMITTEE REPORT

Date: 1 December 2016 **Ward:** Heworth
Team: Major and **Parish:** Heworth Planning Panel
Commercial Team

Reference: 16/02023/FULM
Application at: Burnholme Community Hub Bad Bargain Lane York YO31 0GW
For: Conversion, part demolition and two storey extension of former Burnholme Community College building to form new Community Hub and Explore Library along with associated access and parking
By: City Of York Council
Application Type: Major Full Application (13 weeks)
Target Date: 19 December 2016
Recommendation: Approve

1.0 PROPOSAL

1.1 This application relates to the redevelopment of part of the Burnholme Community College site as a community hub to include a library, nursery, music rooms and ancillary meeting rooms. The existing school hall will be retained with a new two storey extension to house the library and meeting rooms. The main entrance will be via the new extension into the library area.

1.2 The site operated as a school until 2014 when it was closed due to declining student numbers. Areas of the site have remained in use as sports facilities, nursery, music groups and a place of worship. The Council has carried out significant public consultation with the local community to consider options and develop a masterplan for the site. The current scheme has developed out of these discussions; future applications will deal with other areas of the site. The site is Education Land under the ownership of the Council. The DfE has recently agreed that the site can be developed for alternative uses.

1.3 The local area is mostly residential in character. The site has extensive playing fields to the south and east and abuts Applefields School and St Aelred's RC Primary School. Access is off Bad Bargain Lane and there is a public footpath through the site leading to the Derwenthope development.

2.0 POLICY CONTEXT

2.1 Policies:

CYGP1 Design

CYGP3	Planning against crime
CYGP4A	Sustainability
CYGP9	Landscaping
CYT4	Cycle parking standards
CYED3	Change of use of Pre-School, Primary and Secondary Educational Facilities
CYC1	Criteria for community facilities

3.0 CONSULTATIONS

INTERNAL

Planning and Environmental Management (Landscape Architect and Ecologist)

3.1 No response received

Highway Network Management

3.2 No response received.

Flood Risk Management Team

3.3 No response received.

Public Protection

3.4 Conditions recommended.

EXTERNAL

Designing Out Crime Officer

3.5 Crime and anti-social behaviour levels are relatively low in the area. A number of recommendations are made to improve crime prevention on the site but these are predominantly not planning matters. A copy of the comments has been forwarded to the applicant for their information.

Yorkshire Water Services

3.6 No response received.

Heworth Planning Panel

3.7 No response received

Neighbour notification and publicity

3.8 No responses received.

4.0 APPRAISAL

4.1 Key Issues

- Principle of the development
- Visual impact
- Impact on neighbouring residential amenity
- Highways and access

4.2 The National Planning Policy Framework (March 2012) sets out the Government's overarching planning policies. At its heart is a presumption in favour of sustainable development. It also sets out 12 core planning principles that should underpin both plan-making and decision-taking. A principle set out in Paragraph 17 is that planning should always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings.

4.3 Paragraph 186 states that Local Planning Authorities should approach decision-taking in a positive way to foster the delivery of sustainable development. Paragraph 187 states that Local Planning Authorities should look for solutions rather than problems and decision takers at every level should seek to approve applications for sustainable development where possible.

4.4 The Development Control Local Plan was approved for Development Control purposes in April 2005; its policies are material considerations although it is considered that their weight is limited except where in accordance with the content of the NPPF.

4.5 The planned consultation on the Preferred Sites for the emerging City of York Local Plan went before Executive on 30 June, following a meeting with the Local Plan Working Group on 27 June. The emerging Local Plan policies can only be afforded very limited weight at this stage of its preparation, in accordance with paragraph 216 of the NPPF. However, the evidence base underpinning the emerging Plan is a material consideration.

4.6 Policy GP1 'Design' of the Draft Development Control Local Plan (2005) includes the expectation that development proposals will, inter alia; respect or enhance the local environment; be of a density, layout, scale, mass and design that is compatible with neighbouring buildings and spaces, ensure residents living nearby are not unduly affected by noise, disturbance overlooking, overshadowing or dominated by overbearing structures, use materials appropriate to the area; avoid the loss of open spaces or other features that contribute to the landscape; incorporate appropriate landscaping and retain, enhance or create urban spaces, public views, skyline,

landmarks and other features that make a significant contribution to the character of the area. Policy ED3 seeks to protect existing education facilities except where: a) it can be demonstrated that the existing site is surplus to the existing or future needs of the local catchment area; or b) it can be demonstrated that alternative acceptable sites for the existing use can be provided; and c) the proposal is of a scale and design appropriate to the character and appearance of the locality; and d) the proposal would not result in a loss of facilities for the local community; and e) any redevelopment or extension of existing facilities should have minimal impact on surrounding residential amenity. Policy C1 Planning applications for social, health, community and religious facilities will be granted permission provided that: a) the proposed development is of a scale and design appropriate to the character and appearance of the locality; and b) it would meet a recognised need.

PRINCIPLE OF THE DEVELOPMENT

4.7 The site was previously used as a community college but has not become redundant as a result of falling student numbers. DfE permission has been given for the redevelopment of the site in another use and the Council as applicant has carried out public consultation to look at future uses for the site. The masterplan for the site involves a new care home, housing, health centre and community hub with the existing sports facilities being retained. The current application is for only the community hub element of the masterplan.

4.8 Within the Preferred Sites Consultation Document which was at consultation over the summer, the site is suggested as a housing site with 81 dwellings on a 1.7Ha site. This density reflects the masterplan for the site and allows for the community hub, new care home and health facilities. There were few representations on the site at preferred options stage and no representations have been received as a result of the current application. Given the surrounding residential use and the proposed mixed residential/ community facilities use of the Preferred Sites Document it is considered that the proposed use is acceptable in principle subject to other material planning considerations.

VISUAL IMPACT

4.9 The existing main hall is the equivalent of almost three storeys in height, so the proposed two storey extension to the east elevation will sit comfortably alongside and help reduce the visual impact of the existing building. In addition, the tall vertical windows of the existing hall have been replicated on the new extension with full height curtain walling and glazing. It should be noted that all the existing fenestration on the retained existing building is to be replaced with new colour coated aluminium framed windows to match the new build, thereby giving a consistent and co-ordinated external appearance and important visual connection between old and new. Similarly, the external walls of the new extension will recognise the dominant red brick façade of the existing by incorporating facing brickwork at ground floor level. This will be constructed in two shades of red brick with the plinth and column casings closely

matching the existing red brick walls and the brick panels above in a slightly lighter red to provide a subtle variation within the same red colour palette.

4.10 Contrasting with the red brickwork of the ground floor walls, the first floor will be mainly through coloured render panels in a pale neutral colour (off white or light grey/buff) providing a relief from the predominant brickwork in both colour and texture. Again influenced by the mainly flat roofs of the retained existing buildings, the new extension will have a 'green' flat roof with large projecting eaves, which will not only create a striking feature aesthetically but also afford the significant areas of glazing with shade to reduce glare and solar gain to internal spaces. The eaves detailing will be such that the colour coated aluminium fascias will appear lightweight to give the impression of the roof 'floating' above the walls below.

4.11 In visual terms it is considered that the proposal will be in keeping with the retained buildings on site and the character of the area. The proposed materials and design will help to visually tie the extensions to the host building while adding interest and character to the site. The entrance feature will be visually prominent and help to guide users to the main entrance to the building while the glazing will ensure that the building is not visually intrusive. The new extension will be clearly visible from the highway and is considered to make a positive contribution to the streetscene. Some screening will be provided by the existing trees to the front of the site in the verge which are to be retained. A condition is suggested to ensure retained trees are protected during demolition and construction and that a landscaping scheme is submitted.

IMPACT ON NEIGHBOURING RESIDENTIAL AMENITY

4.12 The proposed community hub is not significantly closer to neighbouring residential properties than the existing school buildings nor is the proposed use considered significantly different to the existing use on the site. As such it is considered unlikely that there will be any significant additional impact on neighbouring amenity through noise and disturbance as a result of the proposal. The site has obviously been under-utilised over the past two years since the school closed and as such the proposal will result in an increase in comings and going but this is unlikely to be significantly greater than when the site was in use as a school.

4.13 The buildings are set back from the highway and across the road from the nearest residential properties and so there is unlikely to be any increase in overshadowing as a result of the proposal. Similarly the distances involved (approximately 40m to the nearest dwelling) are such that overlooking from the new extension is not considered to impact on neighbouring amenity.

HIGHWAYS ISSUES

4.14 The access points to the site remain significantly similar to the existing situation. The existing access will serve an area of parking for the nursery, Kids Club and sports

centre while the existing exit will become the main access point to the site. An area of parking will be provided here adjacent to Bad Bargain Lane for the community hub. Parking within this area of the site remains similar to the existing situation with a small increase in disabled parking bays proposed. Cycle parking remains the same as currently.

5.0 CONCLUSION

5.1 The proposed redevelopment of the Burnholme Community College site has undergone significant community consultation resulting in a masterplan for a mixed use site. This application is the first of a series of applications for the different areas of the site and relates to a community hub which will be positioned to the front of the site facing Bad Bargain Lane. The hub will include a library, meeting rooms, a nursery and other community facilities and will incorporate the existing school hall. Much of the rest of the school buildings are to be demolished and a two-storey extension will be constructed adjacent to the school hall.

5.2 The siting of the proposals away from neighbouring residential properties will help to ensure that there is little impact on residential amenity and the level of community involvement has helped to reduce concerns from the community. The design and materials of the extension are in keeping with the character of the area whilst producing a focal point for the hub. Sustainability features such as a green roof and a photovoltaic array will also be included and the scheme is seeking to achieve BREEAM Very Good.

5.3 The proposed development complies with relevant policies GP1, C1, ED3 and GP4a of the DCLP and policy within the NPPF.

COMMITTEE TO VISIT

6.0 RECOMMENDATION: Approve

1 TIME2 Development start within three years

2 PLANS1 Approved plans

3 VISQ8 Samples of exterior materials to be app

4 Prior to the development hereby approved coming into use, two three pin 13 amp external electrical socket which are also suitable for outdoor use shall be installed. The sockets shall be located in a suitable position to enable the charging of an electric vehicle whilst parked in a bay by using a 3m length cable.

Note: Any socket provided must comply with BS1363, or an equivalent standard, Building Regulations and be suitable for charging electric vehicles. It should also have a weatherproof cover and an internal switch should be also provided in the property to

enable the socket to be turned off.

Reason: To promote sustainable transport through the provision of recharging facilities for electric vehicles. To promote the use of low emission vehicles on the site in accordance with paragraph 35 of the National Planning Policy Framework.

5 LC4 Land contamination - unexpected contam

6 The development shall be constructed to a BRE Environmental Assessment Method (BREEAM) standard of 'very good'. A Post Construction stage assessment shall be carried out and a Post Construction stage certificate shall be submitted to the Local Planning Authority within 3 months of occupation of the building. Should the development fail to achieve a BREEAM standard of 'very good' a report shall be submitted for the written approval of the Local Planning Authority demonstrating what remedial measures should be undertaken to achieve a standard of 'very good'. The approved remedial measures shall then be undertaken within a timescale to be approved in writing by the Local Planning Authority.

Reason: In the interests of achieving a sustainable development in accordance with the requirements of GP4a of the City of York Development Control Local plan and paragraphs 2.1 to 2.4 of the Interim Planning Statement 'Sustainable Design and Construction' November 2007.

7 The building shall not be occupied until the areas shown on the approved plans for parking and manoeuvring of vehicles have been constructed and laid out in accordance with the approved plans, and thereafter such areas shall be retained solely for such purposes.

Reason: In the interests of highway safety.

8 HWAY18 Cycle parking details to be agreed

9 No development shall take place until there has been submitted and approved in writing by the Local Planning Authority a detailed landscaping scheme which shall illustrate the number, species, height and position of trees and shrubs. This scheme shall be implemented within a period of six months of the completion of the development. Any trees or plants which within a period of five years from the completion of the development die, are removed or become seriously damaged or diseased shall be replaced in the next planting season with others of a similar size and species, unless alternatives are agreed in writing by the Local Planning Authority.

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

10 Trees and shrubs shown to be retained on the approved plans shall be protected during the development of the site by the following measures:-

- (i) A chestnut pale or similar fence not less than 1.2 metres high shall be erected at a distance of not less than 4.5 metres from any trunk;
- (ii) No development (including the erection of site huts) shall take place within the crown spread of the trees;
- (iii) No materials (including fuel or spoil) shall be stored within the crown spread of the trees;
- (iv) No burning of materials shall take place within three metres of the crown spread of any tree;
- (v) No services shall be routed under the crown spread of any tree without the express written permission of the Local Planning Authority.

Reason: In order to safeguard the existing landscape features of the site.

11 NOISE7 Restricted hours of construction

7.0 INFORMATIVES: Notes to Applicant

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

In considering the application, The Local Planning Authority has implemented the requirements set out within the National Planning Policy Framework (paragraphs 186 and 187) and having taken account of all relevant national guidance and local policies, considers the proposal to be satisfactory. For this reason, no amendments were sought during the processing of the application, and it was not necessary to work with the applicant/agent in order to achieve a positive outcome.

2. INFORMATIVE:

The developer's attention is drawn to the various requirements for the control of noise on construction sites laid down in the Control of Pollution Act 1974. In order to ensure that residents are not adversely affected by air pollution and noise, the following guidance should be adhered to, failure to do so could result in formal action being taken under the Control of Pollution Act 1974:

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

Monday to Friday 08.00 to 18.00

Saturday 09.00 to 13.00

Not at all on Sundays and Bank Holidays.

(b) The work shall be carried out in such a manner so as to comply with the general recommendations of British Standards BS 5228: Part 1: 1997, a code of practice for "Noise and Vibration Control on Construction and Open Sites" and in particular Section 10 of Part 1 of the code entitled "Control of noise and vibration".

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

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

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

(f) There shall be no bonfires on the site

Contact details:

Author: Alison Stockdale, Development Management Officer (Wed - Fri)

Tel No: (01904) 555730