

COMMITTEE REPORT

Date: 20 February 2014 **Ward:** Heslington
Team: Major and **Parish:** Heslington Parish
Commercial Team Council

Reference: 13/03754/FULM
Application at: York Sports Village Lakeside Way Heslington York YO10 5FG
For: Erection of an outdoor velodrome with ancillary parking, lighting and landscaping
By: University Of York
Application Type: Major Full Application (13 weeks)
Target Date: 19 March 2014
Recommendation: Approve

1.0 PROPOSAL

1.1 This is a full application for the construction of a 250m-long, 7m-wide, tarmac-surfaced, outdoor velodrome. The track would be oval-shaped and banked at each end. The base of the track and the central oval would be at existing ground level. The banking at each end would rise to 4m above existing ground level and have a gradient of approximately 18%. The track profile would be achieved by creating earth banking to support the track. The bank would be topped by a 2m-wide footpath for spectator viewing. A handrail and fence along the top of the bank would provide protection for spectators. The centre of the oval would be partly hard surfaced and partly grassed.

1.2 Vehicular access would be from Hull Road via the main access into the campus. Overflow parking for 119 cars would be provided on land to the east of the swimming pool car park, accessed from the movement spine. An additional 12 parking spaces (including two accessible spaces) would be provided close to the velodrome for picking up and dropping off. Lighting would be provided to allow the velodrome to be used during the early evening. The track would not be used in bad weather as any rainfall would make the surface dangerous to use.

1.3 The velodrome would be used by members of the public and cycling clubs - i.e. not just by university students and staff. Therefore the application cannot be considered as ancillary to the university and requires a full, rather than reserved matters, application.

1.4 The layout shows the location of a future cycling building, which would serve the velodrome and the existing road racing cycle circuit. Funding and design of the building have yet to be determined so a separate planning application for it would be sought at a later date. It is envisaged that the building would be single storey and contain toilets, changing rooms, bike storage space and a couple of small offices/meeting rooms.

PLANNING HISTORY

1.5 Outline planning permission for the campus was granted in 2007 (04/01700/OUT, amended by 08/00005/OUT). In 2012 full planning permission was granted for an athletics track and closed road racing cycle circuit with ancillary overflow parking, lighting and fencing (12/02306/FULM). The athletics track was to replace the council-operated track at Huntington, which would be demolished as part of the Stadium/John Lewis development at Monks Cross South. The cycle track has been built and is in operation but the proposal for an athletics track has been abandoned in favour of improved facilities at Heslington West. The proposed velodrome would be located on the site of the approved athletics track. The proposed overflow car parking would be as approved.

2.0 POLICY CONTEXT

2.1 Development Plan Allocation:

City Boundary GMS Constraints: York City Boundary 0001

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

2.2 Draft (Development Control) Local Plan Policies:

CYGP1 - Design

CYGP9 -Landscaping

CGP15A - Development and Flood Risk

CYED9 - University of York New Campus

CYL1A - Sites for Leisure development

3.0 CONSULTATIONS

INTERNAL

3.1 Planning and Environmental Management (Landscape) - No objections. Add a condition to secure a fully detailed planting plan and maintenance thereafter.

3.2 Planning and Environmental Management (Archaeology) - The site lies in an area that has produced significant archaeological features and deposits dating from the third millennium BC to the medieval period. A scheme of further archaeological work has been discussed with the applicant and this scheme of work must be

implemented before any construction works commence. This scheme of work can be covered by a planning condition.

3.3 Environmental Protection Unit - No objections. Conditions should be attached regarding a construction environmental management plan, hours of construction, possible contamination, submission of a lighting impact assessment and hours of use of the floodlighting.

EXTERNAL

3.4 Heslington Parish Council - No response.

3.5 Heslington Forum - The University regularly engages with stakeholder groups at the Heslington East Community Forum. The council's community planning officers sent all forum members details of the application on 6 December 2013. No responses have been received.

3.6 Ouse & Derwent Internal Drainage Board - No objections.

3.7 Sport England - Supports the application. The proposal addresses an identified need for this type of facility and has the potential to be benefit to cycling in the locality. We are comforted by British Cycling's close involvement, which will result in an appropriately designed facility. We welcome the commitment to making it available to the local community, which should be made a condition of approval.

3.8 Public Consultation - The consultation period expired on 7 February 2014. No responses have been received.

4.0 APPRAISAL

APPLICATION SITE

4.1 Site of approved athletics track inside the road racing cycle circuit within Heslington East Sports Village of the university campus. The site is largely devoid of significant vegetation other than three mature Oak trees close to but outside the northern boundary.

PLANNING POLICY CONTEXT

4.2 National planning policy is set out in the National Planning Policy Framework (NPPF). The essence of the framework is the presumption in favour of sustainable development which, for decision-taking, means approving without delay development proposals that accord with the development plan. Where the development plan is absent, silent or relevant policies are out of date, planning permission should be granted unless: (1) any adverse impacts would significantly and demonstrably outweigh the benefits, when assessed against the policies in the

framework taken as a whole; or (2) specific policies in the framework indicate development should be restricted (paragraph 14). Local planning authorities should seek to approve applications for sustainable development where possible and work with applicants to secure developments that improve the economic, social and environmental conditions of the area (paragraph 187).

PRINCIPLE OF THE USE

4.3 The National Planning Policy Framework recognises that opportunities for sport and recreation can make an important contribution to the health and well-being of communities. It states that planning decisions should: ensure that established facilities are able to develop and modernise in a way that is sustainable and for the benefit of the community; and ensure that their location is considered in an integrated way. Planning policies for access to open spaces and opportunities for sport and recreation should be based on robust and up-to-date assessments of need. The principle of using the site for sport and recreation was accepted by the Secretary of State when outline consent for the campus was approved. The facilities would complement the existing sports facilities at the Sports Village, particularly the road racing cycle circuit.

VISUAL APPEARANCE

4.4 The National Planning Policy Framework recognises that good design is a key aspect of sustainable development and should contribute positively to making places better for people (paragraph 56). It states that permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions (paragraph 64). The proposals would be low rise and partially screened by the earth banking and landscaping. It would be visible from some nearby sections of the A64 but their visual impact would not be out of keeping with the character of the campus, subject to appropriate landscaping. The flood lighting has yet to be designed but it would be much less intense than the approved lighting for the aborted athletics track. The proposals comply with the National Planning Policy Framework and policy GP1 of the local plan.

TRANSPORT

4.5 The National Planning Policy Framework states that developments should be located and designed where practical to give priority to pedestrian and cycle movements, and have access to high quality public transport. Access to the Sports Village, including the velodrome, is from the movement spine, which takes its access from Hull Road. The campus is well served by public transport and there are good facilities for cyclists. The proposed overflow car park to the east of the swimming pool building has already been approved by the planning permission for the athletics track and road cycle racing circuit.

4.6 The anticipated increase in traffic would not have a material impact on the adjacent highway network and in reality would be unperceivable when considered against current traffic flows on the adjacent highway network. Traffic flows are likely to be much less than for the approved athletics track.

LANDSCAPE

4.7 Policy GP9 of the local plan states that, where appropriate, development proposals should incorporate a suitable landscaping scheme that is an integral part of the proposals and include an appropriate range of species that reflect the character of the area. The earth mounding and planting adjacent to the A64 provides a screen and natural reprieve from the university campus at its eastern end. The levels at the top of the banks of the velodrome appear to be no greater than the earth bank. The lighting columns however will peek above this. The existing young woodland planting will eventually soften this effect. Due to the rise in land further north of the site plus additional tree planting, the largely grassed proposal will sit fairly comfortable in its context. The proposed trees are nearly all native and would be in keeping with the parkland setting. The velodrome would take up less land than the previously proposed athletics track thereby allowing the retention of the mature oaks located just outside of the northern boundary of the application. They should be protected during construction.

ENVIRONMENTAL PROTECTION

4.8 The proposal is likely to have a negligible impact on the nearest existing residential dwellings which are at least 700m to the north and 800m to the west.

4.9 Floodlighting would comprise approximately 6 to 8 floodlights to achieve 150 Lux at the 250m racing line (at the inside line of the slope). There may also be a need for some low level lighting to the centre of the track, where warm-up and officiating facilities would be provided for formal competition events. The overall level of lighting would be less intrusive than the six 18m high columns, with a level of 258 Lux across a wider area that have already got planning consent as part of the athletics track application.

4.10 Conditions should be attached regarding contamination, construction noise/vibration/dust, operational noise, hours of operation and lighting levels.

5.0 CONCLUSION

5.1 Whilst the application is not pursuant to the outline consent for the campus, it complies with the outline consent and land use plan approved by the Secretary of State in 2007. The velodrome would be in the same general location as the approved athletics track but would have lesser impacts in terms of footprint, lighting, site coverage and lighting levels. The proposal complies with the National Planning Policy Framework and relevant policies of the local plan.

6.0 RECOMMENDATION: Approve

1 TIME2 Development start within three years -

2 The development hereby permitted shall be carried out only in accordance with the following plans: P(0-)LP001, (0-)S001/B, (0-)P001/B, D095.P.002/1, and D095.P.003/1.

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

3 VISQ8 Samples of exterior materials to be app -

4 Development shall not begin until details of foul and surface water drainage works have been submitted to and approved in writing by the Local Planning Authority, and carried out in accordance with these approved details. They shall include construction details of the velodrome, car park, and road/parking paving together with details of the connection to existing swale(s).

Reason: So that the Local Planning Authority may be satisfied with these details for the proper drainage of the site.

5 Before the commencement of development a method statement regarding protection measures for the existing trees located close to the perimeter of the site shall be submitted to and approved in writing by the Local Planning Authority. This statement shall include details and locations of protective fencing to be shown on a plan. The protective fencing will also include as much of the area of proposed soft works as practicable. The works shall be carried out in accordance with the approved method statement, including the line of the protective fencing, which shall be adhered to at all times during development operations to create exclusion zones. A notice stating 'tree protection zone - do not remove' shall be attached to each section of fencing and retained in place at all times.

Reason: To ensure protection of existing trees before, during and after development which make a significant contribution to the amenity of the area and/or development, and have bio-diversity value; and to minimise trafficking and compaction of soil over areas to be planted.

6 Prior to the development hereby approved a car park management plan shall have been submitted to and approved in writing by the Local Planning Authority. Said plan shall set out the measures and initiatives that will be implemented to control and manage the car park in order to prevent its use for long stay parking and by non patrons of the facilities it serves. Measures should include a barrier control system and charging regime. The car park management plan shall be implemented prior to the development hereby approved being brought into use and shall be

implemented hereafter unless agreed otherwise in writing by the Local Planning Authority.

Reason: In the interests of highway safety, and to promote sustainable transport trips by staff and users of the Sports Complex

7 During construction of the development hereby approved the Construction Environmental Management Plan for the Heslington East campus, approved by the local planning authority, shall be adhered to at all times, unless otherwise first agreed in writing with the Local Planning Authority.

Reason: To safeguard the amenity of residential occupants on the site and in the surrounding area and in the interests of highway safety.

8 HWAY18 Cycle parking details to be agreed -

9 HWAY19 Car and cycle parking laid out -

10 No development shall take place until a full Lighting Impact Assessment undertaken by an independent assessor has been submitted to and been approved in writing by the Local Planning Authority. The report shall detail predicted light levels at neighbouring residential properties and contain the following as a minimum

a. Description of the proposed lighting: number of lighting columns and their height, and proposed lighting units.

b. Plan showing vertical illuminance levels (Ev), showing all buildings within 100 metres of the edge of the site boundary

Artificial lighting to the development must conform to requirements to meet the Obtrusive Light Limitations for Exterior Lighting Installations for Environmental Zone - E2 contained within Table 1 of the Institute of Light Professionals Guidance Notes for the Reduction of Obtrusive Lighting

The external floodlighting for the velodrome shall not be in operation outside the hours of 08:00 to 22:00 on any day.

Reason: To safeguard the amenity of occupants of neighbouring premises.

11 All demolition and construction works and ancillary operations which are audible beyond the boundary of the Heslington East Campus as outlined in red on the approved land use plan C(i) of outline consent 08/00005/OUT, 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.

Reason: To protect the amenities of residential occupants of the site and in the surrounding area.

12 In the event that contamination is found at any time when carrying out the approved development, the findings shall be reported in writing immediately to the Local Planning Authority. In such cases, an investigation and risk assessment shall be undertaken and where remediation (clean-up) is necessary a remediation scheme shall be prepared, which is subject to the approval in writing of the Local Planning Authority. Remediation shall be carried out in accordance with the approved remediation scheme. Following completion of measures identified in the approved remediation scheme a verification report shall be prepared, which is subject to the approval in writing of the Local Planning Authority.

Reason: To protect human health and the wider environment.

13 Use of the velodrome shall not be open to customers outside the hours of 08:00 to 22:00 on any day.

Reason: To safeguard the amenity of occupants of neighbouring premises.

14 ARCH1 Archaeological programme required.

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