

Conservation Area Advisory Panel, York Natural Environmental Panel, Ward Councillors, amenity groups, Ward Meeting, and a public exhibition was held at the Racecourse for 4 days in November 2012. There has been press coverage in the regional, local and racing papers and local radio.

1.5 This major review was prompted by the desire for improved standards of care and the need to reduce potential harm to horses, owners, trainers, jockeys and the general public, caused by congestion within the area and by the conflicts inherent in the existing layout. The re-ordering proposals are based on the outcome of observation and analysis over a long period of time, and the proposed improvement in built facilities have been consulted on within the wider racing community to ensure that high standards of health and safety would be achieved to meet expectations now and for the foreseeable future.

1.6 The success of York Racecourse has increased pressure on the existing limited space for equine facilities north of the parade ring and it is proposed to increase the size of this area by 1/3rd acre. The additional 1/3rd acre is required to achieve the following improvements and lower risks. It represents an increase in just over 2% of the existing built area. The increase in space would allow identified deficiencies to be addressed in the most efficient way:

- The pre-parade ring would be relocated to the west side of the public thoroughfare to eliminate conflicts between horses and people and allow better viewing and access from saddling boxes
- The saddling boxes and other necessary facilities would be re-planned around a courtyard to provide a calmer environment for horses and to separate the three stages of the race
- The saddling boxes and necessary supporting services would be built to a higher standard and be more conveniently located with direct access to the external lane onto Knavesmire Road.
- There would be a dedicated and protected terrace to allow views over the area
- The inadequate broadcast box would be replaced by a better positioned small lightweight structure with viewing platform on top

1.7 The Knavesmire is owned by the City Council, and the Racecourse leases the land on which the track and buildings are situated. The Racecourse would require an extension of the lease boundary under separate legislation if planning permission is granted. The applicant advises that the exact rent the Council receives is tied to the financial success of the Racecourse.

1.8 The application site measures 7,385 sq.m (approx. 3980 sq. m within the Racecourse boundary and 3405 sq.m outside). The site lies within the Racecourse/Terry's Factory conservation area. A number of the buildings within the

Racecourse are listed, namely the County Stand and Press Stand (Grade II), the Indicator Board and Clock Tower (Grade II), and the Guinness Bar (Grade II*).

2.0 POLICY CONTEXT

2.1 Development Plan Allocation:

Conservation Area GMS Constraints: Racecourse CONF
City Boundary GMS Constraints: York City Boundary 0001
DC Area Teams GMS Constraints: Central Area 0002

2.2 Policies:

CYNE6-Species protected by law
CYNE7-Habitat protection and creation
CYHE2-Development in historic locations
CYHE4-Listed Buildings
CYGB10-Major development sites in GB
CYHE11-Trees and landscape
CYGP1-Design
CYGP4A-Sustainability
CYGP9-Landscaping
CYGB1-Development within the Green Belt

3.0 CONSULTATIONS

INTERNAL

3.1 Highway Network Management - There are no highway objections to these proposals

3.2 Property Services/ Lifelong Learning and Culture - Supports the application as landlord and manager of the Knavesmire and public open spaces

3.3 Design, Conservation and Sustainable Development (Design, Conservation and Sustainable Development) - no objections subject to conditions

3.4 Design, Conservation and Sustainable Development (Natural Environment) - No objections subject to conditions

3.5 Design, Conservation and Sustainable Development (Landscape Officer) - No comments received at time of writing

3.6 Environmental Protection Unit - No objections subject to informative relating to construction and demolition

3.7 Structures and Drainage - No objections subject to conditions

EXTERNAL

3.8 Micklegate Planning Panel - Seeks clarification about tree loss and suitable replacement landscaping; suggestion that a couple of benches outside the proposed perimeter wall would help walkers on the Knavesmire

3.9 Environment Agency- No comments at the time of writing and Members will advised of any response

4.0 APPRAISAL

4.1 Key Issues

- Impact on the openness of the Green Belt
- Visual impact on conservation area and listed building
- Impact on recreation and uses
- Protected species
- Flood risk
- Sustainability

POLICY GUIDANCE

4.2 The National Planning Policy Framework (NPPF) requires that proposals either sustain or enhance conservation areas. If development has a harmful effect, it should only be permitted when there are public benefits that outweigh the harm.

4.3 The relevant development plan is the City of York Council Development Control Local Plan (2005). 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 National Planning Policy Framework. The relevant policies include:

- Policy GB1 states that within the Green Belt, planning permission will only be granted where the scale, location and design of such development would not detract from the open character of the Green Belt, it would not conflict with the purposes of including land within the Green Belt, and it would not prejudice the setting and special character of the City of York, in addition to being for one of a number of specific purposes listed in the policy.

- Policy GB10 relates to Major Developed Sites in the Green Belt where limited infilling for the preferred use will be permitted subject to a number of criteria.
- Policy GP1 is a general design policy in the Local Plan that, inter alia, seeks to ensure that new development respects its surroundings.
- Policy HE2 seeks to protect heritage assets from inappropriate development.
- Policy HE4 relates specifically to listed buildings and states that consent for development in the immediate vicinity of listed buildings, demolition, internal and external alteration, and changes of use will only be granted where there is no adverse effect on the character, appearance or setting of the building.
- Policy GP9 advises that certain developments will require a landscape scheme that should be integral and appropriate to the development
- Policy CYHE11 advises that existing trees and landscape that are significant to the historic and amenity setting of a development should be retained, and provision made for planting where appropriate
- Policy GP15a seeks to achieve flood protection
- Policy GP4a requires all new developments to have regard to the principles of sustainable development.
- Policy NE6 advises that planning permission will only be granted where there would be no demonstrable harm to protected plants or animals, or their habitats.
- Policy NE7 seeks the retention and, where possible, measures to encourage development measures that would establish new habitats.

4.4 The Central Historic Core Conservation Area Appraisal is a material consideration for decision making. It was adopted by the Council following public consultation on the 24 November 2011, the final draft document fully reflecting the results of public consultation. The application site falls within key views of the city.

ASSESSMENT

GREEN BELT

4.5 Part of the site is identified within the Local Plan as a "Major Developed Site Within the Green Belt", where racecourse related uses may be acceptable subject to a number of criteria being satisfied. The proposed works comprising a new pre-parade ring, some of the new saddling boxes, media building within the Racecourse complex would be related to the equine needs and operation of the Racecourse,

consistent with this policy. The works would not lead to increased development on the site, but would largely reorganise the development within the application site with similar single storey buildings which would have no greater impact on the openness of the Green Belt and its purposes in this location.

4.6 The proposed extension of the area of the Racecourse to accommodate the relocated perimeter wall and saddling boxes, new washdown area, and relocated path and landscaping lies outside the area that forms the designated Major Developed Site in the Green Belt. This part of the application site is covered by Policy GB1 of the Local Plan. The proposed developments would result in a greater overall built footprint but would be small scale in relation to the scale of the existing Racecourse building, grandstands etc. The new buildings and works would reflect the character of the existing buildings and would not be a visual intrusion into the openness of this part of the Green Belt. It is considered that the extension of the site and the similar scaled buildings would be absorbed into the landscape without causing significant harm to the visual amenity of the Green Belt. Other informal recreational uses of the Knavesmire (eg dog walking, walking etc) would not be harmed and the proposed recreational nature of the works would be consistent with existing uses.

4.7 It is concluded that the proposals would not conflict with local plan and national Green Belt Policy. There are also very special circumstances in support of the application that positively plans for improved equine facilities and accommodation to ensure the future success and status of the Racecourse and its visual, economic and social contribution to the life of the City.

VISUAL IMPACT

4.8 The Racecourse and Terry's Factory site were designated as a conservation area in 1975 and an appraisal was approved in October 2006. The two groups of substantial buildings in their landscape setting represent a defining characteristic of York and are key landmarks in the local environment and in long distance views from south of the city (York Central Historic Core conservation area appraisal key views 6 & 7). The brick enclosing walls to the north and east of the site were introduced by Brierley following his masterplan of 1907-9 and these are considered to be undesignated heritage assets, but they make a positive contribution to the conservation area. Map evidence shows that the saddling boxes backing up to the north wall are slightly later and they have been added to and altered during the course of the intervening century. Some signs of these alterations are apparent on the outside of the brick wall where openings have been blocked and the wall has been extended or increased in height. Although the walls are unlisted, they are of evidential value as part of Brierley's work. The walls, cast iron, vents and slated roofs of the saddling boxes make an attractive boundary to the site when approaching from Knavesmire Road.

4.9 The new wall would form a line with the gate ensemble, and a similar stretch would enclose the west side of the relocated pre-parade ground. The outer walls would be reconstructed to a similar design using materials and details matching the original. The new saddling boxes would be similar in height to existing and have slated hipped roofs. Two sets of robust timber gates would be introduced between the built sections and an additional gate would be introduced into the Vet treatment box. The elaborate main gates and other enclosing brick walls which return to define the west side of Racecourse Road would be unaffected.

4.10 It is intended that the character of the brickwork of the new wall would be replicated in the rebuilt, realigned wall in matching brickwork. The alignment of the existing wall does not appear to be significant or precious to maintain. The new saddling boxes would incorporate the interesting cast iron columns in alternate bays. Whilst the new arrangement would result in a greater overall built footprint on open land in the conservation area, the important long distance views of the Racecourse would not be significantly affected. The development would not be overly obtrusive or detract from the character and appearance of the openness of this part of the conservation area. The relationship between the perimeter wall and the new buildings would reflect the similar height, scale, materials and form of the traditional smaller buildings within the Racecourse complex. The scheme would have neutral impact on views from Tadcaster Road and Knavesmire Road due to the relatively small scale of the buildings and walls in relation to the size and height of the main stands. It is also considered that the degree of harm caused by the enlargement would be justified as the works would allow easier and safer access to the equine areas, better segregation of horses and people, an improved approach to the main complex, and a more functional solution for managing the space within the Racecourse boundary.

4.11 The new buildings are of equal merit as they capture the distinctive characteristics and domestic scale of the existing compound enclosure. The broadcasting box is a much smaller structure which is experienced from within the site. Its timber base is utilitarian though the thatch gives it a curious rural domestic appeal. The proposed replacement building would be of higher quality and lightweight in appearance with a similar thatched top. It would also be less randomly located on site.

4.12 The trees on the site and in the surrounding area make a substantial contribution to the character of the Racecourse and its setting. The application is supported by a tree analysis and advice obtained from the Council's landscape architect. Members will be advised of her views on the submitted scheme in the meeting

4.13. The proposed development would result in the loss of 4 No. trees: one within the existing wash down area and 3 directly adjacent to the existing wall for the following reasons:

- 2 No. trees are to be removed to make way for the new saddling boxes;
- 1 No. tree be removed to allow for the pre-parade ring stepping and is situated in the future location of the proposed weigh-in building
- 1 No. tree adjacent to the Brierley Gates to be removed to allow for formation and effective functioning of the new access arrangements (specifically the medical access to the future weigh-in building).

It is considered that the trees adjacent to the existing wall are of relatively poor quality and limited amenity value. They do not form part of the line of trees that run along Knavesmire Road.

4.14 It is intended to plant 12 No. trees as part of the phase 1 development to mitigate for the loss of the four existing trees. 10 No. of these would be situated outside of the wall, reinforcing the parkland character of this part of the Knavesmire. 2 No. trees would be planted within the new pre-parade ring. It is further intended that as part of the imminent Phase 2 there would further additional planting, particularly along Racecourse Road adjacent to the car park area.

4.15 It is concluded that the loss of trees would not be significant in the wider setting of the Racecourse and efforts have been made to retain the existing mature trees. The proposed mitigation tree planting would largely compensate for the tree loss, and the sylvan character of the Racecourse and the Knavesmire would be enhanced in the medium to long term in accordance with Policies GP9 and HE11 of the Local Plan.

4.16 It is concluded that the new pre-parade ring, saddling boxes, broadcast box etc would have a low level impact on the heritage and visual assets. The configuration of the new wall, saddling boxes and wash down area would create more formal relationships with the main gates, the parade grounds, and the course itself. The proposals would represent an enhancement of the character and appearance of the site within the conservation area and an improvement in its aesthetic value. The design works which have evolved against the background of a masterplan and appropriate historical research should ensure that the phased works would eventually form a cohesive development at the north of the Racecourse. There is no conflict with Policies HE2, HE4, HE11, GP1 of the Local Plan and national planning guidance in the NPPF.

RECREATION AND USES

4.17 The Head of Leisure, Tourism and Culture as the manager of the Knavesmire/open spaces and Property Services on behalf of the Council as Landlords, would support the application. The proposals would fit in with then general upgrading of the Racecourse that has taken place over the past few years

to fully meet health and safety and other requirements and to provide facilities for all involved with racing commensurate with York's position as one of the leading courses in the country. The Council are freeholders, and have granted a long lease of the current buildings and parade rings, with rights to use the track and other facilities, to secure this and other investment. It is intended that the 0.33 acres of the Knavesmire would be included in the lease to the Racecourse subject to planning permission being granted following public consultation of the intention, and approval by the Cabinet Member for Leisure, Culture & Tourism.

PROTECTED SPECIES

4.18 The application is supported by a bat survey that was carried out in August and November 2012. No further survey would be needed as part of this current planning application as sufficient information has been provided. It is not considered that there are any bat roosts within the buildings which are to be demolished or part demolished as part of this scheme. As the existing buildings possess features which could be used by roosting bats, a suitable condition would be attached to any consent to ensure that there is a sensitive working approach during the demolition process and through the loss of trees. Policy NE7 would require habitat enhancement through the installation of habitat features to benefit bats during the construction work to provide new roosting habitat and to mitigate for the loss of any suitable features within the existing structures.

FLOOD RISK

4.19 Part of the application site is located in Flood Zone 3b which forms part of the functional floodplain where there is a requirement that existing levels should not be altered. The developer has been asked for further Information to determine the potential impact that the proposals may have on the existing drainage systems. This information agrees a drainage strategy 'in principle' i.e. existing and proposed permissible discharge rates and existing and proposed ground and finished floor levels. The remainder of the detailed design can be controlled by planning conditions if planning permission is granted. Members will be advised of any comments from the Environment Agency.

SUSTAINABILITY

4.20 The proposed development is small scale and is only in use for 17days/ year. It would not be reasonable to meet BREEAM Very Good, but the applicant proposes to deliver the development to the highest standards of sustainability. The proposals would include appropriate measures to ensure energy efficiency, the use of natural ventilation where possible, the use of low and zero carbon technologies, the use of grey water as part of the building services strategy, and the potential re-use of several of the existing saddling boxes as covered viewing for the new parade ring. There would be no conflict with Policy GP4a of the Local Plan.

5.0 CONCLUSION

5.1 It is appreciated that the Racecourse needs improvement to ensure it continues to provide facilities that will attract future users, satisfy modern more complex requirements for the public, improve the standard of safety for visitors, equine uses and the demands of media communication. The proposed works would be sympathetic in scale, form, design and materials to the existing built form of the Racecourse. They would not be harmful to the openness of the Green Belt and would not be unduly harmful to the visual amenity of the wider conservation area. The benefits that would arise in terms of the operation of the Racecourse would be significant, and the wider recreational use of the Knavesmire would not be harmed. It is recommended that planning permission is granted subject to the following conditions.

COMMITTEE TO VISIT

6.0 RECOMMENDATION: Approve

1 TIME2 Development start within three years -

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

Drawing No. PA21-P-001, Received 18.1.2013

Drawing No. PA21-P-003, Received 18.1.2013

Drawing No. PA21-P-004, Received 18.1.2013

Drawing No. PA21-P-005, Received 18.1.2013

Drawing No. PA21-P-006, Received 18.1.2013

Drawing No. PA21-P-008, Received 18.1.2013

Drawing No. PA21-P-009, Received 18.1.2013

Drawing No. PA21-P-010, Received 18.1.2013

Drawing No. PA21-P-011, Received 18.1.2013

Drawing No. PA21-P-012, Received 18.1.2013

Drawing No. PA21-P-013, Received 18.1.2013

Drawing No. PA21-P-014, Received 18.1.2013

Drawing No. PA21-P-015, Received 18.1.2013

Blackburn Wigglesworth, Proposed Drainage Layout, Drawing No. YO105/D/2, Received by email on 15.3.2013

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

3 Prior to the commencement of the use hereby permitted, details of the following shall be submitted and approved in writing by the Local Planning Authority. The development shall then be carried out in complete accordance with the approved details and there shall be no variations from the approved details without the approval of the Local Planning Authority;

- a) Samples of new external materials. Reclaimed sound materials shall be reused in areas agreed with the LPA. A sample panel of brickwork shall be set up on site next to a section of the remaining wall.
- b) A detail or method statement describing the abutment between the existing main gate ensemble and the realigned brickwork.
- c) Notwithstanding the drawings, large scale details of the interface between the top of the boundary wall and the structures built into and onto it (eaves and coping details)
- d) A setting out drawing showing the outward facing elevation of the new wall in relation to levels if there is a variation from the approved elevations
- e) A detail or method statement describing the abutment between the existing main gate ensemble and the realigned brickwork.
- f) Notwithstanding the drawings, large scale details of the interface between the top of the boundary wall and the structures built into and onto it should be provided (eaves and coping details)
- g) A setting out drawing showing the outward facing elevation of the new wall in relation to levels should be provided if there is a variation from the approved elevations
- h) Large scale details of the Winning Connections building should be provided; the thatch to receive some decorative detailing.
- i) A landscape scheme to include the arrangement and specification of planting, levels, steps, railings, other enclosures and paths. Materials other than tarmac to be considered for the new 3m wide path outside the enclosure.
- j) Details of the lighting scheme: lighting shall be at low level and luminaires shall be positioned to avoid light pollution.

Reason: In the interests of visual amenity of the conservation area, and the setting of the listed buildings.

4 Existing cast iron ventilation grills shall be reincorporated into the wall. Any new grills shall match the existing in design and materials.

Reason: In the interests of visual amenity

5 No development shall take place until full details of what measures for bat mitigation and conservation are proposed and have been submitted to and approved by the Council. The measures shall include:

- a) A plan of how work is to be carried out to accommodate the possibility of bats

being present.

b) Details of what provision is to be made within the new buildings to replace the features lost through the demolition of the original structures. Features suitable for incorporation for bats include the use of special tiles, bricks, soffit boards, bat boxes and bat lofts and should at least replace or substitute for what is existing.

The works shall be implemented in accordance with the approved details and timing unless otherwise approved in writing by the Council.

Reason - To take account of and to enhance the habitat for a protected species. It should be noted that under NPPF the replacement/mitigation proposed should provide a net gain in wildlife value.

6 Rainwater goods shall be of good quality in cast iron or aluminium, and painted.

Reason: In the interests of visual amenity

7 Before the commencement of and during building operations, adequate measures shall be taken to protect the existing planting on this site. This means of protection shall be agreed in writing with the Local Planning Authority and shall be implemented prior to the stacking of materials, the erection of site huts or the commencement of building works.

Reason: The existing planting is considered to make a significant contribution to the amenities of this area.

8 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.

Details to include:

- a) Peak surface water run-off from the proposed development must be restricted to a maximum 5.1 lit/sec.
- b) Site specific details of the flow control device manhole limiting the surface water to the 5.1 lit/sec.
- c) Storage volume calculations, using computer modelling must be provided, and must accommodate a 1:30 year storm with no surface flooding, along with no internal flooding of buildings or surface run-off from the site in a 1:100 year storm. Proposed areas within the model must also include an additional 20% 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. The full range of modelling should be provided.
- d) Site specific details of the storage facility to accommodate the 1:30 year storm

and details of how and where the volume above the 1:30 year storm and up to the 1:100 year storm will be stored.

e) Proposed ground and finished floor levels to Ordnance Datum shall be shown on plans. The development should not be raised above the level of the adjacent land, to prevent runoff from the site affecting nearby properties or.

f) No raising of levels or alteration to flood routes to the south west corner of the development that lies within Flood Zone 3b (functional floodplain).

g) Details should be provided of the future management / maintenance of the proposed drainage scheme.

Reason: So that the Local Planning Authority may be satisfied with these details for the proper drainage of the site and that provision has been made to maintain it.

7.0 INFORMATIVES: Notes to Applicant

1. REASON FOR APPROVAL

In the opinion of the Local Planning Authority the proposal, subject to the conditions listed above, would not cause undue harm to interests of acknowledged importance, with particular reference to the impact on the function and openness of the Green Belt; the visual impact on listed buildings, the Knavesmire and the wider conservation area; recreational use; protected species; flood risk; sustainability. As such the proposal complies with Policies GP1, GB1, GB10, HE2, HE4, GP9, HE11, GP15a, GP4a, NE6, NE7 of the City of York Development Control Local Plan (2005); national planning guidance contained in the National Planning Policy Framework (2012); and the Central Historic Core Conservation Area Appraisal (2011).

2. DEMOLITION AND CONSTRUCTION INFORMATIVE

In the event that contamination is found at any time when carrying out the approved development, the findings must be reported in writing immediately to the Local Planning Authority. In such cases, an investigation and risk assessment must be undertaken, and where remediation (clean-up) is necessary a remediation scheme must be prepared, which is subject to the approval in writing of the Local Planning Authority.

Following completion of measures identified in the approved remediation scheme a verification report must be prepared, which is subject to the approval in writing of the Local Planning Authority.

Should City of York Council become aware at a later date of suspect contaminated materials which have not been reported as described above, the council may consider taking action under Part 2A of the Environmental Protection Act 1990.

The developer's attention should also be 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 attached to any planning approval, failure to do so could result in formal action being taken under the Control of Pollution Act 1974:

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

Monday to Friday	08.00 to 18.00
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Saturday	09.00 to 13.00
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Not at all on Sundays and Bank Holidays.

- 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".
- 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 manufacturer's instructions.
- 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.
- 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.
- There shall be no bonfires on the site

3. COUNCIL'S POSITIVE APPROACH

In considering the application, the Local Planning Authority has implemented the requirements set out within the National Planning Policy Framework (paragraphs 186 and 187) in seeking solutions to problems identified during the processing of the application. The Local Planning Authority took the following steps in order to achieve an acceptable outcome:

- Several pre-application site meetings with Council Officials, applicant, agent, architect regarding problems and subsequent proposals
- Meeting with applicant that included progress of the application
- Advice provided on local consultation of the application, drainage issues
- Request for clarification of the submitted tree information

- Use of planning conditions

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