

COMMITTEE REPORT

Date: 14 November 2019 **Ward:** Rawcliffe And Clifton Without
Team: West Area **Parish:** Clifton Without Parish Council
Reference: 19/00855/REMM
Application at: Whitehall Grange Wigginton Road York YO32 2RJ
For: Approval of reserved matters (appearance and landscaping of the approved office building and security gatehouse) in relation to use of land as car storage facility, erection of office building and associated infrastructure.
By: Autohorn Fleet Services
Application Type: Major Reserved Matters Application (13w)
Target Date: 20 November 2019
Recommendation: Approve

1.0 PROPOSAL

1.1 Approval of two reserved matters (appearance and landscaping) of planning permission 18/01110/OUTM for use of land as a car storage facility for up to 2000 cars. The consent includes the erection of a 2-storey office building at the north-west corner of the site, a gatehouse and associated infrastructure. The consent is a hybrid in that it granted:

- i. full planning permission for the change of use of the 10ha site to a car storage facility, alterations to an existing access from Wigginton Road, the laying out of car parking across most of the site and the construction of other associated infrastructure;
- ii. outline planning permission for the 2-storey office building and the security gatehouse. Condition 2 of the approval specifies the reserved matters as being the appearance and landscaping of the approved office building and security gatehouse, including a schedule of all external materials.

1.2 The office building would have two storeys and measure approximately 80m x 29m x 10m to the highest point of a serrated parapet roof. Main external materials would be brickwork for the walls and powder-coated aluminium for the windows/doors. The footprint of the security gatehouse would measure approximately 6m x 6m rising to approximately 3.4m at the apex of a pyramidal roof. External materials would be brickwork and zinc cladding.

1.3 The landscaping proposals for the office building would mainly comprise small native trees and shrubs within the staff parking area and outdoor amenity space for staff including a shelter, herbaceous planting, seating and picnic tables.

1.4 The applicant is a business that specialises in car rental, vehicle leasing and contract hire services. Its headquarters and principal car storage areas are at Leeman Road (York Central). The company is required to vacate its current premises and intends to relocate to the application site.

2.0 POLICY CONTEXT

2.1 Development Plan Allocation:

The site lies within the general extent of the Green Belt as defined in the saved policies of the Regional Spatial Strategy (RSS). In the emerging Local Plan the site falls within a strategic employment allocation, ST37.

2.2 City of York Publication Draft Local Plan (2018):

D2 – Landscape and Setting

2.3 City of York Development Control Draft Local Plan (2005):

GP1 - Design

GP9 - Landscape

3.0 CONSULTATIONS

INTERNAL

Design, Conservation and Sustainable Development (Landscape)

3.1 I note the addition of a few larger tree species to the tree mix across the application site, as requested. The hedges, trees and swales along the roadside verges are the key components of the landscape of this development, along with two areas of mounding covered with a wildflower mix. In recognition of the swales as a landscape feature that positively contribute to the amenity of the development, they should be sown with a species-rich grassland and managed accordingly. The plastic reinforcement across the entire car storage area is acceptable.

Highway Network Management

3.2 Details of cycle storage are acceptable. Access to the cycle store would benefit from a separate cycle lane/route through the car park but as this is not to become adopted highway it is a matter for the applicant. The 160 staff car parking is sufficient for the 200 estimated employees but the new design could accommodate a higher number of staff, possibly up to 400, in which case the 160 spaces would be insufficient. We would want to ensure that the applicant/occupier allocates spaces from the commercial operations to staff parking to ensure that staff do not park outside the site. This should be secured through a condition. At outline

stage, there were discussions between the applicant and CYC highways officers to secure a private pedestrian/cycle access to Clifton Moor for staff based at the building. I would expect this to be addressed through the Full Travel Plan which will need to be submitted before occupation (Condition 9 of the hybrid consent).

EXTERNAL

Clifton Without Parish Council

3.3 Objection. Inappropriate use of land, not currently designated for employment.

Yorkshire Water

3.4 No comments to make.

York Civic Trust

3.5 The trust withdraws its initial objection to the application because the blast dispersal pen that was going to be removed will now be retained.

Neighbour Notification and Publicity

3.6 No responses received.

4.0 APPRAISAL

4.1 KEY ISSUES

Visual appearance
Landscaping
Access and parking

POLICY CONTEXT

4.2 In the absence of a formally adopted local plan the most up-to date representation of key relevant policy is the National Planning Policy Framework (NPPF). It is against this Framework that the application should principally be addressed. Paragraph 38 states that local planning authorities should work proactively with applicants to secure developments that will improve the economic, social and environmental conditions of the area. Decision-makers at every level should seek to approve applications for sustainable development where possible.

4.3 The Publication Draft Local Plan 2018 ('the emerging plan') was submitted for examination on 25 May 2018. The policies of the plan can be afforded limited weight at this stage of preparation and subject to their conformity with the NPPF.

The evidence base underpinning the plan is capable of being a material consideration in the determination of planning applications.

4.4 The development plan policies relevant to this application are the saved policies of the Regional Spatial Strategy (RSS) relating to the general extent of the York Green Belt. The application site lies within that general extent.

4.5 The City of York Draft Local Plan Incorporating the Fourth Set of Changes was approved for development management purposes in April 2005. It does not form part of the statutory development plan for the purposes of s.38(6) and its policies carry very limited weight.

APPLICATION SITE

4.6 Predominantly grazing land with a house and storage buildings occupying part of the site. Remnants of a WWII airfield, including part of the runway and a dispersal pen, are still evident. The whole of the base is within flood zone 1 and occupies approximately 10ha. To the north is ROKO Health Club. To the east is Wigginton Road with agricultural land beyond. To the south is a golf range and to the west is a business park. The site lies within the green wedge between is outside the settlement limit of York and is in the general extent of the Green Belt.

VISUAL APPEARANCE

4.7 Paragraph 127 (Achieving well-designed places) of the NPPF states that, among other things, planning decisions should ensure that developments are visually attractive as a result of good architecture, layout and appropriate and effective landscaping. Policy D2 (Landscape and Setting) of the emerging plan encourages development proposals that, among other things, conserve and enhance landscape quality and character and create a comfortable association between the built and natural environment.

4.8 Condition 31 of the planning permission restricts the size of the office building to no more than 80m in length, 29m in depth and 11.3m in height. The dimensions of the proposed office building comply with these parameters.

4.9 The hybrid application showed an indicative office building with a large curved roof plate supporting a green roof. In the reserved matters application this has been replaced by a serrated roof with banks of photovoltaic panels on the south pitches of north lights. Although the proposals for the building no longer include a green roof the design gives the building good sustainability credentials that assist with its operation.

4.10 Main materials would comprise light-grey variegated facing bricks and powder-coated aluminium windows/doors. The light-grey variation of the brickwork would

help the building recede into its setting at the rear of the site, i.e. the backdrop of the Clifton Moor business park.

4.11 Condition 31 of the planning permission states that the security gatehouse shall be single-storey and shall not exceed 40sqm in area. The proposed building complies with these criteria. Main external materials would be facing brickwork for the walls and zinc cladding for the roof. The design and appearance of the building are acceptable.

4.12 At the side of the office building would be a combined refuse store, cycle store and sub-station. Condition 6 of the planning consent requires details of the cycle parking areas, including means of enclosure to be submitted for approval. The store would be single-storey and be clad in variegated brickwork to match the office building. The low-rise design and appearance of the store would be in keeping with the generally open character of the site and are acceptable.

LANDSCAPING

4.13 The site is currently fundamentally open, green, and has a countryside nature. The site will continue to be fundamentally open when the approved car storage use has been implemented. The parking areas for the stored cars and their distributor roads would occupy most of the application site. The landscaping of these areas and roads was approved as part of the hybrid consent, subject to condition 18 requiring submission of a detailed landscaping scheme. The office building and its landscaping (i.e. the subject of this reserved matters application) would occupy only the north-west corner of the car storage site. The landscaping around the office building should be assessed in the context of the landscaping scheme for the rest of the development.

4.14 A scheme for the whole site has been submitted under AOD/19/00182 and, following discussions with the council's landscape architect, is now acceptable. The parking areas would be surfaced in reinforced grass, separated by native hedging with hedgerow trees. Access to the parking areas would be provided by two internal roads. These would be edged with hedgerows and drainage swales, which would be seeded with a pond and wetland mix. An existing bund along the western edge of the site and the retained earthworks around the blast dispersal pen would be seeded with a wildflower mix. The landscaping would be supplemented within the hedgerows by native specimen trees. A strip of agricultural land along the Wigginton Road frontage would be retained in agricultural use in order to retain as far as possible the site's rural character when viewed from the public highway.

4.15 The rear elevation of the office building would abut the western boundary of the site. To the front (east) and the north side would be staff car parking. The parking bays would be interspersed with small irregular groups of native trees and shrubs. To the south side would be an outdoor amenity space for staff including a shelter, herbaceous planting, seating and picnic tables. The flat roof over the

refuse, substation and cycle store would have a green (Sedum) roof, which would assist with surface water retention and be an attractive outlook when viewed from the upper storeys of the office building.

4.16 The proposed landscaping around the office building and combined store is acceptable, particularly bearing in mind its private use, the building's remote location from any public viewpoint and the extent of landscaping across the rest of the application site.

ACCESS AND PARKING

4.17 The site will provide approximately 2000 spaces for stored cars and 160 spaces for staff. The number of spaces for staff is sufficient for the proposed number of employees but this number could increase with growth. Conditions of the hybrid consent require the applicant to submit a travel plan prior to occupation and to undertake an annual travel survey of users of the premises and for the findings to be submitted to the local planning authority. Bearing in mind the substantial size of the site and the total number of car parking spaces to be provided it is highly unlikely that any increase in staff numbers would result in parking on Wigginton Road.

IMPACT ON THE GREEN BELT

4.18 The NPPF lists the types of development that are acceptable in the Green Belt. All other development is inappropriate and therefore, by definition, harmful to the Green Belt and should not be approved except in very special circumstances. Green belt policy was taken into account when the hybrid planning application was being considered. The scheme was considered to be acceptable in all respects (including impact on the Green Belt) subject to conditions, particularly condition 2 approving the site layout and condition 31 limiting the size of the office building and gatehouse. The proposals comply with these conditions of the hybrid consent. The principle of the development was agreed at the time of the hybrid consent and the submitted details of the office building and gatehouse are acceptable in Green belt terms.

5.0 CONCLUSION

5.1 The application is solely for the approval of the design and landscaping of the office building, which already has planning permission, as has the use of the rest of the site for the storage of cars. The proposals are acceptable in design and landscaping terms and are in accordance with the approved hybrid consent. The application complies with paragraph 127 (Achieving well-designed places) of the NPPF and policy D2 (Landscape and Setting) of the emerging plan.

6.0 RECOMMENDATION: Approve

1 The development shall not be carried out otherwise than in complete accordance with the following approved plans:

18074-AP-003/C
18074-AP-100
18074-AP-101
18074-AP-102/B
18074-AP-150
18074-AP-200/A
18074-AP-250
18074-AP-300/A
RFM-XX-00-DR-L-0001/PL04
RFM-XX-00-DR-L-0003/PL02
RFM-XX-00-DR-L-8001/PL01

Reason: To achieve an acceptable form of development.

2 Notwithstanding any proposed materials specified on the approved drawings or in the application form submitted with the application, samples of the external materials to be used shall be submitted to the Local Planning Authority within one month of commencement of the construction of the development for approval in writing. The development shall be carried out using the approved materials.

Note: Because of limited storage space at our offices it would be appreciated if sample materials could 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.

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 (paragraph 38). In seeking solutions to problems identified during the processing of the application, the Local Planning Authority negotiated with the developer to address concerns raised by officers particularly regarding the planting proposals and the impact on the blast dispersal pen located on the site.

Contact details:

Case Officer: Kevin O'Connell

Tel No: 01904 552830

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Item No: 4a