

COMMITTEE REPORT

Date: 19 March 2015 **Ward:** Skelton, Rawcliffe, Clifton Without
Team: Major and Commercial Team **Parish:** Clifton Without Parish Council

Reference: 15/00121/REMM
Application at: Former Grain Stores Water Lane York
For: Reserved matters application for approval of appearance, landscaping, layout and scale for 215 dwellings following the grant of outline permission 11/00860/OUTM
By: Redrow Homes (Yorkshire) Ltd And Water Lane Ltd
Application Type: Major Reserved Matters Application (13w)
Target Date: 28 April 2015
Recommendation: Approve subject to Section 106 Agreement

1.0 PROPOSAL

1.1 Clifton Grain Stores comprises the cleared site of a series of hangars and associated taxi ways associated with the World War II period. RAF Clifton lies within a dense development which is predominantly residential but also includes some employment uses to the north of the City Centre. Outline planning permission was previously given in 2012 on appeal ref:- 11/00860/OUTM with means of access reserved for a mixed use development incorporating residential, leisure and employment uses. Reserved Matters Consent arising from that Outline planning permission is now sought in respect of the erection of 215 dwellings with associated infrastructure within the western and southern sections of the site.

2.0 POLICY CONTEXT

2.1 2005 Draft Development Plan Allocation:

Contaminated Land GMS Constraints:

2.2 2005 Draft Policies:

CGP15A

Development and Flood Risk

2.3 Emerging Draft Local Plan (2014 Publication Draft)

2.4 National Planning Policy Framework

3.0 CONSULTATIONS

INTERNAL:-

3.1 Highway Network Management express concern in respect of the proposed site layout and its implications for the safe and free flow of traffic within the surrounding area. These have been addressed in respect of the subsequently revised plans.

3.2 Planning and Environmental Management raise no objection to the proposal on the grounds that it complies with Policies H3 and H4 of the (Emerging)Publication Draft Local Plan in terms of density and housing mix.

3.3 Strategic Flood Risk Management - comments will be reported to the meeting .

3.4 Lifelong Learning and Leisure - comments will be reported to the meeting were consulted with regard to the proposal on 9th February 2015. No response has been forthcoming at the time of writing.

EXTERNAL:-

3.7 Yorkshire Water Services were consulted with regard to the proposal on 9th February 2015. No response has been forthcoming at the time of writing.

3.8 The Environment Agency raise no objection to the proposal.

3.9 Clifton (Without) Parish Council raise no objection to the proposal but wish to see further details of further defensive planting of the site boundaries.

3.10 One letter of representation has been received in respect of the proposal supporting the proposal in principle but expressing concern in relation to the proposed boundary treatment and the habitat of the wildlife presently resident at the site.

4.0 APPRAISAL

KEY CONSIDERATIONS:-

4.1 KEY CONSIDERATIONS INCLUDE:-

- Compliance with the Outline Permission
- Impact upon the visual amenity of the wider street scene;
- Impact upon the residential amenity of neighbouring properties;
- Dwelling Mix;
- Impact upon the safety and convenience of the local highway users;
- Adequacy of the open space provisions made within the site.

STATUS OF THE YORK DEVELOPMENT CONTROL LOCAL PLAN (2005 4th SET OF CHANGES):-

4.2 The York Development Control Local Plan was approved for Development Control purposes in April 2005; its policies remain material considerations in respect of Development Management decisions although it is considered that their weight is limited except where in accordance with the National Planning Policy Framework.

PLANNING POLICY CONTEXT:-

4.3 RESIDENTIAL DEVELOPMENT:- Central Government Planning Policy in respect of residential development as outlined in paragraph 49 of the National Planning Policy Framework indicates that planning applications for housing should be considered in strict accordance with the presumption in favour of sustainable economic development.

4.4 RESIDENTIAL AMENITY:- Central Government Planning Policy in respect of amenity as outlined in paragraph 17 of the National Planning Policy Framework "Core Planning Principles" urges Local Planning Authorities to give significant weight to the provision of a good standard of amenity to all existing and future occupants of land and buildings.

4.5 VISUAL AMENITY:- Central Government Planning Policy in respect of visual amenity and design as outlined in paragraph 61 of the National Planning Policy Framework urges Local Planning Authorities to give significant weight to the need to properly address the connections between people and places and the need to properly integrate new development into the natural, built and historic environment.

4.6 DWELLING MIX AND DENSITY:- Central Government Planning Policy as outlined in paragraph 50 of the National Planning Policy Framework urges Local Planning Authorities to give significant weight to the need to identify a size, type, range and density of housing that reflects the pattern of local demand and local circumstances.

COMPLIANCE WITH THE ORIGINAL OUTLINE PLANNING PERMISSION:-

4.7 The proposal for Determination of Reserved Matters is in broad compliance with requirements of the earlier Outline Planning Permission in terms of its design and layout. However, in submitting a detailed design it has become clear that it would not be possible to come to an acceptable solution and incorporate the levels of children's playspace and informal open space as originally envisaged in condition 7 of the Outline Permission and the associated Unilateral Undertaking. The applicant has proposed a further commuted sum payment of £100,566 to improve Clifton "Backies" a nature reserve to the south east. This is felt to be acceptable in terms of providing for the established requirements and would be compliant with the CIL tests of being necessary and relevant in scale and kind to the permitted development.

IMPACT UPON THE VISUAL AMENITY OF THE WIDER STREET SCENE:-

4.8 Policy GP1 of the Draft York Development Control Local Plan (2005 4th Set of Changes) sets a presumption in favour of new development proposals which respect or enhance the local environment, are of a density, layout, scale, mass and design that is compatible with neighbouring buildings, spaces and the character of the area and ensure that residents living nearby are not unduly affected by overlooking, overshadowing or dominated by overbearing structures. The application site comprises the degraded site of a former World War II airfield which has subsequently been surrounded by a dense pattern of urban development consisting predominantly of residential development but with some employment uses to the north west. The proposal envisages the erection of a uniform mix of 2 and 2 1/2 storey detached and semi-detached houses, an apartment block, with a standard pattern of scale and massing and a standard palette of materials incorporating a mid redbrick with a mix of a clay pan tile and plain tile. The density of the development is consistent with that of recent residential development to the north and south east. The site is visually prominent in views from the south and south east as well as Green Lane to the north. Access to the site would be via the existing access from Water Lane and it is envisaged that both landscape frontages to Water Lane and Green Lane would be landscaped to blend in with the surroundings. The site layout has also been amended to improve the relationship with surrounding development with two areas of informal open space incorporated as features centrally within the development and areas of frontage parking substantially reduced. Speed tables together with street landscape planting have also been used to define sub-neighbourhoods within the development. It is felt that the proposal would have only a minimal impact upon the visual amenity of the wider street scene and that the terms of Policy GP1 of the Draft Development Control Local Plan and paragraph 61 of the National Planning Policy Framework would be complied with.

IMPACT UPON THE RESIDENTIAL AMENITY OF NEIGHBOURING PROPERTIES:-

4.9 The application site is adjoined by roads on two sides with employment development to the north west and existing residential development directly to the south. The closest residential property to the south is some 14 metres from rear to side gable with other distances in excess of 20 metres. In terms of internal separation distances within the site minimum distances of 17 metres between fronts and 21 metres between house backs are observed together with a distance of 13 metres front to gable. Both internal and external separation distances are felt to be acceptable and would secure the residential amenity of future occupants and neighbours of the site. Each house has been designed with a modest front garden but with a generous rear garden characteristic of the pattern of residential development in the surrounding area. It is therefore felt that the proposal would not harm the residential amenity of neighbouring occupiers or the future occupiers of the

proposed development and the requirements of Policy GP1 of the Draft 2005 Local Plan and paragraph 17 of the National Planning Policy Framework would be complied with.

DWELLING MIX:-

4.10 Policies H3 and H4 of the (Emerging) Publication Draft Local Plan addresses the issues of the required dwelling mix and housing density appropriate to particular areas of the City. The proposal in terms of the range and type of accommodation proposed and its layout closely complies with the requirements of emerging policy. At the same time it complies with the evidence base behind the Emerging Local Plan in the form of the up-to-date Strategic Housing Market Assessment(SHMA) in terms of its density figure.

IMPACT UPON THE SAFETY AND CONVENIENCE OF HIGHWAY USERS:-

4.11 Concern has been expressed in relation to the workability of several aspects of the site layout in respect of vehicles entering and leaving the site. The site layout has been amended to incorporate speed tables and to greatly reduce the areas of frontage car parking. The proposal has been further amended since submission to alter the approach to the houses fronting onto Water Lane to reduce the potential for driver confusion. The Amberley House type has also been amended to allow for the provision of appropriate parking within the curtilage. A tracking plan has also been submitted which clearly demonstrates that refuse and emergency vehicles can be accommodated through the junction layout of all parts of the site. Elsewhere visitor parking spaces have been removed and turning space better delineated to improve the manoeuvrability of the layout. It is therefore considered that the concerns in respect of the highway layout have been satisfactorily addressed by the recent revisions.

ADEQUACY OF OPEN SPACE PROVISIONS WITHIN THE SITE:-

4.12 The previous Outline Permission was granted on Appeal, and envisaged a mix of on-site provision of open space (secured by planning condition on the outline) and with improvement of pitches outside the site (secured by means of a commuted sum through the Unilateral Undertaking submitted on Appeal). The reserved matters submitted layout envisages two medium sized areas of open space to contribute to the requirements for play space and informal open space. At the same time smaller areas of landscaped open space have been strategically located through the layout in order to break up the mass of building and to improve its townscape quality. The layout results in a shortfall of on-site open space, and the applicant has proposed to provide a further commuted sum financial contribution to improve the nearby Clifton "Backies", in lieu of the shortfall on-site. This would be secured by means of a further Section 106 Agreement and is felt to be an acceptable compromise.

ENVIRONMENTAL IMPACT ASSESSMENT:-

4.13 The proposal as being over 0.5 hectares in area falls within the indicative thresholds contained within Schedule 2 to the 2011 Town and Country Planning (Environmental Impact Assessment) Regulations. The original outline planning application was subject to a formal Environmental Impact Assessment. The current application has been screened in accordance with the criteria contained within Schedule 3 to the Regulations in respect of further impacts and the current proposal has been found to be compliant with the information and content of the earlier EIA and so a further EIA or amendment to the earlier EIA will not be required.

5.0 CONCLUSION

5.1 Clifton Grain Stores comprises the cleared remains of part of a former World War II Airfield lying to the north of the City Centre. Outline planning permission has previously been given at appeal in 2012 for a mixed use development including the erection of a substantial area of housing. Reserved Matters consent is now sought in respect of a development of 215 houses on the western section of the site. The proposals are felt to be acceptable in terms of their relationship to the surrounding pattern of development and are consistent with emerging policy in respect of density and dwelling mix. The highway layout has been amended since submission to deal with concerns and the development is now felt to be acceptable. Approval is therefore recommended subject to satisfactory completion of a Section 106 Agreement to secure a commuted sum payment for off-site open space provision in lieu of the acknowledged shortfall in on-site open space provision.

COMMITTEE TO VISIT

6.0 RECOMMENDATION: Defer pending satisfactory completion of a legal agreement under Section 106 to secure a financial contribution towards off-site open space provision, and on completion of the agreement, authority be delegated to the Director of City and Environmental Services to APPROVE the application subject to the following conditions:-

1 The development hereby permitted shall be carried out in accordance with the following plans:-

Drawing Refs:- 4857-16-06-003-A; 4857-16-02-11; 4857-16-02-04; 3642/PD/01; 3642/11; 4857-16-02-01A; 4857-16-02-03; 4857-16-02-10; 4857-16-06-009; 4857-16-06-8K-01; 4857-16-02-02; 4857-16-02-05; 4857-16-06-004-1; 4857-16-06-010; 4857-16-06-SK-02; TC01; TP01B; 4857-16-06-SK-04; T23 AMBERLEY 901; T23 AMBERLEY 902.

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

- 2 VISQ7 Sample panel ext materials to be approv -
- 3 VISQ8 Samples of exterior materials to be app -
- 4 NOISE7 Restricted hours of construction -

5 Before the commencement of development, a Construction Environmental Management Plan shall be submitted to and approved in writing by the Local Planning Authority. The Construction Environmental Management Plan shall identify the steps and procedures that will be implemented to minimise the creation and impact of noise, vibration, dust and waste disposal resulting from the site in preparation, groundwork and construction phases of the development and manage Heavy Goods Vehicle access to the site. It shall include details of measures to be employed to prevent the egress of mud, water and other detritus onto the public highway. It shall include for the provision of a dilapidation survey of the highways adjoining the site. Once approved, the Construction Environmental Management Plan 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 the interests of highway safety.

- 6 EPU1 Electricity socket for vehicles -

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) 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:

An amended site layout to deal with highway concerns.

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