

## COMMITTEE REPORT

**Committee:** Planning Committee      **Ward:** Heslington  
**Date:** 24 July 2008      **Parish:** Heslington Parish Council

**Reference:** 08/01136/REMM  
**Application at:** Proposed University Campus Lying Between Field Lane  
Common Lane A64 Trunk Road And Hull Road York  
**For:** Reserved matters application for the landscaping of the western  
part of the site including re-profiling of ground levels, creation of  
lake planting and construction of weirs, footpaths and cycleways  
following outline application 04/01700/OUT for development of a  
university campus  
**By:** University Of York  
**Application Type:** Major Reserved Matters Application (13w)  
**Target Date:** 1 August 2008

### 1.0 PROPOSAL

1.1 This is a reserved matters application to landscape 29.3ha of the western part of the campus. The works would be confined to the land outside the allocated area as defined in the outline consent for the campus. Major earthworks would be carried out to re-profile the topography of the site and create the western part of a large linear lake. This is the second reserved matters application for the new campus. The main purposes of the works are to enhance the setting of the campus, provide screening along its boundaries and provide publicly accessible open space. Condition 4 of the recently-approved planning permission for Goodricke College requires the landscaping along the Field Lane section of the current application to have been implemented prior to first occupation of the college, which is programmed for August 2009.

1.2 The main components of the works are: (1) The western-most section of the new lake (known as the Western Lake). The lake would, in its entirety, run along most of the southern side of the campus. The proposals within the current application include two weirs to raise the level of the water above the main body of the lake (known as the Eastern Lake). This is to take account of the gently-sloping site and to minimise excavation; (2) Wetland areas along the edges of the lake to create visual interest and encourage bio-diversity; (3) Woodland areas, which would provide most of the screening from Field Lane and the adjacent residential areas; (4) High-maintenance grassland; (5) Groups of ornamental trees; (6) Grassland/meadow; and (7) Cycleways and footpaths. Two areas at the western end of the site will be left open; One as a paddock and the other as agricultural land.

1.3 The application does not include landscaping in the vicinity of the main (ie central) access to the site from Field Lane. This will be the subject of a separate application to be submitted shortly.

### 2.0 POLICY CONTEXT

2.1 Development Plan Allocation:

Conservation Area Heslington 0029

Contaminated Land

City Boundary York City Boundary 0001

DC Area Teams East Area (1) 0003

Listed Buildings Grade 2; Heslington Anglican And Methodist Church Field Lane

Listed Buildings Grade 2; Railings, Gates, And Piers 30m N Heslington Hall

Listed Buildings Grade 2; Font 2.5m N Heslington Church Field Lane

Schools Lord Deramore's Primary 0208

## 2.2 Policies:

CYGP1  
Design

CYGP4A  
Sustainability

CYGP9  
Landscaping

CGP15A  
Development and Flood Risk

CYNE7  
Habitat protection and creation

CYED9  
University of York New Campus

CYT4  
Cycle parking standards

## 3.0 CONSULTATIONS

### 3.1 Internal

Environment, Conservation, Sustainable Development (Countryside) - No objections to the latest proposals subject to detailed changes to the maintenance regime.

Environment, Conservation, Sustainable Development (Landscape) - No objections to the latest proposals subject to (1) altering the landscaping at the western end of the site so that it has a less formal, more rural, character (2) More tree planting, including details of species, to provide effective screening/mitigation from outside and within the site and (3) other, relatively minor, alterations to the proposals. As

this is a reserved matters application the council requires an acceptable landscape plan. None has yet been provided to the council's satisfaction. More detail is required, in line with officers' recent and previous comments. As much of the site as possible should be worked up to 1:500 scale.

Environment Protection Unit - No objections subject to the submitted Construction Environmental Management Plan being adhered to at all times and other relevant conditions of the outline consent being complied with.

Structures and Drainage - The drainage proposals for the western part of the lake are now acceptable in principle subject to (1) the surface water discharge rate being agreed by the IDB once the final flooding sensitivity analysis has been completed by the applicant and independently checked by a consultant of the IDB. The applicant should fund the independent check, which should include the design of the whole lake as well as just the current application and (2) other, relatively minor, alterations to the proposals.

Sustainability - The application does not mention sustainable construction practices ie to minimise waste, recycle materials or to source materials locally. Nor does it mention sustainable construction practices that would protect flora/fauna. Landscaping should be used to reduce heat loss in nearby buildings and appropriate plants to act as external insulation.

### 3.2 External

Heslington Forum including Heslington Parish Council - The university gave a presentation to the forum on 4 February 2008, prior to submission. Various comments on the proposals were made by forum members and were considered by the university. Revised proposals were presented to the forum on 16 June. No formal representation on this application has been made to the council by Heslington Parish Council or by any other member organisation of the forum.

Highways Agency - No objection. The application will not, in itself, have any impact on the A64, A19 or A1079. However, the impact of construction traffic on the trunk road network should be reviewed as part of the council's consideration of highway construction details submitted under Condition 25 of the outline consent.

North Yorkshire County Council (Highways) - No objections.

Ouse and Derwent IDB - Since the application was first submitted the applicant has provided further information on surface water discharges. If planning permission is to be granted planning conditions should be included relating to (1) drainage details (2) a scheme for the method of working (3) maintenance of drainage routes (4) provision of a maintenance strip alongside drainage routes (5) no development close to culverted watercourses and (6) Prior consent of the board.

Yorkshire Water - No objections to the application. Drainage conditions of the outline consent remain to be discharged.

Environment Agency - Drainage officers of the council and the IDB should confirm that the drainage proposals are satisfactory. If large numbers of water fowl are likely

to be attracted to the lake some form of filter would be required at the outflow to prevent pollution spreading.

York Natural Environment Panel - YNEP is concerned that the proposals lack sufficient detail to make firm judgements about their efficacy or relationship with the intended built environment. Many of their concerns have since been addressed. Outstanding issues include: (1) The lake lacks the detailed elements required to create optimum habitat for wildlife, including for example an irregular shoreline. Also the single species 'blocking' of marginal species is simplistic. There should be substantial areas where appropriate, mixed mosaics of species types will be present. (2) Surface water drains are shown as rectangular sectioned, open conduits. They could assume the form of agricultural drainage dykes, and be planted to extend the wetland habitat, with increased biodiversity benefits. This is a missed opportunity. (3) The SUDS scheme will result in reduced discharges to Germany Beck, including at times of reduced flow, which could be detrimental to the existing habitat. (4) The nature of short mown grass areas is not clear. It is perfectly possible to have high levels of botanical diversity in turf kept short by mowing so there would be no excuse for a monoculture of perennial rye grass in this situation.

North Yorkshire Police - The proposed pedestrian/cycle route through the buffer zone should be removed/resited because (1) it would allow criminals to permeate the campus relatively unseen; (2) it provides an opportunity for anti-social behaviour; (3) the route would be obscured and therefore unsafe for genuine users.

Public Consultation - Consultation measures included letters to all occupiers fronting onto the site, advertisements in the local press and site notices along the perimeter. Copies of the application were available for inspection at St Leonard's Place and the university. The consultation period expired on 9 June 2008. Two objections have been received from local residents. They raise the following planning issues:

- Inadequate screening to prevent noise and visual pollution affecting residents of Badger Hill. A large piece of hedge, which would have given some protection, has been removed;
- Insufficient detail of proposed trees, including species.
- The perimeter hedge should be at least 2m high.
- Mature trees to be removed should be left in-situ as long as possible to provide as much screening as possible until the new planting matures. It would also retain wildlife habitats.
- The route of the pedestrian and cycleway, where it joins Field Lane at Heslington village, should be moved to coincide with the route of the UTS. This would encourage pedestrians and cyclists to use the new link road and not pass in front of the church and Heslington Hall.

## **4.0 APPRAISAL**

- 4.1 Key Issues
  - Principle of the use
  - Visual appearance;
  - Drainage;
  - Ecology and bio-diversity;

Public amenity;  
Movement and access;  
Sustainability;  
Crime prevention;  
Construction impact.

### **The Application Site**

4.2 The site of the outline consent comprises 116ha of farmland between Field Lane/Hull Road and Low Lane. The site is being prepared for development as a university campus. 65ha of the site is allocated for development, divided into 15 zones. Most of the remainder of the site will be landscaped. The site slopes down gradually from north to south.

4.3 The site of the current application is in two parts and has a total area of 29.3ha. Immediately to the west of the site are the playing fields of Lord Deramore School, a small paddock that fronts onto School Lane and the gardens of residential dwellings in The Crescent. To the north is Field Lane and to the south is Low Lane. The application site wraps around (but excludes) the western section of the allocated area, ie the area in which the buildings, car parks and most roads within the campus would be located. The permanent works would be confined to the larger, more westerly, part of the application site. The smaller part would be used solely to supply the soil/spoil needed to re-profile the ground levels within the larger part of the site.

### **Policy Context**

4.4 Planning Policy Statement 1 (PPS1) sets out the government's overarching planning policies. It sets out the importance of good design in making places better for people and emphasises that development that is inappropriate in context or fails to take the opportunities available for improving an area should not be accepted.

4.5 PPS25 aims to: ensure that flood risk is taken into account in the planning process; avoid inappropriate development in areas at risk of flooding; and direct development away from areas at highest risk.

4.6 Local plan policy GP1 - Development proposals will be expected to respect or enhance the local environment and be of a density, layout, scale, mass and design that is compatible with neighbouring buildings, spaces and vegetation.

4.7 Policy GP4a - Proposals for all development should have regard to the principles of sustainable development.

4.8 NE1 - Trees, woodlands and hedgerows, which are of landscape, amenity, nature conservation, or historic value will be protected by refusing proposals which would result in their loss or damage. When trees are to be removed, appropriate replacement planting should be proposed to mitigate any loss.

4.9 GP9 - Where appropriate, development proposals should incorporate a suitable landscaping scheme that is an integral part of the proposals; includes an appropriate range of species, reflects the character of the area; enhances the attractiveness of key transport corridors; and includes a planting specification where appropriate.

4.10 GP15a - Developers should ensure that the site can be developed, serviced and occupied safely and that discharges from new development should not exceed the capacity of existing/proposed sewers and watercourses.

4.11 NE7 - Development proposals should retain and, where possible, enhance important natural habitats.

4.12 ED9 - The scale, layout and design of the new campus at Heslington East should have regard to, inter alia, a comprehensive landscape scheme including publicly accessible public open space and a comprehensive network of pedestrian/cycle routes between campuses.

4.13 T4 - Seeks to promote cycling and states that all new development should provide storage for cycles in accordance with the standards in the local plan.

### **Principle of the Use**

4.14 The principle of the use of the site as part of a new campus was accepted when the Secretary of State granted outline consent in 2007. Moreover, the proposal accords with local plan policy ED9 for the development of the campus, the adopted development brief for site, the land use plan C(i) approved as part of the outline consent and the draft masterplan for the campus. The principle of the proposed use is therefore acceptable. However, as this is a reserved matters application the proposals are required to include details of the works to the council's satisfaction.

### **Visual Amenity**

4.15 The proposals include a variety of landscape types, which will provide an attractive setting for the campus. Tree planting along the northern and western boundaries will maintain, as far as possible, the rural character of the area and provide an attractive screen from neighbouring residential areas. The lake and informal planting to the south will provide a gradual transition between the campus and the open countryside. The works either side of the movement spine will be more ornamental in character. Changes to ground levels, particularly near Heslington village will add further visual interest and screening. The proposals are acceptable subject to relatively-minor revisions. These include altering the landscaping at the western end of the site so that it has a less formal, more rural, character (2) More tree planting, including details of species, to provide effective screening/mitigation from outside and within the site and (3) other, relatively minor, alterations to the proposals. Revised plans are awaited and will be tabled at the meeting. Some details can be dealt with as conditions of approval.

### **Drainage**

4.16 Surface water from the new campus will be drained by gravity to the proposed lake along the southern side of the campus site. The water will be stored in the lake and released at agricultural rates into local watercourses. These principles were accepted by the inspector at the public inquiry. Condition 19 of the outline consent for the campus requires a sustainable drainage assessment for surface water to be carried out and for surface water drainage details to be

submitted for approval. A sustainable drainage strategy (SUDS) has been submitted and is acceptable. It will be formally approved by officers shortly.

4.17 When complete the lake will provide flow balancing and flood storage to compensate for the run-off from all hard surfaces within the new campus. Marginal wetlands and reed beds will improve water quality control. The normal upper water level of the lake will be able to rise by up to 200mm to accommodate surface water runoff during extreme storm events. The reed bed and wetland features will cover around 40% of the lake surface area at a depth of 0.5m whilst the remaining 60% of the surface will be open water up to 2.5m deep. An impermeable layer will prevent water seeping into the ground below the lake bed.

4.18 The current application, which comprises the Western Lake only, comprises a permanent upper pool, a permanent lower pool and a temporary basin retained by a cofferdam. The three areas of water will be separated by weir structures, each approximately 20m long. Water spilling over the lower weir will be detained within the basin of the temporary cofferdam. Water in the basin will drain into Germany Beck through a controlled outlet. When the Eastern Lake is complete the cofferdam will be removed and the basin will become part of the unified lake. Water depth in the two permanent pools will range from 2m in the centre to 0.5m along the aquatic benches. New subsoil drains will intercept runoff from all landscaped areas within the western part of the buffer zone and allow the runoff to flow into the Western Lake. Runoff collection will be maximised in order to provide a sustainable supply of water to the lake. The lake will be filled initially by abstracting local ground water.

4.19 Surface water runoff from the Badger Hill Estate currently flows across the campus via culverted and open drains into Germany Beck. Once the Western Lake has been created the Badger Hill runoff will be routed through the Western Lake via a new detention pond. The upper pond will attenuate storm flows and act as a silt trap for the lakes below. This will provide a measure of attenuation not currently existing.

4.20 The Western Lake is NOT intended to attenuate surface water runoff from the allocated area, ie the main built-up area of the new campus. Flows from the allocated area, including Goodricke College, will flow into the Eastern Lake. In terms of draining the campus the purpose of the Western Lake is to accommodate surface water runoff from the site of the current application only. Planning conditions should therefore be attached to (a) prevent surface water from the allocated area draining into the Western Lake and (b) require the applicant to demonstrate that the discharge from the Western Lake into downstream watercourses will be no greater than existing. Other conditions may also need to be attached to mitigate drainage board concerns about the adequacy of the proposals. Suitable conditions are in the process of being agreed between the council and the IDB to ensure that the detailed design of the drainage will be acceptable. Officers will update members at the meeting.

4.21 A planning application for the Eastern Lake is expected shortly. Construction of Goodricke College will begin before construction of the Eastern Lake so the applicant will have to demonstrate, prior to construction, that adequate interim drainage arrangements can be provided for the period between start of college

construction and completion of the main part of the lake. This design work is in hand.

4.22 Large numbers of water fowl are likely to be attracted to the lake. Consequently, the Environment Agency would require the lake's outfall to have a suitable filter to prevent pollution spreading downstream. However, birds are unlikely to arrive in large numbers until the whole of the lake is complete and established. The filter therefore need not be a part of this application. It can be considered during design development of the Eastern Lake.

4.23 Condition 20 of the outline consent requires details of foul drainage to be submitted for approval. However, the current application requires no foul drainage measures. Existing major water mains across the site are adequately protected by other conditions of the outline consent.

### **Ecology and Bio-Diversity**

4.24 The proposals will provide a range of habitats to encourage flora and fauna. Grassland and woodland screen planting will predominate close to the boundaries of the site. This will contrast with a mix of ponds, swales and marginal planting closer to the lake.

4.25 Existing trees and hedges are to be kept where possible. Officers acknowledge that the campus development, including the new college, is likely to result in some loss of species on the site. The inspector's report identifies this loss but accepts that there will be substantial habitat gains in the long term, implying that this is satisfactory compensation (which is acceptable in terms of PPS9). Condition 15 of the outline consent requires the university to submit an environmental site management plan (ESMP) which includes, inter alia, implementation and management of measures to enhance species and habitats. A draft ESMP has been submitted for approval and is being considered by the council. Officers consider that the ESMP is acceptable subject to a clause requiring all habitats created to be monitored and reviewed after five years in conjunction with the council and that a new year five plan then be agreed in writing by the council. This will ensure that the landscape develops as is intended.

4.26 York Natural Environment Panel (YNEP) has expressed a number of detailed concerns, many of which have been addressed in the Environmental Site Management Plan and Landscape Management Plan, required under conditions of the outline consent. Whilst this reserved matters application does not make direct reference to the ESMP and LMP the applicant will be bound by their contents. The YNEP's outstanding concerns are largely matters of detail. They can be pursued as part of the detailed negotiations between the council and the applicant.

### **Public Amenity**

4.27 Tree planting along the residential boundaries (particularly along Field Lane) will, over time, largely screen the new campus buildings and infrastructure from the residential areas and adjacent public highways and help to site the buildings in a new parkland landscape. Moreover, the planting will provide an attractive outlook for local residents. The public will be able to access the new campus,



including the landscaped buffer. It will be an attractive and tranquil public amenity for pedestrians and cyclists.

4.28 Some relatively-small sections of existing hedgerows have had to be removed to provide road access into the campus. They were removed with the knowledge and approval of the council's countryside officer. Other relatively-small sections of hedge have been coppiced to ensure that any subsequent removal, if approved by the council, would not conflict with the bird-breeding season. This work was also approved by of the council's countryside officer. These sections of hedge will be replaced with new hedgerows within the new landscape.

### **Movement and Access**

4.29 Whilst the movement spine passes through the application site it is not included in the application. The principle and route of the movement spine, including the adjacent cycle path, were approved with the outline consent and are shown on approved drawings C(i), F(ii)A and F(iv).

4.30 The current application includes new pedestrian and cycle routes through the buffer zone. These routes will provide good recreational access through the site for staff, students and the general public. In particular, a pedestrian/cycle route is to be provided from Heslington Village to Grimston Bar within the landscaped area. The section through the western landscape will run parallel to Field Lane and forms part of the current application. Construction details of all roads, footpaths and cycleways within the new campus will need to be approved under Condition 25 of the outline consent. Nevertheless, provision of the recreational route should be made a condition of the current application

4.31 The applicant is seeking consent to alter part of the alignment of the movement spine. The alteration is not significant and can be dealt with as a minor amendment of the outline approval. The current application shows the proposed alignment as altered.

### **Sustainability**

4.32 Condition 29 of the outline consent requires each reserved matters application to be accompanied by a statement on sustainability, which should conform to the sustainability principles contained in the masterplan. The current application includes a sustainability statement. The main sustainability benefits of the application relate to bio-diversity, particularly regarding creation of the wetland area in the south-western corner of the site and the parkland setting of the main buffer zone. Details are included in the ESMP. The creation of the recreational cycleway and the footpaths through the site also support sustainable transport objectives.

4.33 The council's concerns about sustainable construction have been raised with the university with a view to them being addressed in the masterplan. The university's response is awaited.

### **Crime Prevention**

4.34 North Yorkshire Police and the university's security staff are concerned that the recreational cycleway/footpath broadly parallel to Field Lane would encourage

crime and anti-social behaviour. Whilst crime should be designed-out where reasonably possible this often conflicts with the benefits of open access. The route through the buffer zone would provide an attractive and quiet alternative route through the campus for pedestrians and cyclists. It would also support public health and sustainable transport objectives. Whilst the route is unlikely to be well used at night it is likely to be a popular choice for many students during daylight hours. It is also likely to be well used by non-students and commuters travelling through the local area. Public access by the community to the landscaped buffer has been, and continues to be, promoted by the university as one of the benefits of the new campus. Furthermore the pedestrian/cycle route encourages sustainable transport, which is a policy of both the university and the council. Whilst the pedestrian/cycle route would create some security issues, in the council's view none is sufficient to justify deleting the route from the campus proposals. The route is intended to be for recreational use only. Other alternative, well-lit and easily-visible pedestrian and cycle routes would also be available.

### **Construction Impact**

4.35 Excavating the Western Lake and re-profiling the ground levels could, if unrestricted, cause significant nuisance to local residents, especially due to noise. The applicant intends to minimise noise nuisance by carrying out most of the excavating and earth moving during the Lord Deramore School's summer holiday. Irrespective of the programmed construction period the contractor will be required to comply with the noise restrictions imposed by Condition 21 of the outline consent. Furthermore, Condition 14 of the outline consent requires the university to submit the campus-wide CEMP for approval. It has been submitted to the council and is acceptable. It will be formally approved by officers shortly. The plan includes measures to minimise and mitigate construction impacts of the development, including the landscaping. All contractors appointed to undertake construction work on the new campus would be required to work within the constraints imposed by the plan. One of the requirements is that contractors' staff are required to park their vehicles within the 132-space car park to be constructed near the main access from Field Lane. This should ensure that the residential properties fronting Field Lane would not be affected by such parking, which remains a concern of local residents. Other requirements of the CEMP relate to issues such as noise, contamination, air quality, ecology, protection of existing services and site management.

## **5.0 CONCLUSION**

5.1 The application is for a large part of the landscaped setting of the new campus. The proposal conforms with policies of the draft local plan particularly ED9 (New campus at Heslington East). The proposal also conforms with the outline consent for the campus granted by the Secretary of State and with the emerging masterplan. The works will provide an attractive setting for the western section of the campus and mitigate to a large extent the visual impact of the campus development. Drainage works are at a relatively-early stage of design but sufficient information has been provided to enable the details to be dealt with by condition. Members will be updated on the landscape proposals at the meeting.

**6.0 RECOMMENDATION:** Approve

1. The development hereby permitted shall be carried out only in accordance with the approved plans numbered ..... or any plans or details subsequently agreed in writing by the Local Planning Authority as an amendment to the approved plans. *[Revised plans awaited. Plan list to be tabled at the meeting]*

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

2 Within one month of commencement of development full details of the landscape proposals at a scale of 1:500 showing levels, hard and soft materials, planting, drainage layout, walls, external lighting, seating, gates and any other fixed artifacts, shall be submitted and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved details.

Reason: So that the Local Planning Authority may be satisfied with the finished appearance of the development.

3 Within one month of commencement of development large scale details of the items listed below shall be submitted to and approved in writing by the Local Planning Authority and the works shall be carried out in accordance with the approved details:

- a. Weirs
- b. Informal path/boardwalk
- c. Wall(s) in the vicinity of the western access to the site
- d. Boundary walls/fencing
- e. Street furniture
- f. Drainage ditches

Reason: So that the Local Planning Authority may be satisfied with the finished appearance of the development.

4 Prior to first occupation of the new Goodricke College, details of the recreational cycleway/footpath between the main access into the campus from Deramore Drive and Field Lane at Heslington village shall be submitted, approved, implemented and the cycleway/footpath made available for use to the satisfaction of the local planning authority.

Reason: In the interests of sustainable transport and the amenity of the parkland setting.

*[Revised list of conditions to be tabled at the meeting]*

## **7.0 INFORMATIVES:**

### **Contact details:**

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