

## COMMITTEE REPORT

**Committee:** Planning  
**Date:** 25 February 2009

**Ward:** Heslington  
**Parish:** Heslington Parish Council

**Reference:** 08/02043/REMM  
**Application at:** Proposed University Campus Lying Between Field Lane Common Lane A64 Trunk Road And Hull Road York  
**For:** Construction of car park and bus interchange with associated footpaths, cycleways and landscaping  
**By:** University Of York  
**Application Type:** Major Reserved Matters Application (13w)  
**Target Date:** 9 December 2008

### 1.0 PROPOSAL

1.1 The application comprises the construction of a bus interchange and a car park for 132 cars for the new campus. The proposals also include an access road, bus lane, traffic island, cycle parking, motorcycle parking, coach stands and a drop-off/pick-up point for taxis. Access will be from Field Lane via the proposed Field Lane roundabout. Access to the car park will be controlled by barriers. CCTV monitoring equipment, bus shelters and real-time bus information will be provided for passengers/users. The site will be landscaped following construction. The application is one of a range of major applications for the new campus, most of which have been approved. One major application is outstanding, i.e.: the construction of the central lake and raising of Kimberlow Hill (08/02543/REMM).

### 2.0 POLICY CONTEXT

2.1 Development Plan Allocation:

2.2 Policies:

CYGP1  
Design

CYGP4A  
Sustainability

CYGP9  
Landscaping

CGP15A  
Development and Flood Risk

CYED9  
University of York New Campus

CYT4  
Cycle parking standards

## **3.0 CONSULTATIONS**

### **Internal**

3.1 Highway Authority - Following the submission of revised plans and further information from the applicant there are now no objections from a highway and transportation perspective, subject to conditions requiring submission of details.

3.2 Environment, Conservation, Sustainable Development (Landscape) - The revised proposals show adequate tree and shrub planting. The applicant should show on the submitted plans that the finished ground levels around the mature Sycamore tree (T63) within the site of the car park will remain as existing, eg by the inclusion of a low retaining wall. When the most northerly row of parking bays is removed (as the campus develops) the spaces should be replaced by planting.

3.3 Structures and Drainage - The latest submitted details are acceptable. The IDB should be consulted as it may have additional comments and will need to agree discharge consent rates. The proposed petrol interceptor should be moved to a location with better vehicular access for maintenance. No site works should commence before the completion of the temporary detention lagoon at lake 2A, to the standard recommended by the internal drainage board.

### **External**

3.4 Heslington Forum including Heslington Parish Council - The University gave a brief presentation to the forum on 14 July 2008 prior to submission. No specific comments on the proposals were made by forum members

3.5 York Natural Environment Panel - The size of the car park is contrary to the university's transport policy in terms of reducing car use and promoting sustainable travel. The species for tree planting should be native to the Vale of York. The planting scheme should include lower level planting to create an interesting, uneven shrub matrix. Permeable surfacing should be employed where possible.

3.6 Public Consultation - The consultation period expired on 3 October 2008. No representations have been received.

## **4.0 APPRAISAL**

### **4.1 Key Issues**

Principle of the Use

Highway issues

Public transport

Pedestrian Movement

Drainage

Landscape

Phasing of Development

### **Relevant Local Plan Policies**

4.2 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.

4.3 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.

4.4 The Draft Local Plan including the 4th set of changes was approved in April 2005. 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.

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

4.6 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.

4.7 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.

4.8 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.

4.9 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.

### **The Application Site**

4.10 2.49ha of sloping open countryside with some trees and a mature hedgerow. The site is to the north east of Cluster 1 within the new Heslington East campus.

### **Principle of the Use**

4.11 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 use accords with the adopted development brief for the campus, the land use plan C(i) approved as part of the outline consent and the masterplan.

### **Highway Issues**

4.12 In the medium term, until the expansion of the Grimston Bar Park and Ride is complete, the car park would be for use by staff members within Cluster 1. In the long term it is expected that the car park would be used solely by visitors to the university. Condition 33 of the outline consent limits to 150 the total number of parking spaces accessed from Field Lane roundabout. The current application includes 132 spaces because 18 spaces are already being provided at Goodricke

College. As the campus becomes more developed, and the number of disabled spaces increases, a corresponding number of standard bays will have to be removed from the car park. These decommissioned spaces would be either made available for short-stay service vehicles, replaced by additional cycle/motorcycle bays or converted to landscaping. The northern row of spaces would be the first to be removed.

4.13 The access to the car park/bus interchange would be from the Field Lane roundabout, which was approved in November 2008 (08/02167/FULM). A new road would be built between Field Lane roundabout and a new roundabout via the north side of the car park/bus interchange. This road will ultimately be extended eastwards to become part of the northern service road and serve the eastern parts of the new campus. Cars and motorcycles would enter the car park directly from this roundabout and exit the same way. It is envisaged that the access road and the roundabout would be adopted by the council as highway authority. The design and location of the highway works are acceptable subject to the details being submitted for approval.

4.14 Cycle stands and 16 motorcycle bays will be provided at the western end of the car park. The amount of parking is likely to be adequate and the location is convenient for users. Details of the facilities, including shelters, will be a condition of approval.

### **Public Transport**

4.15 The application, as amended, accords with the council's sustainable transport objectives. The public transport arrangements have been revised considerably since the application was submitted. Initially the bus stands were located on the north side of the car park, i.e. remote from the main campus and severed by the proposed car park. Now the bus stands will be located on the south side of the car park and accessed from the new roundabout by a dedicated bus lane. The new location is safer for passengers, closer to the campus buildings and will provide a better environment for waiting/assembling. The applicant is aware of the council's expectations regarding bus shelters, passenger information, etc. These will be made a condition of approval.

4.16 The interchange would be served by the First York No.4 bus service. The university is in discussion with First York with a view to the interchange being served by two additional services, the No.6 and No.10. There are no proposals for the interchange to be served by the University Transit System, which will run along the movement spine on the south side of the campus. Whilst the university has not yet declared the details of the route and character of the UTS the council will expect it to provide good interconnection with public bus services at appropriate locations within the east and west campuses.

### **Pedestrian Movement**

4.17 Pedestrian links will be provided to the southwest, i.e. between the interchange and the buildings in Cluster 1. Links to the south and east will be added as these future phases of the campus are developed. A link will be provided between the interchange and Field Lane roundabout in order for the bus services to be accessible to residents of Badger Hill. These works will largely be provided within

the boundaries of the central vista between the interchange and Goodricke College. Details of the permanent links will be addressed as part of the reserved matters application for the central vista, which is not expected to be submitted for some time. In the meantime temporary links will be provided.

### **Drainage**

4.18 The site is in flood zone 1 and should not suffer from river flooding. Surface water from the site will be drained by gravity to a lake along the southern side of the 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.

4.19 The current application includes satisfactory sustainable drainage details (including the use of permeable surfacing) subject to the proposed oil interceptor being relocated to facilitate vehicular access for maintenance.

4.20 The development forms part of the new campus and overall drainage strategy. At present the permanent drainage system is not in place, nor a temporary solution prior to construction of the permanent works. The temporary solution is under construction and negotiations over the permanent works are well advanced. Officers understand that they will be formally agreed shortly. Nevertheless no development should take place nor any drainage conditions discharged relating to this development until the temporary drainage solution has been fully implemented.

### **Landscape**

4.21 The sloping ground will be cut and filled to provide a largely level site. Most existing trees and a hedgerow will be retained. These include the mature Sycamore (T63), which will be at the centre of the car park. Measures to protect the tree during and after construction can be conditioned.

4.22 The site will be screened from housing along Field Lane by existing and proposed planting to the north of the site. The latest proposals increase the amount of tree and shrub planting and are largely acceptable. Whilst officers still have concerns about the details of the proposals, further minor revisions that address these points are expected. Officers will update members at the meeting.

4.23 The most northerly parking bays are likely to be the first to be removed as the campus develops. The transport statement envisages that they will be replaced by landscaping. This is welcomed by officers because it would reduce the expanse of bituminous surfacing across the northern part of the site. A condition should be attached requiring details of remediation measures (as a consequence of parking bays being decommissioned) to be submitted for approval.

4.24 YNEP considers that the species for the tree planting scheme should be native to the Vale of York and should be varied to create an interesting, uneven mix. Officers have been in discussion with the university about the planting proposals. The latest landscape scheme includes more tree and shrub planting than initially proposed - and with species that are largely native to the Vale of York. Shrub/woodland management, required by the Environmental Site Management Plan should result in the trees and shrubs being thinned appropriately, which should encourage ground flora in future years.

## Phasing of Development

4.25 Members have asked to be kept informed of the extent to which the reserved matters applications contribute to the quantum of development approved by the outline consent. Condition 4 of the outline permission states that: "..... the developed footprint within the allocated area '... shall not exceed 23% of that area. " The following table, prepared by the applicant, shows the individual and cumulative contribution that the recent/current applications make towards the 23% maximum. The table shows that the applications together account for less than 20% of the permissible development footprint of the new campus.

Table 1 - Cumulative Developed Footprint, Heslington East Campus, University of York.

Application	Application Reference	Developed Footprint (m2)	Cumulative Percentage	Approved?
Goodricke College	08/00032/REM	5500	0.85%	Yes
Lake and landscaping (north and west)	08/01136/REMM	0	0.85%	Yes
TFTV	08/01751/REMM	3012	2.43%	Yes
Field Lane Roundabout	08/02167/FULM	0	2.43%	Yes
Northern Service Road and Pedestrian Ribbon	08/02323/REMM	3165	2.92	Yes
Computer Science	08/02446/REMM	2856	3.36	Yes
Law and Management	08/02753/REMM	2692	3.77	Yes
Hub Building	08/02572/REMM	2600	4.17	Yes
Interchange car park and access road	08/02043/REMM	7278	1.97%	No
<b>TOTAL</b>			<b>4.17%</b>	

## 5.0 CONCLUSION

5.1. The principle of the use of the land for a campus has been agreed and planning permission granted. The application accords with the masterplan for the campus and the council's sustainable transport objectives. The application is acceptable subject conditions.

**6.0 RECOMMENDATION:** Approve

1 The development hereby permitted shall be carried out only in accordance with the following plans:- ..... (*Members to be advised at the meeting*) ... and any plans or details subsequently agreed in writing by the Local Planning Authority as amendment to the approved plans.

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

2 Notwithstanding any proposed materials specified on the approved drawings or in the application form submitted with the application, samples of the surface materials to be used shall be submitted to and approved in writing by the Local Planning Authority within three months of commencement of the development. The development shall be carried out using the approved materials.

Reason: So as to achieve a visually cohesive appearance.

3 No site works should commence before the completion of the temporary detention lagoon at lake 2A, to the standard recommended by the internal drainage board.

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 the existing drainage in accordance with policy GP15a of the Development Control Local Plan and PPS25 (Development and Flood Risk).

4 Within one month of commencement of development, construction details of the route to be taken by coaches and bus services throughout the area of the interchange shall be submitted to and approved in writing by the Local Planning Authority and implemented in accordance with the approved details.

Reason: In the interests of sustainable transport and amenity

5 Within three months of commencement of development, details of the following matters shall be submitted to and approved in writing by the Local Planning Authority and implemented in accordance with the approved details:

(a) cycle parking facilities for students and local residents intending to use public transport facilities located nearby.

(b) new footway(s) located to the west of the access road, which will link the new Field Lane roundabout with the bus waiting areas at the interchange.

(c) motor cycle shelters and barriers to prevent unauthorised movement from the car park by motorcycles.

(d) a shelter for taxi customers

- (e) bus shelters incorporating end panels, seating and information displays.
- (f) measures to provide real-time bus information for passengers
- (g) a barrier control system for controlling access to the car park.
- (h) location(s) of CCTV monitoring equipment in the vicinity of the bus interchange.

Reason: In the interests of sustainable transport and amenity

6 Those sections of highway that are not to be offered for adoption under a Section 38 agreement shall be built to adoptable standards and maintained to adoptable standards at all times unless otherwise agreed in writing by the Local Planning Authority.

Reason: In the interests of sustainable transport and amenity.

7 Prior to the commencement of development, a method statement regarding protection measures for the existing trees and hedges shown to be retained shall be submitted to and approved in writing by the Local Planning Authority. This statement shall include details and locations of protective fencing to be shown on a plan; phasing of works; type of construction machinery/vehicles to be used; parking arrangements for site vehicles; locations for storage of materials; location of site cabin. The method statement shall also include details of the means of retaining existing ground levels within the root protection area of the Sycamore tree referred to as T63. The protective fence line shall be adhered to at all times during development to create exclusion zones. None of the following activities shall take place within the exclusion zones: excavation, raising of levels, storage of any materials or top soil, lighting of fires, mechanical cultivation, parking or manoeuvring of vehicles; there shall be no site huts, no mixing of cement, no disposing of washings, no stored fuel, no new trenches, pipe runs for services or drains. The fencing shall remain secured in position throughout the construction process including the implementation of landscaping works. A notice stating 'tree protection zone - do not remove' shall be attached to each section of fencing.

Reason: To ensure protection of existing trees before, during and after development which are covered by a Tree Preservation Order and/or make a significant contribution to the amenity of the area and/or development.

8 No development shall take place until there has been submitted and approved in writing by the Local Planning Authority a detailed landscape scheme which shall include the species, density (spacing), and position of trees, shrubs and other plants; seeding mix, sowing rate and mowing regimes where applicable. Where required it will also include details of ground preparation. This scheme shall be implemented within a period of six months of the completion of the development. Any trees or plants which within a period of five years from the completion of the development, die, are removed or become seriously damaged or diseased, shall be replaced in the next planting season with others of a similar size and species, unless the Local Planning Authority agrees alternatives in writing. This also applies to any existing trees that are shown to be retained within the approved landscape scheme. Any



works to existing trees that are protected by a tree preservation order (TPO) or are in a conservation area are subject to local authority approval and notification respectively within and beyond this five year period.

Reason: So that the Local Planning Authority may be satisfied with the variety, suitability and disposition of species within the entire site, since the landscape scheme is integral to the amenity of the development.

9 Prior to any parking bays being decommissioned, details of remediation measures (as a consequence of those parking bays being decommissioned) shall be submitted to the Local Planning Authority and approved in writing. The works shall be carried out in accordance with the approved details.

Reason: In the interests of visual amenity.

## **7.0 INFORMATIVES: Notes to Applicant**

1. 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 principle of the use, landscaping, sustainable transport and drainage. As such the proposal complies with Policies GP4a, GP9, GP15A, ED9 and T4 of the City of York Local Plan Deposit Draft.

### **Contact details:**

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