

## COMMITTEE REPORT

**Committee:** East Area  
**Date:** 12 March 2009

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

**Reference:** 08/02807/FULM  
**Application at:** University Of York University Road Heslington York YO10 5DD  
**For:** Three storey building for the Centre of Immunology and Infection with roof top plant room and associated parking, cycle parking and landscaping  
**By:** University Of York  
**Application Type:** Major Full Application (13 weeks)  
**Target Date:** 24 March 2009

### 1.0 PROPOSAL

1.1 This application is for the erection of a building for the Centre of Immunology and Infection (CII) at the University's existing campus west. The application site is adjacent to the existing Immunology and Infection Unit building on the western edge of the campus, south of the Biology department and the new student accommodation development at Bleachfields. Access is off Wentworth Way which itself is accessed via a roundabout on University Road. To the west stands Walmgate Stray and to the south the student accommodation of Wentworth College.

1.2 The new building will occupy an area currently used as a car park. The proposal will involve the construction of a new car park immediately adjacent to the new building with capacity for 46 car parking and 12 motorcycle parking spaces. The development will necessitate the removal of 18 existing trees in and around the site. These will be replaced by 24 new trees.

1.3 The new building will be 3 storeys in height with a plant room at roof level. The building will accommodate approx. 45 staff and students and will include a suite of laboratories, research offices, work and presentation areas and staff / meeting rooms. Part of the ground floor will be used for medical trials, comprising examination and consulting rooms. The height to the top of the third storey of the building will be 12.6m, rising to 16.1 metres to the top of the plant room. Four extract flues at roof level will project a further 2.8 m above the plant room level.

1.4 The supporting statement accompanying the application states that the building is required to provide 'much needed additional research capacity aimed at the development of new vaccines, drugs and immuno-therapies for globally important diseases.....and will help place the University of York at the forefront of research into immunology and infectious disease....'.

## **2.0 POLICY CONTEXT**

### 2.1 Development Plan Allocation:

City Boundary : York City Boundary 0001

DC Area Teams : East Area (1) 0003

### 2.2 Policies:

CYED6  
University of York Heslington Campus

CYGB1  
Development within the Green Belt

CYGP1  
Design

CYGP4A  
Sustainability

CYGP15  
Protection from flooding

## **3.0 CONSULTATIONS**

### INTERNAL

#### 3.1 Highway Network Management.

It is noted that the new building is to accommodate 7 staff members and 38 graduate researchers. It will be erected within the current car park G which currently provides parking for 107 standard bays and 4 disabled bays. Replacement car parking consisting of 43 standard spaces, 3 disabled and 12 motor cycle bays is to be introduced, which will result in an overall reduction of 65 spaces

A car parking cap of 1520 spaces is applicable to the Heslington West Campus. Approving this application would reduce the total current level to 1441 spaces.

Cycle parking facilities are to be provided to the north of the development and the details of this provision need to be conditioned. Visitor cycle stands are to be introduced close to the main entrance.

Service vehicles will deliver to the south-eastern corner of the building via Wentworth Way. Refuse storage facilities are to be introduced at the south-eastern corner, close to the eastern entrance to the car park.

#### 3.2 Urban Design and Conservation.

Whilst overall the development proposal on the existing car park site is acceptable within the campus context - comments refer to the building doing little to unify the immediate site context and proposing a further 'individual treatment' in terms of the materials used - horizontal cedar rainscreen cladding.

An approach which sought to follow a `family` theme with the recently developed building to the north (blocks L & K on existing campus plan 9593 (2) 02) and as illustrated by preliminary perspectives A & B in the Design & Access statement, would have been preferable.

In conclusion however the proposed development can be accommodated on this site within the context of the campus. The development will be visible from the Stray, but is screened by the mature boundary landscaping and is set back much further than the 4 storey residential block to the south. The vertical flues as the highest part of the development are relatively slender.

Recommend conditions, the submitted drawings notwithstanding, control of external materials.

### 3.3 Landscape Architect.

There will be filtered views of the development from Walmgate stray, but the building will not impose upon the open character of the stray because it is set back a significant distance from the western boundary, and seen within the context of the existing buildings. (It is set further back than the existing residential building located to the south). The existing trees and hedge along the west boundary with Walmgate stray contain some sizeable mature trees that will provide substantial screening especially within the summer months. The broad grassed 'verges' to the west and south of Wentworth Way contain some mature trees as well; these will be unaffected by the development. There is scope for replacement planting within the western area, which will add to the screening and landscape setting; this opportunity is realised within the Landscape Proposals Plan.

The trees that are to be lost as a result of the scheme are young or young mature with negligible (if any) visual contribution to the stray. The greatest loss to the immediate environment within the site, will be the group of silver birches to the east of the car park. The trees within the existing car park are not yet so well established as to warrant protection.

The series of small open spaces with ornamental tree cover are a significant feature of the campus setting, and therefore these tree losses should be mitigated. Again, the landscape proposals have addressed this with replacement planting, using large planting stock in locations that will benefit the amenity of the development and the neighbouring buildings.

### 3.4 Environmental Protection Unit.

The proposed new building is to be located within the current University campus and is proposed to be built on an existing car park which is located a considerable distance away from residential dwellings not associated with the university. As a result there is unlikely to be any adverse impact on the amenity of neighbouring residential dwellings due to the development and the environmental protection unit does not have any objection to this application. However, due to the proximity of

residential accommodation associated with the university the environmental protection unit would recommend that conditions be attached to prevent any detriment to the amenity of the area as a result of the construction works or plant associated with the new building. A further condition is recommended in relation to methane gas monitoring on the site.

### 3.5 Sustainability Officer.

Whilst welcoming the level of commitment to sustainable development in the application, officers have requested further details on the total energy requirement for this new building, the proposed renewable energy to be generated by the interim biomass boiler and how this will be ultimately connected to and from the biomass boiler which is proposed for the Heslington East campus.

Has also requested details to ensure that this interim biomass boiler can accommodate the requirements of the new building and all of cluster 1 at the new Heslington east campus.

Note to members: This information is still awaited. A verbal update will be provided at the meeting.

### 3.6 Council Drainage Engineers.

Object to the development as insufficient information has been provided to determine the potential impact the proposals may have on existing systems. Further information requested. Note to members: A verbal update will be provided at the meeting.

## EXTERNAL.

### 3.7 Heslington Parish Council.

The Parish Council object to the application on the following grounds:-

i) The proposal will have a visual impact on The Stray which is an area widely used by members of the public, as open space.

ii) The size and massing of the proposals is inappropriate for the site.

iii) The proposed building is not in keeping with the character and form of the surrounding area.

iv) The design and materials to be used are not in keeping with its surroundings.

### 3.8 Ouse and Derwent IDB.

The applicants consultants have stated that the surface water discharge will theoretically not be increased and will pass through the existing system with the final discharge being to the existing campus lake. The supporting documents indicate that the surface water storage will be provided for a 1:50 year return period. The board would wish to see a 1:100 year plus climate change figure being the basis for the calculations and details that the system could accept the additional discharge without increasing the resulting discharge rate to the receiving watercourse. Should there be discharge direct to a watercourse or another sewer system then information should

be provided to ensure that the discharge regime will not increase flood risk elsewhere.

(Note to members) Information in response to this is awaited and a verbal update will be provided at the meeting.

### 3.9 Third parties.

Several site notices were placed in and around the site, including at the entrance to Walmgate Stray. There are no residential houses not associated with the University close to the site. No objections have been received.

## **4.0 APPRAISAL**

### 4.1 KEY ISSUES.

- Impact on the Green Belt.
- Development in accordance with Draft Local Plan Policy ED6 and the University development brief.
- Design, visual impact and impact on Walmgate Stray.
- Sustainability.

Green Belt.

4.2 The City of York Draft Local Plan proposes the removal of the campus from the York Green Belt, having previously being shown within it. However, given that this has never been formally adopted the site technically remains within the Green Belt for development control purposes. National Guidance in PPG2 concludes that education development represents inappropriate development in the Green Belt. However Annex C of PPG2 advises that limited infilling within major developed sites in the Green Belt is not inappropriate development in the Green Belt providing that the development has no greater impact on the purposes of including land in the Green Belt, does not exceed the height of existing buildings and does not lead to a major increase in the developed proportion of the site. This development stands within the boundaries of the campus and is seen within the context of the developed footprint of the site and does not lead to a major increase in the developed area of the campus. The development is therefore not considered inappropriate development. It is not considered that the proposed development harms the openness of the Green Belt. Policies Y1 and E1 of the Regional Spatial Strategy promotes and encourages the development of the University site. It has also been previously agreed with Government Office that development within the existing campus is of no more than local significance and does not require determination by the Secretary of State.

Development in accordance with local plan policy ED6 and the University Development Brief.

4.3 Policy ED6 of the City of York Draft Local Plan allows for further development on the existing Heslington West campus providing it is in accordance with one of three criteria:

- i) small scale extensions to existing buildings
- ii) redevelopment of existing buildings
- iii) development on specific sites highlighted in the development brief

4.4 This type of development falls within the 3rd category of development as listed above. The development brief referred to was adopted in 1999 as a framework within which development on the campus must comply and introduces several criteria which are relevant to this application, including restrictions on building height, a cap on car parking spaces within the campus and sets a limit on the total built footprint of the campus of 20%.

Policy ED6 goes on to say that development will only be permitted providing 8 criteria are met. Each of these are listed and discussed below.

4.5 The development will not adversely affect the campus' landscape framework or the setting of Heslington Village.

The comments of the Council's Landscape Architect are relevant to this issue and their comments at para. 3.3 should be referred to above. The development is within the established built up part of the campus and is seen in the context of other surrounding buildings. Whilst it will result in the loss of some trees within the area where the building will stand, none of the established and mature trees on the edge of the campus which help to frame the campus from the Stray will be removed. The trees that would be lost are shown to be replaced in a scheme that is to the satisfaction of officers. Overall, therefore, it is not considered that the landscape framework of the campus will be adversely affected by the proposal. The development will not be seen from Heslington village.

4.6 The proposal is not sited on any of the campus' important open spaces.

The development brief identifies key areas of open spaces within the campus upon which no development should take place. This application is on an existing car park and therefore does not fall within any of these identified important spaces.

4.7 Total developed footprint on the campus (including the proposal) will at no time exceed 20% of the campus' site area.

Para. 6.3 of the development brief states that the total footprint of all development, (this includes all buildings and car parks) on the campus will be restricted to 20% of the campus area. The total developed area is currently slightly below this 20% cap and this building will be built on the footprint of an existing car park. Therefore there is no increase in the developed area of the campus as a result of this application.

4.8 The height of any new buildings will be appropriate to the location in terms of distance to, and height of, surrounding buildings and a high standard of design appropriate to the setting of the University is proposed.

The comments of the Design, Conservation and Sustainable Development officer are relevant here and members are referred to para. 3.2 above. Objections over size,

setting and design have been received from Heslington Parish Council. The building is quite large and offers accommodation over 3 floors although the plant room above essentially results in the building being four stories in height. The height to the top of the plant room will be approx. 16 metres. The development brief states that the building heights will be contained within an envelope raising little above the mature forest tree canopy (e.g.: 3 to 4 storeys) of the framework planting. A section plan submitted with the application shows that the building stands at a similar height to other surrounding buildings. The nearby buildings of the Biology block and the residential block to the south are of a similar size and scale and the proposed building will benefit from standing back within the site, therefore resulting in more space between the building and the edge of the campus. The plant room will be set back from the edge of the building so whilst it will be visible, its presence will not be unduly overbearing. The vertical flues on top of the plant room are relatively slender and therefore not highly visible. The building will be contained within the envelope of development around it and will not rise above the mature tree canopy of the edge of the campus. Officers consider that the development, although it will be visible from Walmgate Stray, will not result in an unacceptable visual impact that would undermine its setting.

4.9 The Parish Council also express concern at the design and the materials to be used. The design is quite contemporary and uses a palette of materials including cedar cladding, aluminium panels and render. There is a mixture of designs and materials on the campus at this point although in its immediate setting these generally consist of brick / render and tile. The urban design officer has expressed some views at the use of cedar cladding, stating that it is not a prevalent material in the immediate vicinity. However, the mixture of materials generally in this area is such that in design terms, the building should not stand out to an unacceptable degree. The design of the building is reflective of its intended use and its contemporary appearance tends to match in style some of the buildings which make up the Biology Department to the north east.

4.10 There will be no overall net increase in car parking spaces on the campus as a result of the proposal.

The development brief sets a cap on the total number of car parking spaces allowed on the campus. This total is 1520 and the current total stands at 1505. This development will bring the total number down to 1441, and thus the new total will still be 79 under the parking cap.

4.11 The need for any additional student housing which arises because of the development should be met on this or the new campus east.

There will be no requirement for additional student housing as a result of this proposal.

viii) The proposal complies with all other relevant requirements set out in the development brief for the campus.

4.12 Officers consider that the proposal is in accordance with the development brief.

Sustainability.

4.13 A substantial amount of information was submitted in a detailed Sustainability and Renewable energy statement but the Council's sustainability officer has sought further information on some points. The University uses BREEAM as a benchmark for such development and this development achieved 'very good' status in the pre-assessment of the design carried out by a BREEAM assessor. This is in accordance with Council policy.

4.14 Regarding renewable energy, under the Council's Interim Planning Statement on Sustainability, developments such as this should achieve 10% of energy output from renewable energy sources. The application states that they intend to achieve this target by the upgrading of a centralised Combined Heat and Power unit which ultimately will serve both the existing and new campus. However, there is no timescale for this work to take place in and therefore a temporary solution is proposed through the provision of a feed into the inter-campus district heating system from a small scale biomass heat source. However, whilst this solution is acceptable in principle, officers have requested further details about this will work. This information is awaited and any further updates on this will be provided at the meeting.

Other issues.

4.15 There are no non-university residential houses close to the proposed development and therefore there are no issues of local residential amenity . Further drainage information has been requested and will be updated at the meeting if necessary.

## **5.0 CONCLUSION**

5.1 The proposal is in accordance with Regional and Local Planning Policy relating to the University and is also within the framework set by the Development Brief for the Heslington West campus.

5.2 Subject to the submission and positive assessment of the extra information requested in connection with drainage and sustainability. officers raise no objections.

## **COMMITTEE TO VISIT**

**6.0 RECOMMENDATION:** Approve

1 TIME2 Development start within three years

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 and approved in writing by the Local

Planning Authority prior to the commencement of the development. The development shall be carried out using the approved materials.

Reason: So as to achieve a visually cohesive appearance.

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

Drawing no's

- 9593 (9) 01F
- 9593 (2) 18D
- 9593 (2) 14D
- 9593 (2) 15D
- 9593(2) 10G
- 9593(2) 11E
- 9593(2) 12E
- 9593(2) 13D
- DDUX0052.L.002 Rev. B
- DDUX0052.L.003 Rev. B
- DDUX0052.L.004 Rev. B

or 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.

- 4 HWAY9 Vehicle areas surfaced
- 5 HWAY18 Cycle parking details to be agreed
- 6 HWAY19 Car and cycle parking laid out

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

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

Reason: To protect the amenity of the area

8 Gas protection measures, as outlined in Curtins Consulting's Gas Statement (dated 11 Feb 2009) and associated plan (No. 28849/120), must be incorporated into the development. Following installation of these measures, a verification report should be submitted to the Local Planning Authority to confirm their satisfactory installation.

Reason: To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters,

property and ecological systems.

9 Details of all machinery, plant and equipment to be installed in or located on the use hereby permitted, which is audible outside of the site boundary when in use, shall be submitted to the local planning authority for approval. These details shall include maximum sound levels (LA<sub>max</sub>(f)) and average sound levels (LA<sub>eq</sub>), octave band noise levels and any proposed noise mitigation measures. All such approved machinery, plant and equipment shall not be used on the site except in accordance with the prior written approval of the local planning authority. The machinery, plant or equipment and any approved noise mitigation measures shall be fully implemented and operational before the proposed use first opens and shall be appropriately maintained thereafter.

Reason: To protect the amenity of existing and future residents

## **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 Green Belt, the principle of development within the existing campus, visual impact, design and appearance, sustainable development and drainage. As such the proposal complies with national guidance in Planning Policy Statement 2 ("Green Belts") and Policies GB1, GP1, ED6, GP4a and GP15a of the City of York Local Plan Deposit Draft.

2. 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 noted and acted upon. Failure to do so could result in formal action being taken under the Control of Pollution Act 1974:

i. 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".

ii. 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 manufacturers instructions.

iii. 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.

iv. 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.

v. Any asbestos containing materials shall be removed by licensed contractors to a licensed disposal site.

vi. There shall be no bonfires on the site.

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

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

Should the 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 IIA of the Environmental Protection Act 1990.

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