

## COMMITTEE REPORT

**Committee:** Planning Committee      **Ward:** Heslington  
**Date:** 24 September 2009      **Parish:** Heslington Parish Council

**Reference:** 09/01472/REMM  
**Application at:** Proposed University Campus Lying Between Field Lane And Low Lane A64 Trunk Road And Hull Road York  
**For:** Reserved matters application for the erection of catalyst building along with access cycle parking and landscaping  
**By:** University Of York  
**Application Type:** Major Reserved Matters Application (13w)  
**Target Date:** 23 October 2009

### 1.0 PROPOSAL

1.1 This is a reserved matters application for the erection of a knowledge transfer building known as the Catalyst as part of the first phase (Cluster 1) of the new campus. Knowledge transfer is a term used to describe the exchange of ideas, research results and skills between research organisations, business, the public sector and the wider community. The building would provide accommodation for start-up businesses that develop university research and existing businesses that work with university researchers. The application is pursuant to outline planning permission 04/1700/OUT granted by the Secretary of State in June 2007 for the development of a university campus.

1.2 The building would provide 2,750sqm of accommodation for up to 200 people over three floors. It would be 24m high except where the roof is raised to 25.3m to accommodate a plant room. The building would be located at the western edge of Cluster 1, close to the pedestrian ribbon.

The construction of the catalyst building marks the penultimate stage in the first phase of development at the new campus (Cluster 1). The only other remaining piece of development land at Cluster 1 is in the north-west corner of the site.

It is probably the last major building to be constructed in the foreseeable future as part of the first phase of the campus development (ie Cluster 1).

### 2.0 POLICY CONTEXT

2.1 Development Plan Allocation:

City Boundary GMS Constraints: York City Boundary 0001

DC Area Teams GMS Constraints: East Area (1) 0003

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**

Internal

3.1 Environmental Protection Unit - The various conditions of the outline consent relating to construction should be adhered to at all times during construction.

3.2 Highways - No highway objections to the application subject to conditions, notably regarding provision of transport links including the University Transit System (UTS).

3.3 Environment, Conservation, Sustainable Development (Landscape) - the landscape scheme is in keeping with the Landscape Design Brief. Whilst a landscape scheme and planting schedule have been a fully detailed a planting plan should be provided as a condition of approval to show how the planting schedule will be applied.

3.4 Structures and drainage - No objection to the principle of the application. Development should not begin until (I) details of foul and surface water drainage works for the catalyst building have been submitted and approved (II) part 2a of the central lake and the outlet control centre are complete and in operation.

External

3.5 Heslington Forum including Heslington Parish Council - The university circulated the proposals to forum members on 6 July 2009 prior to submission. No specific comments on the proposals were received.

3.6 Hull Road Planning Panel - No objections.

3.7 The University should be pursuing excellence in the landscaping of the new campus. It should have more specific objectives, either for a high quality ornamental landscape or a high quality naturalistic scheme - this appears to be a hybrid of both.

3.8 Osbaldwick Parish Council - No comments.

3.9 North Yorkshire Police - No comments.

3.10 Environment Agency - No objections providing a sustainable drainage scheme is submitted for approval by the local planning authority.

3.11 Yorkshire Water - No objection in principle to the layout. However the drawings show no drainage proposals.

3.12 Public Consultation - The consultation period expired on 22 September 2009. One objection has been received, from two residents of Field Lane. The objection states that lack of parking will result in staff/visitors parking in local residential streets unless the university urgently provides the 350 additional parking spaces at Grimston Bar and a convenient and frequent UTS from peripheral car parks. The objectors also consider that the multi-coloured patchwork of colours on the north elevation of the new building should be plainer, more like Goodricke College.

## **4.0 APPRAISAL**

### 4.1 Key Issues

Principle of the Use

Scale and Appearance

Transport

Sustainability

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

4.9 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.

4.10 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

4.11 Condition 5 of the outline consent restricts development on the campus to university uses, including, among others, knowledge based activities. These can include Science City York uses. They would have to demonstrate that they need to be located on the site due to, for example, the sharing of research ideas, resources or personnel, or undertaking research at the university. The proposed knowledge transfer functions of the Catalyst building qualify as an acceptable use under Condition 5. The co-location of these like minded businesses will provide opportunities for future collaboration and joint venture.

4.12 Condition 5 also requires that the developer shall maintain a register of such knowledge transfer uses. The register must show how each use complies with the criteria for occupation. The accommodation within the catalyst building will be available to selected tenants based on their ability to fulfill these criteria. An up-to-date record will be kept of businesses occupying the building. The record will be made available to the local planning authority in line with the requirements of the condition.

4.13 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, the land use plan approved as part of the outline consent and the masterplan for the campus.

#### Scale and Appearance

4.14 The building will have an irregular shape with the frontage (north-east elevation) facing Academic Square formed by the other academic buildings of Cluster 1, ie Theatre Film and Television (TFTV), Law and Computer Science. The north and north-east elevations of the new building will be clad in a random mix of clear glazing and coloured panels. The large proportion of glazing will help to maximise natural light into the building. The south and south-west elevations will mainly comprise a solid screen of timber with relatively small windows in order to minimise solar gain. The short, end elevation will feature escape stairs to soften the

interface between the main elevations. The materials and overall design of the building accord with the approved masterplan for the campus and the character of the adjacent buildings. The building will be in keeping with the scale of adjacent buildings and within the height limit imposed by the outline consent.

4.15 Conditions should be attached requiring submission of details of all external materials and external plant and equipment.

#### Transport

4.16 Service vehicles will gain access to the building via the service loop between the northern service road and the TFTV building. The only car parking will be a single disabled parking space adjacent to the Academic Square. This parking space will be shared with users of the TFTV building. As a condition of the outline consent only 150 vehicles are permitted to use the newly-formed Field Lane roundabout for parking within the new campus. These will be provided alongside the bus interchange.

4.17 48 cycle parking spaces for staff will be provided in a covered secure building to the western side of the service road. Consent for the building is currently being sought as part of a separate application (09/01376/REM). Four cycle spaces will be provided for visitors close to the main entrance to the building and will be monitored by the University's CCTV system. This level of provision accords with council standards.

4.18 Pedestrian and cycle access to the building will be available via the pedestrian-cycle ribbon to the north or via the movement spine to the south. Links will be available to the Heslington West campus and to the existing network of cycle routes throughout the City.

4.19 A stopping point for the University Transit System (UTS) will be provided on the movement spine south of the Catalyst building. This stop will be one of two UTS arrival points for Cluster one. The UTS will link the new campus with Heslington West and peripheral car parks including the proposed new car park at Grimston Bar. The provision of a UTS has been a key element of the university's transport strategy for some years. A condition should be attached requiring the UTS to be operational when the Catalyst building is first brought into use. The condition, which has been attached to the approval of other buildings on Cluster one, such as TFTV and the Hub, is required due to the high number of people forecast to use the building, the associated peak flows, the distance from the proposed bus interchange and the limited on-site car parking.

4.20 The parking and traffic impacts of the new campus (including the current building) on the local area is of great concern to the community forum and some local residents. These concerns were addressed at the inquiry and subsequently by conditions of the outline consent. For example, traffic and parking availability will be monitored annually and mitigation measures agreed where appropriate. Moreover, the university's sustainable travel plan is now due to be updated to take account of the new campus. Officers consider that the measures outlined above, together with the provision of sustainable transport infrastructure and the parking restrictions imposed by the outline consent, will be sufficient to safeguard the local community

from the traffic and parking implications of the Catalyst building and the campus as a whole.

#### Sustainability

4.21 The sustainability statement submitted with the application is acceptable. It includes: (a) effective carbon management principles and measures to reduce carbon emissions; (b) commitment to achieve at least a BREEAM rating of 'very good'; (c) efficient use of resources via energy and water conservation measures, the use of environmentally friendly materials and a commitment to achieve 10% renewable energy generation; and (d) integrated waste and recycling facilities.

4.22 Conditions should be attached requiring a BREEAM assessment of 'very good', 10% of energy needs to be from renewable sources and Building Regulations Part L to be achieved as a minimum.

#### Drainage

4.23 The site is in flood zone 1 and should not suffer from river flooding. Surface water from the building would be drained by gravity via proprietary and open channels (swales) to a lake along the southern side of the campus. Drainage details for the building have not been submitted. They can be made a condition of approval.

4.24 Of greater concern is the overall drainage strategy for the campus. Surface water from the campus will be stored in the central part of the lake and released at agricultural rates into local watercourses. On 25 June members resolved to approve the reserved matters application for the central lake (08/02543/REMM) subject to drainage details being delegated to officers. However, sufficient details have still not been provided by the university to show that surface water will be properly attenuated. This is despite the construction of the central lake being well underway. Nor have the temporary drainage arrangements been approved. Consequently the decision notice for the central lake has still not been issued. Officers are continuing to negotiate with the university to secure the details required. The catalyst building will add to the surface water run-off into the lake. Therefore officers recommend that, if members are minded to approve the current application, the decision notice should not be issued until the council has formally agreed satisfactory surface water drainage details for the campus as a whole. Further, that development of the catalyst building should not begin until part 2a of the central lake and the outlet control centre are complete and in operation.

4.25 Condition 20 of the outline consent requires details of foul drainage to be submitted for approval. Foul water from the building would be fed by gravity to the south-west corner of Cluster 1 where it would be pumped by a new pumping station to a new main sewer that would run alongside the northern service road. Yorkshire Water has no objection in principle to the separate systems of drainage on and off site subject to details being submitted for approval.

#### Landscape

4.26 The landscape scheme, hard and soft, is in keeping with the Landscape Design Brief and the emerging landscape for the rest of the campus. Whilst the landscape proposals, including a planting plan, have been submitted full details should be provided as a condition of approval. Particularly the swale planting and

ground cover amongst grass which, if successfully implemented, should be very effective.

#### Phasing of Development

4.27 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 limits the developed footprint to 23% of the area allocated for development (the developed footprint is defined as including buildings, car parks and access roads). Previous reserved matters applications for the campus have included a schedule, prepared by the applicant, showing the contribution that the applications make towards the 23% maximum. The schedule is being updated to include the Catalyst building. The updated schedule will be tabled at the meeting.

### 5.0 CONCLUSION

5.1. The use of the building for knowledge transfer purposes accords with the outline approval for the campus. The building would be in keeping with the scale of adjacent buildings and within the height limit imposed by the outline consent. The materials and overall design of the building accord with the approved masterplan for the campus and the character of the adjacent buildings. The landscape proposals accord with the approved landscape design guidelines for the campus. The application is therefore acceptable. However, whilst the catalyst building will add to surface water run-off the drainage arrangements for the campus as a whole have still not been agreed. Officers therefore recommend that the application be approved but that the decision notice not be issued until the council has formally agreed satisfactory drainage details for the campus as a whole.

### 6.0 RECOMMENDATION: Approve

1 The development hereby permitted shall be carried out only in accordance with the following plans: KT(PL)A001, A002, A003, A004, A005, A006, A007, A008, A009, A010, A012, L605 and L607 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.

2 No development shall take place until there has been submitted and approved in writing by the Local Planning Authority a detailed landscaping scheme which shall illustrate the number, species, height and position of trees and shrubs. 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 alternatives are agreed in writing by the Local Planning Authority.

Reason: So that the Local Planning Authority may be satisfied with the variety,

suitability and disposition of species within the site.

3 Within six months of commencement of development, details of external plant and equipment including soil and vent stacks, heating and air conditioning plant etc, including fume extraction and odour control equipment, with details of any external ducting, shall be submitted to, and approved in writing by, the Local Planning Authority. The development shall be carried out in accordance with the approved details.

Reason: In the interests of the design and external appearance of the building

4 Unless otherwise agreed in writing with the Local Planning Authority, within three months of commencement of development the developer shall submit in writing and be approved by the local planning authority a formal pre-design BREEAM assessment for the design and procurement stages of the development. The developer shall submit a further BREEAM assessment after construction, at a time to be agreed in writing by the local planning authority. The developer shall submit a completion assessment when issued by the BRE. All assessments shall confirm the minimum 'Very Good' rating anticipated in the preliminary BREEAM assessment submitted with the application

Reason - To ensure the development complies with the principles of sustainable development

5 Within three months of the commencement of development full details of the following shall be submitted to and approved by the local planning authority (i) measures to reduce energy demand for the building hereby approved, and (ii) measures to reduce CO2 emissions to a level lower than required under Building Regulations Part L. The development shall be carried out in accordance with the approved details.

Reason - To ensure the development complies with the principles of sustainable development

6 No building work shall take place until details have been submitted to and approved in writing by the local planning authority, to demonstrate how the applicant will provide, from renewable sources, 10% of the building's total energy demand on land within the control of the applicant. The development shall not be occupied until these works have been carried out in accordance with the submitted details unless otherwise agreed in writing by the local planning authority (as part of an energy strategy for the Heslington East campus). Not later than 12 months after the building has first been brought into use, the applicant shall submit an Energy Statement to the Local Planning Authority, which details the percentage of the buildings energy consumption that has been derived from renewable sources. Thereafter the Energy Statement shall be submitted on an annual basis unless otherwise agreed in writing with the Local Planning Authority.

Reason: In the interests of sustainable development

INFORMATIVE: The applicant is advised that no approval is to be assumed or



implied as to the nature of any particular solution for 10% provision of renewable energy required by this condition.

7 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 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.

8 Within three months of commencement of the development details shall be agreed in writing with the LPA of shower facilities and locker facilities to be provided for use by cyclists employed within the building. The works shall be carried out in accordance with the approved details prior to occupation of the premises.

Reason: to accord with the University's sustainable transport policy of promoting non-car journeys.

9 Prior to commencement of development, details of foul and surface water drainage works shall be submitted to and approved in writing by the Local Planning Authority, and carried out in accordance with these approved details.

Reason - In the interests of the proper drainage of the site.

10 Development shall not begin until (I) part 2a of the central lake and (II) the outlet control centre, both approved under reserve matters application 08/02543/REMM, have been constructed and are operational to the satisfaction of the local planning authority.

Reason: So that the Local Planning Authority may be satisfied with the proper drainage of the site during construction.

11 Prior to occupation of the Catalyst building, the following transport links shall be operational for the benefit of students, staff and visitors seeking access to the premises:

(i) The length of the pedestrian/cycle ribbon that links Cluster 1 with the western end of the Movement Spine.

(ii) Pedestrian/cycle links to Field Lane via the new Central Access Roundabout.

(iii) The University Transit System to a frequency and specification agreed by the local planning authority and providing a link between the Heslington West Campus (including its peripheral car parks) and Cluster 1. The arrival point (Orchard Terminus) shall incorporate a shelter, seating and lighting for the benefit of passengers.

Reason - In the interests of providing sustainable transport options for students, staff and visitors to the site.

12 Unless otherwise agreed in writing with the Local Planning Authority, the only method of piling to be used will be continuous flight auger piling.

Reason - To protect the Sherwood Sandstone aquifer

13 HWAY18 Cycle parking details to be agreed

14 The building shall not be occupied until the areas shown on the approved plans for parking and manoeuvring of vehicles (including cycles) have been constructed and laid out in accordance with the approved plans, and thereafter such areas shall be retained solely for such purposes.

Reason: In the interests of highway safety.

15 HWAY31 No mud on highway during construction

## **7.0 INFORMATIVES:**

### **Contact details:**

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