

COMMITTEE REPORT

Date: 25 November 2010 **Ward:** Heslington
Team: Major and Commercial **Parish:** Heslington Parish Council
Team

Reference: 10/02140/REM
Application at: Proposed University Campus Lying Between Field Lane And Low Lane A64 Trunk Road And Hull Road York
For: Erection of social and catering building with access and cycle parking
By: University Of York
Application Type: Approval of Reserved Matters
Target Date: 1 December 2010
Recommendation: Approve

1.0 PROPOSAL

1.1 This is a reserved matters application for the erection of a social and catering building (site area 0.36ha) within cluster 2 of the new campus at Heslington East. 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. The social and catering building is the first cluster 2 application to be put before members.

1.2 The building would be approximately 33m long, 27m wide and 8m high. Total floorspace would be 1039sqm spread over two levels - ground floor and mezzanine. The building would include a licensed bar, bistro, coffee bar and a range of seating areas for dining, drinking and informal study. It would trade up to 11pm, seven days a week. The building has the capacity to hold up to 400 people, including staff. The building would be broadly rectangular in shape with a flat roof punctuated by a lantern and a series of vent flues. Around the perimeter at ground level would be a covered walkway. Materials would be similar to those used on cluster 1 and comprise clear glass panelling, coated aluminium, painted render and treated timber cladding. Vehicular access would be via the central vista loop road to a service entrance and detached bin store along the north-west elevation. One disabled parking bay and Sheffield stands for 40 bicycles would be provided for visitors.

1.3 The building would be located on the east side of the central vista opposite the hub building (in cluster 1 to the west). Between the two buildings will be the central square, which will be laid out as a later phase of development. To the north, east and south will be academic and residential buildings in cluster 2.

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:

CYGP4A
Sustainability

CYGP9
Landscaping

CGP15A
Development and Flood Risk

CYGP1
Design

CYT4
Cycle parking standards

CYED9
University of York New Campus

3.0 CONSULTATIONS

INTERNAL

3.1 Highway Network Management - No objections in principle but the access for service vehicles should be revised to remove conflicts with pedestrians.

3.2 Environment, Conservation, Sustainable Development (Urban Design) – No objections to the design and appearance of the building subject to conditions requiring submission of materials and design details. I do have concerns about how the building relates to the other buildings in cluster 2 to the east and the proposed central square to the west. These should be addressed as part of the current masterplanning of cluster 2.

3.3 Environment, Conservation, Sustainable Development (Landscape) - The layout of the building does not encourage drinking/eating activity within the central square. Instead it is directed to what is described within the draft master plan as the 'Academic Square'. Thus there is insufficient clarity as to how the open spaces within this area of the campus will inter-relate and function comprehensively. No objection to the area that is to become the central square being given a temporary landscape treatment until the neighbouring buildings are fully developed. However, it is important to establish in planning terms how implementation of a detailed design for the central square can be secured.

3.4 Structures and Drainage - The site is in flood zone 1 and should not suffer from river flooding. Insufficient information has been provided to determine the impact the proposals may have on existing drainage systems. Nevertheless, now that the central lake is in operation drainage details for the building can be made a condition of approval.

EXTERNAL

3.5 Heslington Forum including Heslington Parish Council - The university gave a brief presentation to the forum on 19 July 2010 prior to submission. No specific comments on the proposals were made by forum members

3.6 Public Consultation - The consultation period expires on 24 November 2010. At the time of writing this report no representations have been received. Any that are subsequently received will be reported to members at the meeting.

4.0 APPRAISAL

4.1 Key Issues:-

- Principle of the Use
- Design and Relationship to the Central Square
- Transport
- Sustainability
- Drainage
- Landscape

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.

PRINCIPLE OF THE USE

4.10 The use of the site as part of a new campus was accepted when the Secretary of State granted outline consent in 2007. The use as a social and catering building accords with the land use plan approved as part of the outline consent and the campus masterplan approved in 2008. The building is shown on the draft indicative masterplan for cluster 2, which is currently being discussed with officers.

DESIGN AND RELATIONSHIP TO THE CENTRAL SQUARE

4.11 The draft masterplan for cluster 2 has only recently been submitted to the council. The draft is unacceptable in its present form and discussions between the university and officers are ongoing. Whilst officers would normally expect a masterplan to have been agreed before submission of reserved matters the design of the social and catering building is acceptable. It would be light and airy with a logical layout and crisp external detailing. Materials and design details should be made conditions of approval. The design of future reserved matters applications for cluster 2 will have to take into account the precedent set by the design of the social and catering building.

4.12 The building would face south west thereby addressing movement to and from the hub building across the proposed central square. However, the building's main spill-out space would be to the south east, where the draft masterplan proposes 'Academic Square', a lower-order open space. The central square is an important, central element of the new campus. It was identified as such in the land use plan approved by the Secretary of State and is shown on the approved 2008 masterplan. The draft masterplan for cluster 2 also shows the central square but the indicative arrangement of buildings together with the design of the social and catering building suggest that the central square may not function as envisaged in the outline consent. Clarification and reassurance should be sought from the university as the draft masterplan for cluster 2 develops.

TRANSPORT

4.13 Pedestrian and cycle links will connect the building to the pedestrian ribbon to the north and to the movement spine to the south. The Sheffield stands for 40 bicycles would supplement the bicycle stands provided elsewhere within the new campus. The facilities for access are acceptable subject to resolution of conflict between service vehicles and pedestrians/cyclists. At the time of writing revised access arrangements had only just been received. Members will be updated at the meeting.

SUSTAINABILITY

4.14 The sustainability statement submitted with the application is acceptable. It shows that the building will achieve a BREEAM rating of at least 'very good' and will provide at least 10% of its energy from renewable sources. These should be made conditions of approval.

DRAINAGE

4.15 The site is in flood zone 1 and should not suffer from river flooding. Surface water from the building would be drained by gravity to the lake along the southern side of the site. The water would be stored in the lake and released at agricultural rates into local watercourses. These arrangements, which apply to the campus as a whole, are already approved. Details of the drainage works as they apply to the social and catering building should be made a condition of approval.

LANDSCAPE

4.16 The red line boundary for this application has been drawn fairly tightly around the building but it does include part of the proposed central square. As described above this is the key relationship to the building. The university proposes that the square will not be constructed until the proposed landmark building, on the east side of the square (and close to the social and catering building), has been developed. The rationale for this postponement, which the council accepts in principle, is that the final design of the central square is dependant upon the buildings that front onto it. In the meantime the university proposes a temporary landscape treatment for the central square. Officers have no objection to this subject to the university clarifying how the permanent provision of the central square will be secured.

5.0 CONCLUSION

5.1. The principle of the use of the land for a social and catering building has been agreed and outline planning permission granted. The design of the building is acceptable subject to conditions regarding materials and other details. Nevertheless the relationship of the building to the proposed central square is unclear and should be clarified as part of the masterplanning process.

6.0 RECOMMENDATION: Approve

1 The development hereby permitted shall be carried out only in accordance with the following plans: [Plans list to be tabled at committee].

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 three months of the commencement of development detailed landscaping proposals for the proposed central square shown on the approved site location plan, together with that part of the central square within the application site shall be submitted and approved in writing by the Local Planning Authority. The scheme shall include the species, density (spacing), and position of trees, shrubs

and other plants; seeding mix, sowing rate, ground levels and swales, hard landscaping materials, lighting, litter/recycling bins and street furniture. Where appropriate reference shall be made to the relevant sections of the Environmental Site Management Plan and/or the Landscape Management Plan. 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.

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.

3 Within three months of commencement of development, typical external details at a scale of 1:20 of the following matters (as shown on approved plan 120 Rev E) 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.

Main entrance
Colonnade
Roof lantern
Typical bays

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

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 The building shall not be occupied until the cycle parking areas and means of enclosure shown on the approved plans have been provided within the site. These areas shall not be used for any purpose other than the parking of cycles.

Reason: To promote use of cycles thereby reducing congestion on the adjacent roads and in the interests of the amenity of neighbours.

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

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).

10 No mechanical, electrical, telecommunications or other plant, equipment or apparatus (other than as shown on the approved plans) shall be installed on the roof of the building without the prior written consent of the Local Planning Authority).

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

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, scale and appearance of the building, landscaping, transport, sustainability and drainage and constructional impact. As such the proposal complies with Policies GP4a, GP9, GP15A, ED9 and T4 of the City of York Local Plan Deposit Draft.

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