

COMMITTEE REPORT

Date: 26 July 2012 **Ward:** Osbaldwick
Team: Major and **Parish:** Osbaldwick Parish
 Commercial Team Council

Reference: 12/01286/REMM
Application at: Land Lying To The West Of Metcalfe Lane Osbaldwick York
For: Reserved matters application for details of landscaping for phase 2
 of residential development granted under outline permission
 03/02709/OUT
By: Joseph Rowntree Housing Trust
Application Type: Major Reserved Matters Application (13w)
Target Date: 16 August 2012
Recommendation: Approve

1.0 PROPOSAL

SUMMARY

1.1 This application seeks reserved matters approval for the second phase of the larger residential development by Joseph Rowntree Housing Trust (JRHT) on land west of Metcalfe Lane, Osbaldwick, referred to as 'Derwenthorpe'. It covers the landscaping of Neighbourhood C, located in the south-west quadrant of the site and accessed from Temple Avenue. The application has been publicised and the comments received taken into consideration. Officers consider that the application complies with the outline planning permission. Further information is awaited in respect of the local area of equipped play and in response to the suggested revisions by the Council's Landscape Architect. Subject to this information being acceptable, the application is recommended for approval subject to conditions.

SITE HISTORY

1.2 Outline planning permission (ref. 03/02709/OUTM) was granted by the Secretary of State in May 2007 for a residential scheme of approximately 540 dwellings on land to the west of Metcalfe Lane, Osbaldwick. Means of access and the general landscaping structure were approved as part of the outline consent. The general layout of the development, its division into four neighbourhoods each with its own individual vehicular access point, the size and shape of these neighbourhoods and the approximate number of dwellings within each one, along with the general location of public open space, were established through an illustrative Masterplan and design documents submitted in support of the outline planning application.

1.3 As part of this planning consent, the developer was required to submit details for approval of the following reserved matters not considered at the outline planning

Application Reference Number: 12/01286/REMM Item No: 4b

stage: siting, design, external appearance and landscaping. Conditions 2 and 4 of the outline planning permission set out the requirements for these reserved matters applications. Condition 2 requires that the reserved matters comply with the general design principles set out in the Design Code and Design Guide documents that were submitted on 1 August 2003 as part of the application and amended by the Illustrative Masterplan dated July 2004. Condition 4 stipulates that such reserved matters applications shall be accompanied by details of existing trees and hedges along with their means of protection, details of proposed trees and shrubs, details of earthworks in connection with landscaping and details of materials for hard surfaced areas.

1.4 Phase 1 of the development (Neighbourhood D), accessed from Osbaldwick Village, was granted reserved matters approval in 2008 and is currently under construction (ref. 07/02789/REMM). It included a 'Village Green Area' with drainage ponds and equipped play areas to the west of the 64 dwellings.

1.5 Approval has been granted for the siting, design and external appearance of Neighbourhood C (12/00242/REMM). An application has been submitted and is pending consideration for the remaining two phases of the scheme - Neighbourhoods A, B and the northern part of D.

PROPOSAL

1.6 The application currently under consideration seeks consent for the detailed landscaping for the second phase of the development, being the south-west neighbourhood of the site accessed via Temple Avenue (referred to as Neighbourhood C in the outline approval). It is bounded on the north and east by Neighbourhoods A and D beyond areas of planned public open space, to the south by Osbaldwick Beck and to the west by the housing estate accessed off Temple Avenue.

1.7 A phasing scheme was submitted at the same time as the reserved matters application for Phase 1. It confirmed that the second phase of the development would be Neighbourhood C. This phase includes ancillary works relating to the laying out of the water bodies within the area of open space to the south of the housing in this neighbourhood, known as Osbaldwick Beck Park, and the laying out of the Crescent Park to the north of the housing. Two Local Areas of Play (LAP) are shown on the plans, one in the central square and one adjacent to the Sustrans cycle track. All properties have a rear garden and some have additional garden space or forecourts at the front.

1.8 Revisions to the scheme have been requested since the application was submitted, to take account of the requirement for a Local Equipped Area of Play to be provided within the Crescent Park and minor changes suggested by the Council's Landscape Architect.

ENVIRONMENTAL IMPACT ASSESSMENT REQUIREMENTS

1.9 As part of the amendment to the Town and Country Planning (Environmental Impact Assessment) Regulations 2011, a request for a scoping opinion was sought on behalf of the applicant in July 2011 (ref. 11/01988/EIASP). This considered whether any further information to the original Environmental Statement was required by the Local Planning Authority in order that the environmental information before it was adequate to assess the environmental effects of the development. The Local Planning Authority gave its opinion in August 2011 confirming that with regards the various topics of the Environmental Statement, no further information was required.

2.0 POLICY CONTEXT

2.1 Development Plan Allocation:

Conservation Area GMS Constraints: Osbaldwick CONF

City Boundary GMS Constraints: York City Boundary 0001

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

Schools GMS Constraints: St. Aelred's RC Primary 0223

2.2 Policies:

CYGP4A
Sustainability

CYGP1
Design

CYGP3
Planning against crime

CYNE1
Trees, woodlands, hedgerows

CYNE7
Habitat protection and creation

CYGP9
Landscaping

3.0 CONSULTATIONS

PUBLICITY

3.1 The application was publicised by means of a Press advert, the posting of two site notices and notification to relevant internal and external consultees, including Osbaldwick Parish Council and adjacent residents. The consultation period expired 14th June 2012. The following comments have been received.

INTERNAL

Design, Conservation and Sustainable Development (Landscape)

3.2 As with phase 1, the landscaping proposals for phase 2 includes a good range of paving materials, and there are four distinct approaches to the tree planting within the built areas, including street trees, courtyard trees, garden trees and a large specimen tree associated with the LAPs. In addition to this, is the largely native, infrastructure planting around the perimeter, which includes generous tree planting. It mimics no particular plant association, but the overall impression will be attractive and naturalistic. Further comments are made about aspects of the detail, which are suggested revisions, not all of which are essential to render the scheme acceptable.

Flood Risk Management Team

3.3 The proposed development is in medium and high risk Flood Zone Flood Zone 1 and greater than 1 hectare, therefore a Flood Risk Assessment should be submitted for approval to the EA.

3.4 No objections to the scheme in principle but will require full foul and surface water drainage details to be submitted prior to commencement on site or preferably prior to approval to the REMM approval. The application should also be submitted for comment to the York Consortium of Internal Drainage Boards and the Environment Agency.

EXTERNAL

North Yorkshire Police (Architectural Liaison Officer)

3.5 No comments.

York Natural Environment Panel

3.6 Welcome open space to north of cycle track, which will enable the retention of an area of original floristic diversity. Suggest the planting of domestic fruit tree

Application Reference Number: 12/01286/REMM Item No: 4b

varieties. Any path along southern aspect of site should be along existing desire line and not be in tarmac.

Foss Internal Drainage Board

3.7 No objection in principle provided that any footpaths created do not adversely affect the access for heavy plant and machinery to and along Osbaldwick beck.

Environment Agency

3.8 No objections as drawings show that existing grassland and levels will be maintained. Request an informative.

4.0 APPRAISAL

KEY ISSUES

4.1 The key issues to consider are whether the details submitted comply with the requirements of the outline planning permission and whether they are acceptable in that they contribute to the aims and objectives of the development, in that they create a safe and attractive environment and maintain or enhance ecological value of the site.

POLICY CONTEXT

4.2 Relevant Central Government planning guidance is contained in the National Planning Policy Framework (March 2012). The heart of this framework is a presumption in favour of sustainable development. It contains a set of twelve core land-use planning principles to underpin plan-making and decision-taking, including securing a high quality design and a good standard of amenity for all. The framework encourages the delivery of a wide choice of high quality homes; the promotion of good design with great weight being given to outstanding or innovative designs; and, the promotion of healthy communities through the creation of safe and accessible environments, where crime and disorder do not undermine the quality of life, and where clear and legible pedestrian routes and high quality public space are provided to encourage active public areas.

4.3 The adopted development plan is the Yorkshire and Humber Plan regional Spatial Strategy. This establishes the overarching policy context for the region and focuses most development in the sub-regional city of York within the York sub-area (Policy Y1). The Strategy is proposed for revocation, but still remains at this time part of the development plan.

4.4 City of York Development Control Local Plan policies are material to the consideration of the application where they reflect the National Planning Policy

Framework. The relevant policies are summarised in section 2.2. Policy GP1 states that new developments should respect or enhance the local environment, incorporate informative landscape design proposals and use appropriate building materials. Policy GP3 requires consideration of measures to reduce the opportunities for crime. Policy GP9 encourages suitable landscaping schemes within new development, which are integral to the proposals, include an appropriate range of indigenous species and reflect the character of the locality. Policy NE1 seeks to protect existing trees and hedgerow that are of important landscape, amenity, nature conservation or historical value. Policy NE7 encourages the inclusion in new developments of measures to establish new habitats.

ASSESSMENT OF PROPOSALS

4.5 The land proposed to be developed as part of Phase 2 is currently grassland. The removal of the existing field boundary that runs north-south within the development area of Neighbourhood C, necessary to allow the development to proceed, was agreed as part of approval of outline planning application. There are hedges and shrubs bordering the site to the west and south, lining the shared boundary with the adjacent houses and Osbaldwick Beck respectively and along either side of the Sustrans cycle track. The treatment of the Sustrans route through the development site is to be considered separately to this application and would be decided following further consultation with relevant interested parties. A method for the protection of existing planting, where necessary, has been submitted to the Council in line with Policy NE1.

4.6 Phase 2 comprises the built area of new housing that is surrounded by an area of public open space, which would both have a different landscaping approach.

4.7 The built area would be more formal, with four distinct approaches to tree planting to reinforce and distinguish the different areas within the Neighbourhood - communal LAP, streets (avenue and 'Homezone' tree planting), courtyards/mews and private gardens. The larger specimen, planted as a semi-mature tree, would be within the LAP, which would otherwise consist of part mown grass and part stone paving, enclosed by beech hedge planting within a gabion wall base. Street trees intended to be of 30-35cm girth at planting and would line the main cruciform street pattern and northern section of the outer circular road. Courtyard mews and rear gardens, where proposed to be planted, would have the same species at 20-25cm girth. Build outs in the roads and areas within the courtyards are proposed to be planted with shrubs - though detailed planting plans for these areas have not been submitted. Front gardens of properties would have either shrub planting or beech hedge planting (to be 1m high) to clearly define the public and private domains. Rear gardens would be mown grass with some tree planting as mentioned. A range of surfacing materials would be used, again to reinforce the areas within the neighbourhood - main circular route, 'Homezones', parking areas and private drives. The materials are consistent with the approach that has been taken on Phase 1.

The western boundary, where the development adjoins the existing residential area, a beech hedge that would be grown to 2m high is proposed.

4.8 There would be largely native infrastructure planting within the public open space around the perimeter of the built area. Two native shrub planting areas are proposed to the north of the houses backing onto the cycle track and to the south of the southern-most house adjacent to the western boundary. Native planting is encouraged by Policy GP9 of the Draft Local Plan and the benefits are that it would enhance the environment, soften the visual impact of the development, whilst providing a semi-rural feel. Whilst the native planting mix is provided, further detailed planting plans are still to be submitted. The inclusion of shrub or hawthorn hedge planting and the creation of 500mm high mounds on the outer side of the perimeter road would reduce the possibility for vehicles to park outside of the designated parking areas, on the grass verges and more widely into the public open space areas.

4.9 The land to the north of the housing, referred to as Crescent Park, would be retained at existing levels as species rich grassland to avoid any translocations of species and maintain the existing habitat. Within this park, a Local Area of Equipped Play (LEAP) is required by legal obligation to be provided. The form of this LEAP is understood to be informal comprising a series of timber pieces of play equipment within an area of grassland to the eastern end of the park. Further details are expected and Members will be updated of these at the meeting.

4.10 Within the area to the south of the housing, referred to as Osbaldwick Beck Park, a pond and swale are to be created as part of the development's sustainable urban drainage system (SUDS). The pond would connect to a network of drains and swales and to a larger balancing pond, which would collect surface water runoff. This pond and a larger one to the north, provided as part of Phase 1, are part of a wider drainage scheme approved under Condition 19 of the outline planning consent. Drainage details were not required to be submitted as part of the reserved matters application. The pond and swales, with the aquatic, marginal and salix swale planting, would provide landscape and habitat benefits. Meadow grassland is proposed around the pond and swale and would add visual interest as well as ecological value. The water bodies would result in habitat creation, which is encouraged within Policy NE7 of the Local Plan. The grassland and levels in the wider area around the pond and swale are to be maintained.

4.11 A letter by the scheme architect, submitted to support the application, explains that three short lengths of tarmac are to be created from the perimeter road to facilitate access to the Osbaldwick Beck Park and guide direction. However, the path beyond these points is not to be formalised in order to retain the informal appearance of this area and its natural character. JRHT are proposing to monitor the nature and degree of use of the space, as part of their on-going management of the open spaces on site, and provide a permanent path if necessary.

4.12 The Council's Landscape Architect has requested minor revisions to the landscaping details, including tree and shrub species substitution and further clarification about service runs and grassland mowing/maintenance regimes. This additional information, along with the requested clarification about the LEAP, is awaited and will be reported to the Committee in the officer update.

5.0 CONCLUSION

5.1 It is considered that the proposed landscaping for Phase 2 of this development is acceptable. The general design and landscaping principles are consistent with the development Masterplan approved as part of the outline planning permission and the site-specific design details are thought to be well considered and suitable for a development of this type within this location. In general, the scheme would help to create a safe and attractive environment that provides added ecological value to the site. Therefore, subject to the additional outstanding information being acceptable, the application is recommended for approval.

6.0 RECOMMENDATION: Approve

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

(final revision numbers to be inserted following Committee update)

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.

7.0 INFORMATIVES: Notes to Applicant

1. Reason for Approval : In the opinion of the Local Planning Authority the proposed, landscaping subject to the conditions listed above, would not cause undue harm to interests of acknowledged importance, with particular reference to visual amenity, planning against crime and nature conservation and enhancement. As such the proposal complies with the aims and objective of the National Planning Policy Framework and Policies GP1, GP3, GP9, NE1 and NE7 of the City of York Development Control Local Plan.

Contact details:

Author: Hannah Blackburn Development Management Officer

Tel No: 01904 551325