

COMMITTEE REPORT

Date: 17 January 2013 **Ward:** Heslington
Team: Major and **Parish:** Heslington Parish
Commercial Team Council

Reference: 12/03617/REMM
Application at: Proposed University Campus Lying Between Field Lane And Low Lane A64 Trunk Road And Hull Road York
For: Reserved matters details of student residences in 8no.buildings (620 bedrooms and Dean's flat) with social hub building, cycle parking and landscaping granted under outline permissions 04/01700/OUT and 08/00005/OUT
By: University Of York And Evans Advisory Ltd
Application Type: Major Reserved Matters Application (13w)
Target Date: 27 February 2013
Recommendation: Approve

1.0 PROPOSAL

1.1 Reserved matters application for the erection of a new college (provisionally known as College 9) at Heslington East campus. The proposals would provide living accommodation for the college dean, five tutors and 615 students. The proposal is part of Cluster 2 of the Heslington East campus for the University of York. The campus was granted outline planning permission by the Secretary of State in June 2007 (04/01700/OUT) and varied in 2008 (08/00005/OUT).

1.2 The application would provide approximately 15,800sqm of floorspace on a site of 4.34ha. The works mainly comprise (a) five 4 and 5-storey residential blocks (buildings A to E) comprising 44 12-bed flats and one 8-bed flat (b) four 3-storey residential terrace blocks (buildings F, G and H) comprising seven 12-bed houses (c) a 2-storey nucleus building comprising college reception, provost office, common rooms, launderette, meeting room and storage space (d) cycle parking for 310 residents' cycles and 20 visitors' cycles (e) an electricity sub-station (f) six accessible parking spaces (g) refuse/recycling facilities and (h) landscaping. Main materials would be red brickwork, timber cladding and large areas of glazing. Roofs would have either a profiled metal or single ply membrane finish.

1.3 This would be the third residential college at the campus (following Goodricke and Langwith) and the ninth at the University of York.

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:

CYGP1 -Design

CYGP4A -Sustainability

CYGP9 -Landscaping

CGP15A -Development and Flood Risk

CYED9 - University of York New Campus

CYED10 - Student Housing

CYT- Cycle parking standards

3.0 CONSULTATIONS

INTERNAL

3.1 Highway Network Management - The total number of residents' cycle parking spaces is in accordance with the agreed level of provision (1 space per 2 bedrooms) but they are unevenly distributed across the college: too many in the north, too few in the south. Whilst this represents poor design it is not sufficient to warrant a formal objection.

3.2 Environment, Conservation and Sustainable Development (Landscape) - Whilst the college would be further to the east than shown on the approved masterplan - and would thereby interfere with the proposed green wedge - the width of the green wedge would be maintained. No objections.

3.3 Major Projects (Renaissance) - No objections. Include suitable conditions.

3.4 Flood Risk Management - No objections. Add standard drainage condition.

3.5 Environmental Protection Unit - No objections. Environmental issues are covered by various conditions of the outline consent.

EXTERNAL

3.6 Heslington Forum including Heslington Parish Council - The application does not include a statement of community involvement. However, in accordance with the established protocol, the proposals were presented to the community forum on 3 December 2013. No formal representations have been made by forum organisations.

3.7 Police Architectural Liaison - No concerns. The proposal will provide a safe and accessible environment where crime and disorder, and the fear of crime, do not undermine quality of life or community cohesion.

3.8 York Natural Environment Panel - No objections. The raised bed growing areas and the planting of fruit trees to produce food for human consumption are to be commended. The flat roofs should be considered for green living roofs. The previously-determined (eastern) vista has been restricted by the positioning of blocks D and E.

3.9 Public Consultation - The consultation period expired on 2 January 2013. No representations have been received.

4.0 APPRAISAL

4.1 KEY ISSUES:-

- Principle of the Use
- Scale and Appearance
- Landscape
- Movement and Access
- Sustainability
- Drainage
- Cumulative Development

THE APPLICATION SITE

4.2 The site of the outline consent comprises 116ha of farmland between Field Lane/Hull Road and Low Lane. The site is being developed as a university campus. 65ha of the site is allocated for development. Most of the remainder of the site is being landscaped. The site slopes down gradually from north to south.

4.3 The site of the current proposal lies east of Langwith College and west of the proposed eastern vista. To the north is the Kimberlow Lane car park and the temporary biomass boiler. To the south is the lake. The area to the east is so far undeveloped but will be the site of future phases of the campus.

POLICY CONTEXT

4.4 The National Planning Policy Framework (General) - There is a presumption in favour of sustainable development which, for decision-taking, means approving without delay development proposals that accord with the development plan (paragraph 14). Where the development plan is absent, silent or relevant policies are out of date, planning permission should be granted unless: (1) any adverse impacts would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework taken as a whole; or (2) specific policies in the Framework indicate development should be restricted.

4.5 National Planning Policy Framework (Design) - Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people (paragraph 56). Planning policies and decisions should not attempt to impose architectural styles or particular tastes and they should not stifle innovation, originality or initiative through unsubstantiated requirements to conform to certain development forms or styles (paragraph 60). Permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions (paragraph 64). Applicants will be expected to work closely with those directly affected by their proposals to evolve designs that take account of the views of the community (paragraph 66).

4.6 National Planning Policy Framework (Housing) - Local planning authorities should deliver a wide choice of high quality homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities (paragraphs 50-55).

4.7 The City of York Development Control Local Plan was approved for development control purposes in April 2005. Its policies are material considerations although it is considered that their weight is limited except where in accordance with the NPPF. The following local plan policies are still applicable:

4.8 GP1 - Development proposals should be of a density, layout, scale, mass and design that is compatible with neighbouring buildings, spaces and local character; respect or enhance the local environment; provide/protect amenity space; protect residential amenity; accord with sustainable design principles; include refuse facilities; and include, where appropriate, landscaping.

4.9 GP4a - All proposals should have regard to the principles of sustainable development.

4.10 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.

4.11 GP15a - Discharges from new development should not exceed the capacity of existing and proposed receiving sewers and watercourses and long-term run-off from development sites should always be less than the level of pre-development rainfall run-off.

4.12 T4 - Seeks to promote cycling and states that all new development should provide storage for cycles in accordance with the standards in appendix E of the Local Plan.

4.13 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.

4.14 ED10 - The University and York St John College will be expected to accommodate any extra demand created by an increase in student numbers on their campuses or on land in their ownership, or control.

PRINCIPLE OF THE USE

4.15 The principle of the use of the site as part of a new campus was accepted when the Secretary of State granted outline consent in 2007. The college proposal accords with the land use plan C(i) approved as part of the outline consent and the approved masterplan for the campus. It also complies with the university's section 106 obligations to provide student housing.

SCALE AND APPEARANCE

4.16 The design concept broadly follows the adjacent Langwith College, i.e. apartment blocks around the perimeter with smaller-scale houses and nucleus building in the centre. Heights would be lower than the maximum heights specified in the outline consent and the buildings would not appear unduly large or out of keeping with the rest of the campus. The design and materials comply with the approved masterplan for the campus and the addendum for Cluster 2. Samples of all external materials should be submitted as a condition of approval.

LANDSCAPE

4.17 Most of the landscape setting for the college is at the perimeter of the campus, i.e. outside the allocated area for built development. This landscape is supplemented by three green wedges located at intervals through the campus. One of these wedges (the Eastern Vista, which is yet to be created) forms the eastern edge of the proposed college. This strategic landscape setting is enshrined in the approved landscape masterplan for the campus. Elements of College 9 would intrude into the Eastern Vista due to constraints imposed by a recently-built Yorkshire Water pumping station at the southern end of the site. To compensate for this intrusion the proposed Eastern Vista would be extended eastwards. The size and character of the vista would be largely unchanged. Views of the lake from Kimberlow Hill would remain, albeit from a slightly different viewpoint. The changes to the Eastern Vista have been enshrined in a new landscape masterplan, which supersedes the previous version.

4.18 The landscape setting to the college will be supplemented by more-detailed landscaping proposals forming part of the college application. These proposals include: garden courtyards; tree (including orchard trees); ornamental shrubs; grow-your-own areas; the pedestrian/cycle ribbon where it passes through the college; pedestrian routes; and surface drainage swales. The proposals are acceptable.

4.19 YNEP has asked that green (planted) roofs are considered for the flat-roofed buildings (i.e. apartment blocks A to E). The applicant has not proposed green roofs for these buildings, preferring the use of a flat single ply membrane. Green roofs are expensive to construct and have high maintenance costs. The council cannot insist on such roofs being provided through the conditions of approval or legal agreement. Furthermore they are unlikely to be in keeping with the character of the buildings as proposed.

MOVEMENT AND ACCESS

4.20 Vehicular access to the site would be restricted to servicing traffic, emergency vehicles and students with a disabled parking permit. A total of six disabled spaces would be provided next to Block B at the western edge of the college.

4.21 330 secure, covered cycle parking spaces would be provided, which accords with the outline consent and the level of provision agreed with officers. 180 cycle spaces would be provided to the north of the pedestrian/cycle ribbon and 223 cycle spaces to the south of it, but both areas would be located within the grouping of the accommodation blocks, and therefore subject to natural surveillance. Overall, the distances to the accommodation blocks are acceptable. The applicant has confirmed that the site would be covered by CCTV and lighting to further ensure security.

4.22 Additional pedestrian and cycle routes would link to other routes already constructed on the campus. Public transport is available at the transport interchange north-west of the site and along the movement spine to the south.

SUSTAINABILITY

4.23 As a minimum, developments of this scale are required to achieve at least a 'very good' BREEAM rating and for at least 10% of energy demand to come from renewable sources. The applicant has committed to achieving these requirements. Conditions should be attached to ensure compliance.

DRAINAGE

4.24 The surface water drainage routes and design follow the principles established for Cluster 1. Water from the college would drain via swales into the wider drainage network for Heslington East before discharging into the lake to the south of the site. Details should be submitted as a condition of approval.

CUMULATIVE DEVELOPMENT

4.25 Condition 4 of the outline consent restricts the developed footprint (including buildings car parks and access roads) to 23% of the allocated area. The cumulative total to date, including College 9 and previously-approved applications, is 10.75% of the allocated area.

5.0 CONCLUSION

5.1 The application is for the third residential college of the Heslington East campus. It would provide living accommodation for the college dean, five tutors and 615 students. The proposal complies with policies of the National Planning Policy Framework and policies of the local plan, particularly ED9 (New campus at Heslington East) and ED10 (provision of student housing). The proposal also: complies with the university's Section 106 obligations to provide student housing; benefits the local community by reducing the competition for rental accommodation; and supports the local economy.

COMMITTEE TO VISIT

6.0 RECOMMENDATION: Approve

1 The development hereby permitted shall be carried out only in accordance with the approved plans numbered (00)001 Rev. P5, (00)002 Rev. P5, (00)003 Rev. P6, (00)004 Rev. P5, (00)005 Rev. P, (00)006 Rev. P1, (20)101 Rev. P1, (20)102 Rev. P1, (20)103 Rev. P1, (20)201 Rev. P1, (20)202 Rev. P1, (20)203 Rev. P1, (20)301 Rev. P1, (20)302 Rev. P1, (20)303 Rev. P1, (20)401 Rev. P1, (20)402 Rev. P1, (20)403 Rev. P1, (20)501 Rev. P1, (20)502 Rev. P1, (20)503 Rev. P1, (20)601 Rev. P1, (20)701 Rev. P1, (20)801 Rev. P1, (20)901 Rev. P1, (20)902 Rev. P1, (20)1001 Rev. P1, RPS-2570-(20)-1-1001 and D074.P.004/A [Final plans list to be advised].

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 the approved plans details and samples of 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.

3 The detailed planting proposals shown on drawing D074.P.004/A hereby approved 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: To minimize the visual impact of the proposals on the surrounding area.

4 Within three months of commencement of the development details of the cycle parking areas, including means of enclosure, shall be submitted to and approved in writing by the Local Planning Authority. The building shall not be occupied until the cycle parking areas and means of enclosure have been provided within the site in accordance with such approved details, and 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.

5 Within three months of commencement of the 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: So that the Local Planning Authority may be satisfied with these details for the proper drainage of the site.

6 The developer shall submit a BREEAM assessment after construction, at a time to be agreed in writing by the Local Planning Authority, and a completion assessment when issued by the BRE. The assessments shall confirm a minimum rating of 'Very Good'.

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

7 10% of the energy requirements of the development hereby approved shall be provided from renewable energy resources on land under the control of the applicant, in accordance with the Progress Report on the Renewables Strategy submitted with the application. The development shall not be occupied until works have been carried out in accordance with the submitted report, unless otherwise agreed in writing by the Local Planning Authority. 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 building's 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

7.0 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 provision of a campus at Heslington East, provision of student housing, sustainability, visual impact, flood risk, landscaping, and transport issues. The application therefore complies with policies GP1, GP4a, T4, ED9, ED10, GP9 and GP15a of the City of York Local Plan Deposit Draft.

2. STATEMENT OF THE COUNCIL'S POSITIVE AND PROACTIVE APPROACH

In considering the application, the Local Planning Authority has implemented the requirements set out within the National Planning Policy Framework (paragraphs 186 and 187) in seeking solutions to problems identified during the processing of the application. The Local Planning Authority took the following steps in order to achieve an acceptable outcome: Advised the applicant on the proposal prior to the application being submitted; and negotiated with the applicant to improve cycle

parking and the landscape setting.

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