

Development Control (Sunderland South and City Centre) Sub-Committee

SUPPLEMENT 29 March 2011

Item Number: S2

Application Number: 11/00296/LAP

Proposal: Erection of new primary school with associated

landscaping, parking and access.

Location: Part of Former Quarry View Primary School. Saint

Lukes Road, Sunderland

Ward: St Annes

Applicant: Children's Services

Date Valid: 1 February 2011

Target Date: 3 May 2011

Further to the main report to committee, considerations in connection with the Ground Engineering Interpretive Report and Geo-technical and Geo-environmental Desk Study Report submitted in connection with the application have now been considered and the following recommendations are offered.

Geology / Hydrology

Policy EN14 of the UDP seeks to ensure that adequate investigations to determine the nature of ground conditions have been undertaken where development is proposed on land which there is reason to believe may be either unstable or potentially unstable, contaminated or potentially at risk from migrating contaminants, or potentially at risk from migrating landfill gas or mine gas

The submitted Desk Study has been assessed by the Director of City Services (Pollution Control Section) who has concluded that whilst the report identifies the risks, on the whole, to be low-moderate with the exception of gas, where the risk is claimed to be moderate, these claims are considered to be optimistic owing to

the lack of knowledge with regards to the possible imported fill and the absence of a conceptual model for gas risk. In this regard it is therefore advised that further information is required to satisfy the claims of the study before any development commences on the site.

Geo-environmental Assessment

The findings of an investigation of 7 trial pits on the site have been considered by the Director of City Services (Pollution Control Section). The conclusions drawn recommend that trial pitting be carried out to ascertain the nature and extent of impacted soils around the south-west boundary. It is also recommended that a revised gas risk assessment including conceptual model of gas source, pathways and receptors be provided.

The monitoring scheme will then need to be re-appraised on the basis of the revised risk assessment, which could potentially lead to the construction of further gas monitoring installations or gas protections.

In light of the above, Members are recommended to impose conditions preventing any works / development, other than those required in connection with the above issues, from taking place until such time that trial pitting has been undertaken and a revised gas risk assessment including conceptual model has been submitted to the Local Planning Authority for formal approval.

Subject to the imposition of such conditions, the proposal is considered to accord satisfactorily with UDP policy EN14.

Conclusion

Taking the above and information contained within the main agenda report into account, it is considered that the proposed replacement primary school is an acceptable form of development. As such it is recommended that Members approve the application in accordance with Regulation 3 of the Town and Country Planning General Regulations 1992.

Recommendation: GRANT CONSENT in accordance with Regulation 3 of the Town and Country Planning General Regulations 1992, subject to the conditions set out below:

Conditions

1 The development to which this permission relates must be begun not later than three years beginning with the date on which permission is granted, as required by section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004 to ensure that the development is carried out within a reasonable period of time

- 2 Unless otherwise first agreed in writing with the Local Planning Authority, the development hereby granted permission shall be carried out in full accordance with the following approved plans:
 - Location Plan ref: 0508075/ARCH/100 Rev P1
 - Site Plan as Existing ref: 0508075/ARCH/101 Rev P1
 - Site Plan as Proposed ref: 0508075/ARCH/102 Rev: P2
 - Level Survey ref: 0508075/ARCH/003 Rev P1
 - Site Sections as Existing ref: 0508075/ARCH/007 Rev P1
 - Elevations as Proposed Sheet 1 of 2 ref: 0508075/ARCH/300 Rev P1
 - Elevations as Proposed Sheet 2 of 2 ref: 0508075/ARCH/301 Rev P1
 - GA Plan Ground Floor as Proposed ref: 0508075/ARCH/200 Rev T1
 - GA Plan First Floor as Proposed ref: 0508075/ARCH/201 Rev T1
 - GA Plan Roof as Proposed ref: 0508075/ARCH/203 Rev P1
 - Site Access Drawing and parking Layout ref: 0508075/ARCH/111 Rev P1
 - Boundary Fencing Detail ref: 0508075/ARCH/114 Rev P1
 - Bin Store Details ref: 0508075/ARCH/113 Rev P1
 - Proposed Landscape Masterplan ref: Po76B.386/001

In order to ensure that the completed development accords with the scheme approved and to comply with policy B2 of the adopted Unitary Development Plan.

- 3 No deliveries in connection with the construction of the school shall be taken at or despatched from the site outside the hours of 08:00 18:00 Monday to Friday, 08:00 13:00 Saturdays, nor at any time on Sundays, Bank or Public Holidays to ensure that nearby properties are not adversely affected by the development and that highway safety is not compromised and to comply with policy EC12, EC13 of the UDP.
- 4 No development shall take place until a scheme of working has been submitted to the satisfaction of the local planning authority; such scheme to include days and hours of working, siting and organisation of the construction compound and site cabins, routes to and from the site for construction traffic, and measures to ameliorate noise, dust, vibration and other effects, and so implemented, in the interests of the proper planning of the development and to protect the amenity of adjacent occupiers and in order to comply with policy EN5 of the UDP.
- 5 Unless otherwise agreed by the Local Planning Authority, development other than that required to be carried out as part of an approved scheme of remediation must not commence until conditions number 6 to number 8 have been complied with. If unexpected contamination is found after development

has begun, development must be halted on that part of the site affected by the unexpected contamination to the extent specified by the Local Planning Authority in writing until condition number 9 has been complied with in relation to that contamination. To ensure that risks from land contamination to future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors in accordance with policy EN14 of the Unitary Development Plan.

6 Unless otherwise agreed in writing by the Local Planning Authority development must not commence until an investigation and risk assessment, in addition to any assessment provided with the planning application, has been completed in accordance with a scheme to assess the nature and extent of any contamination on the site (site characterisation), whether or not it originates on the site. The contents of the scheme are subject to the approval in writing of the Local Planning Authority. The investigation and risk assessment must be undertaken by competent persons and a written report of the findings must be produced.

The written report is subject to the approval in writing of the Local Planning Authority. The report of the findings must include:

- (i) a survey of the extent, scale and nature of contamination;
- (ii) an assessment of the potential risks to:
 - human health
 - property (existing or proposed) including building, crops, livestock, pets, woodland and service line pipes,
 - adjoining land,
 - groundwaters and surface waters,
 - ecological systems,
 - archaeological sites and ancient monuments.
- (iii) an appraisal of remedial options, and proposal of the preferred option(s).

This must be conducted in accordance with DEFRA and the Environment Agency's 'Model Procedures for the Management of Land Contamination, CLR11.' To ensure that risks from land contamination to future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors in accordance with policy EN14 of the Unitary Development Plan.

7 Unless otherwise agreed by the Local Planning Authority, development must

not commence until a detailed remediation scheme to bring the site to a condition suitable for the intended use by removing unacceptable risks to human health, buildings and other property and the natural and historical environment must be prepared, and is subject to the approval in writing of the Local Planning Authority. The scheme must include all works to be undertaken, proposed remediation objectives and remediation criteria, timetable of works and site management procedures. The scheme must ensure that the site will not qualify as contaminated land under Part 2A of the Environment Protection Act 1990 in relation to the intended use of the land after remediation. To ensure that the risks from land contaminated to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors in accordance with policy EN14 of the Unitary Development Plan.

8 The remediation scheme approved under Condition number 7 (Submission of Remediation Scheme) must be carried out in accordance with its terms prior to the commencement of development other than that required to carry out remediation, unless otherwise agreed in writing by the Local Planning Authority. The Local Planning Authority must be given two weeks written notification of commencement of the remediation scheme works.

Following completion of measures identified in the approved remediation scheme, a verification report (referred to in PPS 23 as a validation report) that demonstrates the effectiveness of the remediation carried out must be produced, and is subject to the approval in writing of the Local Planning Authority.

To ensure that risks from land contamination to the future users of the land and neighbouring land are minimise, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors in accordance with policy EN14 of the Unitary Development Plan.

9 In the event that contamination is found at any time when carrying out the approved development that was not previously identified it must be reported in writing immediately to the Local Planning Authority. An investigation and risk assessment must be undertaken in accordance with the requirements of condition number 6 (Site Characterisation), and when remediation is necessary a remediation scheme must be prepared in accordance with the requirements of condition number 7 (Submission of Remediation Scheme), which is subject to the approval in writing of the Local Planning Authority.

Following completion of measures identified in the approved remediation

scheme a verification report must be prepared which is subject to the approval in writing of the Local Planning Authority in accordance with condition number 8 (Implementation of Approved Remediation Scheme).

If unexpected contamination is found after development has begun, development must be halted on that part of the site affected by the unexpected contamination to the extent specified by the Local Planning Authority in writing until this condition has been complied with in relation to that contamination.

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, and to ensure that the development can be carried out safely without unacceptable risks and in accordance with policy EN14 of the Unitary Development Plan.

- 10No groundworks or development shall commence until a programme of archaeological fieldwork (to include evaluation and where appropriate mitigation excavation) has been completed in accordance with a specification to be provided by the Local Planning Authority. The site is located within an area identified as being of potential archaeological interest. The investigation is required to ensure that any archaeological remains on the site can be preserved wherever possible and recorded, in accordance with Unitary Development Plan Policies B13 and B14.
- 11The building(s) shall not be occupied/brought into use until the final report of the results of the archaeological fieldwork undertaken in pursuance of condition 10 has been submitted to and approved in writing by the Local Planning Authority. The site is located within an area identified as being of potential archaeological interest. The investigation is required to ensure that any archaeological remains on the site can be preserved wherever possible and recorded, in accordance with saved Unitary Development Plan Policies B13 and B14.
- 12The buildings shall not be occupied/brought into use until a report detailing the results of the archaeological fieldwork undertaken has been produced in a form suitable for publication in a suitable and agreed journal and has been submitted to and approved in writing by the Local Planning Authority prior to submission to the editor of the journal. The site is located within an area identified in the Unitary Development Plan a being of potential archaeological interest and the publication of the results will enhance understanding of and will allow public access to the work undertaken in accordance with Planning Policy Statement 5.
- 13Notwithstanding any indication of materials which may have been given in the application, no development shall take place until a schedule and/or samples of the materials and finishes to be used for the external surfaces, including

walls, roofs, doors and windows has been submitted to and approved in writing by the Local Planning Authority. Thereafter, the development shall not be carried out other than in accordance with the approved details; in the interests of visual amenity and to comply with policy B2 of the Unitary Development Plan.

- 14Notwithstanding the submitted plans no development shall commence until full details of all soft and hard landscape works have been submitted to and approved in writing by the Local Planning Authority. These details shall include details of the proposed sensory garden / outdoor learning space, timber roundhouse, amphitheatre, woodland / nature / mini-beast garden, gabion basket retaining wall, general site planting, finished levels of contours; means of enclosures; car parking layouts; vehicle and pedestrian access and circulation areas and hard surfacing materials. Thereafter the development shall be carried out in accordance with the approved details unless otherwise agreed in writing with the Local Planning Authority. In order to protect and enhance the amenity of the area and to accord with policy B2 of the UDP.
- 15All planting, seeding or turfing comprised in the approved details of landscaping shall be carried out in the first planting season following the occupation of the buildings or the completion of the development whichever is the sooner, and any trees or plants which within a period of 5 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 gives written consent to any variation, in the interests of visual amenity and to comply with policy B2 of the UDP.
- 16Notwithstanding the information submitted as part of the application, no development shall commence until a revised car parking layout, which shall include details of a suitable turning head and road width, has been submitted to and approved in writing by the Local Planning Authority. The car park shall then be laid out in complete accordance with the approved details unless otherwise first agreed in writing with the Local Planning Authority, in order to ensure a satisfactory form of development in the interests of highway safety, in accordance with policy T14 of the UDP.
- 17Before the development commences details of the method of containing the construction dirt and debris within the site and ensuring that no dirt and debris spreads on to the surrounding road network shall be submitted to and approved by the Local Planning Authority. These details shall include the installation and maintenance of a wheelwash facility on the site. All works and practices shall be implemented in accordance with the agreed details before the development commences and shall be maintained throughout the construction period in the interests of the amenities of the area and highway safety and to comply with policies B2 and T14 of the approved UDP.

- 18The development hereby approved shall not be brought into use until details of the CCTV systems to be installed at the site have been submitted to and approved in writing by the Local Planning Authority. For the avoidance of doubt, the details to be submitted shall include:
 - specifications of the make, model and performance of the cameras to be installed;
 - a statement explaining how the CCTV system will respect the privacy of neighbouring residents;

Installation shall then be carried out in complete accordance with the approved details and the agreed CCTV systems maintained as such for the lifetime of the cameras unless otherwise agreed in writing with the Local Planning Authority, in order to achieve a satisfactory form of development and comply with policy B2 of the UDP.

- 19The development hereby approved shall not be brought into use until a 'Service Delivery Management Plan' for the school has been submitted to and approved in writing by the Local Planning Authority. The agreed scheme shall then be implemented as such unless otherwise agreed in writing with the Local Planning Authority. In the interests of residential amenity and to comply with policy B2 of the UDP.
- 20 Before the development hereby approved is brought into use, a Community Use Scheme shall be submitted to and approved in writing by the Local Planning Authority in consultation with Sport England. The Scheme shall include details of pricing policy, hours of use, access arrangements, management responsibilities and include a mechanism for review. Thereafter the development shall be implemented in accordance with the agreed details. To secure well managed safe community access to the sports facility and to ensure sufficient benefit to the development of sport and to accord with policy L7.
- 21 Within 6 calendar months of the completion of the development, a Post Construction Review Report undertaken by a licensed assessor and a BRE Final Code Certificate shall be submitted to and approved in writing by the Local Planning Authority. For the avoidance of doubt, the results of the report shall conclude that the development has been constructed to at least the BREEAM 'Very Good' standard, unless otherwise agreed in writing with the Local Planning Authority, in the interests of sustainability and in order to comply with Policies R1 and R4 of the UDP.
- 22. Notwithstanding the submitted information, no works shall commence until ecological enhancement measures, which shall include details of the roost and nesting units to be installed within the built structures and external lighting

proposals, have been submitted to and approved in writing by the Local Planning Authority. The works shall then be carried out in complete accordance with the approved details in the interests of nature conservation and to comply with policies CN18 and CN22 of the UDP.

Item Number: S3

Application Number: 10/02555/OUT

Proposal: Outline application for B1, B2 and B8 uses with all

matters but access reserved.

Land East of Prospect Row, Hendon, Sunderland.

Ward: Hendon

Applicant: Dahlia Property (Jersey) Ltd

Date Valid: 27 July 2010

Target Date: 26 October 2010

Since the main agenda report was produced the main issues relating to this application have now been resolved.

The principle of the development

The application is an outline application for B1 (offices), B2 (general industry) and B8 (storage and distribution) uses , with all matters except access reserved. Access is proposed to be from Barrack Street at the north end of the site. The office use would be in 3 units, 2 each of 4877 sq m net internal and one of 6069 sq. m area and amounting to 15823 sq m. These units are located at the northern part of the site closest to the existing housing at Barrack Street / Prospect Row.

The general industry, located in the central part of the site, is proposed to be in 5 units, 4 of 975 sq m. net internal space and 1 of 1829 sq. m and amounting to 5729 sq. m.

The storage and distribution use is proposed to be located at the southern end of the site in 7 units ranging in net internal area from 1097 sq. m to 3779 sq m. and amounting to 20,115 sq m.

The overall development is 41,667 sq m, which on a site of 5.9 ha amounts to a building site coverage of 70.45%.

The site is subject to policy SA6A.2 of UDP Alteration No 2 adopted by the Council in September 2007, which identifies the site as part of an area for comprehensive redevelopment, suited to larger footprint uses such as the larger of the storage uses proposed in this application. Planning Policy have

commented that the proposal is acceptable in principle but that the current layout and design could lead to development of the land to the east, beyond the railway line, being prejudiced. The Implementation Team have commented similarly and have also raised comments regarding shallow plot depths and impacts on Grade 1 listed Sunderland Parish Church, the Grade 2 listed Trafalgar Square Alms Houses and the adjacent Town Moor.

However, this application is in outline with layout, scale, landscaping and appearance reserved matters. In addition the future of the railway line is uncertain, but if it were to go all the land could be accessed from the roundabout proposed to be located towards the southern end of the site.

The issue of potential impacts on the setting of adjacent listed buildings and Town Moor was considered both at the time Alteration No2 was drawn up proposing large scale employment uses for the area and during the plan's formal adoption by the Council. The application is in outline and these matters can be properly addressed at the stage of any reserved matters application and the discharge of other conditions precedent regarding design, landscaping or screening.

In relation to the shallow plot sizes it is acknowledged that the proposal is an intense use of the site with 70% of the site occupied with industrial buildings. Related matters of HGV turning areas and parking also raised were not issues raised in the section below covering comments from the City Services Transportation.

Environmental Health

In addition to the comments reported below regarding noise City Services Environmental Health have commented as follows regarding land contamination. The application was accompanied by a desk top study. However, no works other than site investigation works should be undertaken and any necessary remediation strategy is submitted approved and implemented.

This could be covered by the set of land contamination and remediation conditions the Council usually attaches to any planning permission to develop land any previously developed land. See also the following comments from the Environment Agency.

Environment agency / flood risk assessment

The application was also supported by a flood risk assessment. The Environment Agency comments that it has no objections to the proposal in relation to this assessment and proposed a condition regarding a scheme of surface water management in order to prevent flooding. This would be included if permission were to be granted.

It also requests a set of conditions regarding the issue of land contamination and these are broadly similar to the conditions the council would usually impose as indicated above.

Highway access and car parking

City Services Transportation have commented that the application may have to be considered for refusal for the following reason. Firstly the application is piecemeal in the absence of a Port Access Strategy and the site is poorly accessed. However, the land is allocated for employment use in the recently adopted UDP and represents the first interest the Council have had to implement the policy. It is an outline proposal which may provide the impetus to proceed with a Port Access Strategy informed by the present proposal.

The remaining criticisms of single point of vehicular access and lack of pedestrian access could be addressed at the reserved matters by imposing conditions, possibly Grampian style conditions. They acknowledge that subject to the acquisition of third party land a new southern access to the southern end of the site could be achieved.

Finally they comment that they believe that the southern part of the site is outside the applicant's ownership and lies in the rail corridor. If that is the case the scheme could not be implemented as presently proposed, but if approved this application would reinforce the policy basis on which a new or amended scheme could be brought forward.

Impact upon ecology and protected species

The site is identified as a wildlife corridor in the UDP.

A phase 1 habitat survey has been submitted with the application. Natural England have not objected to the proposal but asks that the Council as Local Planning Authority take into account the comments of its own ecologist (in Planning Implementation) who has better local knowledge. Planning Implementation advise that this survey is minimal and to be supported by further survey work undertaken at an appropriate time of the year and in accordance with the JNCC 2010 guidelines, in particular providing a full species list with abundance and status. However, at present no survey work (either the applicant's or city-wide work undertaken by the Council in 1999) establishes " a reasonable likelihood of (protected) species being present and affected by the proposal".

That quotation was taken from paragraph 99 Circular 6/05Biodiversity and Geological Conservation – Statutory Obligations and their Impact within the Planning System. The circular advises that it is essential that the presence or otherwise of protected species and the extent that they may be affected by the

proposed development before planning permission is granted. However the circular further advises that in exceptional circumstances the requirement for ecological surveys and mitigation measures based on these could be left to conditions attached to a permission.

It is considered that this application meets those circumstances. The site is allocated in a recently adopted alteration to the UDP for larger scale employment uses on unused land adjacent to the port. The application is for, in part, larger scale uses and includes storage and distribution uses which could help development of port trade. The application is in outline and this provides some scope for the final layout to incorporate mitigation measures to be introduced into the final layout. It is the only firm expression of interest to develop in this part of the city for some considerable time and comes at a time when regeneration is, for socio- economic reasons, particularly needed and therefore needs to be promoted. Accordingly if planning permission is granted conditions are proposed covering the need for a new Phase 1 Habitat survey and any mitigation measures shown to be required.

Impact of the proposed development on residential amenity

The B1 office units should not pose a problem in terms of residential amenity in relation to the adjacent houses at Barrack Road, as by definition use class B1 activity can be carried out in any residential area without detrimental to the amenity of that area. The proposed B2 units are 60m away from the housing at The Quadrangle and appropriate boundary treatment of the site could reduce both the visual and any noise impacts of the development.

Environmental Health have commented as follows. As the northern part of the site is located close to housing then at the reserved matters stage it may be necessary to require noise assessment and possible mitigation measures. This could be covered by an appropriately worded condition imposed at the present outline stage.

Archaeology

An archaeological assessment has been submitted and the County Archaeologist has commented that the site lies within the former extent of the medieval town moor and within an area of Victorian railway sidings associated with the development of the port. More importantly remains of these features are likely to be present on site and the Archaeologist agrees that preliminary trenches should be dug before development commences.

A series of archaeological conditions have been suggested, should permission be granted and these would cover: archaeological excavation and recording, a post excavation report and publication of an archaeological report.

Conclusion

This outline application has raised a number of significant issues.

However, rather than regarding the application as premature or piecemeal it should be seen as an opportunity to promote Council regeneration policies and provide the impetus and starting point to address such matters as an a strategy for access to Port land. Particularly in the present economic climate the Council cannot afford to wait for all strategy matters to be finalised before approving potentially "pump priming" development for this area which has been identified for comprehensive redevelopment.

All matters, including ecological ones in these exceptional circumstances, can be addressed in the reserved matters and other conditions attached to a planning permission.

The recommendation is to grant outline planning permission subject to reserved matters and conditions to cover the matters listed below.

- Details of Reserved Matters to be submitted within 3 years of the date of this permission.
- Overall condition for commencement of development.
- Materials
- Landscaping conditions including period for establishment and replacement of dead planting.
- Details of means of enclosure/ boundary treatment.
- Scheme of surface water management.
- Vehicular and pedestrian access details. Agreed details to be implemented before occupation of units.
- Noise assessment and mitigation measures.
- New phase 1 Habitat Survey and any further species surveys as required as indicated by the habitat survey and details of consequent mitigation measures.
- Set of land contamination conditions covering site investigation work, details of consequent remediation strategy, implementation of remediation works, verification of remediation all prior to commencement of any other development works. Plus condition to cover any contamination found on site after commencement.
- Set of archaeological conditions covering excavation works, recording and publication of report.
- Details of site compound and construction methods to minimise dirt and dust and measures to avoid / remedy site vehicle bringing mud onto surrounding roads

RECOMMENDATION: Grant outline planning permission subject to conditions covering the matters listed above.

Item Number: S4

Application Number: 10/03941/OUT

Proposal: Outline planning permission with all matters reserved

except for access for 150 residential dwellings at

Rushford Phase 2.

Location: Land to the Rear of Bevan Avenue, Sunderland

Ward: Ryhope

Applicant: Persimmon Homes.

Date Valid: 6 January 2011

Target Date: 7 April 2011

As stated in the main report it is considered that the main issue to consider is the provision of future infrastructure, in particular the Ryhope Doxford Park Link as required by adopted policy.

This has been conveyed to the applicant who has provided documents relating to the application for Rushford Phase 1 (99/00230/FUL) and contributions negotiated at that time. These contributions were requirements in the Ryhope Tunstall Periphery Planning Guidance and secured by way of a section 106 agreement and a section 278 Agreement under the Highways Act 1980.

This has been raised by the applicant as evidence that this phase of the development (Rushford Phase 2) does not require a contribution to further infrastructure. The history of the development of Rushford Phase 1 involved various developers and amended schemes such that the site was finally developed under planning reference 01/00170/FUL.

The issues are complex and are being examined in discussion with the applicant and Members are requested to defer a decision pending the outcome.

RECOMMENDATION: Defer