

**19/01110/FUL**

**Construction of new healthcare building providing office and assessment spaces for multi-disciplinary, community based mental health teams.  
at OS Field 6504 Northallerton Business Park Thurston Road Northallerton  
for Mr Paul Foxton.**

### **1.0 SITE, CONTEXT AND PROPOSAL:**

- 1.1 The application site is located to the north of Northallerton Business Park, Thurston Road and to the south of the new link road constructed as part of the North Northallerton housing development. To the west of the site is the A167 Darlington Road and to the east agricultural land with an extant permission for a motor vehicle pre-delivery inspection workshop.
- 1.2 The site forms part of the NM5D allocation for mixed housing and employment development with 5.8ha allocated for B1 and B2 employment development.
- 1.3 This application is for the construction of a healthcare building providing office and assessment spaces for multi-disciplinary, community based mental health teams. The proposed building comprises assessment spaces and meeting rooms on the ground floor with offices and ancillary staff facilities on the first and second floors.

### **2.0 RELEVANT PLANNING and ENFORCEMENT HISTORY:**

- 2.1 18/02720/FUL - Application for the construction of 72 dwellings (100% affordable housing) - Pending Consideration
- 2.2 15/01083/HYB - Hybrid planning application for:
  1. Full planning application for Phase 1 residential comprising 150 dwellings to the east of Darlington Road and 148 dwellings to the west of Stokesley Road, including earth works across the site, engineering works for drainage associated with Phase 1 residential, associated infrastructure, construction of strategic link road from Darlington Road to the west and Stokesley Road to the east including roundabouts and road bridge crossing railway line and village green; and
  2. Outline planning application for a mixed use development of 900 dwellings (C3) which includes the residential development comprising Phase 1 referred to above, employment (B1, B2, B8), neighbourhood centre comprising shops (A1), restaurants (A3) and drinking establishments (A4), extra care facilities (C2), medical facilities (D1), primary school (D1), community uses including recreation playing pitches and allotments, car parking and means of access (all matters reserved apart from means of access) - Granted

### **3.0 RELEVANT PLANNING POLICIES:**

- 3.1 The relevant policy of the Development Plan and any supplementary planning policy advice are as follows;

Core Strategy Policy CP1 - Sustainable development  
Core Strategy Policy CP2 - Access  
Core Strategy Policy CP4 - Settlement hierarchy  
Core Strategy Policy CP12 - Priorities for employment development

Core Strategy Policy CP17 - Promoting high quality design  
Development Policies DP1 - Protecting amenity  
Development Policies DP3 - Site accessibility  
Development Policies DP4 - Access for all  
Development Policies DP16 - Specific measures to assist the economy and employment  
Development Policies DP32 - General design  
Development Policies DP34 - Sustainable energy

#### **4.0 CONSULTATIONS**

- 4.1 Northallerton Town Council - No observations
- 4.2 NYCC Highways Officer - No objection subject to conditions relating to detailed plans and construction of footway, discharge of surface water, provision of access, turning and parking areas, retention of parking spaces, travel plan and construction management plan.
- 4.3 Environmental Health Officer - No objection
- 4.4 Environmental Health (Land Contamination) - No objection subject to condition relating to the reporting of unexpected contamination.
- 4.5 Network Rail - No observations
- 4.6 Yorkshire Water - Recommends conditions relating to provision of separate systems of drainage for foul and surface water on and off site and provision of oil/fat etc interceptors to filter runoff from parking areas.
- 4.7 North Yorkshire Local Access Forum - Parking provision is not sufficient. Recommends the provision of a cycle/footway through the Business Park to support a safe alternative to driving.
- 4.8 Designing out Crime Officer - the design, layout and security arrangements are to be commended. The applicant should apply for 'Secure by Design' accreditation.
- 4.9 Lead Local Flood Authority - recommends the provision of micro drainage network calculations, an exceedance plan to show overland flows and confirmation of the maintenance agreements along with a maintenance plan/schedule for proposed SuDS.
- 4.10 Economic Development Officer - Concern over the number of parking spaces not being sufficient to cater for all visitors.
- 4.11 Public Representations - Three letters of representation were received raising the following issues:
- Does not provide an adequate visual or acoustic barrier between the residential area and the business park
  - The Friarage site should be considered as a location for this development.
  - The site should be reserved for provision of facilities to serve the adjacent housing development
  - No objection to the use as offices but objects to the use as assessment spaces

#### **5.0 ANALYSIS:**

- 5.1 Having regard to Section 38(6) of the Planning and Compulsory Purchase Act 2004, applying all relevant Development Plan policies, and considering all other policy and

guidance (including the NPPF and PPG) and all other material planning considerations, including representations received, it is considered that the main planning considerations raised in relation to the determination of this application are as follows:

- The principle development in this location
- Design and impact on the surrounding area
- Impact on amenity
- Highways Safety, Access and Car parking
- Drainage and flood risk
- Ecology

### Principle

- 5.2 Allocations Policy NM5 covers an area to the north of Northallerton Town identified in the 2010 LDF Allocations Policy as a strategic site for mixed development. More specifically NM5D includes 17.2ha allocated for mixed housing and employment development. 11.4ha is allocated for housing development with a capacity for approximately 400 dwellings. Much of this land was considered under the Hybrid full and outline application which was granted in 2016. Phase 1 of this permission is underway with dwellings to the extreme north of the site already completed and occupied. The remaining 5.8ha is allocated for employment development comprising B1 and B2 uses.
- 5.3 Given the size of the NM5 allocation, master-planning took place prior to submission of the Hybrid application with further detail agreed during the life of the application. This application site forms part of an area of land to the north of Allerton Steel, an existing steel fabrication works, the details of which were marked on the illustrative masterplan as "detail to be determined". This area left a substantial buffer between the adjacent industrial uses and the area allocated for residential use. Given the proximity to the steel fabrication works it is considered that employment uses would be preferable in this area owing to the potential for conflict owing to potential noise disturbance.
- 5.4 The Design and Access Statement submitted with the application summarises the current position in relation to the location and accessibility of mental health services in Northallerton. A large proportion of the services included in the scope of this development are currently based in Gibraltar House, Northallerton, but it has no facility for clinical activity. The majority of out-patient services (including management staff) are currently based at The Friarage. Services have highlighted the need for a consolidated location with clinical space. The statement highlights that whilst a central Northallerton location would support local demand, proximity to the current railway level crossing on High Street/A167 can cause major delays for staff which significantly reduces efficiency. The frequency of train services can lead to delays of up to 30 minutes at a time. The proposed location, which will be served by the new link road and bridge over the railway line, will provide significant benefits to the service alongside the benefit of a new bespoke facility in one location.
- 5.5 As the application site is allocated for B1 and B2 uses it is considered that the proposed development is broadly compatible with the surrounding area providing office and clinical space for a mental health hub serving Hambleton and Richmondshire. Representations raised concerns that the site should be reserved to provide services for the local community. However, neither the allocation, nor the planning permission for North Northallerton set out a specific requirement for development of this site to provide local services.

### Design and impact on the surrounding area

- 5.6 Core Strategy Policy CP17 states that achieving high quality design of both buildings and landscaping is a priority in the case of all development proposals. LDF Policy DP32 indicates that the design of all developments must be of the highest quality. Development proposals must seek to achieve creative, innovative and sustainable designs that take into account local character and settings, and promote local identity and distinctiveness.
- 5.7 The application site is greenfield allocated land which is/will be surrounded on all sides by development. To the west is Standard Way industrial Estate and to the south the Thurston Road Business Park. The character of the immediate area is therefore predominantly commercial with surrounding uses including steel fabrication works, car showroom, light industrial units and offices. Many of the surrounding units are modern in design utilising a large variety of materials.
- 5.8 The proposed building is also modern in design comprising three levels at the central section and stepping down to two and single storey sections. The stepped design is intended to minimise the perceived massing of the development and reduce the visual impact on the surrounding area. Very little detail has been submitted in relation to the materials to be used and therefore it is recommended that the materials be the subject of a condition.
- 5.9 LDF Policy DP 33 indicates that landscaping of new development must be an integrated part of the overall design, which compliments and enhances development. DP33 goes on to say that landscaping should also contribute to local character, appearance and sense of place.
- 5.10 As part of the master-planning it was considered that a landscape buffer should be provided to the northern edge of this site to help screen the commercial/industrial style development from the residential development. This buffer has been included in the layout plan submitted, however, specific details have not been provided. It is considered that a landscaping scheme be secured by condition which includes the details of this buffer.

#### Impact on amenity

- 5.11 Policy DP1 states that all development proposals must adequately protect amenity, particularly with regard to privacy, security, noise and disturbance, pollution (including light pollution), odours and daylight. The proposed building will be separated from the planned residential and school development to the north by the new link road. It is therefore considered that there is adequate separation distance to preserve amenity. In addition to this the Councils Environmental Health Officer has not raised any objections to the development. Concerns have been raised in representations about the potential impact on nearby residents. Subject to the provision of a suitably designed landscape buffer, it is considered that the proposed development will not result in any significant impact on residential amenity.

#### Highways Safety, Access and Car parking

- 5.12 Core Strategy Policy CP1 states that development that would significantly harm the natural or built environment, or that would generate an adverse traffic impact, will not be permitted. Core Strategy Policy CP2 indicates that development and the provision of services should be located so as to minimise the need to travel. Convenient access via footways, cycle paths and public transport should exist or be provided, thereby encouraging the use of these modes of travel for local journeys and reducing the need to travel by private car and improving the accessibility of services to those with poor availability of transport. LDF Policy DP3 states that all proposals for new development must include provision for sustainable forms of transport to access the

site, and within the development. In addition to this Chapter 9 of the NPPF, Promoting Sustainable Transport, indicates that transport issues should be addressed at the earliest stage of development including the promotion of walking cycling and public transport.

- 5.13 Some concerns were raised during the life of the application relating to the provision of parking and whether this is adequate to accommodate all staff and visitors. In relation to this the Highways Officer has commented as follows:

"The local Highway Authority has reviewed the Transport Statement which has considered the likely trip generation of the current proposals against the consented land use. It is accepted that the proposals are unlikely to result in a significant increase in trips over and above the level previously accepted during the peak hours. A review of the staff numbers expected on site during a typical day have confirmed that the proposed level of staff parking on site, 68 spaces, is an appropriate level, given the expected demand. It is advised that an appropriate parking management strategy is implemented to ensure the visitor spaces proposed are kept available for patients/visitors along with a Travel Plan to promote and encourage alternative methods of travel to the site by staff and visitors."

- 5.14 Subject to conditions relating to detailed plans and construction of footway, discharge of surface water, provision of access, turning and parking areas, retention of parking spaces, travel plan and construction management plan there were no Highways related objections to the development.
- 5.15 Concern was raised by the Local Access Forum about the lack of provision of pedestrian or cycle access to the south of the site into Thurston Road. However, this would not be a commodious route and as such this option was not pursued.

#### Drainage and Flood Risk

- 5.16 Core Strategy CP1 states that proposals will be supported if they promote and encourage or protect and enhance the natural drainage of surface water. LDF Policy DP32 indicates that developments should seek to minimise water use (including through the incorporation of grey-water recycling), and where possible include Sustainable Drainage Systems (SUDS).
- 5.17 A Flood Risk Assessment and Drainage Strategy has been submitted in support of the application. Yorkshire Water has recommended conditions relating to provision of separate systems of drainage for foul and surface water on and off site and provision of oil/fat etc interceptors to filter runoff from parking areas. The lead Local Flood Authority recommends that further information be submitted relating to Micro Drainage network calculations, an exceedance plan to show overland flows and confirmation of the maintenance agreements along with a maintenance plan/schedule for proposed SuDS. Further update to be provided at committee.

#### Ecology

- 5.18 Paragraph 170 of the NPPF states that planning decisions should contribute to and enhance the natural and local environment by (amongst other matters), minimising impacts on and providing net gains for biodiversity, including by establishing coherent ecological networks that are more resilient to current and future pressures.
- 5.19 The ecological implications of the proposed development of this site were addressed and found to be acceptable, through the Environmental Statement submitted in support of the Hybrid application. In addition to this a fresh Preliminary Ecological Appraisal has been submitted in support of the application.

- 5.20 The appraisal found that this development will result in the loss of a length of hedgerow. Whilst the hedgerow is in poor condition with large gaps it is considered that its loss should be mitigated through replacement hedgerow within the site. As part of the master-planning process it was identified that a landscape buffer should be provided to the north of the site. This presents an opportunity for the replacement hedgerow. It is therefore recommended that the replacement of the hedgerow be the subject of a planning condition.
- 5.21 The habitats located in and around the site could support badger, although no signs of this species were observed during the Extended Phase 1 Habitat Survey and there are no records of this species in the area. No further surveys are considered necessary. However, in order to ensure compliance with the relevant legislation, it is recommended that a check for the presence of mammal burrows with an entrance diameter exceeding 100mm should be undertaken prior to the onset of works. In the event that such mammal burrows are recorded clearance operations should cease until advice has been sought from a suitably qualified ecologist.
- 5.22 Due to the potential presence of nesting bird species within the Site, it is recommended that initial development works are undertaken outside of the usual bird breeding season (normally taken to be March - July inclusive). If such timescales cannot be accommodated, it is recommended that a check for the presence of active nests, and nesting birds should be undertaken by a suitably qualified ecologist prior to the commencement of works.

#### Community Involvement

- 5.23 The Councils Statement of Community Involvement indicates that applicants making major proposals, or those likely to have any significant impacts, will need to carry out their own pre-application public consultation. Planning applications for these proposals will need to be accompanied by a Consultation Statement. A statement has not been received and the agent has confirmed that no public consultation was carried out prior to the application.

#### Planning Balance

- 5.24 The principle of this use is considered to be acceptable on this site. The design and form of development, whilst relatively significant in scale, is considered to result in no significant harm to the character or appearance of the area. The proposed development will provide a modern and efficient building to cater for the clinical requirements of the local mental health team. It is considered that the proposed development accords with the requirements of relevant Local Development Framework policy.

### **6.0 RECOMMENDATION:**

- 6.1 That subject to any outstanding consultations the application be **GRANTED** subject to the following condition(s)
1. The development hereby permitted shall be begun within three years of the date of this permission.
  2. The permission hereby granted shall not be undertaken other than in complete accordance with the drawings detailed below unless otherwise approved in writing by the Local Planning Authority:  
Drawings numbered: 0102, 0100, 0103, 0104, 0105 submitted on 17/05/2019 and 107, 108 submitted on 28/05/2019

3. No above ground construction work shall be undertaken until details of the materials to be used in the construction of the external surfaces of the development have been submitted in writing to the Local Planning Authority for approval and samples have been made available on the application site for inspection (and the Local Planning Authority have been advised that the materials are on site) and the materials have been approved in writing by the Local Planning Authority. The development shall be constructed of the approved materials in accordance with the approved method.

4. No above ground construction work shall be undertaken until, a scheme of hard and soft landscaping works including the landscape buffer indicated on drawing 0102, is submitted to and approved in writing by the Local Planning Authority. The submitted scheme shall provide details of the species, numbers and locations of planting, all hard surface materials, timescales for implementation and a maintenance schedule. The approved landscaping scheme shall be implemented prior to occupation of any dwelling and maintained thereafter in accordance with the approved details.

5. Prior to construction of above ground works a drainage scheme shall be submitted for the written approval of the Local Planning Authority detailing micro drainage network calculations, an exceedance plan to show overland flows and confirmation of the maintenance agreements along with a maintenance plan/schedule for proposed SuDS. Thereafter drainage scheme shall be implemented in accordance with the approved details.

6. Unless otherwise approved in writing by the Local Planning Authority, there shall be no excavation or other groundworks, except for investigative works or the depositing of material on the site, until the following drawings and details have been submitted to and approved in writing by the Local Planning Authority:

- (1) Detailed engineering drawings to a scale of not less than 1:500 and based upon an accurate survey showing:
  - (a) the proposed highway layout including the highway boundary
  - (b) dimensions of any carriageway, cycleway, footway, and verges
  - (c) visibility splays
  - (d) the proposed buildings and site layout, including levels
  - (e) drainage and sewerage system
  - (f) lining and signing
  - (g) all types of surfacing (including tactiles), kerbing and edging.
- (2) Longitudinal sections to a scale of not less than 1:500 horizontal and not less than 1:50 vertical along the centre line of each proposed road showing:
  - (a) the existing ground level
  - (b) the proposed road channel and centre line levels
  - (c) full details of surface water drainage proposals.
- (3) Full highway construction details including:
  - (a) typical highway cross-sections to scale of not less than 1:50 showing a specification for all the types of construction proposed for carriageways, cycleways and footways/footpaths
  - (b) when requested cross sections at regular intervals along the proposed roads showing the existing and proposed ground levels
  - (c) kerb and edging construction details
  - (d) typical drainage construction details.
- (4) Details of all proposed street lighting.

- (5) Drawings for the proposed new roads and footways/footpaths giving all relevant dimensions for their setting out including reference dimensions to existing features.

The development shall only be carried out in full compliance with the approved drawings and details unless agreed otherwise in writing by the Local Planning Authority.

7. No part of the development to which this permission relates shall be brought into use until the carriageway and any footway or footpath from which it gains access shall be constructed to base course macadam level or block paved (as approved) and kerbed and connected to the existing highway network with street lighting installed and in operation. The completion of all road works, including any phasing, shall be in accordance with a programme approved in writing with the Local Planning Authority before any part of the development is brought into use.

8. There shall be no access or egress by any vehicles between the highway and the application site until full details of any measures required to prevent surface water from non-highway areas discharging on to the existing or proposed highway together with a programme for their implementation, have been submitted to and approved in writing by the Local Planning Authority. The works shall be implemented in accordance with the approved details and programme.

9. No part of the development shall be brought into use until the approved vehicle access, parking, manoeuvring and turning areas approved under condition number 2:

- a. have been constructed in accordance with the submitted drawing 0102
- b. are available for use unless otherwise approved in writing by the Local Planning Authority.

Once created these areas shall be maintained clear of any obstruction and retained for their intended purpose at all times

10. Notwithstanding the provision of any Town and Country Planning General Permitted or Special Development Order for the time being in force, the areas shown on drawing 0102 for parking spaces, turning areas and access shall be kept available for their intended purposes at all times.

11. Prior to the development being brought into use, a Travel Plan shall have been submitted to and approved in writing by the Local Planning Authority in consultation with the Highway Authority. This shall include:

- a. the appointment of a travel co-ordinator
- b. a partnership approach to influence travel behaviour
- c. measures to encourage the use of alternative modes of transport other than the private car by persons associated with the site
- d. provision of up-to-date details of public transport services
- e. continual appraisal of travel patterns and measures provided through the travel plan
- f. improved safety for vulnerable road users
- g. a reduction in all vehicle trips and mileage
- h. a programme for the implementation of such measures and any proposed physical works
- i. procedures for monitoring the uptake of such modes of transport and for providing evidence of compliance.
- j. a parking management strategy to ensure visitors bays are not used by staff on site.

The Travel Plan shall be implemented and the development shall thereafter be carried out and operated in accordance with the Travel Plan.

12. No development for any phase of the development shall take place until a Construction Method Statement for that phase has been submitted to, and approved in writing by, the Local Planning Authority in consultation with the Local Highway Authority. The approved Statement shall be adhered to throughout the construction period for the phase. The statement shall provide for the following in respect of the phase:

- a. the parking of vehicles of site operatives and visitors
- b. loading and unloading of plant and materials
- c. storage of plant and materials used in constructing the development
- d. wheel washing facilities
- e. measures to control the emission of dust and dirt during construction
- f. HGV routing

13. Prior to the construction of above ground walling a detailed sustainable energy scheme shall be submitted to and approved in writing by the Local Planning Authority. The scheme shall show how sustainable energy issues have been addressed by reference to accredited assessment schemes. The sustainable energy scheme shall include an energy use assessment and consider the feasibility of incorporating Combined Heat and Power (CHP) schemes into the development. The scheme shall also show how energy efficient measures will be incorporated into the development which will provide at least 10% of their energy requirements from on-site renewable energy generation, or otherwise demonstrate similar energy savings through design measures. The development shall thereafter be carried out in accordance with the approved scheme.

The reasons are:-

1. To ensure compliance with Sections 91 and 92 of the Town and Country Planning Act 1990 and where appropriate as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.
2. In order that the development is undertaken in a form that is appropriate to the character and appearance of its surroundings and in accordance with LDF Policies CP17 and DP32.
3. To ensure that the external appearance of the development is compatible with the immediate surroundings of the site and the area as a whole in accordance with Hambleton Local Development Framework Policy CP17.
4. In order that the development is undertaken in a form that is appropriate to the character and appearance of its surroundings and to soften the visual appearance of the development in accordance with the Development Plan Policies CP17 and DP32.
5. To ensure acceptable drainage of the site.
6. To secure an appropriate highway constructed to an adoptable standard in the interests of highway safety and the amenity and convenience of highway users.
7. To ensure safe and appropriate access and egress to the premises, in the interests of highway safety and the convenience of prospective users of the highway.

8. In the interest of highway safety
9. To provide for appropriate on-site vehicle facilities in the interests of highway safety and the general amenity of the development
10. To ensure these areas are kept available for their intended use in the interests of highway safety and the general amenity of the development.
11. To establish measures to encourage more sustainable non-car modes of transport
12. To provide for appropriate on-site vehicle parking and storage facilities, in the interests of highway safety and the general amenity of the area.
13. To ensure compliance with Policy DP34 in relation to Sustainable energy.