

Parish: Bedale

Ward: Bedale

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Committee Date: 13 October 2016

Officer dealing: Mr Peter Jones

Target Date: 27 October 2016

16/01723/FUL

Construction of a new car park (including provision for coach, caravan/motorhome, motorcycle and bicycle parking), including access, associated infrastructure and landscaping work

At land to the south east of Bedale BALB roundabout (A684 North End), Bedale for Mr Clive Thornton (Corporate Facilities), Hambleton District Council

1.0 SITE DESCRIPTION AND PROPOSAL

- 1.1 The application site is an area of agricultural field on the northern boundary of Bedale, between the new Bedale relief road and the built up area on the northern edge of the town.
- 1.2 The Bedale relief road is built up along the northern boundary of the site, approximately 5m above the level of the field. The site runs generally downhill to the east towards the Bedale Beck and would occupy approximately one third of the field. There is a field access approximately 100m to the south of the roundabout at the end of the relief road offering agricultural access to the field. The bank between the site and the bypass is grassed. The boundary of the site with the road frontage is currently formed by a post and rail fence and a recently planted hedge. The boundary to the site (Bedale side of the site) is formed by a grown-out hedge of mixed species contained a number of mature trees which contribute to the strong vegetated boundary along the northern edge of Bedale.
- 1.3 On the west side of the A684 there is a footpath that runs into Bedale Town Centre with access through Bedale Park, whilst there is no footpath on the east side of the road from the site. The route into Bedale from the new roundabout is lit by street lighting.
- 1.4 The application site is allocated in the Hambleton District Local Development Framework for the development of a car park, Allocation Policy BC1 (Gateway Car and Coach park, north of St. Gregory's Church, Bedale). The allocation states:
- This site is allocated for a car and coach park with associated facilities, subject to:
- i. the number of car and coach parking bays being sufficient to cater for the requirements of Bedale town centre;
 - ii. suitable access to the site being gained directly from the existing A684;
 - iii. design, layout and landscaping being of high quality and sensitive to its proximity to the Listed Buildings of St. Gregory's Church and House and Bedale Hall; and
 - iv. provision of public conveniences, information boards, a picnic area and footpaths and cycleways connecting the site to Bedale town centre and Bedale Station and the Renaissance Park via Bedale Beck.
- 1.5 The application is for the construction of a car park. The proposed layout would provide 100 car parking spaces, of which 6 are designated for disabled users, 5 coach spaces and 20 spaces for caravans and motorhomes. An area is also to be provided for motorbikes and bicycles to park.
- 1.6 A variety of supporting documentation has been received with the application, comprising:

- Planning, Design & Access Statement (prepared by WYG Planning, July 2016)
- Extended Phase 1 Ecology Survey (Confidential and Public Issues) (prepared by WYG Ecology, July 2016)
- Bat Activity Survey Report (prepared by WYG Ecology, July 2016)
- Breeding Bird Survey Report (prepared by WYG Ecology, July 2016)
- Freshwater Species Survey Report (prepared by WYG Ecology, July 2016)
- Great Crested Newt Survey Report (prepared by WYG Ecology, July 2016)
- Heritage Assessment (prepared by WYG Environment, June 2016)
- Written Scheme of Investigation for Geophysical Survey (prepared by WYG Environment, April 2016)
- Archaeological Geophysical Survey (prepared by AOC Archaeology Group, May 2016)
- Written Scheme of Investigation for Geophysical Survey (prepared by WYG Environment, April 2016)
- Geophysical Survey (prepared by AOC Archaeology Group, May 2016)
- Written Scheme of Investigation for Archaeological Evaluation Excavations (prepared by WYG Environment, June 2016)
- Transport Assessment (prepared by WYG Transport, July 2016)
- Phase I Geo-environmental Desk Study (prepared by WYG Environment, April 2016)
- Geo-environmental Interpretive Report (prepared by WYG Environment, July 2016)
- Flood Risk Assessment & Drainage Report (prepared by WYG Engineering, July 2016)

2.0 RELEVANT PLANNING AND ENFORCMENT HISTORY

2.1 None for this site.

3.0 RELEVANT PLANNING POLICIES

3.1 The relevant policies are:

Allocations Document Policy BC1 - Gateway Car and Coach Park, North of St Gregory's Church, Bedale - adopted 21 December 2010
 Core Strategy Policy CP1 - Sustainable development
 Core Strategy Policy CP2 - Access
 Core Strategy Policy CP13 - Market towns regeneration
 Core Strategy Policy CP16 - Protecting and enhancing natural and man-made assets
 Core Strategy Policy CP17 - Promoting high quality design
 Core Strategy Policy CP19 - Recreational facilities and amenity open space
 Development Policy DP1 - Protecting amenity
 Development Policy DP3 - Site accessibility
 Development Policy DP4 - Access for all
 Development Policy DP6 - Utilities and infrastructure
 Development Policy DP19 - Specific measures to assist market town regeneration
 Development Policy DP28 - Conservation
 Development Policy DP29 - Archaeology
 Development Policy DP30 - Protecting the character and appearance of the countryside
 Development Policy DP31 - Protecting natural resources: biodiversity/nature conservation
 Development Policy DP32 - General design
 Development Policy DP39 - Recreational links

4.0 REPRESENTATIONS AND CONSULTATIONS

- 4.1 Site Notices were placed in a number of locations around the site on 1 August 2016.
- 4.2 Public comments - One representation received, on behalf of The Bedale Estate, objecting for the following reasons (summarised):
- The concept of a car park only with poor pedestrian access into Bedale Town Centre will not fulfil the requirement of attracting passing traffic to stop;
 - The Estate considers that their alternative scheme (referred to in paragraph 5.3) would be more effective; and
 - The proposed junction from the roundabout is dangerous and unlikely to be useable by coaches and HGVs.
- 4.3 Bedale Town Council - Wish to see the application approved.
- 4.4 Aiskew & Leeming Bar Parish Council Parish Council - No objection.
- 4.5 Environment Agency – No objection subject to conditions.
- 4.6 Swale and Ure Drainage Board - No objection subject to the drainage strategy being implemented and the scheme being maintained in accordance with the Flood Risk Assessment.
- 4.7 County Archaeologist - A former enclosure within the development area is likely to be Iron Age or Romano-British in date. No objection subject to archaeological trial trenching being carried out to fully assess the impact of the proposal on the significance of the archaeological deposits. Recommends that this is undertaken prior to determination of the application.
- 4.8 Highway Authority – The principle of access from the newly constructed roundabout has been agreed and a Stage 1-2 Road Safety Audit has been undertaken. This has identified matters which will require addressing in the detailed design but it is considered that none of these are insurmountable. No objection subject to minor amendments which can be secured by condition.
- 4.9 NYCC SUDS Officer - No objection, recommends a planning condition for the detailed design and associated management and maintenance of surface water drainage.
- 4.10 Highways England - No objection.
- 4.11 Environmental Health Officer – Comments awaited.
- 4.12 Historic England – No objection but urges that the following issues are addressed Historic England does not object to the application but urges that the issues raised in their consultation response are addressed ideally in advance of consent being granted or by condition. The issues raised are summarised below:
- Potential for archaeological impacts
 - Impact on setting of Grade 1 listed buildings (Bedale Hall and the Church of St Gregory) and Conservation Area
 - Careful design of lighting and detailed design and materials would assist in mitigating the “less than substantial harm” caused by the proposed development. How this mitigation should be achieved should be detailed on the drawings.

- Additional screen planting should be incorporated covering key views
- Interpretation panels could be introduced highlighting the key heritage assets
- In order to address possible Iron Age archaeological finds the trenching methods proposed should be modified.

4.13 Ancient Monuments Society - No comments.

4.14 NYCC Landscape Architect – Raises the matters summarised below:

- No formal landscape appraisal has been undertaken;
- As the site is allocated the key issues are design and mitigation of adverse impacts;
- Further information is obtained on the likely effectiveness of mitigation of landscape and visual impact on key views over time, and at different seasons, and during daytime and night time. Cumulative effects with the bypass and realigned A684 need to be taken into account;
- The amount of signage, fencing, lighting and other small scale infrastructure associated with the development is kept to an absolute minimum as it would have a cumulative urbanising impact in association with the existing road infrastructure. Clarification may be needed on further road signage to make motorists aware of the car park;
- The landscape framework is strengthened in order to ensure clear visual separation between the car park, adjacent roads and adjacent areas remaining as open space. There may be some conflict between the aims of integrating the car park development into the landscape through generous tree and shrub planting, and safety and security for users;
- More information is requested on the protection of the hedge and the mature trees to be retained on the south eastern boundary to ensure that the layout will not cause detrimental effects on rooting protection zones and future growth. Ideally more space would be allowed so that boundary planting could be made more substantial;
- As mitigation/compensation for unavoidable adverse effects consideration is given to undergrounding the 11 kv overhead power line. This would reduce the visual clutter in the area and have a positive effect on the setting of the CA. However it would still act as a constraint to planting as it does at present;
- A soil management strategy is requested, to ensure that damage to soil that is to be re-used is minimized and in situ soil that is to remain is protected. There will be a large quantity of surplus soil to be disposed of or redeployed;
- A long term mitigation and management plan for existing and proposed planting and ecological enhancement is requested and implemented;
- An Ecological Management Plan will be required;
- An Ecological Clerk of Works may be required if the developer does not have sufficient skills in this arena;
- Little in the way of compensatory improvements within Bedale as the existing car parks will be retained in the town;
- Car park will now be very prominent in views from the bypass into the town;
- The car park will create a more urban fringe to Bedale, rather than the existing change from urban to rural; and
- Planting the embankment to the south of the access would be beneficial.

5.0 OBSERVATIONS

5.1 The main issues to consider in the determination of this application are whether the proposed development would (i) meet the requirements of the allocation in terms of the provision of suitable car parking services for Bedale; (ii) have a detrimental impact on the landscape, the character and appearance of the Conservation Area or

the setting of listed buildings; (iii) have any detrimental impact on road safety; (iv) have any harmful impact on protected species; (v) harm residential amenity; or (vi) threaten archaeological remains.

Policy and Allocation

- 5.2 The proposal for the Gateway Car and Coach Park is set out in the Local Development Framework as site BC1. This states that the development of the site will provide parking and associated facilities and provide the opportunity for those travelling along the diverted A684 to stop and visit Bedale whilst also reducing the pressure for parking spaces and congestion within the town centre. It should be noted that the allocation site extends closer to the town, incorporating land to the south of the hedge line that forms the southern boundary of the application site.

The original allocation included additional facilities including toilets. The proposals now include a footpath link into the grounds of Bedale Hall which provides a pleasant link into the services within Bedale, including the tourist information centre adjacent to Bedale Hall.

- 5.3 The Bedale Estate, which owns the land, has objected to the proposed development, in part because it considers there is a better way of developing the site, providing more services and a visitor attraction, which would be more effective in encouraging motorists to stop and visit Bedale. The Estate is of course at liberty to submit an application for the site which, like this current application, would be considered on its merits. However, the Estate's belief that it can bring forward a better scheme is not a reason to refuse planning permission for this proposal.

Landscape Setting and Heritage Assets

- 5.4 The landscape of the immediate area is characterised by the transition between the built up area of Bedale and rolling agricultural land to the north and east of the site, in particular the route of the beck running from north to south with its accompanying tree line. The site itself is currently a rough field which slopes gently upwards from the beck toward the A684 adjacent to Bedale Golf Club. The landscape has recently been significantly modified by the introduction of the relief road, which intersects the wider field that the application site once formed part resulting in an urbanisation of this area.
- 5.5 The relief road now offers views of the listed St Gregory's Church and the wider northern edge of Bedale Conservation Area and has resulted in a significant change to the character of this area.
- 5.6 Whilst the proposed car park would undoubtedly have an impact on the character and appearance of the landscape setting of Bedale, the site is at low level when compared to the new relief road and as such, whilst this would offer views across the car park which would be difficult to screen, the proposed development would not intervene in views of the Church or the Conservation Area.
- 5.7 The Authority's Conservation Officer has raised a number of issues about the detail contained within the application and the potential impact on the setting of the Listed Buildings and Conservation Area as also highlighted within the consultation responses from Heritage England and North Yorkshire County Council.
- 5.8 The allocation criteria includes the requirement for a suitable access off the existing A684 and the design, layout and landscaping being of high quality and sensitive to its proximity to the listed buildings of St Gregory's Church, St Gregory's House and Bedale Hall. It has been suggested that the existing field access would be less

obtrusive. However, this has been discounted in the proposals due to the difficulties and cost of creating a right turn lane in this location.

- 5.9 A positive impact of the relief road is that it has opened up new views towards the town, particularly towards St Gregory's Church. It has also allowed for the appreciation of the enclosed landscape sheltered by the significant woodland to the east which curves from north to east along the line of Bedale Beck.
- 5.10 The negative impact is that this end of the town has been significantly urbanised and the character is somewhat different, setting the Grade I church within a less rural environment.
- 5.11 It is clear that the by-pass sits at a much higher level than the proposed car park. The bridge over Bedale Beck slowly drops down toward the roundabout, but the roundabout remains much higher than the application site. This elevation provides clear views into the application site from above. This elevation was anticipated through pre-application work and the design for the car park was envisaged to be low impact, using a landscape strategy to guide the design and landform whilst utilising natural materials and appropriate planting.
- 5.12 The level of harm to heritage assets is considered to be 'less than substantial'. The NPPF requires this level of harm to be weighed against the public benefit of the development. The Council must be satisfied that this weighting is sufficiently achieved and that all other alternative options have been considered. Effectively, it is a question as to whether the benefits of the proposed car park will sufficiently offset the harm caused by the proposed development.
- 5.13 The weighing of harm against public benefits relates to the principle of development in this location, a matter that was considered and dealt with in the Local Development Framework, so it is not necessary to consider alternative locations at this stage. The location is dictated by the position of the by-pass and the A684 and the need to locate the car park close to the town centre. The identified public benefit is the continued economic well-being of Bedale and this was considered sufficiently important to outweigh the likely impact on the heritage assets of St Gregory's Church and the Bedale Conservation Area.
- 5.14 The detailed design should be informed by a Landscape Strategy in order that the adverse impacts of the scheme are sufficiently mitigated. The Landscape Strategy should consider the use of alternative surface treatments which will have less visual impact on the site overall. Alternative surfaces would include grass reinforcement and resin bound gravel which has a softer appearance than tarmac.
- 5.15 It is clear that additional design work is required in order to successfully mitigate the harmful impacts of the proposals. However, it is considered that this can be achieved by condition.

Highway safety

- 5.16 The Highway Authority has worked with the applicant in order to agree the principles of the access from the roundabout and the basic layout of the proposed car park, taking into account the nature of the proposed car park users, including buses. The Highway Authority has identified various details that will require further work but have otherwise recommended approval subject to conditions to allow the submission of these details.

Protected Species

- 5.17 Ecological surveys of the site have been undertaken. The survey work has not identified any constraints which would preclude development from going ahead. However, a number of recommendations have been made which should be adhered to through the development of the scheme.

Residential Amenity

- 5.18 The proposed car park would be over 100m from the nearest dwelling and separated by a tall, mature hedge. It is considered that the proposed use of the car park would have no additional impact on the occupiers of nearby residential property.

Archaeology

- 5.19 It is clear from both the submitted Archaeological Report and the consultation response from North Yorkshire County Council Archaeologist that the site has a high potential for archaeological finds. The type and nature of proposed development is such that the impacts of the development can be readily mitigated through detailed design and layout, following on-site archaeological investigation. Whilst NYCC has suggested that this work be carried out prior to the grant of planning permission, this is a matter for the Planning Authority. Given the nature of the proposal and the propensity for mitigation of any harmful impact through both design measures and use of appropriate building techniques it is considered appropriate in this case to secure the on-site trial trenching by planning condition.

6.0 RECOMMENDATION

- 6.1 That subject to any outstanding consultations the application is **GRANTED** subject to the following conditions:
1. The development hereby permitted shall be begun within three years of the date of this permission.
 2. 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 in connection with the construction of the access road or building(s) or other works until the detailed design of the following works in the highway, designed in accordance with Design Manual for Roads and Bridges (DMRB) works listed below have been submitted to and approved in writing by the Local Planning Authority in consultation with the Local Highway Authority together with a programme for their delivery: (a) the amendments to the BALB roundabout to provide access to the site; and (b) the pedestrian route linking the site to Bedale Town Centre. The detailed design shall be in accordance with DMRB. It shall take account of the matters raised in the Stage 1-2 Road Safety Audit in accordance with HD19/03 - Road Safety Audit undertaken on the initial design and shall address all recommendations of the Audit in the proposed works.
 3. Unless otherwise approved in writing by the Local Planning Authority in consultation with the Highway Authority, the development shall not be brought into use until the following highway works have been constructed in accordance with the details approved in writing by the Local Planning Authority under condition number 2: (a) the amendments to the BALB roundabout to provide access to the site; and (b) the pedestrian route linking the site to Bedale Town Centre.
 4. 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 in connection with the construction of the access road or building(s) or other works hereby permitted until full details based upon the submitted

drawing A096284-21-C-H.01.02-P2 and including the following have been submitted to and approved in writing by the Local Planning Authority in consultation with the Highway Authority: (a) the access road from the roundabout; (b) provisions for safe pedestrian routes through the site for all users; (c) provisions for safe waiting for coach passengers; (d) provisions for the safe manoeuvring of coaches within the site; and (e) construction details for works abutting the highway.

5. No part of the development shall be brought into use until the approved vehicle access, parking, manoeuvring and turning areas approved under condition number 4 have been constructed in accordance with the drawing approved in writing by the Local Planning Authority in consultation with the Highway Authority and 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.
6. There shall be no access or egress by any vehicles between the highway and the application site until details of the precautions to be taken to prevent the deposit of mud, grit and dirt on public highways by vehicles travelling to and from the site have been submitted to and approved in writing by the Local Planning Authority in consultation with the Highway Authority. These facilities shall include the provision of wheel washing facilities where considered necessary by the Local Planning Authority in consultation with the Highway Authority. These precautions shall be made available before any excavation or depositing of material in connection with the construction commences on the site and be kept available and in full working order and used until such time as the Local Planning Authority in consultation with the Highway Authority agrees in writing to their withdrawal.
7. No external lighting equipment shall be used other than in accordance with details previously approved in writing by the Local Planning Authority in consultation with the Highway Authority.
8. 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) erection and maintenance of security hoarding; (e) measures to control the emission of dust and dirt during construction; (f) a scheme for recycling/disposing of waste resulting from demolition and construction works; and (g) HGV routing to avoid Bedale Town Centre.
9. Prior to the commencement of development full details of the layout of the proposed car park shall be provided for the approval of the Local Planning Authority. These details shall be developed in the light of a landscape assessment of the development and shall cover the following matters: (a) detailed layout of the site; (b) details of proposed parking bays including method of delineation; (c) full landscape plan and planting scheme including species, size and locations of planting; (d) details of any proposed lighting; (e) details of all on-site signage proposed including its size, form and materials; and (f) a breakdown of all proposed surfacing materials.
10. There shall be no raising of ground levels in Flood Zone 3, and all spoil is to be removed from the floodplain.
11. No development shall take place until a detailed design and associated management and maintenance plan of surface water drainage for the site based on sustainable

drainage principles and an assessment of the hydrological and hydrogeological context of the development has been submitted to and approved in writing by the Local Planning Authority. The surface water drainage design should demonstrate that the surface water runoff generated from the site during rainfall events up to and including the 1 in 100 years rainfall event, to include for climate change, will not exceed 5 litres/second. The approved drainage system shall be implemented in accordance with the approved detailed design prior to completion of the development. The scheme to be submitted shall demonstrate that the surface water drainage system(s) are designed in accordance with the standards detailed in North Yorkshire County Council SuDS Design Guidance (or any subsequent update or replacement for that document).

12. The proposed development shall be progressed in strict accordance with the approved Flood Risk Assessment / Drainage Strategy and any approved amendments thereto arising from detailed design. Additionally, a maintenance regime as recommended in the Flood Risk Assessment shall be set up and operated throughout the life of the development.
13. Prior to any operations taking place on site, including site clearance operations, the requirements of the submitted scheme of archaeological investigation shall be implemented subject to the following minor variation unless otherwise agreed in writing by the Local Planning Authority: (a) the most northerly of the proposed trial trenches be formed in a square plan; and (b) an additional trial trench be located in the most northerly portion of the proposed development site. Following completion of the field work the findings of this work shall be utilised to inform the detailed design of the proposed car park and associated development to the satisfaction to the Local Planning Authority.

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 accordance with policy DP3 and to ensure that the details are satisfactory in the interests of the safety and convenience of highway users.
3. In accordance with policy DP3 and in the interests of the safety and convenience of highway users.
4. In accordance with policy DP3 and in the interests of highway safety and visual amenity.
5. In accordance with policy DP3 and to provide for appropriate on-site vehicle facilities in the interests of highway safety and the general amenity of the development.
6. In accordance with policy DP3 and to ensure that no mud or other debris is deposited on the carriageway in the interests of highway safety.
7. In accordance with policy DP3 and in the interests of highway safety and visual amenity.
8. In accordance with policy DP3 and in the interests of highway safety and visual amenity.
9. In order to allow the details of the scheme to be considered and to ensure that the proposed development is harmonious within its landscape setting in accordance with

Policy DP30.

10. To ensure that the proposed development does not result in a loss of flood storage and does not push flood flows onto others.
11. To prevent the increased risk of flooding; to ensure the future maintenance of the sustainable drainage system, to improve and protect water quality and improve habitat and amenity.
12. In the interests of water management on the site and in order to prevent flooding in the vicinity of the application site.
13. In order to protect significant archaeological finds on the site and to establish suitable mitigation measures to protect those finds in accordance with Local Development Framework Policy DP29.