

Parish: Northallerton
Ward: Northallerton & Brompton
14

Committee Date: 5 January 2016
Officer dealing: Mr Kevin Ayrton
Target Date: 16 December 2016
Date of extension of time: 6 January 2017

16/02343/FUL

**Formation of new car parking including alterations and improvement to car parking layout with associated landscaping following the removal of existing buildings to the rear of 8-18 Priory Close, Northallerton
At Friarage Hospital, Northallerton
For South Tees NHS Foundation Trust**

1.0 SITE DESCRIPTION AND PROPOSAL

- 1.1 The application site is a section of land located on the western edge of the Friarage Hospital site located in the centre of Northallerton. It currently accommodates several old hospital support buildings, some in portable buildings, including the porter's lodge, a security hut and a medical records store.
- 1.2 The site also includes part of the Hospital's current car park and access road.
- 1.3 The western boundary of the site adjoins the rear of bungalows sited on Priory Close. These properties enjoy a shared rear garden area, approximately 4-5 metres in depth. There is also a residential property at the southern end of the site, which has its gable end located approximately one metre from the shared boundary.
- 1.4 The shared boundary accommodates a mix of boundary treatments, including close boarded fencing, a brick wall and hedgerow. These treatments are approximately 1.5 metres in height and would be retained.
- 1.5 The Hospital's Accident & Emergency Department operates 24 hours a day. General visiting times are 3pm to 8pm but there is flexibility with this in some specialist areas.
- 1.6 It is proposed to remove all the buildings within the application site, with the exception of the security hut at the southern end of the site. The services provided in these buildings would be relocated within other buildings on the Hospital site.
- 1.7 The land would then be converted to use as car parking, providing 72 car parking spaces and 3 motor cycle spaces for visitors. This would replace an area of visitor car parking (totalling 50 spaces) adjacent to the entrance to the main Hospital building. The car park would run the length of the site, with a footpath along the eastern side adjacent to the main access road; and additional landscaping along the western boundary, which would supplement the existing boundary treatments. The net increase in car parking spaces as a result of this development is 22 spaces
- 1.8 The submitted plans identify the area of visitor car parking to be replaced as a "site for expansion of clinical services". The agent for the application has confirmed that this would be a new cancer care centre, which has been approved by the Foundation Trust's Board and also by Macmillan Cancer Support's Board. This is expected to be the subject of public consultation and a subsequent planning application in later this month.
- 1.9 The application is supported by detailed plans showing landscaping, lighting, drainage and surfacing materials.
- 1.10 The southern tip of the application site falls within Flood Zone 3. However, it is noted that the majority of the works relate to the area beyond this.

2.0 RELEVANT PLANNING AND ENFORCEMENT HISTORY

- 2.1 The planning history for the Friarage Hospital is extensive. However, there are no planning applications of particular relevance to this proposal.

3.0 RELEVANT PLANNING POLICIES

The relevant policies are:

Core Policy CP1 - Sustainable development
Core Policy CP2 - Access
Core Policy CP4 - Settlement hierarchy
Core Policy CP13 – Market Towns Regeneration
Core Policy CP17 – Promote high quality design
Development Policy DP1 - Protecting amenity
Development Policy DP3 – Site Accessibility
Development Policy DP4 - Access for all
Development Policy DP8 – Development Limits
Development Policy DP19 – Specific measures to assist market town regeneration
Development Policy DP32 – General Design
Development Policy DP33 – Landscaping
Development Policy DP43 – Flooding and floodplains
National Planning Policy Framework - published 27 March 2012

4.0 CONSULTATIONS

- 4.1 Sustainable Drainage Officer – No comments.
- 4.2 Rishi Sunak MP – requests that the comments from neighbours are given due consideration when deciding this application.
- 4.3 NYCC Heritage Officer - The proposed development lies within an area of archaeological interest and potential for the survival of remains of the Carmelite Friary. An archaeological excavation approximately 40 metres to the west of the site, prior to the development of 1-6 Friarage Mount in 2006, discovered well preserved remains of three buildings from the Carmelite Priory including part of the cloister and some of the domestic elements. Eight well-preserved burials were excavated in the cloister, and two more graves were identified. These remains were encountered immediately below the previous buildings that had occupied the site at a fairly shallow depth, and although the previous use of the site had caused some damage to the archaeological deposits, the investigation demonstrated that there was a high potential for good preservation of other elements of the priory in the surrounding area, despite modern activity. The church was not positively identified during the 2006 excavation, however unconfirmed reports of several burials being encountered during construction of the bungalows along Priory Close in the 1950's and 1960's, indicate that further remains of either the church or cemetery may be close by. The 2006 excavation was the first detailed study of the Priory and represents the only physical information regarding the House. Certain parts of the Priory layout recorded at the time were believed to be unparalleled in European Carmelite houses.

Therefore there is the potential for further remains including human remains associated with the Carmelite Priory to be encountered during groundworks for the proposed development, especially during construction of the underground attenuation tank.

I would advise that a scheme of archaeological mitigation recording is undertaken in response to the ground-disturbing works associated with this development proposal. This should comprise an archaeological strip, map and record to be undertaken in

advance of development, including site preparation works, top soil stripping, excavations for the attenuation tank and new drainage or services, to be followed by appropriate analyses, reporting and archive preparation. This is in order to ensure that a detailed record is made of any deposits/remains that will be disturbed. This advice is in accordance with the historic environment policies within Section 12 of the National Planning Policy Framework, CLG, 2012 (paragraph 141).

In order to secure the implementation of such a scheme of archaeological mitigation recording, I would advise that a condition be appended to any planning permission granted.

- 4.4 Town Council - Considers there should be a condition to protect the residents' environment and ensure the design around the periphery does not impinge on the residents (i.e. fence).
- 4.5 Environmental Health Officer: Concerns about the impact of vehicles parking from engine noise, exhaust emissions and vehicle headlights and car park security lighting. The existing boundary treatment may not be adequate to screen residents from adverse effects.

The developer does not state whether the lighting will be left on all night or whether they will have a dimming facility. The service recommends the developer submits further information on how the lighting from vehicle headlights will be managed, to include details of operational hours of the lighting, whether the proposed units can be dimmed, or whether the lighting columns can be positioned further away from the residential properties.

The service recommends that the developer submits further details on the likely impacts of noise on residents and how the noise can be effectively controlled or managed.

The developer also need to submit details on the likely impact of exhaust emissions on residential dwellings and how these emissions be effectively controlled or managed.

No objection in respect of land contamination.

- 4.6 Highway Authority - No objection subject to conditions in relation to the car parking and turning areas being retained and the submission of a demolition and construction management plan.
- 4.7 Public comment – One neighbour has written direct to object, making the following comments:
- Whilst living in my bungalow I have felt safe knowing there is someone around in the hospital security services;
 - Our bungalow is only 2.5 metres from the boundary fence in close proximity to the proposed new car park. On looking at the plans, I note that there are 3 motor cycle spaces very close to this point. I am very concerned with the closeness;
 - Demolition work required close to my home will be intrusive and noisy; and
 - I am concerned that the car park will be a magnet to young people and possibly increase anti-social behaviour.

A letter has been received from a resident, acting as a co-ordinator for other residents along Prior Close. This makes the following comments:

- Residents do not consider that the proposed boundary treatments are sufficient for their security or privacy, nor to reduce noise and fumes pollution from vehicles, slamming of car doors, tooting of horns and shouting to attract visitors leaving the hospital;
- We wish for a six foot brick wall to be erected along the length of the car park with hedging on the resident's side. This would hopefully deflect noise and pollution;
- The plans state CCTV is to be installed and we ask that these cameras also cover Priory Close to deter vandalism, etc. behind the houses;
- We would request that the 3 motor cycle spaces are removed from the plans;
- We already put up with the noise of service vehicles, delivery vehicles and emergency vehicles. Coming and going at all times of day and night. We have also been subjected to increased noise because of the volume of heavy vehicles being diverted through Northallerton during the past two and a half years whilst the A1 road improvements works have been carried out;
- For information, the bedrooms of the house face the proposed car park (not sitting rooms). We already have the hospital completely lit up during darkness. Assurances (are required) that all lighting will be positioned so as not to shine towards the houses;
- There is currently a 10mph speed limit at the entrance road to Friarage Hospital. This is ignored regularly by drivers. A 5 mph Limit should be considered and enforced; and
- The positioning of the entrance to the proposed car park will create a bottleneck for hospital vehicles approaching the main entrance and creating further engine noise of traffic being held up.

5.0 OBSERVATIONS

- 5.1 The main issues to consider are: (i) the principle of the development; (ii) the impact on the amenity of neighbouring occupiers; (iii) the impact on the character and appearance of the surrounding area; (iv) highway safety; (v) flood risk; and (vi) archaeology.

Principle

- 5.1 The site is located well within the limits of Northallerton and forms part of the existing Hospital site. It is previously developed and accessible by a range of transport modes, being located on the edge of Northallerton town centre.
- 5.2 The proposed development would serve the current Hospital use and would help facilitate wider plans to develop clinical provision. Therefore the principle of development is considered to fully accord with the aims and objectives of planning policy, which encourages sustainable forms of development; and the retention and enhancement of existing services.

Residential amenity

- 5.3 Whilst the principle of development is supported, a key consideration is the impact of the development on the residential amenity of the occupiers of the bungalows along Priory Close.
- 5.4 The application is supported by detailed information in relation to lighting and landscaping, therefore officers have been able to undertake a careful assessment of the potential impact. In making this assessment, consideration has been given to the site's context, including the wider Hospital use.

- 5.5 The application would effectively extend visitor car parking up to the western boundary of the hospital site, closer to the bungalows on Priory Close. In doing so it would introduce additional lighting.
- 5.6 Whilst it is accepted that this would bring manoeuvring vehicles closer to the bungalows, the existing boundary treatments would be retained and supplemented by a new hedgerow along the full extent of the western boundary. However, it is also acknowledged that proposal would remove buildings that create a sense of separation between the Hospital site and the bungalows.
- 5.7 During the consideration of the application, amended plans were received, which re-sited the three motor cycle spaces further away from the boundary with the properties along Priory Close.
- 5.8 The agent has confirmed that the car park would operate in line with the existing visitor car park, which is always available to serve the Hospital, with the general visiting times being 3pm to 8pm. It is recognised that this leaves the potential for the car park to be in use for a short period beyond 8pm as visitors leave the site.
- 5.9 To assist with managing the usage of the car park, the Trust has confirmed that it would be happy for the lighting to be dimmed by 50% from 9:30pm to 08:00am.
- 5.10 The lighting would be mounted on 5 metre high columns. The application is supported by a light spillage plan that confirms that the lanterns along the site boundary would be turned and tilted away from the bungalows to reduce the viewing angle by people in them.
- 5.11 The light spillage plan shows that the maximum lux (i.e. unit of luminance) would be the equivalent of strong moonlight when measured from the lower façade of the adjoining bungalows.
- 5.12 The submitted landscaping plan highlights the landscaping that would be implemented along the western boundary and around the parking area generally. This would help to delineate the parking from the access road and provide an additional buffer along the western boundary. It is accepted that this would not mitigate against all the impact of the development on the occupiers of the adjoining bungalows. However, when combined with the wider package of mitigation measures and taking account of the site context, it is considered that the development should not result in a detrimental impact on residential amenity, particularly with regard to noise disturbance and light pollution, therefore complying with the requirements of policy DP1.

Character and appearance

- 5.13 The buildings to be demolished are of low architectural merit and do not make a positive contribution to the character and appearance of the area and there is no objection to their removal from the site.
- 5.14 The layout of the proposed car park would integrate with the existing car park and access road. Its impact would also be softened through the introduction of landscaping and surfacing treatment.
- 5.15 Its overall design and appearance are considered to be suitable for the Hospital use of the wider site.

Highway safety

- 5.16 The proposed development would not in itself increase the amount of traffic visiting the site. The proposed car park includes a double width access point and sufficient manoeuvring space to the rear of all the spaces, thereby allowing it to operate effectively.
- 5.17 Ten disabled parking spaces are included, located at a point closest to the main entrance to the Hospital. A defined pedestrian route would be provided, leading to the main entrance, using dropped kerbs and tactile paving.

Flooding

- 5.18 A small part of the site is included in Flood Zone 3. However, the proposed development does not impact on this area of the site. The scheme has been designed to retain surface water on site through the use of an underground attenuation tank, which will be discharged into the existing surface water drains. It can therefore be concluded that the scheme would comply with policy DP43 in that it would not increase the risk of flooding elsewhere.

Archaeology

- 5.19 North Yorkshire County Council heritage officer has commented on the application and requested a Written Scheme of Investigation to be submitted to require archaeological mitigation recording during groundworks for the proposed development, especially during construction of the underground attenuation tank. This can be adequately controlled through 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. The permission hereby granted shall not be undertaken other than in complete accordance with the location plan and drawings numbered 2616-D-00-106-P6 (proposed site layout) received by Hambleton District Council on 08/12/2016 unless otherwise approved in writing by the Local Planning Authority.
 3. The external lighting shall be provided in accordance with the proposed external lighting plan (drawing number L1660/001 prepared by JCP Consulting Engineers) received by Hambleton District Council on 21/10/2016 unless otherwise approved in writing by the Local Planning Authority.
 4. The external lighting shall be controlled (e.g. dimmed) in accordance with a scheme to be submitted to and approved by the Local Planning Authority.
 5. The car park shall not be used after the end of the first planting and seeding seasons following the approval of the landscaping scheme, unless those elements of the approved landscaping drawing LP2058-FIRA-10-WS-5001 have been implemented. Any trees or plants which within a period of 5 years of planting die, are removed, or become seriously damaged or diseased, shall be replaced with others of similar size and species.
 6. 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 no. LP2058-FIRA-10-W-100 RevC for parking spaces, turning areas and access shall be kept available for their intended purposes at all times.

7. No development for any phase of the development shall take place until a Demolition and 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 demolition and construction period for the phase.

The statement shall provide for the following in respect of the phase: (i) the parking of vehicles of site operatives and visitors; (ii) loading and unloading of plant and materials; (iii) storage of plant and materials used in the demolition/ constructing the development; (iv) erection and maintenance of security hoarding where appropriate; (v) wheel washing facilities; and (vi) measures to control the emission of dust and dirt during demolition/ construction.

8. The use of the development hereby approved shall not be commenced until the surface water disposal facilities have been constructed and brought into use in accordance with those approved on the proposed drainage layout plan – 15T737-101RevP1, received by Hambleton District Council on 21/10/2016, unless otherwise agreed in writing by the local planning authority.

9. (A) No demolition/development shall take place/commence until a Written Scheme of Investigation has been submitted to and approved by the local planning authority in writing. The scheme shall include an assessment of significance and research questions; and: (i) The programme and methodology of site investigation and recording; (ii) Community involvement and/or outreach proposals; (iii) The programme for post investigation assessment; (iv) Provision to be made for analysis of the site investigation and recording; (v) Provision to be made for publication and dissemination of the analysis and records of the site investigation; (vi) Provision to be made for archive deposition of the analysis and records of the site investigation; and (vii) Nomination of a competent person or persons/organisation to undertake the works set out within the Written Scheme of Investigation.

(B) No demolition/development shall take place other than in accordance with the Written Scheme of Investigation approved under part (A).

(C) The development shall not be occupied until the site investigation and post investigation assessment has been completed in accordance with the programme set out in the Written Scheme of Investigation approved under part (A) and the provision made for analysis, publication and dissemination of results and archive deposition has been secured.

10. No above ground construction work shall be undertaken until details relating to the fences and other means of enclosure along the western boundary have been submitted to and approved in writing by the Local Planning Authority. The approved means of enclosure shall be erected prior to the first use of the car parking area hereby permitted.

The reasons for the above conditions 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. 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.

3. In the interests of the amenities of the surroundings and neighbouring occupiers in accordance with Local Development Framework Policy CP1 and DP1.
4. In the interests of the amenities of the surroundings and neighbouring occupiers in accordance with Local Development Framework Policy CP1 and DP1.
5. In order to soften the visual appearance of the development in accordance with LDF Policies DP32 and DP33.
6. In accordance with policy DP3 and to ensure these areas are kept available for their intended use in the interests of highway safety and the general amenity of the development.
7. In accordance with policy DP3 and to provide for appropriate on-site vehicle parking and storage facilities, in the interests of highway safety and the general amenity of the area.
8. In order that the development does not increase the risk of flooding elsewhere in accordance with Local Development Framework CP21 and DP43.
9. This condition is imposed in accordance with Section 12 of the NPPF as the site is of archaeological interest.
10. To protect the amenity of the neighbouring residents and to ensure that the development is appropriate to the character and appearance of its surroundings.