

COMMITTEE REPORT

Item No 3

APPLICATION DETAILS

Application No:	17/0903/FUL
Location:	Roseberry Park, Marton Road, Middlesbrough, TS4 3AF
Proposal:	Erection of single storey ward block with two storey entrance and plant area and construction of new car park
Applicant:	Mr Robert Cowell
Company Name:	Tees Esk and Wear Valley NHS Trust
Agent:	Mr Phil Stephenson
Company Name:	P+HS Architects
Ward:	Longlands/Beechwood
Recommendation:	Approve with Conditions

SUMMARY

The application seeks permission for the erection of a new ward block (known as Block 16) within the existing staff and visitor car park of Roseberry Park, and for the creation of a new and larger car park elsewhere within the Roseberry Park site.

The new ward block is required to accommodate residents while essential repair and maintenance works are undertaken within the existing ward blocks. The parking spaces that would be removed to enable the construction of the new block would be compensated on the land adjacent to Marton Road.

The key issues with the application relate to the position and design of the new block, justification for the additional parking numbers (net increase of 152 spaces) and site drainage.

The report concludes that the proposed new ward block and additional parking area are acceptable development, all being within the confines of the existing site and being of a scale, design and appearance which fits with the remainder of the site. It is the officer recommendation to approve conditionally.

SITE AND SURROUNDINGS AND PROPOSED WORKS

The application site is the Roseberry Park, which is located on the east side of Marton Road and to the north of the James Cook University Hospital.

The application seeks planning permission for a new secure unit of residential accommodation (Block 16) and additional car park for the Roseberry Park Hospital.

Block 16 will be positioned to the west of the existing Block 15, on an area of the site that forms part of the existing car park, and seeks to provide secure residential accommodation. Block 16 will be used as a decant facility to enable remedial and maintenance works to be carried out to address the fire safety issues and building defects that have been identified throughout the existing buildings of the Roseberry Park Hospital. Following completion of the remedial works, Block 16 will be used to provide medium-secure residential accommodation.

Block 16 would, primarily, be a single storey building with an upper level plant room, and be similar in height and extent to the adjacent blocks. The ground floor gross internal floor area is approximately 1500 square metres, with an additional 96 square metres for plant room.

Surrounding Block 16, the existing 5.2 metre high security will be realigned and extended to the front elevation to create a secure area.

A total of twenty-eight single occupancy bedrooms would be accommodated within the proposed building, designed to meet the needs of all patients with a range of medium-risk mental health problems. In addition to the internal arrangements, each ward has a dedicated private courtyard.

The additional car parking, which would number 300 spaces, would provide a replacement of the 148 spaces being lost for Block 16 to be constructed and for an additional 152 spaces within the site. This parking would be located on a site to the west of the main Roseberry Park Hospital and close to the site entrance adjacent to Marton Road.

PLANNING HISTORY

M/FP/0913/12/P

Construction of 56 space car park, with associated access and landscaping
Approved Conditionally 3rd January 2013

M/FP/1046/12/P

Variation of condition 2 on M/FP/1510/10/P to alter previously approved fencing to allow 5.2m high security fence around perimeter of block 15
Approved 11th December 2012

M/FP/0674/12/P

Landscaping to include retention of existing mounding and works to provide parkland, recreation area and meadow
Approved Conditionally 12th September 2012

M/FP/1510/10/P

Single storey hospital ward block, two-storey entrance and plant area and extension of car parking area
Approved Conditionally 22nd March 2011

M/RES/1109/07/P

312 No. bed mental health hospital, recreational, office and storage facilities, energy centre and landscaped gardens
Approved Conditionally 20th August 2007

M/OUT/0557/05/P

PLANNING POLICY

In accordance with Section 38(6) of the Planning and Compulsory Purchase Act 2004, Local Planning Authorities must determine applications for planning permission in accordance with the Development Plan(s) for the area, unless material considerations indicate otherwise. Section 143 of the Localism Act requires the Local Planning Authority to take local finance considerations into account. Section 70(2) of the Town and Country Planning Act 1990 (as amended) requires Local Planning Authorities, in dealing with an application for planning permission, to have regard to:

- a) *The provisions of the development plan, so far as material to the application*
- b) *Any local finance considerations, so far as material to the application and*
- c) *Any other material considerations.*

The following documents together comprise the Development Plan for Middlesbrough;

Middlesbrough Local Plan;

- *Housing Local Plan (2014)*
- *Core Strategy DPD (2008, policies which have not been superseded/deleted only)*
- *Regeneration DPD (2009, policies which have not been superseded/deleted only)*
- *Tees Valley Joint Minerals and Waste Core Strategy DPD (2011)*
- *Tees Valley Joint Minerals and Waste Policies & Sites DPD (2011)*
- *Middlesbrough Local Plan (1999, Saved Policies only) and*
- *Marton West Neighbourhood Plan (2016, applicable in Marton West Ward only).*

The overarching principle of the National Planning Policy Framework (NPPF) is to support sustainable development, and that it should go ahead without delay. It defines the role of planning in achieving economically, socially and environmentally sustainable development and recognises that each are mutually dependent. The NPPF requires local planning authorities to approach development management decisions positively, utilising twelve core planning principles, which can be summarised as follows:

- *Being plan led*
- *Enhancing and improving areas*
- *Proactively drive and support sustainable economic development to deliver homes, business, industry and infrastructure and a thriving local economy*
- *Always seek a high quality of design and good standard of amenity for existing and future occupants*
- *Take account the different roles of areas, promoting the vitality of the main urban areas whilst recognising the intrinsic character of the countryside*
- *Support the transition to a low carbon future, taking full account of flood risk, resources and renewables*
- *Contribute to conserving and enhancing the natural environment*
- *Encourage the effective use of land*
- *Promote mixed use developments*
- *Conserve heritage assets in a manner appropriate to their significance*
- *Actively manage patterns of growth making fullest use public transport, walking and cycling and focus significant development in sustainable locations and*
- *Take account of local strategies to support health, social and cultural well-being and deliver community and cultural facilities to meet local needs.*

The planning policies and key areas of guidance that are relevant to the consideration of the application are:

DC1 – General Development
CS4 – Sustainable Development
CS5 – Design
REG32 – St Luke's Hospital

The detailed policy context and guidance for each policy is viewable within the relevant Local Plan documents, which can be accessed at the following web address.
<https://www.middlesbrough.gov.uk/planning-and-housing/planning/planning-policy>

CONSULTATION AND PUBLICITY RESPONSES

The application was subject to the standard consultation of neighbouring properties. Site notices were also placed at the application site. Following the consultation period, no comments, objections or other representations were submitted.

Internal consultees commented as follows:

MBC Planning Policy – no objections.

MBC Environmental Health – no objections subject to condition relating to a site investigation.

MBC Transport Planning – no objections.

MBC Highways Engineers – no objections.

MBC Waste Policy – no objections.

MBC Lead Local Flood Authority – no objections.

Secured By Design – would recommend that the development is built to accredited SBD standards.

Network Rail – no objections.

Northumbrian Water – a water main crosses the site. NWL to contact developer.

Public Responses

Number of original neighbour consultations	67
Total numbers of comments received	1
Total number of objections	0
Total number of support	0
Total number of representations	1

PLANNING CONSIDERATION AND ASSESSMENT

1. The application site is part of a larger site allocation, being identified on the Local Plan Proposals Map for community use, specifically REG32 of the Regeneration DPD. Policy

REG32 advises that planning permission will be granted to redevelop the St Luke's Hospital site for health uses. Members will, of course, appreciate that the site has been re-developed for hospital use and has since been renamed as Roseberry Park. The relevant requirements of the Policy state that open space fronting onto Marton Road and the mature trees adjoining Marton Road are retained

2. It is noted that the area of informal green space fronting onto Marton Road is not designated as primary or secondary open space. However, many of the trees within the Roseberry Park site are protected by Tree Preservation Order thus ensuring a verdant and well landscaped site.
3. As well as REG32, the application must be considered against the requirements of Policies CS4, CS5 and DC1. Policy CS4 seeks to deliver sustainable development, including that everyone has access to health facilities. Policy CS5 requires all development to demonstrate a high quality of design that is well integrated with the immediate and wider context. Policy DC1, similarly, requires that the visual appearance and layout of development and its relationship with the surrounding area is of high quality.

Proposed Block 16

4. The existing Roseberry Park campus comprises 15 large (mostly residential) blocks across a site area of approximately 7.5 hectares. The existing car park is situated within the main complex.
5. In terms of its position, the erection of Block 16 on part of the existing car park would be considered appropriate in planning terms, as it is close to and integrates with the existing large-scale buildings. To facilitate its construction in this location, however, the application proposes essential works to protected trees, including the felling of one Lime tree and enabling works to others. The loss of one tree is not considered to adversely affect the tree coverage of the overall site.
6. With the proposed use of white colour render and timber cladding upon the external elevations, the design and appearance of Block 16 would closely match the existing buildings and maintain the theme and character of the Roseberry Park complex.
7. The position and design of the new ward block would, therefore, be considered to be in compliance with Policies DC1 and CS5.

Proposed Car Park

8. Subsequent to the adoption of Policy REG32, the principle of car parking on part of the protected open space fronting onto Marton Road was established through a previous planning permission (M/FP/0913/12/P) for 56 parking spaces. Although the current application would increase the number of parking spaces to 300 in total, a significant portion of the green space would still be retained. It is also noted that the proposed car parking areas would be softened by landscaping and planting.
9. The proposed car park will be largely screened by the existing mounding and belt of mature trees adjacent to Marton Road. Native trees and shrubs will be planted in and around the new car park to complement the existing site landscaping and tree coverage. The proposed planting and landscaping works are considered to be acceptable and would minimise the potential adverse impact of the car park within the protected open space.
10. The new car park continues the design theme and materials palette developed in the main hospital site which would bond the visual appearance of the two sites together and create a coherent campus. The car park will have column lighting and CCTV provided for security purposes. It is confirmed that all products are to match those installed within

the main hospital site. The car park entrance is to be managed using the same combination of controls as the main car park.

11. Overall, the proposed car park is deemed acceptable in planning terms and in accordance with Policies DC1 and CS5.

Highways Implications

12. The location of Roseberry Park is an important one, adjoining Marton Road, which is one of the main north-south roads into and out of Middlesbrough. It is important to ensure that any development has adequate access to this busy road, does not generate excessive traffic, and is able to make full use of public transport on Marton Road and the public transport potential of the railway corridor to the east. As there is scope for a direct link onto the proposed East Middlesbrough Transport Corridor, it is important that this potential is incorporated into the design of any redevelopment and is at the least not prejudiced by development. The proposed development would not have any impact on the potential link.
13. As highlighted earlier, the net increase in car parking within the site provided by this application is 152 spaces. It is understood that the number of people using the site has increased due to increases in staffing and changes in the way that services are delivered. These issues are independent of the proposals sought here.
14. The increase in users of the site has placed further pressure on the demand for car parking and displacement of parking outside of the site. The current proposals seek to address this issue in addition to catering for the demand for parking generated by Block 16.
15. Access to this new car park will be taken via existing access points within the internal hospital road layout. To improve pedestrian links, a footpath is proposed to be constructed in tarmac connecting the new area of parking to the public path on the edge of the site which follows the distribution road. A new, defined crossing point would be introduced along the distribution road taking the form of a plateau crossing, which allows pedestrians easy access to and from the new parking area.
16. In terms of the likely impacts on the local highway with regards to its capacity and safety, there are no objections raised.

Drainage

17. The access road for the car park and the parking aisles are to be surfaced in dense bitumen macadam with the parking bays being laid out in permeable block paving to enable sustainable drainage. The attenuation would be greenfield rates which is considered acceptable in drainage terms.

Conclusion

18. The proposed development is considered to be acceptable, as it provides an essential, secure residential accommodation for the Roseberry Park site that is in keeping with the existing campus. The proposed car park would provide for the parking requirements of the site by replacing lost spaces and introducing additional spaces which will reduce parking pressures elsewhere within the campus. It is also considered that the proposals would not have a significant impact on the important green open space that features across the site, particularly in view of the proposed works including for additional landscaping to be implemented. The officer recommendation is for conditional approval.

RECOMMENDATIONS AND CONDITIONS

Approve with Conditions

1. Approved Plans

The development hereby approved shall be carried out in complete accordance with the plans and specifications listed below.

- Block 16 Roof Plan (2890-D-27-100)
- Block 16 Proposed First Floor FA (2890-D-22-101)
- Block 16 Proposed Ground Floor (2890-D-22-100)
- Block 16 Elevations from Car Park (2890-D-20-102)
- Block 16 Courtyard Elevations (2890-D-20-101)
- Block 16 Proposed Elevations (2890-D-20-100)
- Proposed Site Plan (2890-D-90-101 Rev A)
- Part Proposed Site Plan (2890-D-90-103)
- Part Proposed Site Plan (2890-D-90-105)
- Site Location Plan (2890-D-90-200)
- Proposed Lighting Layout New Car Park (E/101 Rev T1)
- External Works Layout (17T2175-101 Rev P3)
- Lighting Report by Dialux (report dated 19.12.2017)
- Outdoor Lighting Details – system Racer Mini

Reason: To ensure a satisfactory form of development and for the avoidance of doubt.

2. Time Limit

The development to which this permission relates must be begun not later than the expiration of three years beginning with the date on which this permission is granted.

Reason: The time limit condition is imposed in order to comply with the requirements of Section 91 of the Town and Country Planning Act 1990.

3. Site Investigation and Remediation Works

Before the commencement of any development works hereby approved, a full and competent site investigation, including a risk assessment, to identify any contamination present and to specify any remediation works which may be needed to be carried out to the site in order to bring it to a standard suitable for use, shall be submitted to and approved in writing by the Local Planning Authority. Thereafter, any remediation works required shall be carried out in accordance with the approved details prior to the commencement of the development. Prior to the commencement of development on site, validation of the remediated site shall be provided in the form of a detailed completion statement confirming that works set out and approved by the local planning authority were completed and that the site is suitable for its intended use.

Reason: To ensure the appropriate decontamination of the site in the interests of safety, local amenity, and the amenity of the future occupiers of the site.

4. Soft Landscaping

The tree planting and associated landscaping works, as detailed on the approved Landscaping Layout drawing, shall take place during the first available planting season (October-March) following the completion of building works on the site. The Local Planning Authority shall be notified within two weeks of the landscape planting works being completed.

Reason: To ensure the satisfactory implementation of an approved landscaping scheme in the interests of the visual amenities and landscape features of the area.

5. Landscape Management Plan

A landscape management plan, including management responsibilities and maintenance schedules for a minimum of five years, and including arrangements for its implementation, for all landscape areas shall be submitted to and approved in writing by the Local Planning Authority prior to the occupation of any part of the development. Thereafter, the approved landscape management plan shall be carried out as approved.

Reason: To ensure the satisfactory implementation of an approved landscaping scheme in the interests of the visual amenities and landscape features of the area.

6. Replacement Planting

If within a period of five years from the date of the planting of any tree, that tree, or any tree planted in replacement for it, is removed, uprooted or destroyed or dies, or becomes, in the opinion of the local planning authority, seriously damaged or defective, another tree of the same species and size as that originally planted shall be planted at the same place, unless the local planning authority gives its written consent to any variation.

Reason: In the interests of the general amenities of the area and a satisfactory landscaping scheme.

7. Approved Flood Risk Assessment

The development hereby approved shall be implemented in line with the drainage scheme contained within the submitted document entitled “Flood Risk Assessment” dated “November 2017”. The drainage scheme shall ensure that foul flows discharge to the combined sewer at manhole 6101 and ensure that surface water discharges to a dedicated highway drain which will connect back into the combined sewer with a restricted flow of 5 l/sec.

Prior to the commencement of the development hereby approved, the final surface water discharge rate for the site shall be submitted to and agreed in writing by the Local Planning Authority. The scheme of surface water discharge shall be such that it achieves the agreed discharge rate.

Reason: To prevent the increased risk of flooding from any sources in accordance with the NPPF.

8. Approved Drainage Scheme

The proposed drainage for the development hereby approved shall be completed wholly in accordance with the following specifications and details.

- Flood Risk Assessment & Drainage Strategy (ref: 17T2175)
- Drainage Strategy (17T2175-102 Rev P2)
- Under Slab Drainage (WSP 15 G77 00 0 00001 Rev C05)

Reason: In the interests of an acceptable drainage scheme for the approved development and in accordance with the requirements of the NPPF.

REASON FOR APPROVAL

This application is satisfactory in that the single storey ward block and new car park accords with the principles of the National Planning Policy Framework (NPPF) and local policy requirements (Policies DC1, CS4, CS5 and REG32 of the Council's Local Plan).

In particular, the new ward block and additional car park are designed so that their layout and scale will not harm the character and appearance of the Roseberry Park site, and so that they will not have a detrimental impact on the general amenities of any adjoining or nearby premises.

Issues of the drainage, the ground conditions, the highways implications and the impacts on the local amenity have been assessed and are not considered to give rise to any inappropriate or undue affects.

The application is therefore considered to be an acceptable form of development, fully in accordance with the relevant policy guidance and there are no material considerations, which would indicate that the development should be refused.

INFORMATIVES

Highways Informatives

The applicant is reminded that building materials shall not be deposited on the highway without the specific consent of the Highway Authority.

The applicant is reminded that it is the responsibility of anybody carrying out building work to ensure that mud, debris or other deleterious material is not deposited from the site onto the highway and, if it is, it shall be cleared by that person. In the case of mud being deposited on the highway wheel washing facilities should be installed at the exit of the development.

It should be ensured that, during construction, deliveries to the site do not obstruct the highway. If deliveries are to be made which may cause an obstruction then early discussion should be had with the Highway Authority on the timing of these deliveries and measures that may be required so as to mitigate the effect of the obstruction to the general public.

Case Officer: Peter Wilson

Committee Date: 2nd March 2018

