

Big plans for an outstanding Borough

INTERNAL MEMORANDUM
Highways, Transport and Design

From: Highways, Transport and Design Manager
To: Planning Development Services
FAO: Mr Simon Grundy
CC: Planning Administration

Proposal: Outline application with some matters reserved for the erection of an 66 bed hotel and banqueting building with associated means of access	Date:	07/08/18		
Location: Hollybush Farm, Thornaby Road, Thornaby	Ref:	17/0389/OUT	Rev	2

HTD Consultation		Consultation Other	
Network Safety/ Connect Tees Valley		Consultancy Practice	
Highways Network Management		Community Transport	
		Care for Your Area	

I refer to the additional information provided dated: July 2018

Executive Summary

The Highways Transport and Design Manager objects to the proposals on:

- Highways grounds due to the intensification of use of the access / egress for the petrol filling station which has a known history of accidents;
- The lack of adequate sustainable connections to the adopted highway;
- Landscape and visual grounds due to the impact of the development on the green wedge and potential coalescence of the urban areas of Ingleby Barwick and Thornaby.

Notwithstanding the above the following comments are provided in relation to the proposed application.

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Appendix 1 – Detailed Comments

Highways Comments

This is an outline application with some matters reserved except for access however, it is noted that indicative site layout plans (drawing ref 1613/SK01N) have been submitted.

General

All developments should be designed and constructed in accordance with SBC Design Guide and Specification (current edition) (Design Guide) and SPD3: Parking Provision for Developments 2011(SPD3).

Vehicle Access / Traffic Impact

The application is outline only with some matters reserved except for access and the applicant has submitted a Transport Assessment (TA) in support of the application which includes the proposed site access arrangements (drawing ref Figure 3) which would be accessed from Thornaby Road, via the forecourt of the petrol filling station utilising the existing access arrangements for petrol filling station. The petrol filling station has a separate access and egress directly from Thornaby road with allows for all turning movements. The information submitted by the applicant indicates that access to the proposed development is reliant upon a 'right of access' over the land within the ownership of the petrol filling station.

All traffic accessing the site would do so via Thornaby Road and vehicular trip generation from the site, for the hotel element, has been calculated using the following average trip rates derived from TRICS:

66 Bed Hotel	AM Peak (08:00 – 09:00)		PM Peak (17:00 – 18:00)	
	Arrivals	Departures	Arrivals	Departures
Vehicle Trip Rate	0.107	0.179	0.136	0.085
Vehicle Trips	7	12	9	6

No TRICS data is available for the proposed banqueting facilities therefore the data from a similar development which included a banqueting suite, with operational opening hours between 5.00pm and 12.00pm, and a hotel has been utilised. A traffic / car parking survey was undertaken for an event which hosted 250 guests between 5pm and 12 pm the traffic generation associated with the PM peak period is therefore considered to be comparable. The traffic generation associated with the banqueting suite element of the proposal is set out below.

Banqueting Suite	AM Peak (08:00 – 09:00)		PM Peak (17:00 – 18:00)	
	Arrivals	Departures	Arrivals	Departures
Car	0	0	23	0
Taxi	0	0	7	7
Total	0	0	30	7

The combined trip generation for the proposed hotel and banqueting suite are set out below.

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66 Bed Hotel + Banqueting Suite	AM Peak (08:00 – 09:00)		PM Peak (17:00 – 18:00)	
	Arrivals	Departures	Arrivals	Departures
Total Trips	7	12	39	13

The turning movements associate with the proposed development would be distributed evenly on to the highways network and would be as follows.

Proposed Development (Turning Movements)	AM Peak (08:00 – 09:00)		PM Peak (17:00 – 18:00)	
	Arrivals	Departures	Arrivals	Departures
Left Turn	4	6	19	7
Right Turn	3	6	20	6

A manual count has been undertaken by the applicant, during September 2016, to establish the existing number of vehicles currently utilising the petrol filling station access and egress. The results of this manual count are summarised below.

Petrol Filling Station (Existing Turning Movements)	AM Peak (08:00 – 09:00)		PM Peak (17:00 – 18:00)	
	Arrivals	Departures	Arrivals	Departures
Left Turn	55	63	42	56
Right Turn	19	14	27	10

It can be seen by making a comparison between the existing and proposed turning movements at the access and egress, for the petrol filling station, that the proposed development would result in a significant increase in right turning movements.

A summary of the existing and proposed right turning movements for both peak periods are included below.

Petrol Filling Station (Right Turning Movements)	AM Peak (08:00 – 09:00)		PM Peak (17:00 – 18:00)	
	Arrivals	Departures	Arrivals	Departures
Existing	19	14	27	10
Proposed	3	6	20	6
Total	22	20	47	16
%age Increase	16%	42%	74%	60%

Whilst there have been no recorded accidents within the most recent 5 year period there have been two recorded accidents, both of which occurred in 2012, and involved vehicles entering / exiting the petrol filling station. It should also be noted that in the period prior to this there are 16 recorded accidents at this location, which include the two recorded in 2012, and as a result when considering previous proposals 09/0132/VARY and 10/2146/VARY an objection was raised on highway safety grounds.

Whilst the applicant has demonstrated that the site access arrangements could operate within capacity, and that the impact on the highway network should not be severe, the intensification of use of the existing access arrangements for the petrol filling station, as a result of the proposed development, will materially increase the right turning movements at the junction. When this is

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considered against the accident history at this location, which clearly demonstrates that there is a risk of accidents occurring involving right turning movements, the predicted growth in traffic movements on Thornaby Road associated with extant planning permissions, the potential for accidents to occur at this location will also materially increase.

As such the Highways, Transport and Design Manager objects to the proposed development on highways safety grounds as it would result in an intensification of use of the access / egress for the petrol filling station, which as set out above, has a known history of accidents occurring, and this is considered to be a material highway safety concern.

Layout/Parking

The applicant has submitted an indicative Proposed Site Plan, drawing ref. 1613/SK01N, which has been assessed as follows:

- There is no footway connection provided to the north of the petrol filling station, therefore anyone arriving on foot, to utilise the Banqueting Suite, from this direction would enter the site via the forecourt of the petrol filling station. This lack of a sustainable connection to the adopted highway is not acceptable;
- A connection to / from the petrol filling station forecourt. This would operate as a one-way system and is considered to be acceptable;
- Internal footway connections linking the proposed Banqueting Suite with the proposed Hotel. This is considered to be acceptable;
- A footway / cycleway connection from the Banqueting Suite via the Hotel to the existing footway cycleway network on the A1045 Thornaby Road. This is considered to be acceptable.
- A bus drop off bay for both the proposed Banqueting Suite and the Hotel are proposed. These are considered to be acceptable;
- 114 no. parking spaces to serve the Banqueting Suite and Hotel which includes 6 no. disabled bays. This is below the recommended level of car parking, as set out in SPD3: Parking Provision for Developments 2011, which requires 50 spaces for the Banqueting Suite and 81 spaces for the hotel giving a total requirement of 131 spaces. This departure from standard could be accepted if evidence demonstrating that the total car parking demand would be reduced as a result of some visitors arriving by coach and that others using the Banqueting Suite would also utilise the Hotel facilities.

The proposed indicative internal site layout is therefore considered to be acceptable in principle as the application demonstrates that an appropriate internal layout can be provided.

Sustainable Links

The Proposed Site Plan, drawing ref. 1613/SK01N, as set out above indicates that a single footway connection will be provided from the Hotel to the existing footway / cycleway network on the A1045 Thornaby Road. However, as set out above, no footway connection has been provided to the north of the petrol filling station, therefore anyone arriving on foot to utilise the Banqueting Suite, from this direction would enter the site via the forecourt of the petrol filling station which is not considered to be acceptable.

Two number bus drop off laybys are proposed within the site to facilitate large parties who may arrive by coach.

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The development is located within walking distance of bus stops on the A1045 Thornaby Road which provide access to service no. 15, 17/x17m EGG6 and 83.

The existing public transport, pedestrian and cycle connections make the site reasonably accessible by sustainable modes and to promote the use of these alternative modes of travel. Should the development be approved, these measures should be secured by condition.

Details of the services available are as follows:

Service	Route	Daytime Frequency (minutes)	
		Monday - Saturday	Evening & Sunday
15	Rostrevor Avenue – Hardwick North Tees Hospital - Redhill Road – Ragworth Shops - Stockton High Street – Langley Avenue - Anson House – Thornaby Sports Centre - Charrington Avenue	60	-
17/X17	Middlesbrough Bus Station – Cleveland Centre – Coronation Hotel – Anson House - Thornaby Baths - Stockton High Tees - Princes Square – Charrington Avenue – Simonside grove – Tesco – Yarm Town Hall – Egglecliffe School – Kingsmead	30	60
EGG6	Eaglescliffe – Thornaby	1 per day	No Service
83	Yarm – Maltby – Thornaby -Kirklevington	2 on Tuesday and Thursday	No Service

Landscape and Visual Comments

The proposed development is located off Thornaby Road to the south and east of the existing petrol filling station, on the site of an extant permission for a market garden centre, and a bungalow to the rear of the site. The proposed footprint of the new hotel and banqueting building development does not differ significantly from the extant permission, although the scale of development is considerably different. It is noted that the current proposals have reduced the building to two storeys as indicated on drawing 1613-SK02C.

The application is considered to be missing key information, necessary for the full consideration of the proposals. The application should have been supported by a landscape and visual study to fully consider the implications of the development on local character and visual amenity, and to determine landscape measures to mitigate the impacts of this development and any constraints such as the overhead electricity transmission line which could prevent screening of the site from viewpoints to the west. Notwithstanding the lack of landscape and visual information submitted in

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support of the application, the Urban Landscape Team have assessed the impact of the proposed development on the local character as detailed below.

Landscape Character

The proposed development is located within the green wedge which follows Bassleton Beck parallel to Thornaby Road. The openness of the landscape is an important feature of the green wedge designation. The SBC Green Wedge policy seeks to maintain the separation and quality of the urban environment, by protecting and enhancing the openness and amenity value of the spaces between them.

This proposal would represent development on a piece of open land that gives a valuable contribution to the open character of the green wedge, and helps to maintain the separation of the settlements of Ingleby Barwick and Thornaby (the industrial estate). Should this development proceed, the linear green wedge between Thornaby and Ingleby Barwick would be broken, as the proposed development spans the full width of the wedge, leading to the coalescence of the two urban areas. It would also set a precedent for similar developments nearby, so that the green character of the wedge area would be gradually eroded.

Thornaby Road is a busy local road serving the settlement of Ingleby Barwick. To the east of the road lies Teesside Industrial Estate, which is characterised by large industrial units, set back from the road by a landscaped belt of grassland and trees. Land to the west of Thornaby Road has a more rural character, and comprises a number of small paddocks, and two single storey residential properties with large gardens. The retention of existing boundary hedges and trees, and the farm style cottages located here contribute to this rural character. The petrol filling station is the only urban intervention in this rural edge character.

Visual Impacts

The majority of the views towards the two storey development would be from Thornaby Road, and the footpaths and cycleways which run adjacent to this route. Receptors in close proximity to the site entrance would gain clear views of the two storey building. Scale would be a Reserved Matter and considered at a later stage if outline consent were to be granted, although it is noted indicative drawings including a two storey hotel have been submitted. .

From viewpoints to the north clear views of the main hotel building would be possible up to the junction with the A174. Beyond this point views are largely screened by the mature trees immediately north of the site which are part of Bassleton Woods. When viewed from the south, the site benefits from significant mature tree planting alongside Thornaby Road which is likely to limit views of the building, although residents leaving Ingleby Barwick or using the playing pitches south of Barwick Way would have clear views along the length of the green wedge.

Receptors using the Ingleby Barwick and Thornaby Trail footpath along Bassleton Beck may also gain views of the site, although due to the wooded nature of this route, only glimpsed views would be likely. Due to the height of the structure it is also likely that views of the upper storeys of the hotel would be possible from Ingleby Barwick and also longer distance views from public roads and footpaths. Whilst scale would be a Reserved Matter, and considered at a later stage if outline consent were to be granted, the identified impact could as previously noted lead to the coalescence of the two urban areas.

Layout

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The proposed hotel building is located perpendicular to Thornaby Road, but at the front of the site. The submitted visualisations indicate a large two storey box like building clad in light coloured materials similar in character to the industrial units opposite. This industrial elevational treatment would not be in keeping with the rural character west of Thornaby Road and other low level buildings adjacent. The proposals also incorporate a large car park, which wraps around the north and eastern boundaries of the site, and a proposed banqueting hall to the rear of the petrol filling station on the site of the consented bungalow. Due to the spread of the different elements of the proposed development, the majority of the site will be developed or hard surfaced car parking, leaving only incidental amenity space around the perimeter. The potential for landscape enhancement is further reduced by the extensive network of services which pass through the site.

The extant permission for a market garden was a building of a smaller scale, of a lower height, different materials and would be less intrusive in the landscape. Therefore it is not considered to be directly comparable to the current application for the site. The proposed mass of the main hotel building is considered to be visually intrusive in the landscape and would detract from the character of the area. It would have a detrimental impact upon the green wedge, and could lead to coalescence of the settlements of Ingleby Barwick and Thornaby. Therefore, the Highways Transport and Design Manager objects to the proposals on landscape and visual grounds

Flood Risk Management

The proposed development is in a Flood Zone 1. The Environment Agency’s flood maps highlight the south eastern part of the proposed site as being at a high risk of surface water flooding (1 in 30 year event 3.3% chance in any year); careful consideration should be given to the existing blue/green corridors and surface water flooding when determining the site layout and the location of surface water attenuation structures.

The proposed development must not increase the risk of surface water runoff from the site or cause any increased flood risk to neighbouring sites. Any increase in surface water generated by the proposed development or existing surface water / groundwater issues on the site must be alleviated by the installation of sustainable drainage system within the site.

Surface water discharges from this site shall be flow regulated to ensure that flooding problems elsewhere in the catchment are not exacerbated. The discharge rates from the site will be restricted to 5 litres/second (QBAR value) with sufficient storage within the system to accommodate a 1 in 30 year storm. The design shall also ensure that storm water resulting from a 1 in 100 year event plus 40% climate change surcharging the drainage system can be stored on site without risk to people or property and without overflowing into drains or watercourse. Full Micro Drainage design files (mdx files) must to be submitted for approval. The flow path of flood waters exiting the site as a result of a rainfall event exceeding the 1 in 100 year event plus climate change should also be provided.

There is insufficient information provided by the applicant therefore, should the application be approved at outline stage, this should be secured by condition.

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