Application 20/00137/LBC Author: Rebecca Andison

No:

decision date:

Application type: listed building consent

Location: Vacant Land To The North And South, Tynemouth Metro Station, Building To The East Of The Metroline, Tynemouth, Tyne And Wear

Proposal: Demolition of a section of the stone boundary wall on Tynemouth Road and Tynemouth Terrace to facilitate access to a development comprising 130sqm Class E unit and 71no. one, two and three bedroom residential units with 43 car parking spaces, cycle parking, public realm improvement and landscaping on land to the south of Tynemouth Station and car parking on land to the north of Tynemouth Station.

Applicant: Station Developments Ltd, C/O Agent

Agent: Karen Read, Klr Planning Ltd Lugano Building 57 Melbourne Street Newcastle Upon Tyne NE1 2JQ United Kingdom

RECOMMENDATION: Application Permitted

INFORMATION

1.0 Summary Of Key Issues & Conclusions

1.0 Main Issues

1.1 The only issue for Members to consider is this case is the impact of the proposal on the significance of the grade II* listed building.

2.0 Description of the Site

- 2.1 The application relates to two sections of the stone boundary wall which encloses Tynemouth Station. One section is located on the boundary between the station and Tynemouth Road and the other is to the north of the Station on Station Terrace.
- 2.3 The site lies within Tynemouth Conservation Area and the station is a grade II* listed building.

3.0 Description of the Proposed Development

- 3.1 Listed building consent is sought to demolish a 14.7m section of the wall on Tynemouth Road and a 2.8m section on the wall on Tynemouth Terrace.
- 3.2 This application is linked to application 20/00136/FUL which seeks planning permission for a development of 71no. residential units, 130 sqm of commercial

floor space and a new car park. The purpose of the proposed demolition is to create an access from Tynemouth Road into the proposed residential development and to widen the entrance into the proposed car park which would be located the north of the station.

4.0 Relevant Planning History

4.1 Tynemouth Metro Station has an extensive planning history. The applications which are considered relevant to the current proposal are set out below.

20/00136/LBC - Mixed use scheme comprising 130 sqm Class E unit and 71no. one, two and three bedroom residential units with 43 car parking spaces, cycle parking, public realm improvement and landscaping on land to the south of Tynemouth Station; new access from Tynemouth Road; partial demolition of the stone perimeter wall to Tynemouth Road; and car parking on land to the north of Tynemouth Station; widening of access from Station Terrace – Pending consideration

10/02564/LBC - Repairs and refurbishment to eastern concourse of station including infill of trackbeds, concrete slab replacement, new barriers, electrical floor boxes and floor finish. Works on western concourse including new barriers, new floor finish and painting of canopy ironwork and columns (Amended plans received 23.11.10) – Permitted 22.12.2010

10/02563/FUL - Repairs and refurbishment to station including infill of trackbeds and concrete slab replacement – Permitted 22.12.2010

10/00568/LAREG3 - Use of station concourse for markets, cultural and art events and use of enclosed footbridge area for art installations – Permitted 10.06.2010

09/02369/FUL - Restoration of listed canopy structures, and use for arts, cultural and market programme, construction of retail unit and associated car parking and altered vehicular access, station managers office with associated storage public library with heritage centre, photographic society, community meeting rooms, associated car parking, new vehicular access, public toilets and landscaping – Refused 05.12.2010

10/00028/S78TPA - Appeal allowed.

09/02370/CON - Demolition of walls and two outbuildings at Tynemouth station in connection with application for new library, retail unit and canopy restoration – Refused 05.02.2010

10/00029/S20LBA - Appeal allowed

03/00886/FUL - Proposed canopy restoration, erection of 80 no. dwellings (enabling development), car parking, and associated landscaping. Construction of a new access to a highway – Refused 06.02.2004

5.0 Development Plan

5.1 North Tyneside Local Plan (2017)

6.0 Government Policy

- 6.1 National Planning Policy Framework (July 2021)
- 6.2 National Planning Practice Guidance (As Amended)
- 6.3 Planning applications must be determined in accordance with the development plan unless material considerations indicate otherwise. The NPPF is a material consideration in the determination of all applications. It requires LPAs to apply a presumption in favour of sustainable development in determining development proposals. Due weight should still be attached to Development Plan policies according to the degree to which any policy is consistent with the NPPF.

PLANNING OFFICERS REPORT

7.0 Main Issues

- 7.1 The only issue for Members to consider is this case is the impact of the proposal on the significance of the grade II* listed building
- 7.2 Consultation responses and representations received as a result of the publicity given to this application are set out in the appendix to this report.

8.0 Impact on the Listed Building

- 8.1 The Local Planning Authority must have regard to its statutory duty to have special regard to the desirability of preserving the listed building or its setting or any features of special architectural or historic interest which it possesses under section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990.
- 8.2 Par.199 of NPPF states that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.
- 8.3 Para.200 states that any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification. Substantial harm to or loss of assets of the highest significance, notably scheduled monuments, protected wreck sites, registered battlefields, grade I and II* listed buildings, grade I and II* registered parks and gardens, and World Heritage Sites, should be wholly exceptional.
- 8.4 NPPF para.201 states that where a proposed development will lead to substantial harm to (or total loss of significance) of a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss.
- 8.5 Where a development proposal will lead to less than substantial harm to the

significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use (para.202).

- 8.6 Policy S6.5 states that the Council aims to pro-actively preserve, promote and enhance its heritage assets.
- 8.7 Policy DM6.6 states that proposals that affect heritage assets or their settings, will be permitted where they sustain, conserve and, where appropriate, enhance the significance, appearance, character and setting of heritage assets in an appropriate manner. As appropriate, development will:
- a. Conserve built fabric and architectural detailing that contributes to the heritage asset's significance and character;
- b. Repair damaged features or reinstate missing features and architectural detailing that contribute to the heritage asset's significance;
- c. Conserve and enhance the spaces between and around buildings including gardens, boundaries, driveways and footpaths;
- d. Remove additions or modifications that are considered harmful to the significance of the heritage asset;
- e. Ensure that additions to heritage assets and within its setting do not harm the significance of the heritage asset;
- f. Demonstrate how heritage assets at risk (national or local) will be brought into repair and, where vacant, re-use, and include phasing information to ensure that works are commenced in a timely manner to ensure there is a halt to the decline;
- g. Be prepared in line with the information set out in the relevant piece(s) of evidence and guidance prepared by North Tyneside Council;
- h. Be accompanied by a heritage statement that informs proposals through understanding the asset, fully assessing the proposed affects of the development and influencing proposals accordingly.

Any development proposal that would detrimentally impact upon a heritage asset will be refused permission, unless it is necessary for it to achieve wider public benefits that outweigh the harm or loss to the historic environment and cannot be met in any other way.

8.8 The Tynemouth Conservation Area Character Appraisal (2010) contains the following references to the station:

The biggest development in the village around this time was the building of Tynemouth Station in 1882. In its heyday the station, with its elegant iron columns and glass roof canopy, welcomed thousands of day-trippers to the coast.

The railway and station in Tynemouth today remain of high significance in both the conservation area and its environs. It is an important form of transportation for both locals and the many visitors Tynemouth sees daily. It serves as a focus point for the community; this was most evident in the 1980s when plans for its demolition were abandoned following a concerted effort from local people and the Council. As well as a station, it functions as an art display area and as a venue

for a weekly market. Its architectural and historic value is recognised in its Grade II* listed status.

- 8.9 The application relates to the stone walls which surround Tynemouth Station. As the walls lie within the curtilage of the listed building, consent is required for their partial demolition.
- 8.10 The application is supported by a Heritage Statement. This states that the walls are of moderate significance, having formed some association with the station for a considerable period, but it is not known if they are the original walls.
- 8.11 The applicant has advised that the stone from the demolished walls would be re-used with the development as part of the landscaping scheme. They have also stated that the change in levels means that vehicular access to the site is not possible without the demolition of the wall on Tynemouth Road. The section of wall affected has been reduced from 50m which was originally proposed.
- 8.12 While Tynemouth Station is clearly a highly significant building, the boundary walls do not have the same significance and do not form a key element of its special architectural or historic interest.
- 8.13 Development affecting a heritage asset may have no impact on its significance or may enhance its significance and therefore cause no harm to the heritage asset. Where potential harm to designated heritage assets is identified, it needs to be categorised as either less than substantial harm or substantial harm (which includes total loss).
- 8.14 There would be no direct impact on the grade II* listed building itself or the key features from which its significance is derived. The development would however result in some loss of historic fabric.
- 8.15 When taking into account that the length of wall that it is proposed to demolish has been significantly reduced since the proposal was originally submitted, and that the majority of the boundary wall would be retained the level of harm is considered to be less than substantial.
- 8.16 NPPF states that where a development results in less than substantial harm this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use. LP Policy DM6.6 states that any development proposal that would detrimentally impact upon a heritage asset will be refused permission, unless it is necessary for it to achieve wider public benefits that outweigh the harm or loss to the historic environment and cannot be met in any other way.
- 8.17 Planning Practice Guidance advises that public benefits may follow from many developments and could be anything that delivers economic, social or environmental progress as described in the National Planning Policy Framework. Public benefits should flow from the proposed development. They should be of a nature or scale to be of benefit to the public at large and should not just be a private benefit. However, benefits do not always have to be visible or accessible to the public in order to be genuine public benefits.

- 8.18 As the development would result in harm to the listed building Members must consider whether this harm is outweighed by any public benefits of the proposal, whether the development is necessary to achieve these benefits and if the benefits could be met in another way.
- 8.19 Partial demolition of the wall is required to allow the development proposed under application 20/00136/FUL to proceed. The benefits of this development are discussed in detail within the Officer Report for the planning application and summarised below.
- Improvements to the public realm around the station including a new safer access between the station and Tynemouth Road.
- A new car park to provide parking for market stall holders, residents and visitors.
- A new retail unit to improve the offer for residents and visitors.
- Provision of 71no. new homes in a highly sustainable location, which would contribute towards meeting the shortfall in housing land supply.
- New planting and enhancements to the wildlife corridor to achieve a biodiversity net gain.
- Creation of jobs during the construction phase.
- Development of a currently un-used site which does not contribute to the conservation area.
- 8.20 It is officer opinion that substantial weight should be afforded to the provision of new homes and the contribution the development would make towards achieving a 5-year housing land supply. It is also considered that moderate weight should be attached to the public realm improvements, improved access to Tynemouth Road, biodiversity enhancements and additional public car parking.
- 8.21 The development could not proceed without the proposed demolition and therefore the benefits could not be met in another way.
- 8.22 When taking into account that the proposal would not adversely affect any key elements of the station's special architectural or historic interest it is officer opinion that the development would result in less than substantial harm to the grade II* listed building. The development would result in harm to heritage assets and therefore there is a strong policy presumption against the development. However, it is officer opinion that there are sufficient public benefits to outweigh the less that substantial harm to the listed building.
- 8.23 It is officer opinion that the development complies with the NPPF and Policy DM6.6 of the North Tyneside Local Plan. The application is therefore recommended for conditional approval.

RECOMMENDATION: Application Permitted

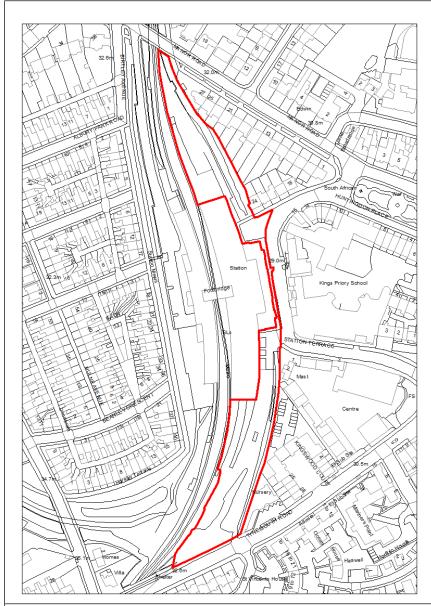
Conditions/Reasons

- 1. The development to which the permission relates shall be carried out in complete accordance with the following approved plans and specifications.
 - Application form
 - Site location plan 5023- OOB- ZZ- 00- DR- L- 0000 P05
 - Location plan 10108 GT3 00 00 DR A (08)0201 RevP01
 - Site plan 5023- OOB- ZZ- 00- DR- L- 0001 P08
 - Site plan Area around building 5023- OOB- ZZ- 00- DR- L- 0002 P06
 - Site plan Car park 5023- OOB- ZZ- 00- DR- L- 0003 P06
 - Proposed site access plan JN1402-Dwg-0025G
 - Site demolition plan 10108 GT3 00 00 DR A (08)0301 RevP01
 - Proposed northern car park plan JN1402-Dwg-0026E

Reason: To ensure that the development as carried out does not vary from the approved plans.

- Standard Time Limit 3 yr LBldg Consent MAN07 *
- 3. Detailed plans to show the demolition and making good of the walls on Tynemouth Road and Station Terrace and details of where in the development the stone will be re-used must be submitted to and approved in writing by the Local Planning Authority prior to the wall being demolished.

Reason: To ensure the significance of the listed building is protected; having regard to policies DM6.1 and DM6.6 of the North Tyneside Council Local Plan 2017.



Application reference: 20/00137/LBC

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Appendix 1 – 20/00137/LBC Item 2

Consultations/representations

- 1.0 Internal Consultees
- 1.1 Planning Policy (Conservation and Design) comments for 20/00136/FUL and 20/00137/LBC
- 1.2 Recommendation: Objection
- 1.3 Comments: The site is within the curtilage of the Grade II* Tynemouth Station and within Tynemouth Village Conservation Area. Revised plans have been submitted, following previous comments dated 04/03/2020 and 12/03/2021 which objected to the application. Previous comments set out the background of the proposal, the significance of the heritage assets and assessed the impact on Tynemouth Station and Tynemouth Village Conservation Area.
- 1.4 The revised plans have amended the design which now has a smaller retail unit, a reduction of brick types, the removal of the mansard roof and a reduction in number of steps in the fanade. These changes do improve the appearance of the proposal and the simpler architectural approach is now more sensitive to its surroundings. However, the overall height of the proposal remains the same and therefore the significant issues about the scale, mass and height remain. The overall level of harm, as previously assessed, has therefore not altered. The amount of curtilage listed stone wall to be demolished along Tynemouth Road has also been reduced although there is no demolition plan which shows the exact area to be demolished.
- 1.5 NPPF emphasises that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation. The impact on Tynemouth Station and Tynemouth Village Conservation Area was assessed as part of previous comments. This set out that:
- a) The scale, mass and height of the proposed development would cause less than substantial harm to the significance of Tynemouth Station. In these circumstances, NPPF sets out that this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.
- b) The scale, mass and height of the proposed development would cause substantial harm to the character and appearance of the conservation area. In these circumstances, NPPF sets out that local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm.
- 1.6 Where there is harm, there should be clear and convincing justification for that harm and a balanced judgment must be made as to whether the public benefits would outweigh that harm. Guidance about public benefits for this purpose is set out in the Historic Environment Chapter of the PPG. This refers to anything which delivers the economic, social or environmental objectives of

sustainable development. The PPG makes clear that the public benefits must flow from the development and must be of a nature or scale that would benefit the public at large. The revised information submitted sets out the public benefits of the scheme which include:

- a) CCTV security cameras and street lighting to contribute toward safety.
- b) Improved pedestrian links to the town centre from the south and west of Tynemouth.
- c) New retail which will support the existing businesses on the platforms.
- d) Improvements to the public realm along the eastern boundary.
- e) New car park to the north to support weekend markets and provide off street parking during the week.
- f) The receipts from the development would assist in consolidating the funding of the annual maintenance budget and improvements programme for the station.
- 1.7 The above benefits of the scheme are acknowledged, however the full extent of and need for these benefits is questioned. The Station is already a vibrant and safe destination which is well used by the public with direct pedestrian links to the village centre with good levels of natural surveillance. There is a healthy offer of retail and leisure provision within and surrounding the Station. There is on street pay and display parking along Tynemouth Front Street and free parking at Spanish Battery, which is within a 10 minute walking distance of the Station. This has not been demonstrated as being insufficient to meet current demand. The Station is well maintained and is in a good state of repair. Overall, it is not considered that the public benefits of the development would be substantial enough to outweigh the long term harm identified. It is therefore recommended that planning permission is refused.

2.0 External Consultees

- 2.1 Tynemouth Conservation Area Management Strategy Group
- 2.2 Summary of TCAMS response to the proposals: this proposal falls on all of the issues below and must be considered as a major threat to the enhancement and positive regeneration of Tynemouth and to the character of the conservation area. Therefore, the proposal must be rejected.
- 2.3 Summary of Issues covered below.
- 2.4 All proposals must be conservation-led and therefore need to be considered in the context of Tynemouth as a conservation area and how they will enhance it. All proposals need to respect and understand the heritage.

Recent funding for the Station and elsewhere has improved Tynemouth to increase its status as a destination for visitors as well as the enhance it for residents.

All design proposals must be proportionate and in the vernacular and not present threats. TCAMS is in accord with Principal Planning Officer Steven Lyttle about the proposed development being inappropriate and overdevelopment, not in accordance with DM 6.1 and DM6.6.

2.5 The objectives of TCAMS are:

- to revitalise Tynemouth Village Conservation Area through proactive and coordinated conservation, planning, regeneration and management action,

- to conserve and enhance the character and appearance of the conservation area, and to increase understanding and enjoyment of its heritage for today and for future generations,
- to encourage private investment in maintenance, repair, restoration and high quality new work, Section 2.2.4 of TCAMS states "As an SPD, this Strategy is primarily a tool to be used in planning decision-making processes. It is also important that the different parts of this Strategy are not dealt with separately". So we need to consider the document as a whole and especially in relation to the Station, which is a major asset within the conservation area. Below are many of the issues within TCAMS that are directly relevant to this proposal.

2.6 Heritage assets:

Tynemouth has many features that are heritage assets, and these not only make it a wonderful place to live, but also to attract visitors and to facilitate regeneration and vibrancy for the future. Thus the whole of Tynemouth conservation area can be considered as a heritage asset in that respect. Whilst some parts are extremely old, much of Tynemouth was developed during the Victorian years, including many terraces, shops, churches and the Station, which is a magnificent example of a Victorian Station- recognised nationally as one of the best in the country. So 'Victorian' defines the vernacular for the Station and many other buildings in its vicinity.

2.7 TCAMS stresses that we must understand the heritage affected by the proposal, assess the significance of the heritage, analyse how it is vulnerable to the decision, and that the decision made needs to best protect the heritages significance. This are fundamental principles in TCAMS, which says they must be promoted by all who make or influence decisions affecting the conservation area.

2.8 Regeneration:

There are three issues in TCAMS also relevant to this proposal in terms of regeneration, and comments are given against each.

- conservation-led regeneration- the development must be conservation-led, and that implies given the proximity to the Victorian station, a Victorian vernacular.
- design- as above, the proximity to the Station implies a traditional design would be appropriate and not too large as to overpower the impact of the station.
- enhancement opportunities- the Station presents enhancement opportunities for events, culture and arts. Would the development be consistent with this?
- 2.9 Section 4.2.2 of TCAMS states: "Some notable improvements to the fabric and life of the conservation area have been recent. The Station is now a classic example of what restoration can achieve. The £2 million Heritage Lottery grant and the dedication of the Friends of Tynemouth Station have enabled it to transcend its transportation role and become a destination in itself. This, the TCAMS view would be that the development should not threaten this enhanced status as a destination in itself, but should enhance it.
- 2.10 In addition, the £1.3 million grant awarded for Conservation Area Partnership 1998 -2004 has been instrumental in enhancing the public space around the clock tower, the Green and Huntingdon Place, and in repairing and improving many commercial premises on Front Street with new traditional

shopfronts and other features. Eyesore frontages such as the former Barclay's Bank have been changed for the better, also touched on in other sections of this Strategy." This development has the potential to become a large eyesore and to be a backward step following all this positive investment. English Heritage shows built heritage can be a valuable catalyst for regeneration and that economic prosperity leads to enhancement, building repairs and maintenance.

2.11 Design Principles

"All ... new developments in the Conservation Area should have the highest respect for the existing character of Tynemouth Village. They should be in proportion to surrounding buildings and spaces in terms of size and scale, and use high quality materials". After the bigger issues, this is applied in more detail to doors, windows, rainwater goods, etc. A further design principle in TCAMS is "the incorporation of the means of harnessing renewable energy should be encouraged, provided that due regard is given to the impact on the architectural character of the building and the appearance of the wider conservation area".

2.12 Appended quote from TCAMS on regeneration:

TCAMS section 4.2.3. STATEMENT: REGENERATION. The Council will:

- 1. Put conservation at the heart of regeneration and involve local people in plans and proposals.
- 2. Continue to explore regeneration opportunities in partnership with others, including seeking funding, to promote the investment in buildings and spaces for the economic benefit of the conservation area and its setting.
- 3. Pay particular attention to (b) heritage sites, and (c) Front Street, seeking to join up regeneration and visitor sites and facilities to support a 'critical mass' of economic benefit for the conservation area.
- 4. Support development proposals for uses in Tynemouth Village that would add to its vitality and viability without undermining its overall attraction and would not adversely impact on the character, function and vitality of the street or surrounding environment.
- 6. Promote the benefits of heritage-led regeneration to local people, owners, developers and decision-makers.
- 7. Ensure the area's special requirements are taken into account in regeneration plans affecting it or its setting.

2.13 Tynemouth Village Association

- 2.14 OBJECTION by Tynemouth Village Association
- 2.15 TVA has read the proposal and associated documents, and also several of the comments already submitted. The main reasons for objection by the TVA include:
- the Station is a heritage asset that must not be spoiled by any overdevelopment in close proximity, and even more so if it is not in the vernacular [Victorian in keeping with the Station]. This proposal is detrimental in every way to the Station as a Heritage Asset and also to the conservation area and its assets more generally.
- over 70 flats but only 43 parking places would create a massive problem, casting up to 65-75 more cars onto on-street parking on a daily basis. There is

ample evidence already in Tynemouth that many people travel by car to the Station, so proximity of the flats to the station does not in any way translate into less car ownership, which TVA thinks will remain a problem- even as cars become

green [and more automated] it will not decrease their numbers at all and may indeed increase them.

- the site is allocated in the Local Plan [LP] to retail, not residential. If we ignore the LP on such a big issue, then why would we ever need an LP? Also Tynemouth and nearby has several other planned developments already in the LP, and more would be overkill for such an area, and would make it less attractive to visitors, thus additionally reducing its value in terms of regeneration [also in the LP].
- the land is part of the wildlife corridor [also in the LP] and the LP places an emphasis on preservation and enhancement of wildlife- so covering the site with building and parking is not contributing at all, it is a dereliction of this aspect.
- 2.16 TVA supports the objection by the Principle Planning Officer Steven Lyttle about the inappropriateness of the proposed development being not in accordance with either TCAMS nor DM6.1 and DM6.6 of the Local Plan. The TCAMS document, which many TVA members were involved with its preparation, is [along with the associated character statements] supplementary planning guidance, along with other planning guidance documents relating to transport, architecture, conservation etc within a conservation area all point to inadequacies in this proposal and to it being

totally inappropriate in a conservation area, being out of the vernacular, too big, of poor design, and likely to make existing parking problems considerably worse.

2.17 Tyne and Wear Archaeology Officer

2.18 The southern part of the site was formerly the Tynemouth Goods and Fish Station (HER 2046), and the majority of the site comprised railway lines in a cutting by the late 19th century. This activity is likely to have truncated any earlier deposits and structures. The Phase 2 Site Investigation report by Solmek Ltd also indicates a significant depth of made ground across the site. I therefore consider the site to have low archaeological potential, and no archaeological work is required.

2.19 Historic England (comments made in respect of 20/00136/FUL)

2.20 Historic England welcomes the simpler approach to material types and tones now presented, likewise the omission of one store and clothing the other within brick.

These changes make the building feel more grounded and ordered, reflecting in broad terms architectural characteristics of the conservation area. They address concerns set out in our letter of 24th February 2020.

2.21 Differences in brick detail and patternation as well as the materials chosen will be important to the quality of the scheme and we recommend robust conditions to ensure this, should the proposal be granted permission.

2.22 Recommendation: Historic England has no objection to the application on heritage grounds.

3.0 Representations

<u>3.1 202no. objections have been received.</u> The concerns raised are summarised below.

Design and heritage

- Affect character of conservation area.
- Affect setting of listed building.
- Impact on landscape.
- Inappropriate design.
- Inappropriate materials.
- Out of keeping with surroundings.
- The building is too large.
- The building is too tall.
- Will dominate the area.
- Too modern for the area.
- Will overshadow the Victorian station.
- Not in keeping with the area.
- Overdevelopment.
- Will look like a blot on the landscape.
- The design is neither in keeping with the Victorian station and terraces, nor modern and cutting edge.
- Unsympathetic to its environment.
- The materials, brickwork, colour palettes fail to integrate with its surroundings.
- The council concluded at pre-application stage that there would be substantial harm to setting of the Grade II* listed building and the Conservation Area.
- The proposal appears to offer very little in terms of public benefits to outweigh the harm.
- The historic station platforms are a significant heritage feature which would be lost.
- Not in keeping with the aims the Tynemouth Conservation Management Strategy or the Tynemouth Character Statement.
- Should be smaller in scale with more green space.
- The design refers to using Knotts Flats as a reference point- this is on the bank of the river and therefore does not tower over surrounding buildings.
- It is square and 'blocky' looking, with very little to soften the visual impact.
- Historic England have raised concerns.
- Does not improve the character and quality of the local area.
- Impact on the publicly funded station canopies.
- Loss of light and damage to the public realm.
- The drawings do not illustrate the proposed buildings in comparison to existing housing stock.
- I disagree with the conclusions of the Heritage Statement that the level of harm "is now considered to be less than substantial".
- The benefits do not outweigh the harm.
- Will greatly detract from the station.
- Impact on the skyline.
- The CGI's don't show a true reflection of the actual scale and elevation of the development.
- Demolition of the stone boundary wall.

Residential amenity

- Loss of privacy.
- Loss of residential amenity.
- Loss of visual amenity.
- Will result in visual intrusion.
- Nuisance disturbance, dust/dirt, fumes, noise.
- Impact on light and noise.
- Impact of construction on residents.
- How will the health and safety of the site be managed?
- Impact of piling on surrounding residents and properties.
- Loss of light to Kingswood Court.
- Impact on elderly residents of Kingswood Court.
- More air pollution and noise.
- Impact on light reaching Kinder castle.
- Overlooking of children from the proposed flats safeguarding issue.
- Loss of view.
- Additional air pollution will be detrimental to health and well being.
- The impact on the surrounding homes in terms of light has not been assessed.
- Impact of noise on residents to the west of the Metro due to the Canyon effect.
- Loss of privacy and overlooking.
- Impact of increased noise on mental health.
- The car park will attract anti-social behaviour.

Highways and parking

- Traffic congestion.
- Inadequate parking provision.
- Poor/unsuitable vehicular access.
- Poor traffic/pedestrian safety.
- Inadequate parking provision which will make the existing parking issues worse.
- There is a naove assumption that most residents will cycle and use the Metro.
- Will EV charging points be provided?
- There are no designated parking spaces for any of the retail units.
- How would the public car park use be managed?
- Impact on Tynemouth Road traffic.
- Danger to pedestrians.
- Limited EV charging points.
- Unsafe access onto Tynemouth Road.
- Will prevent access for emergency vehicles.
- Not in accordance with the Transport and Highways SPD.
- There is no on site access for emergency, delivery, refuse collection, visitors or taxis.
- Vehicle ownership levels in the area have not been considered.
- The Transport Assessment is based on flawed premises.
- How would parking on Tynemouth Road be restricted?
- There is no demand for the proposed Northern car park which has the potential for noise, disturbance and anti-social behaviour.
- Car parks attract and generate more traffic.
- Local residents already suffer from parking problems, blocked driveways and early morning vehicle noise.
- Poor car park layout.

- The Tynemouth Road access will make parking and congestion worse.
- Damage to pavements on residential streets for parking.
- North Tyneside Hackney Carriage Association object to this planning application.
- There is no mention of the taxi rank sited outside the east entrance to the station or how it would be allowed to operate.
- The proposed cycle route on Tynemouth Road will remove overspill parking.
- No disabled parking provision.

Ecology and trees

- Inappropriate in special landscape area.
- Loss of/damage to trees.
- Pollution of watercourse.
- Adverse effect on wildlife.
- Affect Site of Spec. Scientific Interest.
- Environmental impact on wildlife and trees, flora and fauna.
- Impact on TPO trees.
- Impact on protected species (bees, butterflies, bats).
- Disturbance to wildlife during construction.
- Loss of wildlife habitat.
- Impact of tree loss on CO2 levels and noise.
- Concerns about the timings/adequacy of the ecology surveys.
- Adverse impact on climate change.
- Damage to the wildlife corridor, natural environment, trees and bird life during the applicant's ownership of the site.
- Contradicts the Council's Climate Emergency Declaration (July 2019), Green Infrastructure Strategy and Biodiversity Action Plan.
- Will cause irreparable damage to the wildlife corridor.
- Impact on the wildlife corridor.
- Impact on protected species.
- No reference to Northumberland Park.
- Removal of trees will impact on sound attenuation, landscape, the stability of the bank and the wildlife corridor.
- All trees are described as poor quality.
- No green roofs or gardens.
- Should be marked as greenbelt to protect wildlife.
- The land should be left wild.

Other

- Inadequate drainage.
- None compliance with approved policy.
- Not in accordance with development plan.
- Precedent will be set.
- Within greenbelt/no special circumstance.
- Not against the site being developed in a sensitive manor.
- Will the units be affordable?
- Impact on Tynemouth market and local businesses.
- The facilities and services of Tynemouth are inadequate for the additional residents.
- Profit driven proposal.
- No need for more shops, bars and restaurants.

- The area does not need any more flats.
- This land should be for community use.
- The viability statement should be scrutinised by the Council.
- There are numerous vacant sites in the borough.
- There is enough housing land elsewhere within the borough.
- This land could be used for extra parking.
- Not in accordance with Local Plan policies.
- Is not allocated for housing within the Local Plan.
- Not in accordance with the NPPF.
- No affordable homes.
- Where is the covered play area the conservation plan mentions?
- No community or leisure facilities.
- Fails to meet key criteria for sustainable development.
- Inadequate public consultation.
- The council has a 20% stake in Station Developments.
- Impact on existing businesses.
- Lack of an Environmental Assessment.
- The owner has sought to devalue the visual, environmental and biodiversity aspects of the site.
- Will deter visitors and tourism.
- Why has the Council not played a more active role in protecting the area?
- Little value is placed on resident's opinions.
- 150 voted against the proposal at the Tynemouth Action Group meeting.
- No improvement in the revised proposals.
- The revised plans include additional housing and less parking.
- No information regarding the thermal efficiency of the building, heating systems or sustainability.
- Issues raised previously have not been addressed.

<u>3.2 4no. comments in support have been received.</u> These are summarised below.

- Great design.
- Great need for housing.
- -This land has been an eyesore for years.
- Will enhance the land and area.
- It would be even better if the housing were affordable.
- Makes good use of a brownfield site.
- The proposed parking is an excellent public facility.
- Fire proofing requirement must be met.
- The removal of trees must be compensation for by landscaping.
- The retail units could be provided elsewhere and the land used for parking.
- The parking provisions appear insufficient.
- The Tynemouth Road access must allow for emergency and service vehicles.
- Level of parking is compensated largely by other station and road areas.
- A retail unit will be useful.
- The roads, footpaths and access within the site appear to be of a high standard.

3.3 1no. neutral comment has been received. This is summarised below.

- Adverse effect on wildlife.
- Affect character of conservation area.
- Impact on landscape.

- Inadequate parking provision.
- Inappropriate design.
- Loss of residential amenity.
- None compliance with approved policy.
- Not in accordance with development plan.
- Nuisance dust/dirt.
- Nuisance noise.
- Out of keeping with surroundings.
- Will result in visual intrusion.
- I am broadly in favour of this development but have some concerns.
- Height of the development is out of character.
- There is no analysis of external daylight and overshadowing.
- No commitment by the developers to include solar panels, wind turbines, heat sink pumps etc to produce 'green' energy and reduce carbon emissions.
- Limited EV charging points.
- Inadequate parking will add to congestion.
- Should include rigorous safeguards around the wildlife corridor, planting and the 'greening' of the site.
- Impact of construction noise, dust, and emissions.
- No affordable housing.

4.0 Councillor Comments

4.1 Councillor Bartoli

- 4.2 I wish to object to the FUL and LBC applications above in the strongest possible terms. As the Ward Councillor and a resident in Tynemouth I have had the opportunity of talking with many residents who are extremely concerned that this proposal is totally inappropriate for this location. I have listed below the key concerns of myself and the residents who have contacted me.
- 4.3 The objections that I have received and read, highlight the fact that the residents have carefully reviewed the original and new proposal and are extremely concerned that this proposed development is; too big, not in keeping with a traditional village setting, overshadows an important heritage asset and peoples houses and will increase the pressures on parking. This new proposal, which increases the number of units whilst reducing the parking and appears to have completely ignored these concerns. The objectors are not opposed to change but this building would stand-out rather than blend-in and dominate the views and skyline of Tynemouth. It does not recognise the village-nature of its setting and would upset the balance between landmark buildings and townscape buildings.
- 4.4 I refer to the Village character statement which is planning guidance for the Tynemouth Conservation Area and was prepared by residents and officially adopted as Supplementary Planning Guidance, which states.
- "Planning Decisions should be about managing change, not preventing it. Choices made by this generation will be the heritage of the next. In short we hope to preserve Tynemouth's character."
- 4.5 I would also wish to request speaking rights at any future planning committee.

The site is not allocated for housing in the Local Plan.

The Local Plan (S4.3) specifically identifies sites for the future location for housing within North Tyneside. This site at Tynemouth station is not identified for this purpose.

4.7 S4.3 Distribution of Housing Development Sites

The sites allocated for housing development are identified on the Policies Map, including those identified for both housing and mixed-use schemes.

4.8 Many sites in Tynemouth have been identified for new housing in the Local Plan (S4.3) and these are listed below:

Tanners Bank West (S)	Tynemouth	Brownfield	100
Stephenson House, Stephenson Street	Tynemouth	Brownfield	5
Land at Albion Road, North Shields	Tynemouth	Brownfield	10
Albion House, Albion Road,	Tynemouth	Brownfield	36
Land at North Shields Metro, Russell Street	Tynemouth	Brownfield	30
Coleman NE Ltd, North Shields	Tynemouth	Brownfield	14
East George St and surrounding area,	Tynemouth	Brownfield	174
Tanners Bank East	Tynemouth	Brownfield	42
Norfolk St/Stephenson St Car Parks Office,	Tynemouth	Brownfield	41

- This new development would be the third biggest development in the ward but not have been previously identified in the Local Plan as a site for housing.
- Other sites, not recognised in the Local Plan have already been allocated for additional housing in Tynemouth, most notably Bird Street (36 properties), Linskill Mews (9 properties) and most recently Unicorn House (40+ properties).
- Tynemouth is a small and densely populated ward with many heritage assets and historic and cultural sites, which must be protected from overdevelopment. There are already well over 500 new properties planned for Tynemouth ward. An additional 71 properties are not necessary and would result in overdevelopment.

The site is specifically identified for retail use within the Local Plan

- 4.10 The Local Plan specifically identifies this site as a future location for retail and not for housing.
- 4.11 Key sites identified for retail development over the plan period are:

Tynemouth Station Tynemouth 1,011

4.12 The original proposed plan contains 460sqm of space for commercial use. The update plans have reduced this down to only 130sqm by removing the commercial unit on the Tynemouth Road side of the development and replacing it with more residential units. This however is also being proposed as potential class E which could be restaurants, cafes or drinking establishments. I would also remind the Council that site is on the border of the cumulative impact policy as outlined below. Major new drinking establishments would have a very large impact on antisocial behaviour and alcohol related crime and nuisance in the area.

- 4.13 The development does not fulfil the criteria within the Local Plan for additional housing (a windfall site)
- 4.13 The Local Plan does make allowance for additional housing that is not within the plan however this site does not fulfil all of the criteria for this purpose. The Local Plan sets out the criteria required for a windfall site:
- 4.14 DM4.5 Criteria for New Housing Development Proposals for residential development on sites not identified on the Policies Map will be considered positively where they can:
- f. Make a positive contribution towards creating healthy, safe, attractive and diverse communities; and,
- g. Demonstrate that they accord with the policies within this Local Plan
- 4.15 This development would not contribute positively, as is evidenced by the objections from the local community. It also is not in accordance with the Local Plan with regards to building on a Conservation area and wildlife corridor.
- 4.16 Policy DM4.5 looks to ensure that such proposals are appropriately located, sustainable and attractive and do not harm the amenity of neighbouring properties or land uses. This also reflects the principles of national planning policy in ensuring that new housing development is: Informed by the latest evidence of housing need; Takes full account of its surroundings;
- 4.17 This development is not attractive or appropriate for the site and its surroundings. The development will have a negative impact on its surroundings due to its size scale and design and will put pressure on local amenities, in particular; parking, schools and nurseries.
- 4.18 The development has insufficient parking for residents
- 4.19 The developer presents a scheme of 71 homes, 1 retail unit and only 43 parking spaces. This scheme contravenes the Council's Local Plan, formally adopted on 20/7/17, in the following sections:
- 4.20 DM6.1 Design of Development Applications will only be permitted where they demonstrate high and consistent design standards. Designs should be specific to the place, based on a clear analysis the characteristics of the site, its wider context and the surrounding area. Proposals are expected to demonstrate: e. Sufficient car parking that is well integrated into the layout; and,
- 4.21 AS8.23 Coastal Transport Through working in partnership with applicants for development, the community, public transport providers and Nexus, the Council will seek to improve the accessibility of the coastal area by:
 e. Maintaining adequate car parking provision that serves the coast with improved access for sustainable transport that would cause no adverse impacts on people, biodiversity and the environment
- 4.22 DM7.4 New Development and Transport The Council and its partners will ensure that the transport requirements of new development, commensurate to the scale and type of development, are taken into account and seek to promote sustainable travel to minimise environmental impacts and support residents health and well-being:

- c. The number of cycle and car parking spaces provided in new developments will be in accordance with standards set out in the Transport and Highways SPD (LDD12).
- 4.23 The Council's Transport and Highways Supplementary Planning Document (LDD12) sets out the criteria for sufficient parking for new developments.
- 4.24 The Council's own planning guidance would require approximately 110-120 spaces for the residential properties.
- 4.25 The development is woefully short of parking for the residential elements and the developer unrealistically justifies their inadequate parking provision because they have decided that a high proportion of occupants won't have cars. I would draw the Council's attention to their own data on car ownership in Tynemouth which shows that over 70% of residents own at least one car and over 20% own 2 cars.
- 4.26 The assumption is also that the residents would commute to work therefore not require a car. I would again draw the Council's attention to their own data on methods of travel to work in Tynemouth which shows that the vast majority of residents still commute by car.
- 4.27 The development has insufficient parking for the commercial elements
 4.28 Parking would also be required for the retail elements of the proposal.
 Currently there appears to be no associated parking provision. The developer is proposing 130sqm of class E use. Appendix D also sets our these standards.
 4.29 If the space is used for shops this would require 2 spaces. If the space is used for A3 or A4 use this would require 13 spaces.
- 4.30 Under the same guidelines the commercial element also requires disabled bays which appear to have been omitted.
- 6.3 Non Residential Developments
- 6.3.3 Commercial proposals will be expected, regardless of size, to provide disabled parking spaces, which must take priority over other car parking needs.
- 4.31 The development is completely devoid of parking for the commercial elements. Tynemouth already has considerable parking issues and the area of Tynemouth Road and Station Road where this development is planned is particularly congested with both sides of the road filled with parked cars.
- 4.32 The development is not appropriate for a conservation area and being next to a heritage asset
- 4.33 Tynemouth Station is Grade II* listed and is located within Tynemouth Village Conservation Area. The Station is an important form of transportation for both locals and visitors and also serves as a focal point for the community and functions as an art display area and a venue for the weekend market. This development would result in a major change to the setting of Tynemouth Station and would dominate the Station as a landmark building. The proposal would result in the loss of some views of the Station which would be harmful to the setting of the listed Station building.

- 4.34 The proposal is within the conservation area, which retains the character of the village. The dominant building form is two or three storey developments with pitched roofs. The new development would create a landmark building that would dominate the area in terms of size, design and scale and be harmful to the character and appearance of the conservation area.
- 4.44 The proposal is overly tall, bulky and fussy and would introduce a very large building into the conservation area that is not in keeping with the character and appearance of the village. The development would be visible from Birtley Avenue, Station Terrace, Tynemouth Road and Tynemouth Station platform and footbridge and completely change the roofline of the village.
- 4.45 The development is considered to be of a scale, mass and height which would substantially harm the character and appearance of the conservation area. This concern particularly relates to the fact that the design appears to completely ignore the traditional buildings that surround it and draw its influence from modern buildings such as Knots flats and Mariners Point
- 4.46 The proposal also includes the demolition of 50 metres of a curtilage listed stone wall fronting onto Tynemouth Road. This would remove a positive feature of the conservation area and part of the curtilage of the listed Station. The area of the proposed development is within a conservation area and guidance for building in this area is covered by:
- The Local Plan
- Tynemouth Village character statement
- Tynemouth Village conservation area character appraisal
- Tynemouth Village Conservation area management strategy
- 4.47 The plan contravenes the Local Plan in the following areas:

DM6.1 Design of Development

Applications will only be permitted where they demonstrate high and consistent design standards. Designs should be specific to the place, based on a clear analysis the characteristics of the site, its wider context and the surrounding area. Proposals are expected to demonstrate:

- a. A design responsive to landscape features, topography, wildlife habitats, site orientation and existing buildings, incorporating where appropriate the provision of public art;
- b. A positive relationship to neighbouring buildings and spaces;
- e. Sufficient car parking that is well integrated into the layout; and,

The Council has a good record of a proactive approach to the conservation of its heritage assets. Its strategy is to continue this: protecting, enhancing and promoting heritage assets so they can be understood and enjoyed by residents and visitors now and in the future.

S6.5 Heritage Assets

North Tyneside Council aims to pro-actively preserve, promote and enhance its heritage assets, and will do so by:

a. Respecting the significance of assets.

b. Maximising opportunities to sustain and enhance the significance of heritage assets and their settings.

DM6.6 Protection, Preservation and Enhancement of Heritage Assets Proposals that affect heritage assets or their settings, will be permitted where they sustain, conserve and, where appropriate, enhance the significance, appearance, character and setting of heritage assets in an appropriate manner. As appropriate, development will:

e. Ensure that additions to heritage assets and within its setting do not harm the significance of the heritage asset;

Any development proposal that would detrimentally impact upon a heritage asset will be refused permission, unless it is necessary for it to achieve wider public benefits that outweigh the harm or loss to the historic environment, and cannot be met in any other way.

- 9.25 Heritage assets, both designated and non-designated (as defined in the NPPF), are an irreplaceable resource and should be conserved in a manner appropriate to their significance. The settings of heritage assets can contribute significantly to their enjoyment through, for example, views, experiences and approaches, and should be given appropriate protection too. When assessing the potential impact of development on heritage assets and their settings, considerations could include scale, height, mass, footprint, materials and architectural detailing.
- 4.48 The plan also contravenes the Village character statement. This document is planning guidance for Tynemouth Conservation Area prepared by the Village Character Statement Design Team. The Council officially adopted this document as Supplementary Planning Guidance.

Visitors and residents alike have commented that Tynemouth has already been spoilt by inappropriate change. But they believe Tynemouth to have a strong and vibrant character, and want to be involved in its future. Consequently, the objectives for the future should be to manage change in order to preserve and improve the village. In order to achieve this objective, they said all new development should:

- Respect the character and appearance of the conservation area and recognise the 'village nature' which it retains.
- Not challenge the well established balance between 'landmark' buildings (e.g. churches) and 'townscape' buildings (e.g. terraces of houses) in the conservation area.
- Be designed to 'blend in' rather than 'stand out' and not be in a 'visual fight for supremacy' along the street.
- Reflect the design principles of each part of the conservation area. For example, it was felt that the Castle and Priory, the former Congregational church in Front Street, the Grand Hotel, the Drill Hall, the Collingwood Monument, and the railway station are all well separated by traditional buildings which combine to create Tynemouth's townscape.
- Add to the architectural richness of the area. For example, a building can be distinctive but should be in context.

- Preserve the balance between buildings, streets and open space that is such a fundamental part of Tynemouth.
- 4.49 The proposal will cause excessive congestion and subsequent pollution 4.50 Tynemouth village is already struggling badly with traffic congestion. The proposed site for the only entry into the properties is accessed via Tynemouth Road. This site is particularly problematic because.
- It is a very busy main road into the village which is beset with speeding issues and has recently had electronic traffic slowing signs fitted to slow traffic
- It is adjacent to the entries to both Kingswood Court and Kinder Castle nursery which will create 3 entries in close proximity.
- It is immediately prior to the speed change point from 30 to 20 as an entry into the village.
- It is between 2 nurseries and a major school that create problems with congestion during pick up and drop off times.
- The proposed entry point is regularly filled on both sides of the road with parked cars.
- There is a high probability that cars turning right into the development or out of the development (particularly at peak times) would cause congestion and queues and increase air pollution.
- 4.51 The proposed development does not protect a strategic wildlife corridor 4.52 The proposed site is within a strategic wildlife corridor and this building would have a huge impact on the movement and habits of species. Despite the efforts of the developer the scheme contravenes the Local Plan in the following areas.
- 8.27 Wildlife corridors allow the movement of species between areas of habitat, linking wildlife sites and reducing the risk of small, isolated populations becoming unsustainable and dying out. Wildlife corridors are important features that should be protected, enhanced and created, to protect and promote biodiversity and to prevent fragmentation and isolation of species and habitats.
- 8.28 North Tyneside's wildlife corridors are made up of three key components of equal standing:

Strategic Wildlife Corridors

8.29 These corridors are important for their linkage value to the wider environment and not necessarily for their intrinsic ecological value but own particular significance on a regional basis. They can be the longest of wildlife corridors and sweep across important ecological assets contained within the Borough. They indicate the major open passageways between and into the urban areas.

DM5.7 Wildlife Corridors

Development proposals within a wildlife corridor, as shown on the Policies Map, must protect and enhance the quality and connectivity of the wildlife corridor. All new developments are required to take account of and incorporate existing wildlife links into their plans at the design stage. Developments should seek to

create new links and habitats to reconnect isolated sites and facilitate species movement.

4.53 The proposed cycle path along Tynemouth Road will remove overflow parking

4.54 Currently there are plans to create a cycle path from Tynemouth to North shields and beyond along Tynemouth Road where this proposed development will be situated. It has been acknowledged that this will necessitate the removal of parking along one sides of Tynemouth Road. This will remove much of the potential overspill space for residents or visitors to the development that will be required due to insufficient parking provision within the plans.

4.55 The views of residents have been disregarded

4.56 As the ward Councillor for Tynemouth this development has been the single issue that has consumed most of my discussions, surgeries, emails and phone calls with residents. The feedback provided to the designers directly at the consultation (at which I was present) and via the Council's planning portal were clear. The main concerns were that the development was too large, inappropriate in design and scale and had insufficient parking. The new plans have both increased the number of residential units while decreasing the number of parking spaces. This has not just ignored the people who will be directly affected but demonstrated a complete disregard for their views. This demonstrates that the consultation with residents was no more than a box-ticking exercise to satisfy the planning requirements and not a genuine attempt to work with or listen to those whose lives will be affected by this development.

4.57 Councillor Sarah Day

- 4.58 As ward Cllr for Tynemouth Ward I wish to place on record my objections to the planning applications: 20/00136FUL and 20/00137/LBC for the following reasons:
- 4.59 The proposals do not address the objections to the previous applications, in terms of height and density. There are in fact more units.
- 4.60 The proposals are out of keeping with the iconic restoration of Tynemouth Station.
- 4.61 As other objectors have pointed out, the restoration was fought for over many years by Ylana First MBE and whose vision made the possible the restoration of the station to its Victorian heyday. The station is a community asset and contributes greatly to the popularity of Tynemouth as a whole. These plans will vastly overshadow the station and is out of keeping with the conservation status of the village.
- 4.62 It will also impact residential amenity for the surrounding residents.
- 4.63 I am very concerned that parking spaces have been removed. This will contribute to the already difficult parking situation in Tynemouth, especially at weekends, when there are many visitors to the market on Tynemouth station and indeed to the coast itself.

- 4.64 I am very disappointed that there was no proper public consultation initially and none to my knowledge of this further application.
- 4.65 I would ask that this application goes before full planning committee and would also request speaking rights.

4.66 Alan Campbell MP

- A number of constituents have contacted me to raise their concerns about this application.
- I would like to request that the application is considered by full planning committee.
- I hope that the views of residents will be fully considered.
- The overwhelming view of residents is that the development is inappropriate for the area.
- Although there is some acceptance that the site will be developed the proposed development would be out of keeping and seems incompatible with the Local Plan.