SCHEDULE A: Applications with Recommendation

21/0392

Item No: 09 Date of Committee: 23/07/2021

Appn Ref No:Applicant:Parish:21/0392Initial Parking LimitedBurtholme

Agent: Ward:

Fisher German LLP Brampton & Fellside

Location: Car Parks at Lanercost Priory & Tearooms, Lanercost, Brampton, CA8

2HQ

Proposal: Installation Of Payment Machines, ANPR Cameras And Associated

Structures (Timber Poles) For Signage

Date of Receipt: Statutory Expiry Date 26 Week Determination

28/04/2021 23/06/2021

REPORT Case Officer: Suzanne Osborne

1. Recommendation

1.1 It is recommended that Members issue a split decision on the application and approve the installation of payment machines, ANPR cameras and associated structures (timber poles), subject to conditions, for Naworth Tea Rooms and refuse the payment machines, ANPR pole mounted camera and associated structures (timber poles) for the Priory car park.

2. Main Issues

- 2.1 Principle of development;
- 2.2 Whether the scale and design is acceptable and impact upon the setting of adjacent listed buildings;
- 2.3 Impact upon Hadrian's Wall World Heritage Site buffer zone and scheduled monuments;
- 2.4 Impact upon the living conditions of neighbouring residents;
- 2.5 Highway impacts:
- 2.6 Impact upon flood risk;
- 2.7 Impact upon biodiversity and existing trees/hedgerows; and
- 2.8 Other matters.

3. Application Details

The Site

- 3.1 The application relates to Lanercost Priory which is a historic site located within a rural location on the eastern side of the C1025 approximately 2.7km from the market town of Brampton. The Priory was founded c1166 for canons of the Augustinian order, and dissolved in 1537, when it passed to the Dacre family. A considerable proportion of the site of the Priory is free of later buildings, and is scheduled as an ancient monument under the provisions of the Ancient Monuments and Archaeological Areas Act 1979 (as amended). A number of key medieval buildings, including the nave of the Priory church, a fortified tower house now used as the Vicarage, the Dacre Hall and the remains of the outer gatehouse all survive, and are listed as Grade 1. The significance of the site, as a well preserved example of a medieval monastic house, is reflected in the extent of designation of its surviving features.
- 3.2 Access to The Priory, Vicarage, Dacre Hall etc is via a private access road located to the east of the C1025 by the existing outer gatehouse. The access leads to a tarmaced area in front of the church which provides circa 40 parking spaces.
- 3.3 There are a complex of buildings next to Lanercost Priory to the south west extending up to the roadside which were subject to redevelopment in 2005. The former agricultural sandstone buildings, which the Council's Heritage Officer regards as curtilage listed, are arranged around two courtyards form part of setting of the Priory. The buildings closest to the road frontage are used as Tea Rooms with the other buildings formed round the second courtyard used as holiday lets/residential use. The buildings are served by a separate access from the highway with a car park (providing circa 80 car parking spaces) located to the south. The boundaries of the car park consist of native hedgerows.
- 3.4 The land to the north of Lanercost Priory consists of the priory grounds which has a number of trees covered by Tree Preservation Orders. The remaining surrounding land is agricultural. The nearest non associated residential properties are located to the north and wrap round the corner of the C1025 with the junction of the C1029 leading from Lanercost-Garthside/Walton.

The Proposal

- 3.5 The application seeks Full Planning Permission for the installation of payment machines, ANPR cameras and associated structures (timber poles) for signage at Lanercost Tea Rooms car park and the Priory car park. A separate associated advertisement application has been submitted for the proposed signage under application 21/0393 which is also on the committee agenda for consideration by Members.
- 3.6 The payment machines and two of the proposed signs serving the Tea

Rooms car park will be situated within the car park itself tucked behind the existing hedgerow which runs parallel to the road. The payment machines will have a total height of 1.89 metres, would be constructed from galvanised metal coloured black and will be solar powered. The signs (which are double posted and subject of a separate advertisement application) are to be located either side of two proposed payment machines and will be mounted on 2 metre high timber poles. The other sign serving the Tea Rooms car park will be located on the right hand side of the car park entrance immediately adjacent to the existing hedgerow. This sign will be mounted on a single timber pole and will have a maximum height of 2 metres. A wall mounted ANPR camera is proposed to be located on the southern gable of the Tea Rooms facing towards the car park. The camera will replace an existing security light and will project 0.36 of a metre from the wall.

- 3.7 There are two payment machines and three signs also proposed to serve the Priory car park. The payment machines and two of the proposed signs will be located just as you enter the Priory car park from the private access track on the left hand side with the remaining sign located to the west of the listed gateway behind an existing timber post and rail fence which delineates the western boundary of the grounds of the Priory. All three single signs will be mounted on timber poles with a maximum height of 2 metres. The payment machines will have a total height of 1.89 metres, would be constructed from galvanised metal coloured black and will be solar powered. A 4.2 metre high timber pole with ANPR is proposed to be located on the opposite side of the road to the outer gatehouse within a field to capture vehicle registrations entering and leaving the site.
- 3.8 The proposed signs serving both car parks will display car parking information with regard to tariff charges and parking regulations. The final colour of the signage has not been confirmed however the agent has confirmed that the car parking operator works with the landowner to create bespoke signage with the wider estate in mind. For example parking signs at an operational car park at Belvoir Castle are brown and black with the castle logo included. Similar signage approved at the Lowther Estate is also to be in the estate colours. The agent has therefore confirmed that the proposed signage is likely to include the Naworth Estate colours and emblem (red and white) and are happy to accept a planning condition in relation to this. The supporting documents accompanying the application confirms that the car park intends to run to the standards of the British Parking Association (BPA) and the proposed infrastructure associated with signage for the site is the absolute minimum to comply with the BPA standards.
- 3.9 Members should be aware that the application as first submitted included signs for both car parks in different locations and 1 metre higher in height. During consideration of the application the proposed signage has been changed to that described in paragraphs 3.6-3.7 above.

4. Summary of Representations

- 4.1 This application has been advertised by the display of 2x site notices, a press notice and by means of notification letters sent to 19 neighbouring properties/interested parties. In response to the consultation 101 objections have been received.
- 4.2 The objections received are summarised as follows:
 - 1. proposal will displace parking onto roadside verges outside of the site which will cause highway safety issues;
 - 2. visual impact of ANPR cameras, signage and parking metres and associated impacts on the character/appearance of the surrounding area;
 - 3. charging for parking will be harmful for existing businesses and events taking place at the site as it will deter customers/tourists;
 - 4. principle of charging for parking especially for those attending church or visiting the graveyard;
 - 5. impact of the proposal upon the historic setting, Grade I listed structure and scheduled monument;
 - 7. concern that the proposal will urbanise a rural setting;
 - 8. validity of application due to location of proposed signage;
 - 9. impact upon an iconic image of views of the Priory through the Gatehouse arch;
 - 10. impact upon the aesthetic and communal value of the site;
 - 11. question the need for the proposal;
 - 12. Talkin Tarn is an example of what happens when parking charges are imposed;
 - 13. guery the level of consultation undertaken;
 - 14. there is a right of free access to the Parish Church and Dacre Hall by the main gateway and legal issues relating to parking on the Garth area;
 - 15. legalities around parking cameras harvesting personal data;
 - 16. Thirwell Parish Council object to parishioners having to pay for parking to attend church services or the graveyard;
 - 17. query location of payment machines in relation to the parking area;
 - 18. proposal contrary to Policies HE1, HE2, HE3, SP6, SP8, CM3, EC9 and IP3 of the CDLP.

- 19. probable application fails the British Parking Association (BPA) code of practice;
- 20. displacing parking may result in further traffic regulations along the roadside such as yellow lines;
- 20. if lighting is proposed this will detract from the character of the site; and
- 21. no positive benefit of the proposal.
- 4.3 Amended plans have been received during consideration of the application relocating the payment machines and signs for the Priory and Tearooms. Reconsultation has been undertaken with all the properties originally consulted as well as with all interested parties who made representations on the original plans submitted. In response a further objection has been received as well as 10 objections from interested parties who originally made representations to the proposal. The objections are summarised as follows:
 - 1. query need for the proposal and the principle of charging for parking;
 - 2. concern that proposal will displace parking on the roadside and associated highway safety concerns as a result;
 - 3. displacing parking may result in further traffic regulations along the roadside such as yellow lines;
 - 4. revised plan has a greater impact on the setting of the listed buildings and scheduled monument;
 - 5. impact of proposal on site of historic beauty;
 - 6. social impact is equally as harmful as environmental;
 - 7. surprised lack of criticism from the heritage protection organisation within Carlisle City Council or Historic England.
 - 8. the site is unlike Belvoir Castle of which it has been compared to;
 - legal action will be taken if the application is granted as there is a right of free access to park on the tarmac area within the Garth for the major stakeholder's:
 - 10. the main gateway is not owned by Naworth Estates;
 - 11. proposal would render plans to improve sewage system to Dacre Hall impossible;
 - 12. paid parking would result in end of the "Craftsmen at the Priory" exhibition and fair at Dacre Hall;

- 13. suggest that the Secretary of State for Education is consulted; and
- 14. there could be a conflict between people queuing for tickets from the payment machines at The Priory and wedding cars/hearses.

5. Summary of Consultation Responses

Burtholme Parish Council: - raise the following objections:

- 1. Visual impact of the proposed signage and installation of payment machines on a scheduled monument. Parish is of the view that the pole mounted sign sited in front of the historic gateway arch leading to the Priory will significantly detract from an iconic image which has remained unchanged for well over 800 years. The 2x payment machines and 2x pole mounted signs in the car parking area directly in front of the imposing west face of the priory church represent a further desecration of this important site.
- 2. Displacement of parked cars as a result of parking charges. Proposals do nothing to address risk of cars being parked on adjacent roadside verges, on the private track to Haytongate, at the laybys at either ends of Lanercost Bridge and elsewhere within the Parish, all of which have the potential to cause a nuisance to residents, create congestion and endanger pedestrians and motorists alike.
- 3. Highway safety. The Parish remains concerns that the pole mounted sign in front of the gateway arch may result in visiting motorists stopping and/or reversing on the C1025 in order to avoid paying the proposed parking charges. In doing so, this has the potential to create a traffic hazard on an already dangerous road that is currently the subject to a proposed 30 mph speed limit.

The Parish Council has no objection to the proposal to introduce parking charges (and associated infrastructure) at the Lanercost tearooms.

Cumbria County Council - (Highways & Lead Local Flood Authority): - no objection subject to the imposition of one condition ensuring no advertisements are sited to obscure any road traffic signs. Advice received regarding highway permits.

Historic England - North West Office: - object to the proposed payment machines and two signs on poles located in front of the Priory church to the west as it will cause a high degree of harm to the setting of the Grade I listed church and the other highly graded listed buildings associated it. Scheduled monument consent will also be required for the installation of the proposed machines and signage.

Cumbria County Council - (Archaeological Services): - No objection. Four of the re-located signs now lie within the legally protected scheduled monument of Lanercost Priory, so I defer to any forthcoming comments that Historic England may make on these.

6. Officer's Report

Assessment

- 6.1 Section 70 (2) of the Town and Country Planning Act 1990/Section 38(6) of the Planning and Compulsory Purchase Act 2004, requires that an application for planning permission is determined in accordance with the provisions of the Development Plan unless material considerations indicate otherwise.
- The relevant planning policies against which the application is required to be assessed are the National Planning Policy Framework (NPPF), the Planning Practice Guidance (PPG) together with Policies SP6, HE1, HE2, HE3, CC4, GI3 and GI6 of the Carlisle District Local Plan (CDLP) 2015-2030. Section 66 (1) of the Planning (Listed Building and Conservation Areas) Act 1990 is also a material consideration.
- 6.3 The proposal raises the following planning issues:

1. Principle Of Development

- 6.4 The development is for alterations and infrastructure in connection with an existing use of the land. The principle of the development is therefore acceptable.
 - 2. Whether The Scale And Design Is Acceptable And Impact Upon The Setting Of Adjacent Listed Buildings
- 6.5 The NPPF attaches great importance to the design of the built environment recognising that good design is a key aspect of sustainable development. creates better places in which to live and work and helps make development acceptable to communities. The NPPF states that planning decisions should ensure developments function well and add to the overall quality of the area: are visually attractive; are sympathetic to local character and history whilst not preventing or discouraging appropriate innovation or change; establish or maintain a strong sense of place; and, optimise the potential of the site to accommodate and sustain the appropriate mix of development. Paragraph 130 of the NPPF states that permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions, taking into account any local design standards or style guides in plans or supplementary planning documents. Paragraph 131 goes on to confirm that in determining applications, great weight should be given to outstanding or innovative designs which promote high levels of sustainability, or help raise the standard of design more generally in an area, so long as they fit in with the overall form and layout of their surroundings.
- 6.6 Policy SP6 of the Carlisle District Local Plan 2015-2030 also seeks to secure good design and contains 12 design principles of how proposals should be assessed.

- 6.7 Section 66 (1) of the Planning (Listed Building and Conservation Areas) Act 1990 highlights the statutory duties of Local Planning Authorities whilst exercising of their powers in respect of listed buildings. The aforementioned section states that "In considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority or, as the case may be, the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses".
- 6.8 Accordingly, considerable importance and weight should be given to the desirability of preserving listed buildings and their settings when assessing this application. If the harm is found to be less than substantial, then any assessment should not ignore the overarching statutory duty imposed by section 66(1).
- 6.9 Paragraph 193 of the 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.
- 6.10 Paragraph 194 goes onto state 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 highest significance, such as Grade II* Listed Buildings, should be wholly exceptional.
- 6.11 Paragraph 195 of the NPPF outlines that where a development will lead to substantial harm (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 total loss is necessary to achieve public benefits that outweigh that harm or loss, or all of the following apply:
 - a) the nature of the heritage asset prevents all reasonable uses of the site;
 - b) no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and
 - c) conservation by grant-funding or some form of not for profit, charitable or public ownership is demonstrably not possible; and
 - d) the harm of loss is outweighed by the benefit of bringing the site back into use
- 6.12 Paragraph 196 of the NPPF states that 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, where appropriate, securing its optimum viable use.
- 6.13 Policy HE3 (Listed Buildings) of the Local Plan also indicates that listed buildings and their settings will be preserved and enhanced. Any harm to the significance of a listed building will only be justified where the public benefits

of the proposal clearly outweighs the significance. The policy states that any new development within the curtilage or the setting of a Listed Building must have regard to: 1) the significance of the heritage asset, including its intrinsic architectural and historic interest and its contribution to the local distinctiveness and character of the District, 2) the setting of the asset and its contribution to the local scene; 3) the extent to which the proposed works would result in public benefits; 4) the present or future economic viability or function of the heritage asset; and 5) the preservation of the physical features of the building in particular scale, proportions, character and detailing (both internally and externally) and of any windows and doorways.

- a) the significance of the heritage asset and the contribution made by its setting
- 6.14 Lanercost Priory is a very important historic site located within a rural location on the eastern side of the C1025 approximately 2.7km from the market town of Brampton. The Priory was founded c1166 for canons of the Augustinian order, and dissolved in 1537, when it passed to the Dacre family. A considerable proportion of the site of the Priory is free of later buildings, and is scheduled as an ancient monument under the provisions of the Ancient Monuments and Archaeological Areas Act 1979 (as amended). A number of key medieval buildings, including the nave of the Priory church, a fortified tower house now used as the Vicarage, the Dacre Hall and the remains of the outer gatehouse all survive, and are listed in Grade 1. Historic England state that the significance of the site, as a well preserved example of a medieval monastic house, is reflected in the extent of designation of its surviving features.
- 6.15 The complex of buildings next to Lanercost Priory to the south west extending upto the roadside were redeveloped in 2005. The former agricultural sandstone buildings, arranged around two courtyards form part of setting of the Priory and are regarded as curtilage listed. The buildings closest to the road frontage are used as Tea Rooms with the other buildings formed round the second courtyard used as holiday lets/residential accommodation. The buildings are served by a separate access from the highway with a car park located to the south. The boundaries of the car park consist of native hedgerows.
- 6.16 As stated above there are a number of Listed Buildings at Lanercost Priory including the gateway arch to the west which is Grade I Listed, the walls to the north of the Priory which is Grade I Listed, the cross base north west of the Priory which is Grade I, the church of St Mary which is Grade I, the vicarage which is Grade I, Dacre Hall which is Grade I and the barn to the north east of Abbey Farm which is Grade II.
- 6.17 By way of background there are over 374,000 listed buildings within England which are categorised as Grade I, Grade II* and Grade II. Grade I are of exceptional interest, sometimes considered to be internationally important, only 2.5% of Listed Buildings are Grade I. Grade II* Buildings are particularly important buildings of more than special interest, 5.5% of listed buildings are Grade II*. The final tier of Listed Buildings are Grade II buildings which are

nationally important and of special interest.

6.18 The listing details for the aforementioned Listed Buildings are as follows:

Gateway Arch

Gateway arch, originally part of the gate tower of Lanercost Priory. Early C13. Calciferous sandstone and coursed rubble (from the nearby Roman Wall), with red sandstone dressings. Arch and fragments of the flanking tower. Chamfered segmental arch of 3 orders, hood mould and moulded corbel steps with fragments of fan vaulting. Remains of flanking walls. Rear of arch has flanking buttresses. Rear wall of tower to right has blocked segment-headed entrance to porter's lodge.

Walls to the north of the Priory

Priory and graveyard wall. C13 and C18. Mixed squared and coursed calciferous and red sandstone rubble (from the nearby Roman Wall). Low wall, probably reduced in height, forming the north wall of the former priory. Footpath entrance with chamfered surround is probably a later insertion. Included in the listing is the later graveyard wall, adjoining the north transept and built of materials from the demolished priory.

Cross base north west of the Priory

Priory Cross. Dated 1214. Carved red sandstone. Stepped plinth, chamfered square socket stone and fragment of shaft with carved decoration to edges, much weathered. the remainder of the shaft, with its cross head missing, was used as a gravestone in 1657 and when the nave was reroofed in the early C18, it was taken inside where it can be seen in the north aisle. Latin inscription translates: In the 1214th year from the Incarnation and the seventh year of the Interdict, Innocent III holding the Apostolic See, Otto being Emperor in Germany, Philip of France, John King of England and William King of Scotland, this Cross was made. See John R H Moorman, Lanercost Priory, 1983, pp16-17.

The Church of St Mary

Parish Church, formerly nave of Lanercost Priory. Early C13 with C18 alterations. Calciferous and red sandstone from the nearby Roman Wall, graduated green slate roof. 8 bay nave and north aisle. Chamfered plinth, string courses, buttresses and dentilled moulded cornice. West entrance has pointed arch of 4 engaged columns and mouldings; arcade of engaged columns above with trefoil heads; large 3-light west window of pointed arches and engaged slender columns; flanking stepped buttresses; niche above with C13 carved stone figure of St Mary and flanking coats of arms of Sir Thomas Dacre. North aisle and clerestory lancet windows with hood moulds. South wall has blocked doorways to cloisters. East window was built in 1740 to separate ruined choir from the restored nave. Interior: north aisle arcade of pointed arches on octagonal columns. Clerestory arcades on clustered circular columns with pointed arches and dogtooth decoration. Barrel vaulted

wooden ceiling was built in 1740 and repaired 1848-9. East window contains fragments of heraldic stained glass of 1559 for sir Thomas Dacre from the nearby Dacre Hall. 2 Burne-Jones design stained glass windows in north aisle. Bronze plaque by Sir E Boehm and Burne-Jones to Charles Howard, 1879. Serpentine and bronze plaques to members of the Howard family. Brass inscription from tomb of Sir Thomas Dacre. Blocked north entrance has remains of priory cross of 1214 (remains in ground listed separately). Wooden bread cupboard with carved date 1707. C20 wooden steps to scriptorium. After the Dissolution the buildings was left in ruins until in 1739-40 the nave was reroofed as the parish church. See John R H Moorman, Lanercost Priory, 1983. Adjoining remains of the priory are listed separately.

The Vicarage

Vicarage incorporating former Guest House of the Outer Court of Lanercost Priory. Early C13 with additions of mid C16, and early C19 alterations. Calciferous and red sandstone from the nearby roman Wall, red sandstone dressings; tower has gabled slate roof within parapet, extension has red sandstone slate roof with coped gables; calciferous ashlar chimney stacks. 3-storey, single bay tower, to left. Ground floor double cross mullioned window: blocked original window above: other windows are C19. Dogtooth decorated cornice with battlemented parapet, short wall to left with blocked window is the remains of the rear wall of a C16 building which stood in front of the tower. Side wall has 2 blocked 2-light stone-mullioned windows, with similar window above. Rear wall has earlier stonework on ground floor. Projecting chimney breast has C19 2-light window on ground floor. Small window to left has been blocked internally, but retains its C16 iron grille. Tall first floor window to right and small square blocked window above. Built into the front wall is an inverted Roman inscribed stone LEG VI and sculptured stone head above right, is thought to be of Edward II. Interior of tower has cupboard in north-west angle which could be the entrance to the newel staircase: C16 moulded plaster frieze of scallop shells and mermaids, similar to plasterwork in scriptorium. C16 extension to right of 2 storeys, 6 bays, has C19 porch with chamfered Tudor arch, 2-light chamfered mullioned window above and moulded cornice. Central upper floor 3-light chamfered stone-mullioned windows with continuous hood mould, are original; all other mullioned windows are early C19 replacements in a similar style. Projecting upper floor chimney breast to right of original windows. Rear wall has single storey C19 extension for its full length and 2 storey extension link with tower. Original central upper floor 5-light cross-mullioned window in moulded architrave with hood mould; flanking original 2-light windows. Interior of ground floor kitchen window is splayed with segmental arch.

Dacre Hall

Church Hall, formerly west range of cloisters of Lanercost Priory. Early C13 with alterations of 1559 for Sir Thomas Dacre, further early C19 alterations. Mixed red and calciferous squared and coursed sandstone rubble (mostly from the nearby Roman Wall); graduated green slate roof, stone chimney stack. 2 storeys, 5 bays; long range with upper floor C16 dining hall.

Scriptorium left has slype entrance under to cloisters, tall lancet window, dentilled cornice and gabled roof. Interior has moulded C16 plaster frieze of mermaids and scallop shells, which is the same as a frieze in the Vicar's tower. Central lower floor is very much altered; 2 two-light stone mullioned windows and C20 garage entrance to right. Extreme right undercroft has early C13 stone rib-vaulting. Upper floor entrance with segmental arch has been blocked, mid C16 chamfered-surround flat-arched entrance to right; C19 external stone steps. Upper floor 3 & 4 light stone mullioned windows with C19 restoration. Extreme right mid C16 2-bay projection has 3-light stone mullioned windows, with continuous hood mould. Interior of dining hall: kingpost timber roof of 5 bays; traces of mid C16 mural of heraldic device with vine leaf decorative borders. C16 moulded stone fireplace in thickness of west wall has been partly removed and originally had carved oak chimney piece of 1618 for Henry Dacre, now in Bowes Museum; blocked spice cupboard to right. Moulded stone fireplace in thickness of east wall is dated 1586 with initials of Christopher Dacre. Behind the present stage is the remains of the timber frame for the mid C16 minstrels' gallery. At the Dissolution, the Prior's tower, Dacre Hall and Outer Court were purchased by Sir Thomas Dacre: his alterations to form his house, are dated by the remains of a stained glass window from the hall, now in the nearby parish church. Remained in that family until the early C18. John Hetherington was of Dacre Hall, when he died in 1745. Purchased by the Earl of Carlisle in C19, converted to church hall in C20. See John R H Moorman, Lanercost Priory, 1983, p14.

Barn to the north east of Abbey Farm

Barn, formerly west range of the house of Sir Thomas Dacre built on the site of the Outer Court of Lanercost Priory. Mid C16; with C19 additions. Mixed calciferous and red sandstone rubble partly from the demolished Priory (originally stone from the Roman Wall); graduated red sandstone slate roof with coped gables; stone end chimney stack. Long barn of 2 storeys. Rear wall, facing Vicarage gardens, has central 2 bays with blocked ground floor window and blocked 2-light chamfered stone-mullioned windows above. Flanking walls are probably a C19 addition. Wall to farmyard appears to be completely C19 of older stone. Ground floor and loft plank doors, C19 chamfered-surround windows and large C20 sliding door. Listed partly for G.V with the adjoining Vicarage.

- b) the effect of the development on the setting of the listed buildings
- 6.19 The proposed full planning application appears to be in two parts, the proposed payment machines, pole signs and cameras serving The Tea Room car park and those serving the Priory car park.
- 6.20 The payment machines and two of the proposed signs serving the Tea Rooms car park will be situated within the car park itself tucked behind the existing hedgerow which runs parallel to the road. The payment machines will have a total height of 1.89 metres, would be constructed from galvanised metal coloured black and will be solar powered. The signs (which are double posted and subject of a separate advertisement application) are to be

located either side of two proposed payment machines and will be mounted on 2 metre high timber poles. The other sign serving the Tea Rooms car park will be located on the right hand side of the car park entrance immediately adjacent to the existing hedgerow. This sign will be mounted on a single timber pole and will have a maximum height of 2 metres. A wall mounted ANPR camera is proposed to be located on the southern gable of the Tea Rooms facing towards the car park. The camera will replace an existing security light and will project 0.36 of a metre from the wall.

- 6.21 Historic England have been consulted on the proposal and have not raised any objections to the proposed development to serve the Tea Rooms car park. The Council's Heritage Officer (HO) has also been consulted and is content that the impact of the signage serving the tea rooms would not be unacceptable.
- When assessing the impact of the payment machines, cameras and pole signs serving the Tea Room car park it is appreciated that although the proposed ticket machines will have a small footprint they do have a utilitarian design. Given the modest scale of the payment machines and siting within the existing car park behind the native hedgerow which delineates the western boundary the proposed payment machines would not appear to be out of place within the surrounding context. The impact of the machines would be very localised and contained within the existing car park.
- The impact of the proposed signage serving the Tea Rooms car park is a matter for separate consideration under associated application 21/0393 however the timber poles on which the signage will be attached to are a matter to be determined under the current planning application. The timber poles will be in keeping with the sites rural context with two out of the three timber poles associated with the signage located within the car park tucked behind the existing hedgerow. The third will be sited immediately adjacent to the side entrance adjacent to the existing hedgerow and would be viewed in this context. The impact of the timber poles would be very localised, the majority of which would be contained within the existing car park.
- The proposed parking camera on the southern gable of the Tea Room facing into the car park would replace an existing external security light and given its small scale would not be a particularly intrusive feature within the immediate environment. Furthermore the camera would be viewed in the context of the gable on which it is to be installed. As the camera is to be attached to the tea rooms building, which is curtilage listed a seperate Listed Building Consent application will be required for this element of the proposal.
- 6.25 Overall it is considered that the payment machines, timber poles associated with the signage proposed under application 21/0393 and wall mounted camera would be viewed in the context of the existing car park, hedgerows delineating the western boundary of the site and the sandstone gable of the Tea Rooms. Given the modest size and scale of the development together with its positioning in relation to the existing built environment and landscape features it is considered that the scale and design is acceptable and the proposal would not significantly detract from the setting of the

aforementioned listed buildings, including the curtilage listed Tea Rooms to warrant refusal of the application on this basis.

- 6.26 There are two payment machines and three signs also proposed to serve the Priory car park. The payment machines and two of the proposed signs will be located just as you enter the Priory car park from the private access track on the left hand side with the remaining sign located to the west of the listed gateway behind an existing timber post and rail fence which delineates the western boundary of the grounds of the Priory. All three single signs will be mounted on timber poles with a maximum height of 2 metres. The payment machines will have a total height of 1.89 metres, would be constructed from galvanised metal coloured black and will be solar powered. A 4.2 metre high timber pole with ANPR is proposed to be located on the opposite side of the road to the outer gatehouse within a field to capture vehicle registrations entering and leaving the site.
- 6.27 Historic England (HE) has raised objections to the proposed payment machines and two signs on poles located in front of the Priory church to the west as HE considers that this element of the proposal will cause a high degree of harm to the setting of the Grade I listed church and the other highly graded listed buildings associated with it. HE state that the view to the west of the Priory church is of great significance, which allows the visitor to appreciate both the architectural design of the church and its relationship to the other buildings of the complex. HE state that the addendum submitted to the original planning statement fails to provide clear and convincing iustification for the harm which the introduction of modern payment machines and signage into what is the key view of the Priory will cause to its setting. The location of the payment machines and signage will also increase the risk of impacting harmfully on buried archaeological remains. The location is one of greater archaeological sensitivity and potential than the location originally proposed and scheduled monument consent will be required.
- 6.28 The Council's Heritage Officer (HO) has reiterated the importance of this highly sensitive historic site, has raised concerns regarding the scale, volume and necessity of all the works and the level of information submitted, in particular the Heritage Officer has requested photo montages of the grouped development to fully determine the impacts. In summary the HO concludes that the development causes less than substantial harm to the setting of the heritage assets without any clear public benefit and should be refused.
- 6.29 Although the ticket machines will have a small footprint they do have a utilitarian design. The siting of the proposed payment machines and single 2 metre high timber poles associated with proposed signage within the Priory car park will be visible and distinctive features within the streetscene particularly from the west where there are key iconic views of the Priory from the existing listed gatehouse located adjacent to the C1025. The infrastructure proposed would be conspicuous in the foreground of the setting of the Grade I listed church and priory and would therefore appear as visual clutter which would significantly harm the setting of the adjacent listed

buildings of which the development would be viewed against. The proposed single timber pole associated with a proposed sign located at the entrance to access to the Priory in a field immediately behind a timber post and rail fence, in close proximity to the C1025 would stand out as an unduly prominent and incongruous feature due to its height, solidity and proximity to the road with no significant soft landscaping behind to assimilate into its rural setting. The timber post associated with a sign would therefore appear as visual clutter harming the character and appearance of the area and the setting of the Grade I listed gateway arch which is located in close proximity.

- 6.30 The timber pole sign and ANPR camera located on the opposite side of the road to the entrance to The Priory would be situated in a field behind an existing hedgerow. There is already street furniture on the opposite side of the road including a sign post, bin, parish notice board, post box and timber pole bus stop sign which would help assimilate the development into its immediate setting. Furthermore the development would be partially obscured by the existing hedgerow and would be viewed in the context of other vertical man made structures in the field namely the electric poles which traverse across the site. In such circumstances it is not considered that the proposed timber pole sign with an ANPR camera would cause significant harm to the character/appearance of the surrounding area or the setting of the listed buildings to warrant refusal of the application on this basis.
- 6.31 Whilst the applicant has cited that there will be economic benefits of the payment machines for the wider estate as the proceeds will enable the estate to fund improvements and maintenance of the wider Lanercost/Naworth Estate it is not considered that the public benefits of the common maintenance derived from the proposed development would reasonably outweigh the harm to the setting of the listed buildings caused by the proposed payment machines and poles associated with signage serving the Priory car park as the proposals will appear as stand alone utilitarian features detracting from the setting of the Grade I Listed Buildings which are to be afforded the highest protection.

3. Impact Upon Hadrian's Wall World Heritage Site Buffer Zone And Scheduled Ancient Monuments

- 6.32 Policy HE1 of the Local Plan seeks to protect the World Heritage Site Buffer Zone from developments which would have an adverse impact on its character/and or setting. Furthermore Policy HE2 states that development will not be permitted where it would cause substantial harm to the significance of a scheduled monument, or other non-designated site or assets of archaeological interest, or their setting.
- 6.33 Historic England has been consulted on the proposal and has not raised any objections with regard to the impact upon Hadrian's Wall Buffer Zone. As stated within paragraph 6.27 HE has confirmed that Scheduled Monument consent would be required for the pole signs and payment machines within the Priory car park.

4. Impact Upon The Living Conditions Of Neighbouring Residents

6.34 Given the location of the development in relation to non-associated neighbouring properties it is not considered that the proposed development would have an adverse impact upon the living conditions of any of the occupiers of neighbouring properties in terms of loss of light, over looking or over dominance to warrant refusal of the application on this basis.

5. Highway Impacts

- 6.35 The proposed development has received a significant number of objections regarding the proposed installation of payment machines and associated signage and cameras. Representations raise strong objections to the principle of paying for parking especially for those attending church or visiting the graveyard, the impact of paying for parking on associated businesses/events taking place within the grounds and safety concerns with the increase of pedestrians and drivers utilising roadside verges outside of the site to avoid parking charges.
- 6.36 The change in management to include charging does not amount to a material change in the use of the land and therefore is not a matter that can be considered when determining whether the full planning application for the installation of the payment machines, timber poles and cameras is acceptable or not.
- 6.37 Although the installation of payment machines may have an impact upon parking preferences the structures themselves would not require a reduction in the number of parking spaces to accommodate the development. As the number of parking spaces would remain unchanged and readily available for use, the development would be considered appropriate having regard to parking. If people were to park on the public highway and cause an obstruction this would be a separate matter which would be under the control of Cumbria County Council as the relevant Highway Authority.
- 6.38 The Highway Authority has been consulted on the development and has not raised any subject to the imposition of one condition ensuring no advertisements are sited to obscure any road traffic signs. Advice has been received regarding highway permits. The condition suggested by the Highway Authority is only relevant however to the associated advertisement application 21/0393.

6. Impact Upon Flood Risk

6.39 The car park serving the Tea Rooms car park is located within flood zone 2. Given the scale and nature of the development proposed it is not considered that the development would exacerbate flood risk at the site.

7. Impact Upon Biodiversity And Existing Trees/Hedgerows

6.40 The majority of the proposed development will be situated over existing hard surfaced areas with the exception of the pole mounted camera and the pole

signs at the entrance to the car parks which will be located over grassed areas which are regularly cut therefore the proposal should not have adverse impact upon any protected species or their habitat. The proposal does not include any tree/hedgerow removal there should be no adverse impact upon existing trees, hedgerows or biodiversity.

Other matters

6.41 A significant number of objectors have raised concerns regarding the principle of charging for parking especially for those attending church or visiting the graveyard. This issue is however not a planning matter that can be considered.

Conclusion

- 6.42 As stated above, the Council cannot control whether the landowner can charge for use of the car parks serving the Tea Rooms and the Priory it is for the Council to consider the suitability of the structures in this location and the impact resulting.
- As a result of its acceptable scale and form within the car park context the proposed development serving the Tea Rooms would not cause harm to the sites historic setting, would not have an adverse impact upon the visual and residential amenities of the area nor would the proposal cause harm to the living conditions of any occupiers of neighbouring properties, highway safety, biodiversity, trees/hedgerows, flooding, the setting of Hadrian's Wall World Heritage Site or Scheduled Ancient Monuments.
- 6.44 Given the location of the timber pole and ANPR camera on the opposite side of the road to the entrance to the Priory in relation to existing landscape and man made features it is not considered that this part of the development would cause significant harm to the character/appearance of the surrounding area or the setting of adjacent listed buildings to warrant refusal of the application on this basis. Nor would this element of the proposal cause harm to the living conditions of any occupiers of neighbouring properties, highway safety, biodiversity, trees/hedgerows, flooding, the setting of Hadrian's Wall World Heritage Site or Scheduled Ancient Monuments.
- 6.45 The proposed pole signs and payment machines serving the Priory car park would however be visible and distinctive features within the streetscene particularly from the west where there are key iconic views of the Priory church from the existing listed gatehouse located adjacent to the C1025. The infrastructure proposed would be conspicuous in the foreground of the setting of the Grade I listed Priory church and would therefore appear as visual clutter which would significantly harm the setting of the adjacent listed buildings of which the development would be viewed against. The proposed single timber pole associated with a proposed sign located at the entrance to access to the Priory in a field immediately behind a timber post and rail fence, in close proximity to the C1025 would also stand out as an unduly prominent and incongruous feature due to its height, solidity and proximity to the road

with no significant soft landscaping behind to assimilate into its rural setting. The timber post associated with a sign would therefore appear as visual clutter harming the character and appearance of the area and the setting of the Grade I listed gateway arch which is located in close proximity. The proposed development serving the Priory car park would therefore result in substantial harm to the setting of the Grade I Listed Buildings which are to be afforded the highest protection and this harm would significantly and demonstrably outweigh any public benefits (as discussed in paragraph 6.31 of this report). This element of the proposal is therefore considered to be contrary to the objectives of paragraphs 130, 193 and 195 of the NPPF together with criteria 1-4 of Policy SP6 and Policy HE3 of the Carlisle District Local Plan 2015-2030.

6.46 In relation to the above it is therefore recommended that Members issue a split decision on the application and approve the payment machines, wall mounted ANPR camera and timber poles associated with signage at the Tea Rooms car park and refuse the development associated with the Priory car park for the reasons outlined in paragraph 6.45.

7. Planning History

- 7.1 In 2021 an application was submitted seeking Advertisement Consent for the display of non illuminated signage associated with payment machines and ANPR cameras (reference 21/0393). At the time of preparing this report application 21/0393 was undetermined;
- 7.2 In 2014 Advertisement Consent was granted for display of non illuminated low level lecturn type freestanding interpretation panel (reference 14/0551); and
- 7.3 There is a also a varied planning history relating to the redevelopment of the former agricultural buildings to the South-West of the site (where the Tea Rooms are now located).
- 8. Recommendation: Part Approval/Refusal
- Approval of pole signs, CCTV and meters associated with the Tea Rooms and CCTV pole for the Priory
- 1. The development shall be begun not later than the expiration of 3 years beginning with the date of the grant of this permission.

Reason: In accordance with the provisions of Section 91 of the Town and Country Planning Act 1990 (as amended by Section 51 of the Planning and Compulsory Purchase Act 2004).

2. The development shall be undertaken in strict accordance with the approved documents for this Full Planning Permission which comprise:

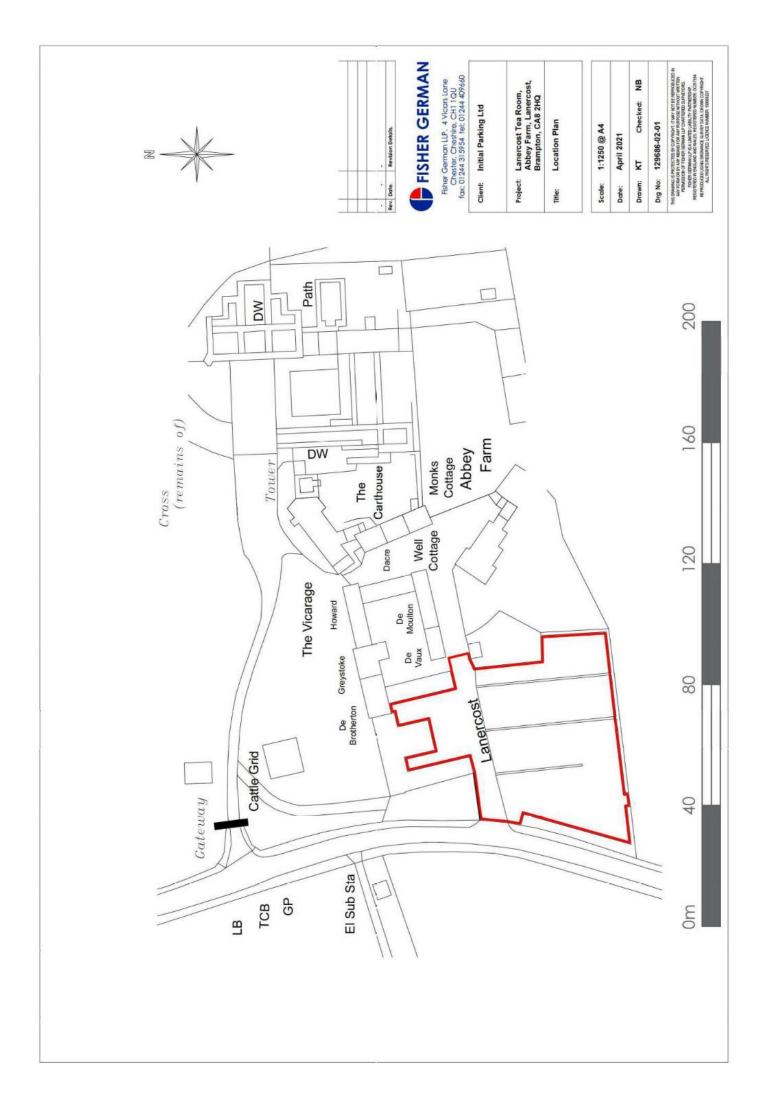
- 1. the submitted Planning Application Form received 26th April 2021 (in relation to the development serving Naworth Tea Rooms and the camera pole serving Naworth Priory car park only);
- 2. the Naworth Tea Rooms Site Location Plan received 26th April 2021 (Drawing No.129686-02-01);
- 3. the Naworth Tea Rooms Proposed Site Plan received 5th July 2021 (Drawing No. 129197-01-03 Rev B);
- 4. the Naworth Tea Rooms Payment Machine Elevations received 26th April 2021 (Drawing No. 129686-02-06);
- 5. the Naworth Tea Room Sign Elevations received 7th July 2021 (Drawing No.129686-02-04 Rev A);
- 6. the Photograph of The Camera Position At Naworth Tea Rooms received 21st June 2021;
- 7. the Camera Elevations for Naworth Tea Room received 26th April 2021 (Drawing No.129686-02-05);
- 8. the Naworth Priory Car Park Site Location Plan received 26th April 2021 (Drawing No.129686-01-01, excluding the pole signs and payment machines);
- the Naworth Priory Car Park Proposed Site Plan received 5th July 2021 (Drawing No. 129686-01-03 Rev B excluding the pole signs and payment machines);
- 10. the Naworth Priory Camera Pole Elevations received 26th April 2021 (Drawing No.129686-01-06);
- the Naworth Priory Camera Elevations received 26th April 2021 (Drawing No.129686-01-05);
- 12. the Notice of Decision;
- 13. any such variation as may subsequently be approved in writing by the Local Planning Authority.

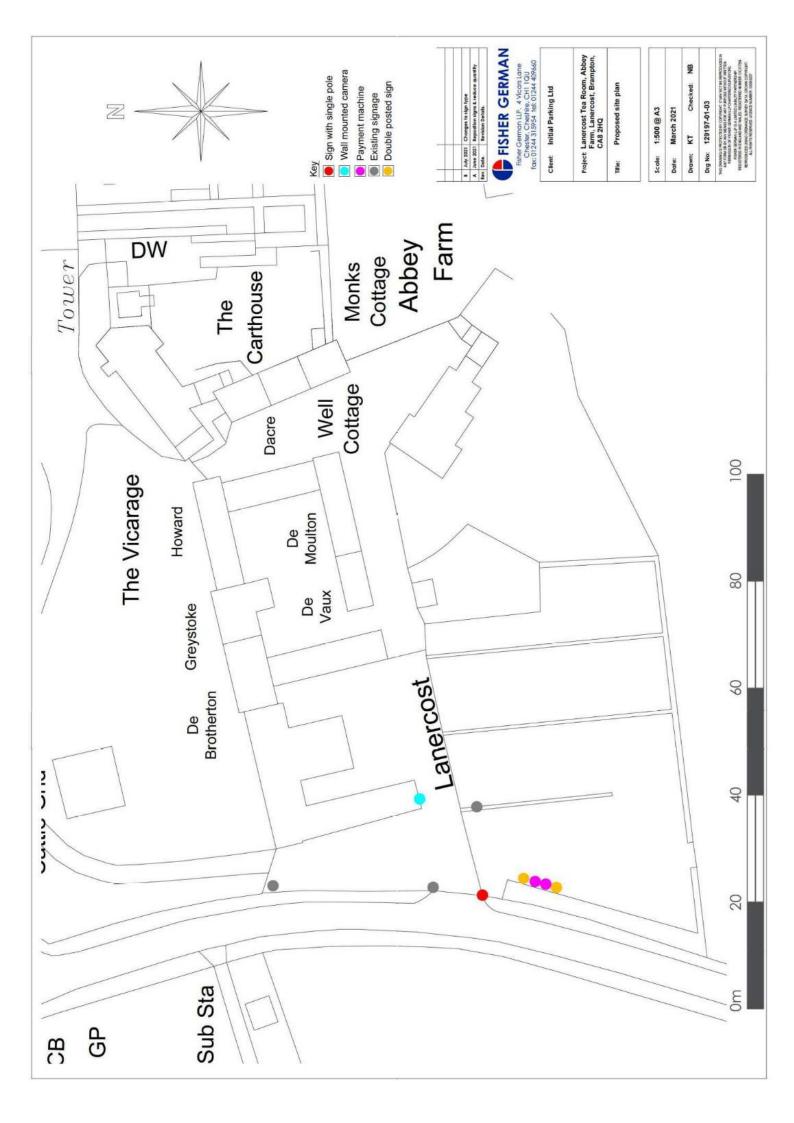
Reason: To define the permission.

2. Refusal of pole signs and meters associated with the Priory

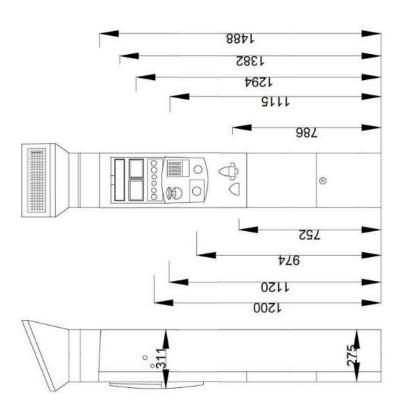
3. **Reason:** The proposed pole signs and payment machines serving the Priory car park would be visible and distinctive features within the street scene particularly from the west where there are key iconic views of The Priory church from the existing listed gatehouse located adjacent to the C1025. The infrastructure proposed would be conspicuous in the foreground of the setting of the Grade I listed Priory Church and would therefore appear as visual clutter which would significantly harm the setting of

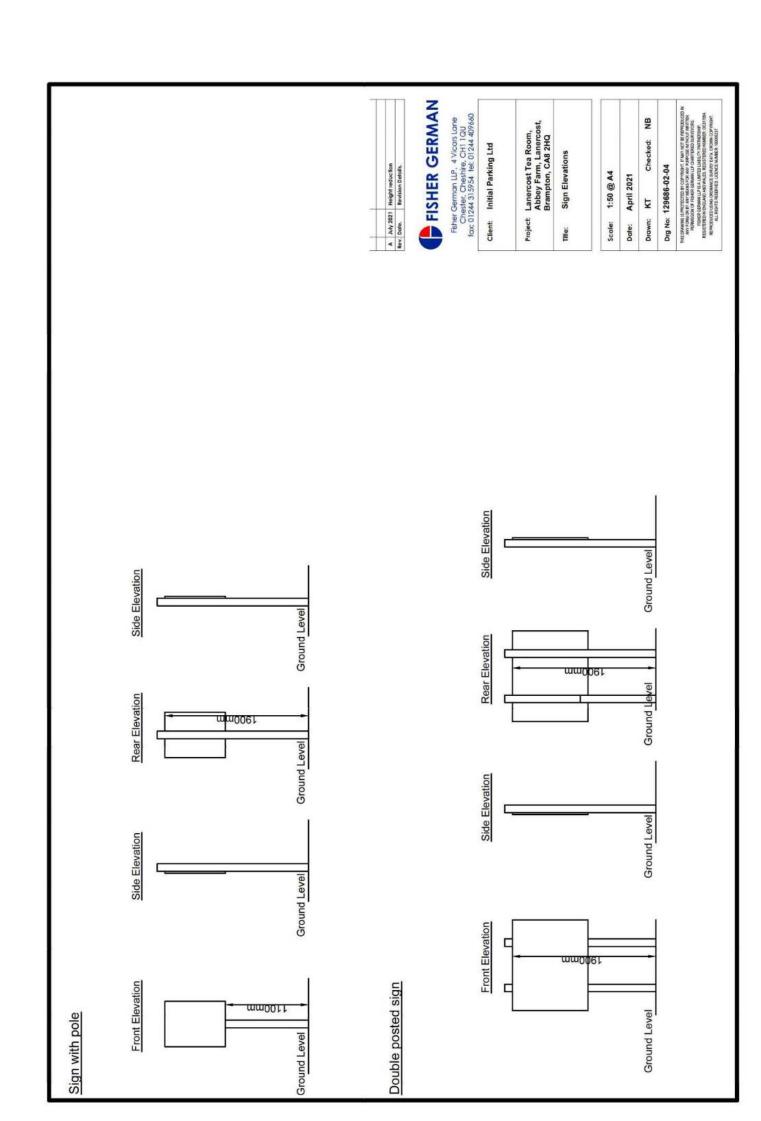
the adjacent Listed Buildings of which the development would be viewed against. The proposed single timber pole associated with a proposed sign located at the vehicular entrance to the Priory in a field immediately behind a timber post and rail fence. in close proximity to the C1025 would also stand out as an unduly prominent and incongruous feature due to its height, solidity and proximity to the road with no significant soft landscaping behind to assimilate into its rural setting. The timber post associated with a sign would therefore appear as visual clutter harming the character and appearance of the area and the setting of the Grade I listed gateway arch which is located in close proximity. The proposals will therefore result in substantial harm to the setting of the Grade I Listed Buildings which are to be afforded the highest protection and this harm would significantly and demonstrably outweigh any perceived public benefits of the scheme. In such circumstances the proposed pole signs and payment machines serving The Priory Car Park would be contrary to the objectives of paragraphs 130, 193 and 195 of the NPPF together with criteria 1-4 of Policy SP6 and Policy HE3 of the Carlisle District Local Plan 2015-2030.





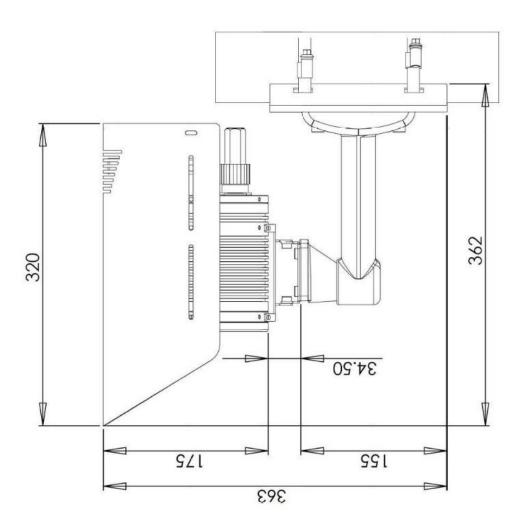




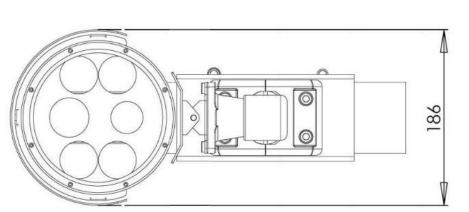


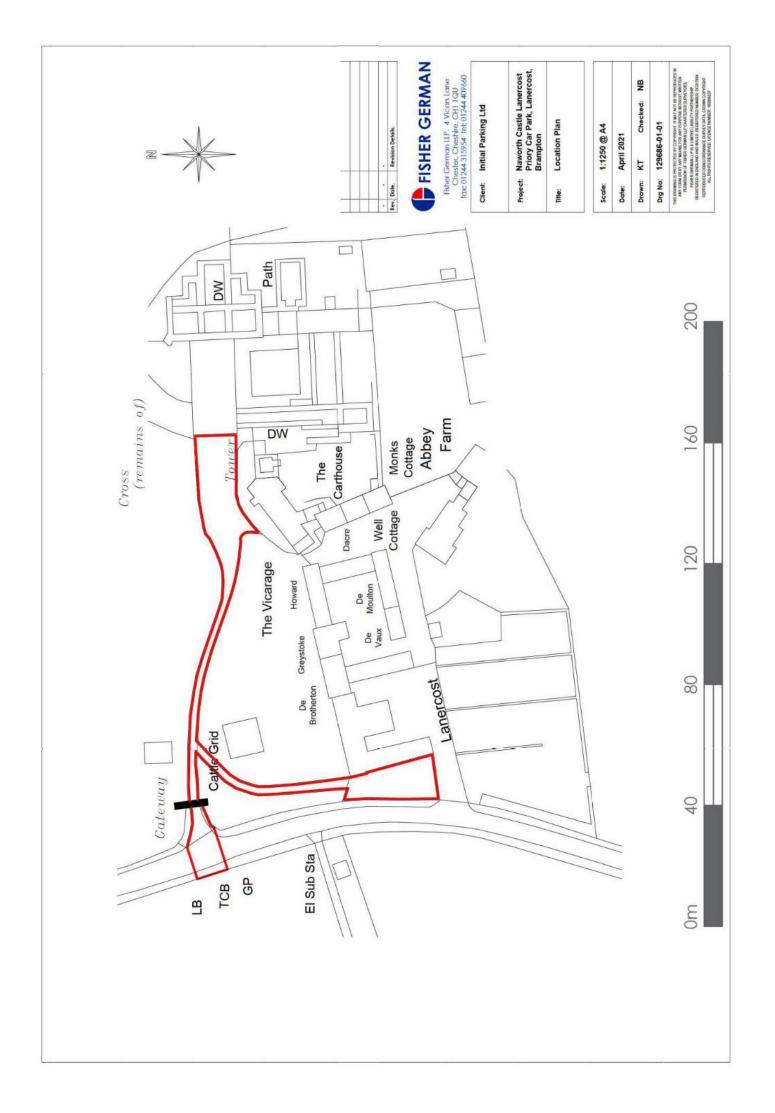


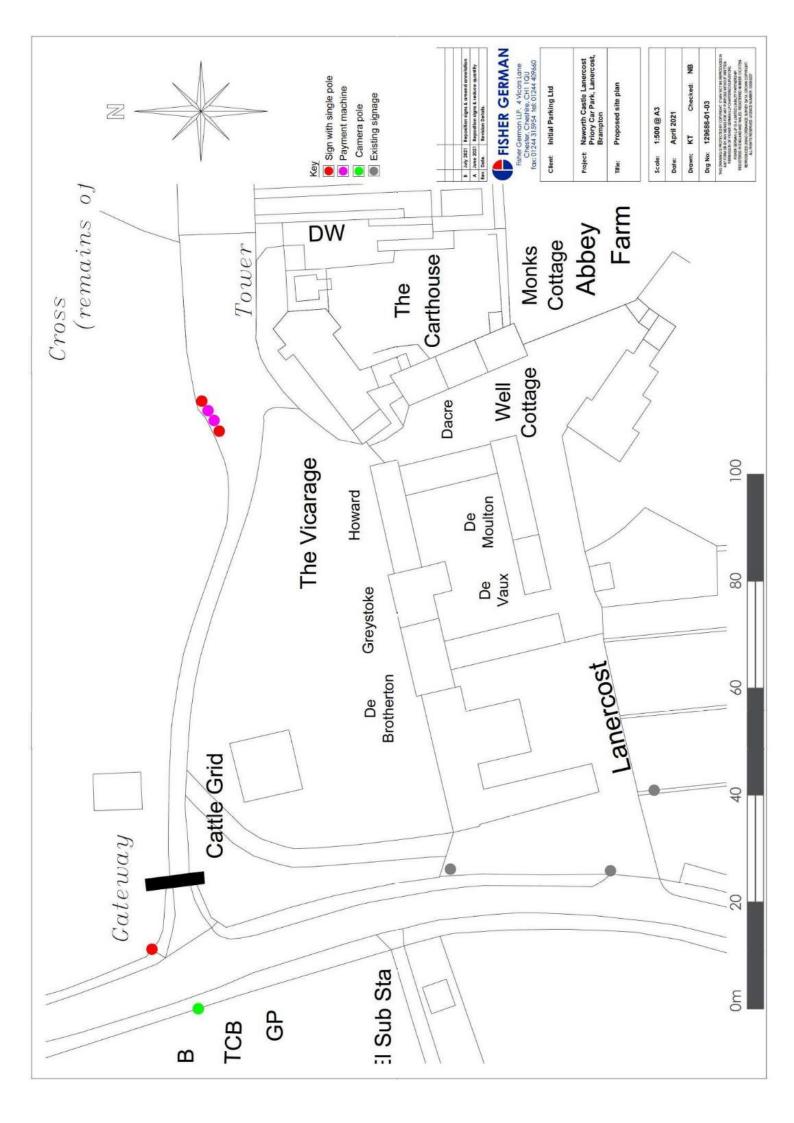




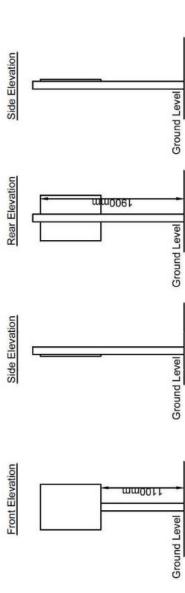
NOTE: Dimensions and drawings taken from MAV systems Ltd.







Sign with single pole





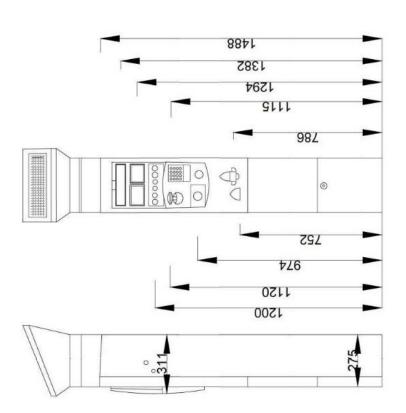


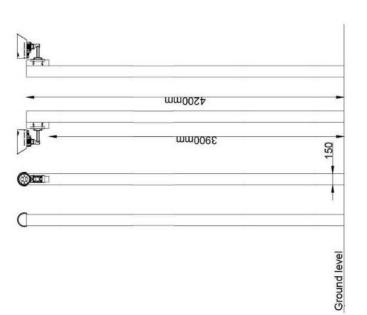
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Project: Naworth Castle Lanercost
Priory Car Park, Lanercost,
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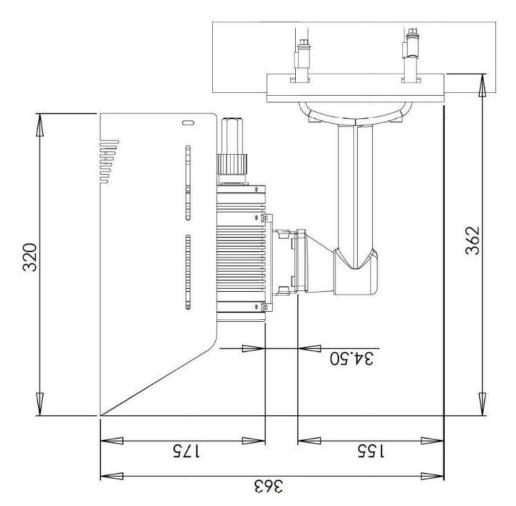
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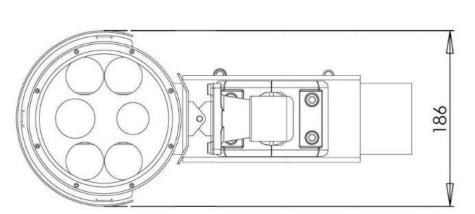
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NOTE: Dimensions and drawings taken from MAV systems Ltd.





Our ref: NB/121/129686

Date: 21st June 2021

Addendum to applications 21/0392 and 21/0393, Car Parks at Lanercost Priory & Tea Rooms, Lanercost, Brampton, CA8 2HQ.

This short statement has been submitted as an addendum to the existing planning statement submitted in April 2021. The purpose of this addendum is to inform the amendments made to the proposed plans and provide additional information relating to the signage and payment machines.

Amendments

The revised plans submitted (drawing no's: 129686-01-03 and 129197-01-03) comprise of both proposed site plans for the Tea Room Car Park and Priory Car Park.

The proposed signage and payment machines have been moved into the car park at the Tea Rooms. This is now close to an existing hedge to detract from negatively impacting visually as you enter the car park and are screened from the roadside too (shown on drawing no: 129197-01-03). The number of signs have been reduced.

At the Priority Car Park, the proposed signage and payment machines have been moved closer to just as you enter the car park (shown on drawing no: 129686-01-03). This is to enable immediate access to these machines, and to enable access for all, given the original proposal was some distance away and in turn felt segregated from the car park. This in turn ensure the car park is compliant with the Public Sector Equality Duty by Equality Act 2010. The proposed site plan identifies the new proposed location, this location shall have minimal impact on the Grade II Listed heritage assets and ensures as you enter the car park up the driveway that views of these assets remain unspoilt. Similarly, to the Tea Rooms the number of signs has been reduced.

Signage, Pay and Display Machines and ANPR Cameras

The car park intends to run to the standards of the British Parking Association (BPA), and therefore has to be compliant to the standards and requirements set out in their Code of Practice. This means there is a minimum amount of signage which is required on site to inform visitors how the car park operates in terms of tariffs, terms and conditions, parking instructions and the ANPR camera to name some.

Two pay and display machines are located within each car park. There is a requirement for two in the event one machines breaks down. Given the ANPR camera photographs each vehicle as they enter and exit the car park, its important the user pays the tariff to avoid a parking fine at a later date. Therefore, payment machines need to operate at all times.

The car park operator recognises the importance of reducing additional services and infrastructure being brought and used through the site, and the importance of reducing electricity usage. Therefore, all payment machines operating on these two sites are solar powered. The machines store energy within batteries so operation can continue during hours of darkness and on days which daylight may not be so clear. Recognition is given to sourcing a machine which has a minimal environmental impact.

Signage has been reduced on both sites; however, the number of signage poles now is the absolute minimum to comply with BPA standards.



The car parking operator works with the landowner to create bespoke signage with the wider estate in mind and create signage which is in-keeping with the area and not to detract from the important heritage assets.

The car parking operator works with many landowners who have car parks within important historical locations which are in turn sensitive areas, very similar to locations like Lanercost. These have been approved elsewhere across the UK and have provided some signage visuals which have been created for the recently approved Lowther Castle & Gardens Car Park. This car park is located within a Grade II Registered Park and Gardens with an abundance of Grade Listed Heritage assets surrounding this parking area.







Figure 1. Example of visuals which are designed closely with Lowther Estate.

Included below (figure 2) is a photograph of the type of signage used and sited on an approved operational car park.



Figure 2. Photograph of signage in situ at Engine Yard Car Park at Belvoir Castle.



These colours and design are bespoke to the Belvoir Estate to minimise any negative impact and blend into the surroundings, using the estates colours (which noted both figure 1 and 2, the colours are the same as their website branding too). As previously mentioned the applicant works in sensitive locations frequently.

Supporting Economic Statement

Submitted alongside this addendum and revised plans Is a Supporting Economic Statement. This statement outlines the economic and community benefits of having the proposed operational car park approved and in place. The benefit of having additional income to support not only this site but the wider Estate.

The report discusses the landowners reasoning for having a managed operation on the site, and how the costs associated with maintaining car parks which are free to the public means money is not being spent on other important elements on the Estate. It is not unusual for places of historic importance to charge for car parking. All these sites have the appropriate signage and infrastructure in place.

Should you require any further information, please do not hesitate to contact me using the details below.

Nia Borsey MPlan (Hons) MRTPI For and on behalf of Fisher German LLP