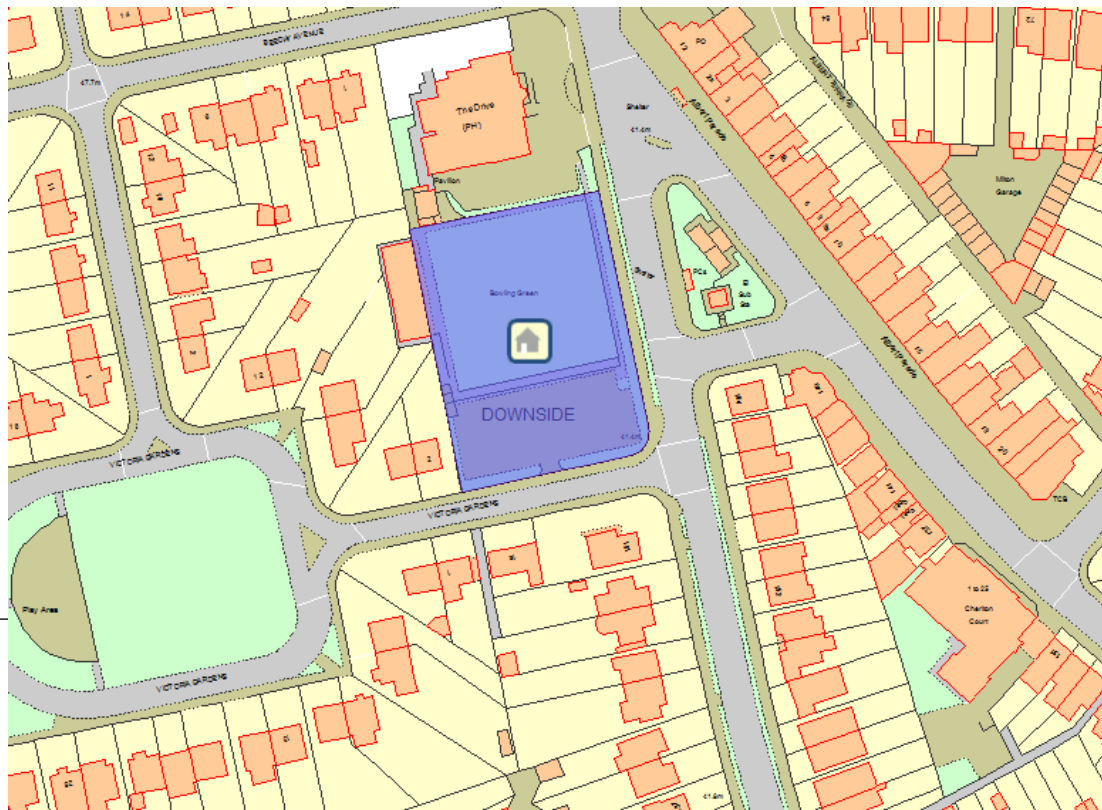


<b>App.No:</b> 180450	<b>Decision Due Date:</b> 8 August 2018	<b>Ward:</b> Old Town
<b>Officer:</b> Anna Clare		<b>Type:</b> Reserved Matters
<b>Site Notice(s) Expiry date:</b> 2 June 2018		
<b>Neighbour Con Expiry:</b> 2 June 2018		
<b>Press Notice(s):</b> Published 18 May 2018		
<b>Over 8/13 week reason:</b> To negotiate the design of the proposed building and allow for an Archaeological Evaluation to be carried out. Extension of time in place.		
<b>Location:</b> Victoria Drive Bowling Club, The Drive, 153 Victoria Drive, Eastbourne		
<b>Proposal:</b> Application for approval of reserved matters (Access, Appearance, Landscaping, Layout and Scale) and discharge of conditions 19 (Travel Plan) and 20 (Arboriculture Assessment) following outline approval (with Vehicular Access Agreed) development of a medical centre (Ref: 160788).		
<b>Applicant:</b> Simpson Hilder Associates		
<b>Recommendation:</b> Grant reserved matters permission subject to conditions		

**Contact Officer(s):**      **Name:** Anna Clare  
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**Telephone number:** 01323 4150000

**Map location**



## **1 Executive Summary**

- 1.1 The application is for Reserved Matters (Access, Appearance, Landscaping, Layout and Scale) for the development of the site for a medical centre, part two, part three storeys in height with associated car parking and external works following grant of Outline Permission in 2016.
- 1.2 The application is brought to planning committee given the development constitutes a major development.
- 1.3 The principle of development of the site for a medical centre has been agreed through the Outline permission. The highways impacts were also considered at Outline stage and a S016 is in place to secure pedestrian and highway improvements to mitigate some potential impacts of the development. Car parking at the site has been increased since the outline stage through the proposed demolition of buildings previously outside the application site. The now proposed 50 car parking spaces given the sustainable location are considered acceptable.
- 1.4 The design of the building has been subject of Design Review Panel scrutiny and amendments made to improve the concept of the design and reduce marginally the scale of the building. The proposals are now considered acceptable in bulk, scale and massing and conditions regarding materials will safeguard the quality of the build.
- 1.5 Therefore it is recommended that Reserved Matters permission is granted subject to conditions. Some conditions of the original Outline are also considered discharged by this application and are outlined in the report.

## **2 Relevant Planning Policies**

- 2.1 National Planning Policy Framework 2012
  4. Promoting sustainable transport
  7. Requiring good design
  8. Promoting healthy communities
  10. Meeting the challenge of climate change, flooding and coastal change
  11. Conserving and enhancing the natural environment
  12. Conserving and enhancing the historic environment
- 2.2 Core Strategy Local Plan 2013 Policies
  - B2: Creating Sustainable Neighbourhoods
  - C4: Old Town Neighbourhood Policy
  - D1: Sustainable Development
  - D2: Economy
  - D4: Shopping
  - D7: Community, Sport and Health
  - D8: Sustainable Travel
  - D10: Historic Environment
  - D10a: Design
- 2.3 Eastbourne Borough Plan Saved Policies 2007

NE4: Sustainable Drainage Systems  
NE14: Source Protection Zone  
UHT1: Design of New Development  
UHT5: Protecting Walls/Landscape Features  
UHT7: Landscaping  
TR1: Locations for Major Development Proposals  
TR2: Travel Demands  
TR3: Travel Plans  
TR7: Provision for Pedestrians  
TR8: Contributions to the Pedestrian Network  
HO20: Residential Amenity

### **3 Site Description**

- 3.1 This planning application includes the extent of the Bowling Green on Victoria Drive and the ancillary car park. The site, which is roughly rectangular in shape, covers an approximate area of 3000m<sup>2</sup>.
- 3.2 Victoria Drive itself runs on a north to south axis along the eastern boundary of the site. Victoria Gardens runs along the southern boundary and currently provides all access (both vehicular and pedestrian access) into the site. There is an existing clubhouse to the western boundary which is also shared by gardens of residential properties in Victoria Gardens (nos. 2, 4, 6, 8 and 10).
- 3.3 The site is relatively flat and open. There is a significant cluster of mature trees which run along the eastern boundary of the site (adjacent to Victoria Drive) and are highly visible from the wider area as well as nearly entirely obscuring views of the site when the trees are in leaf. Some smaller trees are dotted along the southern boundary (adjacent to Victoria Gardens). The car park is hard surfaced and is located to the south of the site, approximately this makes up about a third of the site's area.

### **4 Relevant Planning History**

- 4.1 160788  
Outline application for the development of a medical centre with all matters reserved except access  
Approved Conditionally and subject to a S106 agreement  
13 September 2017
- 4.2 180454  
Demolition of existing outbuilding and creation of 10 No. parking spaces, 1 No. Disabled Parking Space, Motorcycle Parking with Ground anchors, Cycle Storage and associated hard and soft landscaping works in relation to Reserved Matters Application for the development of a Medical Centre (Ref: 180450)  
Planning Permission  
Currently under consideration

### **5 Proposed development**

- 5.1 The application is for Reserved Matters (Access, Appearance, Landscaping,

Layout and Scale) following the outline approval granted 13 September 2017 for the development of the site for a medical centre.

- 5.2 The proposal is for a part two, part three storey building to provide 30 clinical rooms (Consulting, treatment, counselling, trainee and associated utility rooms), multi purpose and admin accommodation, associated waiting areas over all three floors and a pharmacy accessed internally and externally at ground floor level.
- 5.3 The building is proposed roughly 'T' shaped to the northern end of the site. The rest of the site is to be landscaped and hardsurfaced to provide a total of 50 car parking spaces (11 parking spaces for staff including 1 accessible space, 39 for visitors including 2 spaces for taxi 'drop off' and 4 accessible spaces), motorcycle parking and cycle parking.
- 5.4 A new pedestrian access is proposed to the site from Victoria Drive, this access is proposed to be stepped given then change in ground level. Level pedestrian access is provided from Victoria Gardens adjacent to the main vehicular access which is proposed to be widened.
- 5.5 Conditions 19 (Travel Plan), 20 (Arboriculture Assessment) and 23 (Landscaping) are also proposed to be 'discharged' by this application.
- 5.6 11 of the parking spaces are secured through a separate stand alone planning application as they fall outside the application site pertaining to the Outline consent. If approved the two applications will be linked by condition.

## **6 Consultations**

### **6.1 Specialist Advisor (Arboriculture)**

- 6.1.1 On the basis that the peripheral trees are to be retained the soft landscaping is primarily aimed at providing ornament to the grounds of the development rather than provide visual softening from views from the surrounding areas. There is a large area of hardstanding which does not benefit from any planting at all. Conditions requested regarding compliance with the Arboricultural Method Statement and Tree Protection Plan, no removal of trees indicated to be retained and the tree pruning works being carried out in accordance with the appropriate British Standard.

### **6.2 Specialist Advisor (Planning Policy)**

- 6.2.1 The principle of development on the site has been confirmed through the granting of outline planning permission (ref: 160788). The current planning application seeks permission for reserved matters to develop a medical centre on an existing bowling green. The new medical centre will service those patients currently registered at both Greens Street and Enys Road surgeries. The site is located within the Old Town Neighbourhood. The vision for Old Town neighbourhood includes enhancing its important local services and facilities.
- 6.2.2 Policy UHT1 of the Eastbourne Borough Plan has regard to the design of new

development. All development proposals will be required to harmonise with the appearance and character of the local environment, be appropriate in scale, form, materials, setting, alignment and layout and ensure car parking and highway access provision is not visually dominant. Furthermore Policy D10a of the Core Strategy states that the layout and design of development contributes to local distinctiveness and sense of place as well as making a positive contribution to the overall appearance. Additionally chapter 7 of the NPPF considers good design as a key aspect of sustainable development and should contribute positively to making places better for people. The height of new development will need to conform to Policy UHT2 of the Eastbourne Borough Plan and should be of similar height and conform to that of the majority of surrounding buildings as well as ensuring there is not an unacceptable detrimental impact on visual amenity (Policy UHT4).

6.2.3 Policy D8 (Sustainable Travel) of the Core Strategy states that new development that generates significant demand for travel should be provided in locations that are well served by a variety of transport methods, especially public transport. Furthermore walking, cycling and accessibility to public transport should be made a priority in the design of layouts. Moreover policies TR6 and TR7 of the Eastbourne Borough Plan require adequate facilities for cyclists in new development and to provide for the needs of pedestrians, respectively. The Design and Access Statement has considered aspects of sustainable travel and appears to be in accordance with adopted policies.

6.2.4 The proposed scheme is for a new medical centre to replace both the current provisions on Green Street and Enys Road. The provision of an enhanced medical facility would service the local community. The requirements of Borough Plan Policy LCF2 are considered to be satisfied for the outline application. Therefore, in principle, there would be no objection to the development, subject to residential amenity (policy HO20 of the Eastbourne Borough Plan), other material considerations, the securing of the Local Labour Agreement and any contributions.

### 6.3 Specialist Advisor (Economic Development)

6.3.1 The original outline application was subject to a S106 agreement pertaining to Local Labour Obligations. Therefore no further conditions or agreements are required.

### 6.4 Southern Water

6.4.1 No comments to make on the Reserved Matters application.

### 6.5 County Archaeologist

6.5.1 A Written Scheme of Investigation has been submitted with the application and trial trenches have been carried out. The Archaeological evaluation has shown that the site was completely destroyed in the 20<sup>th</sup> Century, presumably during the housing development in the area or the formation of the bowls club. In light of this no further recommendations or conditions are required.

## 6.6 East Sussex County Council Highways

- 6.6.1 The aspects of this application concerning this authority are the layout, access, and travel plan. The site plan submitted with this submission includes details of the access and parking provision.
- 6.6.2 A total of 50 parking spaces, including 5 blue badge holder spaces are shown. Stated within the previous outline highway response, the parking provision was below the ESCC parking standard. A travel plan and parking survey has been provided and in addition, other surgeries both locally and sourced from the TRICS database have been researched in terms of staff numbers and parking. From this, I consider that the parking details are acceptable in terms of quantity. Furthermore, a parking survey has demonstrated that there are on-street spaces available within 250m distance from the site.
- 6.6.3 The layout incorporates turning space which should accommodate the largest vehicle likely to require access, whether it is an ambulance, delivery vehicle for the pharmacy or sharps unit collection for example. A swept path plan should demonstrate the largest vehicle advised by the applicant so that users are safeguarded on site.
- 6.6.4 Access into the site has been accepted at outline stage and parking restrictions had been imposed with funding secured within a s106 agreement for a Traffic Regulation Order.
- 6.6.5 The travel plan has been secured within the s106 and so the condition 19 has already been considered and accepted.

## 6.7 Lead Local Flood Authority

- 6.7.1 The applicant has provided a detailed drainage design supported by groundwater monitoring and detailed hydraulic calculations, which is acceptable in principle. The original outline permission had a condition requiring the submission of surface water drainage details which is yet to be discharged.

## 6.8 Crime Prevention Design Officer

- 6.8.1 The National Planning Policy Framework demonstrates the government's commitment to creating safe and accessible environments where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion. With the level of crime and anti-social behaviour in Eastbourne district being above average when compared with the rest of Sussex, it will be important to consider all appropriate crime prevention measures when viewing the proposals.
- 6.8.2 Given the nature of the development it will be imperative that the building's peripheral security is strong and secure, secondary security measures will need to be implemented for areas such as drug storage, personal information and IT server rooms as well as the adjacent pharmacy. Therefore, I recommend all external doors and easily accessible windows conform to LPS 1175 SR 2.

- 6.8.3 The reception is very well positioned to observe areas such as the main entrance, toilets and treatment rooms. It should be designed as to provide adequate protection for staff from physical harm from members of the public should an antisocial behaviour incident occur. A monitored alarm system is to be fitted within the practice for out of hours coverage and consideration is to be given to the fitting of staff panic buttons within appropriate areas. Lighting in the car park, public areas and all entrances and exits is to conform to the recommendations within BS5489:2013.
- 6.8.4 The Crime & Disorder Act 1998 heightens the importance of taking crime prevention into account when planning decisions are made. Section 17 of the Act places a clear duty on both police and local authorities to exercise their various functions with due regard to the likely effect on the prevention of crime and disorder.
- 6.9 Design Review Panel on original submission
- 6.9.1 The DRP was very critical of this in the pre-app scheme. The introduction of a pedestrian route direct from Victoria Drive, focused on the Medical Centre entrance rather than the pharmacy is welcomed. It is disappointing that this entrance is stepped only, however, it is not acceptable to create ramped access at the expense of the trees in the streetscape: which the DAS suggests is the alternative.
- 6.9.2 As the only level access route for pedestrians, the design of the access from Victoria Gardens should be made as wide as possible (2m at least) and its relationship to both moving and parked cars, and window openings considered carefully.
- 6.9.3 The need for the additional D1 space on the east side of the building was questioned at pre-app stage, especially as it seems to be responsible for the excessive bulk of this part of the building, and it has remained unchanged in the application scheme. The massing of the building would be greatly improved, and the overall height of the building would be more acceptable if the part of the building containing the pharmacy, which breaks forward from the main mass, was reduced to 2 full storeys only. This could give the pharmacy/entrance canopy a more inviting smaller scale, and suggest that the building is deliberately composed with a dominant three storey element parallel to Victoria Drive, and a subservient element negotiating the transition from Victoria Drive to the main block and which deals with the process of entrance and the commercial pharmacy use.
- 6.9.4 At pre-app stage the DRP welcomed the use of a contemporary architectural idiom, but was critical of the elevations because it was felt that the use of render and timber with a grey brick ground floor, could result in a building that weathered poorly if not detailed appropriately, and represented the anonymous generic architectural language of commercial buildings that was not related to this place in any discernible way.
- 6.9.5 The redesigned elevations do not respond in any positive way to this criticism but completely reject the previous approach and propose a totally different

scheme, which unfortunately has lost many of the better qualities of the pre-app scheme. This is really disappointing and was unnecessary. It also suggests that the elevations of the building are a superficial element in the design, rather than the natural outcome of a holistic approach.

6.9.6 The original scheme had a pattern of fenestration that quite effectively balanced the great length of building proposed, in contrast, the current windows, which are more square in proportion, emphasise the bulk of the building. This is not a good approach when the building already feels too big for its site. The contrasting brick colours and the colours of the fenestration panels don't help this either. The panel were hoping for something much calmer and refined, which might be more appropriate for a health building.

6.9.7 It may be helpful to return to the original pre-app elevations and take another look at which elements work and which could be improved. The type and colour of the brick could be changed to something with a warm and natural character, ideally with some relationship to local context or tradition; the choice of texture and colour of the render considered and explained; and the timber cladding at second floor level looked at to see how it might contribute to the character of the building. There was a concern that an unfinished timber cladding might result in messy weathering due to the deep roof overhangs, but it would be possible to look at options for the finish of the timber, and also how its form might for instance provide a vertical emphasis and a texture that would reveal the movement of light. It would also be helpful if any window shading that may be necessary to reduce overheating and for BREEAM purposes, on any of the elevations, was considered and described at this stage.

#### 6.10 Design Review Panel on Revised submission;

- 6.10.1
- Welcome the removal of the second floor addition to the front above the pharmacy to reduce the bulk of the building.
  - The pergola over the entrance way is also welcomed.
  - The design concept is acceptable in principle careful consideration should be given to the proposed materials to avoid degrading the design.
  - Reduction in the use of colour to window reveals and entrance is improved.
  - Full details of the pedestrian access should be submitted to control the visual impact

#### 6.11 NHS Eastbourne, Hailsham and Seaford Clinical Commissioning Group

6.11.1 The CCG Confirm that since speaking in favour of the proposed development at the previous planning committee there is no change in their support of the project or underlying reasons for the support.

6.11.2 With the current premises at Green Street and Enys road being face with a steady increase of demand and with buildings which are at, or more likely already over the end of their useful life, we are supporting a move by the Local doctors to establish new and sustainable premises on the former bowling grounds at Victoria Gardens.



- 6.11.3 The existing premises, Green Street and Enys Road Surgeries, have experienced a steady increase of patient numbers with increased complexity of needs over time. Both Surgeries are now unable to cope with further demand from patients, and are also struggling to develop their services towards a more efficient and multi-agency approach set out in a number of national and local wellbeing, Health and Social Care Strategies.
- 6.11.4 The new development will be crucial to stabilise and facilitate delivery to patients of the two existing surgeries, as well as other patients which live locally, but can currently not be served locally. The building is also seen as a catalyse which enables the merger of the two practices, enabling the NHS promoted model of 'Primary Care at Scale', which is seen as critical to enable the sustainability of primary care for the future.
- 6.11.5 The public consultation with existing patients and the feedback from our Patient Participation Groups at the Practices was leaning very positive to the proposal. The new development is designed to cater initially for up to 23,000 patients, but as it is expected to serve the local population meaningfully for the next 25-30 years, is designed to be adaptable to future needs and changes in service provision, most importantly the provision of services away from hospital and closer to the community. Eventually we expect that the building could be catering for up to 30,000 patients before a new development might be needed.
- 6.11.6 The proposal offers a number of options to serve the local population with services for which they normally have to travel to hospital, which requires usual new appointments and is delaying their diagnostics and treatment. The flexibility the new premises offer the local doctors to operate a wider range of diagnostics and treatments, which will reduce the need of patients to travel to hospital or to extra appointments.
- 6.12 Dr Mark Gaffney – Senior Partner at Green Street Clinic
- 6.12.1 I have been asked could the new surgery be sited anywhere else. The simple answer is no. Over the years we have looked at some ten sites all of which were rejected because of access, capacity or a lack of willingness to recognise the pressing needs of the community by the then Family Practitioner Committee.
- 6.12.2 Another question is why invite Enys Road to join us. Enys Road surgery is in a similar position to ourselves with a wholly inadequate building for modern day general practice. Their building is larger than ours but access for patients is even more problematic with their ramps and stairs. But the true reason for merging the practices is that midsize practices are no longer sustainable.
- 6.12.3 The single handed practices and small practices have mostly disappeared and the midsize practices are next. As much as anything this is due to the way that surgeries are funded. Practices are paid by capitation and item of service. Increasingly payment is subject to being able to deliver a specific service for patients. This is not new money but repurposed money taken away from the surgeries and given back if they deliver the area of focus currently in favour. Surgeries which lack space and capacity to deliver those services will struggle to bring in revenue with knock on effects on the ability to invest in staff and

equipment and a downward spiral develops. Soon the pressure of expenditure exceeds income and the practices becomes non viable. We have not reached that point but the writing is on the wall and to retain a service in Old Town and across to the middle of town we need to combine resources, capacity and staff. The current NHS England minimum size for a practice is some 20 - 25,000 patients. Enys Road and Green Street were forged from the same mould, the same training schemes for new GP's and have been closely aligned for many years.

- 6.12.4 Within the building the room sizes are 16 meter squared. This is in line with national NHS requirements. A GP surgery does not just provide doctors but a range of allied medical professionals and administrative staff. Nurses, nurse practitioners, midwives, pharmacists, health visitors, district nurses, paramedics, health care assistants, physiotherapists, councillors, social services and members of East Sussex Better Together teams and visiting palliative care teams from the hospice. Receptionists, secretaries, coders, scanners, IT support, office managers, system managers, finance managers and practice managers. General Practice is a most complicated business where most of the activity happens behind the scenes out of site of the patient. A frequent distinction is front office and back office. Front office is the interface to the patient and back office is the engine that drives the ship forward.
- 6.12.5 We must also look to the future training of new medical and allied staff who require dedicated rooms to gain that vital experience which is our duty to impart to the next generation and library facilities for education. We have designed multipurpose meeting rooms to allow regular support groups for patients and families with a variety of different conditions, examples being heart failure support group or learning disability support group. The list is as long as one wants and an example elsewhere of where this works well is Salisbury surgery. In our designs we have focussed on patient travel distance, seating areas and access.
- 6.12.6 Generally patients seeing the nurses are less mobile than those coming to the GP and for this reason nursing services have been placed on the ground floor with the least distance for a patient to travel. Administration and operating suites have been pushed furthest in the corridors to reduce patient travel distances to clinic rooms to a minimum. Reception areas are available for patients but we have already invested in technologies to automate and simplify the patient journey. Repeat prescriptions are almost exclusively transmitted to the pharmacies electronically. Appointments are booked on line and with automated phone services. Within the building there will be direct access to the pharmacy for patients, part of the push to deliver a 'one stop shop' again to minimise the patient journey.
- 6.12.7 In the press there have been many comments about the lack of GP's and how difficult it is to get new partners. This is true but the new premises and a dynamic attitude will mitigate those difficulties. With more GP's working together sickness and retirement will be more easily absorbed than it is currently.

## **7 Neighbour Representations**

7.1 Three letters of support for the proposal have been received from residents.

7.2 Four letters of objection to the proposals have been received from residents. The objections relate to the following reasons;

- The design does not relate to the existing architecture of Victoria Drive or the adjacent buildings
- Flat roof will have an undesirable impact
- Essential that mature trees on the boundary remain
- Proposal will encourage more traffic to an over burdened highway
- Potential difficulties for pedestrians wishing to cross the roads
- Increase in volume of people and traffic
- Loss of amenity if trees are removed
- Impact on no street car parking
- Use of brick is welcome, white cladding is out of context
- Solar PV panels on the roof are horrendous, and appear an afterthought
- No details of lighting, or security measures, CCTV or gates to prevent access when the surgery is closed
- Not sufficient green credentials, no rainwater harvesting from the flatroofs
- Unnecessary inclusion of the pharmacy on the site, could result in one or both of existing closing
- Lack of on site car parking

## 8 Appraisal

### 8.1 Principle of development:

8.1.1 The principle of the loss of the bowling green and development of the site for a medical centre was considered through the Outline application. Therefore the principle is acceptable. The Outline application was all matters reserved therefore the scale of the medical centre was not agreed, albeit an indicative scale was shown to be able to be accommodated on the site as part of the application. This application is within that indicative scale.

8.1.2 The CCG have written in support of the application. The CCG alongside the NHS manage the overall strategy for providing adequate healthcare within the area and manage the investment and long term funding required to provided these services. The applicant submits that the Healthcare System is under extreme financial pressure, if the project/provision within the scheme was not considered essential then the support and funding is not forthcoming. As such they contest that the scheme has been carefully scrutinised both in its clinical delivery of services and at a practical business case level.

8.1.3 The new medical centre will service those patients currently registered at both Greens Street and Enys Road surgeries. The site is located within the Old Town Neighbourhood. The vision for Old Town neighbourhood includes enhancing its important local services and facilities therefore the proposal is welcome in principle.

8.1.4 The scale has been shown as part of this application to be appropriate for the

site, providing sufficient clinical room to future proof the use of the site whilst maintaining an acceptable level of car parking and proposing a building of a suitable scale and detailed design for the site and context.

- 8.1.5 Therefore the proposal on balance is considered an acceptable development for the site and it is recommended that Reserved Matters Permission is granted, subject to further conditions (the conditions and S106 agreement of the original outline are still in force).
- 8.2 Impact of proposed development on amenity of adjoining occupiers and surrounding area:
- 8.2.1 The context of the site is such that the impacts on residential properties are limited. The site sits to the west of Victoria Drive, north of Victoria Gardens. There will be no significant impacts on the properties opposite on Victoria Gardens given the building is set to the north of the site.
- 8.2.2 To the North of the site is the old Drive Public House which has been converted into a Sainsbury's Local with residential flats at upper floor level. There are windows at first floor serving a residential flat within the southern elevation of the building, however according to the approved drawings of the permission for this unit these are a bathroom and a secondary living/kitchen window. There is a proposed 12m separation distance between the proposed building and the existing dormer in the side elevation. Therefore some additional overlooking will occur towards the residential flat. The windows in this elevation of the proposed building are consulting rooms which will wish to maintain their privacy also. Therefore actual overlooking will be minimal. The benefits of the proposal are considered to outweigh any harm caused to this single window to this single adjacent residential property.
- 8.2.3 To the west the site shares a boundary with properties 2-10 (even) Victoria Gardens. The biggest impact of the proposal will be on these adjacent residential properties from the bulk of the proposal and in terms of overlooking.
- 8.2.4 The proposed building is part two, part three storeys in height and situated to the north of the site. The building is proposed 10m from the boundary with No. 2 Victoria Gardens at a right angle to the property. As the building is to the east, there would be limited loss of natural light, in the morning with no impact later in the day.
- 8.2.5 The bulk of the building will have an impact on the residential properties adjacent of Victoria Gardens and Victoria Road. These properties currently have clear views from the rear gardens as the site has only low level buildings. The rear elevations of properties 6 and 8 Victoria Gardens face east across the site, and the rear elevations of which are 18m from the rear boundary, so 28m separation with the proposed building. There will be an impact on these adjacent properties from the proposal. However it is necessary to consider the public benefits of the proposal as a whole. The scheme has been designed away from the boundary to minimise the overbearing impact on these adjacent properties. It is also recommended that a condition requires details of obscure glazing to all windows within the western elevation facing these properties and/or details of

mitigation measures to reduce overlooking towards properties. This will assist to reduce the overlooking impacts. Therefore on balance the impact on these limited number of properties is considered acceptable.

8.2.6 At the point the building increases in width the properties adjacent, No. 2-6 Victoria Road are set further away from the boundary at 40m (with other rear gardens between). Therefore there is less impact. The properties of Beechy Avenue are considered a sufficient distance that whilst some impacts of additional overlooking will occur the impacts are considered acceptable.

### 8.3 Design issues:

8.3.1 The design of the scheme has been subject of scrutiny. The original Outline application was considered by the Design Review Panel in August 2016 with advice provided on the appropriateness of the design. As part of a pre-application submission a revised scheme was considered by the Chair of the Design Review Panel, with two amended schemes following.

8.3.2 The design is considered an important element of the scheme given the location and bulk and the nature of the use. It is clear that the proposal must provide for future capacity to future proof the development. The applicant is adamant regarding the need for the space proposed within the new building and has provided a letter of support from the CCG in terms of the size of the centre.

8.3.3 The size has been marginally reduced since first submission with the removal of a section above the two storey pharmacy to reduce the bulk of this projection to the front of the building. The design now under consideration is considered acceptable in principle as a concept. The detail and overall quality of the building will result from the use of the materials which is controlled by condition 4 of the original outline permission which requires submitted of details of materials.

8.3.4 The horizontal emphasis of the first floor cladding and the vertical emphasis from the window designs themselves assists to reduce the bulk of the proposal visually. Colour is now restricted to window reveals to give interest when viewing the building from different angles. A pergola emphasises the main entrance of the building and links with the pedestrian access from Victoria Drive creating a sense of arrival and a clear definition of the entrance.

8.3.5 The layout of the site is such that generally pedestrians and car users are separated. The access from Victoria Gardens is widened to provide improved vehicle access with pedestrian walkway to the proposed entrance. The pedestrian access from Victoria Drive is the main access for pedestrians so it is unfortunate that this is only proposed as stepped but the constraints of the site do not allow a ramped access in this location. The layout is designed to minimise impacts on the residential properties whilst being able to retain the attractive tree lined aspect of the eastern boundary with Victoria Drive.

8.3.6 On balance when considering the constraints of the site and the need for the size of the centre, the proposal is considered acceptable in terms of the bulk and scale and the impact on the street scene.

8.3.7 The application also requested discharge of Condition 23 (Landscaping) of the original outline approval. Whilst the layout of the site is considered acceptable this condition requires additional information not submitted with the application such as planting plans and implementation schedules. Therefore at this time this condition is not considered discharged.

#### 8.4 Impacts on trees:

8.4.1 There are limited impacts to the existing trees on site, the location of the building is designed to minimise the loss of trees to the Victoria Drive frontage of the site. As required by Condition 20 (Arboriculture Assessment) of the original Outline Permission an Arboricultural Assessment has been submitted with the application and it is agreed in principle to be acceptable therefore this condition can be considered discharged.

8.4.2 The submitted Arboricultural Assessment shows the loss of 4 sycamore trees to allow for the new pedestrian access from Victoria Drive. This is considered acceptable on balance given the majority of the tree line on the site boundary is retained. The additional access is a wider benefit for proposed use and considered necessary.

8.4.3 The new pedestrian access will be the biggest impact to the existing trees resulting in the loss of four sycamores which the Arborists report categorises as B2 or C3 in grading. The loss of these trees is considered acceptable to provide a suitable pedestrian access to the site from Victoria Drive.

8.4.4 The remaining trees will be protected during the course of the works. A method statement has been submitted to set out these measures which includes hand digging for all excavation works within the RPA's of the trees. This is controlled by further condition.

#### 8.5 Impacts on highway network or access:

8.5.1 A total of 50 parking spaces, including 5 blue badge holder spaces are shown. These are to be 11 allocated for staff and 39 for visitors. The level of car parking allocated for staff could be controlled by condition.

8.5.2 At the Outline Planning Application stage it was considered that the parking provision would be below the ESCC parking standard. A travel plan and parking survey has been provided and in addition, other surgeries both locally and sourced from the TRICS database have been researched in terms of staff numbers and parking. A parking survey has demonstrated that there are on-street spaces available within 250m distance from the site. Therefore ESCC Highways have raised no objection to the application on the basis of the amount of car parking provision. Further to ESCC Highways consultation response a tracking drawing has been submitted which shows access for the largest vehicles that are expected to access the site and is acceptable.

8.5.3 Access into the site, and the highways impacts from the proposed use were accepted at outline stage with financial contributions towards pedestrian and highway improvement, and a TRO to amend waiting restrictions and parking

bays these are secured through the existing S106. No further contributions are requested or considered appropriate.

8.5.4 It is acknowledged that the proposal will have significantly greater impacts on the highway network than the bowling green use. The proposed use could potentially serve a wider demographic with the facilities contained in the proposal. However it is considered that the transport connections to the application site are sustainable. The application site can be accessed on foot by a great number of residents and is located on frequent and well-used bus routes. It is considered appropriate that the Medical Centre could contribute towards the further sustainability of the immediate area including the Green Street District Shopping Centre with the potential for linked trips.

8.5.5 The travel plan has been secured within the s106, a draft travel plan has been submitted with the application in relation to condition 19 of the Outline permission. The travel plan submitted is comprehensive and aims to enhance sustainable travel to and from the surgery by all users. The location for the site benefits from public transport for those travelling from beyond walking distance on the bus routes, and pedestrian infrastructure (footways and crossings) so that those who reside within 1km can easily walk to the surgery. The site has many local amenities nearby and so visits to this part of the locality is able to encourage linked journeys by both staff and visitors.

8.5.6 The content of the travel plan proposes to discourage single occupancy private car use by providing information to staff and visitors through information sharing. The measures proposed and methodology for monitoring and action are set up for annual review after initial occupation and baseline data collection. The proposals as laid out are acceptable for this consented development. Therefore condition 19 can be considered discharged.

## 8.6 S106 Agreement

8.6.1 The S106 agreement of the original Outline Permission required;

- Local Labour Obligations including monitoring fee; and
- Transport Contribution of £37,500 toward the cost of pedestrian and highway improvements in the vicinity of and specific to the Site and Development paid prior to the commencement of development; and
- Travel Plan Auditing Fee of £6000 being paid as a contribution to the costs of the County Council for auditing and monitoring the Travel Plan prior to the occupation of the building; and
- Traffic Regulation Order Contribution of £5000 to alter waiting restriction and parking bays and any other reasonable ancillary requirements prior to the commencement of development.

8.6.2 Legal advice on tying the two applications together has been sought, it is advised that a condition requiring the provision of the car parking spaces (subject to application 180454) prior to the occupation of the building (subject of this application) is enforceable in exactly the same way (by Injunction if necessary) as if the applicant had entered into a further s.106 obligation to provide the car parking spaces outside the planning boundary.

## 8.7 Conclusion

8.7.1 The site is not ideal for the size of medical centre proposed, however there are a lack of significantly sized sites within the suitable area for the centre. Therefore on balance the public benefits of the centre outweigh any impacts associated with its scale, mass and siting, impacts on residential amenity and highways impacts.

## 9 **Human Rights Implications**

9.1 The impacts of the proposal have been assessed as part of the application process. Consultation with the community has been undertaken and the impact on local people is set out above. The human rights considerations have been taken into account fully in balancing the planning issues; and furthermore the proposals will not result in any breach of the Equalities Act 2010.

## 10 **Recommendation**

10.1 Grant Reserved matters permission subject to the following schedule of conditions;

10.2 Condition Schedule;

1. The development hereby permitted shall be carried out in accordance with the approved drawings;  
8494 P002 Rev A – Proposed Site Plan  
8494 P003 Rev A – Ground Floor with Context  
8494 P004 Rev A – First and Second Floor  
8494 P005 Rev A – Proposed Elevations Sheet 1 of 2  
8494 P006 Rev A – Proposed Elevations Sheet 2 of 2  
8494 P007 Rev A – Elevation Detail  
8494 P009 Rev A – Streetscene  
8494 P011 – Site Section  
Reason: For the avoidance of doubt and in the interests of proper planning.
2. Notwithstanding the approved drawings prior to their installation details of the Solar PV units to the roof of the building shall be submitted to and approved in writing by the Local Planning Authority, to include details of the manner of fixing to the building, thereafter the panels shall be installed in accordance with the approved details and retained as such unless agreed otherwise in writing by the Local Planning Authority.  
Reason: To protect the visual appearance of the building and the character of the setting.
3. Prior to the commencement of the above ground build details shall be submitted to and approved in writing by the Local Planning Authority of measures to obscure or otherwise mitigate overlooking from all windows at first and second floor level of the building in the western elevation including the waiting area windows facing south and west. The approved



measures shall thereafter be installed prior to the first occupation of the building.

Reason: To safeguard the privacy of the occupiers of the adjacent properties.

4. The Arboricultural Method Statement (section 8 of the Arboricultural Report 12.01.18) and associated tree protection plan (appendix 3 of the Arb Report) submitted in support of the application shall be adhered to in full, subject to the pre-arranged tree protection monitoring and site supervision by a suitably qualified tree specialist. This tree condition may only be fully discharged on completion of the development subject to satisfactory written evidence of contemporaneous monitoring and compliance by the pre-appointed tree specialist during demolition and subsequent construction operations.

Reason: Required to safeguard and enhance the character and amenity of the site and locality and to avoid any irreversible damage to retained trees pursuant to section 197 of the Town and Country Planning Act 1990 in accordance with (Insert relevant policies here).

5. No retained tree shall be cut down, uprooted, destroyed, pruned, cut or damaged in any manner during the development process and up until completion and full occupation of the buildings for their permitted use within 2 years from the date of the occupation of the building for its permitted use, other than in accordance with the approved plans and particulars, without the prior written approval of the local planning authority.

Reason: Required to safeguard and enhance the character and amenity of the area, to provide ecological, environmental and bio-diversity benefits and to maximise the quality and usability of open spaces within the development, and to enhance its setting within the immediate locality in accordance with (Insert relevant policies here).

6. The approved tree pruning works shall be carried out in accordance with BS3998:2010. The development thereafter shall be implemented in strict accordance with the approved details.

Reason: Required prior to commencement of development to avoid any irreversible damage to retained trees pursuant to section 197 of the Town and Country Planning Act 1990 and to protect and enhance the appearance and character of the site and locality, in accordance with (insert relevant policies here)

7. Prior to installation gates or other means of restricting access to either the vehicular or pedestrian access to the site shall be submitted to and approved in writing by the Local Planning Authority, works shall thereafter be carried out in accordance with the approved details.

Reason: To protect the visual appearance of the site and the street scene.

8. Prior to the occupation of the development hereby approved details of the location and installation of two electric vehicle charging points to parking spaces shall be submitted to and approved in writing by the Local

Planning Authority, thereafter the charging points shall be install in accordance with the approved details prior to the occupation of the building and retained as such thereafter unless agreed otherwise by the Local Planning Authority.

Reason: To promote more sustainable travel choices.

9. That no demolition, site clearance or building operations shall take place except between the hours of 8:00 a.m. and 6:00 p.m. on Mondays to Fridays and 8:00 a.m. and 1:00 p.m. on Saturdays and that no works in connection with the development shall take place unless previously been agreed in writing by the Local Planning Authority.

Reason: In the interest of maintaining the amenities of nearby residents/occupiers and also in the interest of maintaining the character of the wider area.

10. The building hereby approved shall not be occupied until such time as the approved the car parking within the red line has been constructed and provided in accordance with the approved drawing 8494 P002 Rev A – Proposed Site Plan. The area[s] shall thereafter be retained for that use and shall not be used other than for the parking of motor vehicles; car parking shall only be allocated as set out on the approved drawing unless agreed otherwise in writing by the Local Planning Authority.

Reason: To provide suitable car-parking space for the development

11. The building hereby approved shall not be occupied until such time as the approved the car parking, motorcycle and cycle parking and associated landscaping shown within the blue line on approved drawing 8494 P002 Rev A – Proposed Site Plan is fully implemented and available for use; thereafter the car parking, motorcycle and cycle parking shall be retained for that use and shall not be used for any other purpose; car parking shall only be allocated as set out on the approved drawing unless agreed otherwise in writing by the Local Planning Authority.

Reason: To ensure satisfactory car parking provision to serve the development.

## **Informatives**

1. In relation to condition 4 of the original Outline Planning Permission details shall include the material of the handstandings, pedestrian walkways and parking areas, and full details at an appropriate scale of the pergola to the entrance way, and the steps including details of walls and railings between the site and Victoria Drive.

## **11 Appeal**

Should the applicant appeal the decision the appropriate course of action to be followed, taking into account the criteria set by the Planning Inspectorate, is considered to be written representations.

## **12 Background papers**

The background papers used in compiling this report were as follows: