

TWC/2019/0672

Land adjacent, 39 Shawbirch Road, Admaston, Telford, Shropshire

Erection of new medical centre (Class D1) with associated parking and landscaping

AMENDED DRAINAGE STRATEGY RECEIVED ***AMENDED PLANS RECEIVED SHOWING REDUCED RED LINE BOUNDARY TO NORTH OF SITE ON LOCATION PLAN, PROPOSED SITE PLAN, SOFT LANDSCAPE PROPOSALS AND TREE PLAN PLUS AMENDED REPORTS RECEIVED REFLECTING CHANGES TO RED LINE BOUNDARY (PLANNING STATEMENT, DESIGN & ACCESS STATEMENT, TRANSPORT STATEMENT AND GROUND CONDITIONS REPORT)***

APPLICANT

Shawbirch Medical Health Practice Ltd, Bryan Henshall

RECEIVED

13/08/2019

PARISH

Wrockwardine

WARD

Admaston and Bratton

THIS APPLICATION HAS BEEN CALLED TO COMMITTEE AT THE REQUEST OF CLLR BILL TOMLINSON.

1. SUMMARY RECOMMENDATIONS

1.1 Full Grant subject to conditions and informatives.

2. APPLICATION SITE

2.1 The site subject to this application is located within Shawbirch. Walcot is a district of Telford which is predominantly residential and located within the parish of Wrockwardine and is located approximately 3 miles east of Wellington and 8 miles west of Shrewsbury.

2.2 The site is located on the north side of the B4394 at the junction of Brandon Avenue, a residential estate road. The site is bordered by residential development on Shawbirch Rd, Brandon Avenue and Davenport Drive with the Silkin Way Public Right of Way running north to south to the west.

3. APPLICATION DETAILS

3.1 This application seeks permission for the construction of a medical centre with associated access off Brandon Avenue, 63no. space car park (including 5no. disabled parking spaces), landscaping and sustainable urban drainage scheme (SuDS).

3.2 The proposed medical centre would be positioned to the front of the site facing onto Shawbirch Rd and Brandon Avenue. The car park would be located to the rear and western side of the building. A bin store, cycle store

and dry basin would also be located to the rear of the main building.

- 3.3 The medical centre is proposed to have a floor area of 1409sqm and stand two storeys high. The height would be staggered with the highest part of the building (approximately 8.8m) standing at the junction of Shawbirch Rd and Brandon Avenue, to create a focal point, with the height reducing to approximately 7.8m to the west where the medical centre would stand closest to residential properties on Shawbirch Rd

4. PLANNING HISTORY

- 4.1 None.

5. RELEVANT POLICY DOCUMENTS

- 5.1 National Planning Policy Framework (NPPF)
- 5.2 Telford & Wrekin Local Plan 2011-2031

6. NEIGHBOUR REPRESENTATIONS

- 6.1 A total of 19no. written representations have been received throughout the duration of the application from 16no. Properties, with comments both supporting and objecting to the proposal. Neighbours have been re-consulted twice and after the second re-consultation only 1no. letter of objection was received.
- 6.2 Comments received in support of the proposals can be summarised as follows:
- The re-design and reduction in height since the public consultation at pre-application stage is welcomed
 - This is an excellent use of the land
 - The enhancement of health and wellbeing facilities for the local community is long overdue
 - The proposed location is ideally situated and will enable a wide range of services to be provided
 - Objections regarding increased traffic flow along Shawbirch Road due to the development of the former Beet Factory site should not impact this application as that increase will happen regardless of whether the centre is located on this site, the Maxell site, or simply remains where it is now.
- 6.3 The Shawbirch Patient Participation Group has submitted the following comments in support of the application:

- The current medical centre is far too small for the needs of the current number of patients at the Practice, let alone the substantial increase expected in the near future. In particular, the waiting area is so cramped that patient confidentiality is often severely compromised.
- The range of services provided at the centre is very restricted, so that patients needing additional health services (often provided in the same building at other doctors' surgeries) are required to go elsewhere. This is a considerable inconvenience especially for vulnerable patients. It prejudices the provision of a holistic approach to treatment.
- The current building is on a very limited site, and cannot be extended to provide more space. This will severely restrict the envisaged Practice development required for the future.
- Accessibility to the medical centre is poor. The car park is far too small and is shared with local facilities. Access by disabled patients is inadequate, and because of the layout and vehicular flows cannot easily be improved.

6.4 Objections received raising concerns about the proposals can be summarised as follows:

Alternative sites:

- Insufficient consideration given to alternative locations which would have lesser impact on the environment
- Land located off A442 roundabout would be more suitable
- Site is within Green Network and there are suitable sites elsewhere
- The old Maxell site would be more appropriate as it has more spaces and better access

Highways:

- Cars speed along Shawbirch Road
- Mini roundabout needed at junction of Brandon Avenue
- Congestion is bad and will be made worse with future housing developments
- School pick up/drop off causes problems in this area
- Disagree with Transport Statement that journeys to medical centre will not result in a significant increase
- Proposal will result in extra traffic
- Pedestrian crossing around Brandon Avenue is likely to increase and will add to congestion in the area
- Turning right into and out of Brandon Way will be very difficult at peak times

Errors in application:

- Redline boundary has been drawn wrongly
- Inconsistencies within drawings

Design:

- The proposed development by virtue of its scale, massing and design is totally out of character with the existing properties in close proximity.
- Visually incongruous with little architectural merit

Amenity:

- Increase in noise and light pollution
- Potential for Anti-Social Behaviour when facility is closed
- Securing of car park
- Will surgery extend opening hours in the future?
- Vague lighting details

Other:

- Removing the existing medical centre may have negative impact upon viability of businesses in the shopping parade
- Removal of existing landscaping will have a negative impact upon children's health and wildlife
- Assume the pharmacy will continue to be located in its current unit in Shawbirch. It doesn't seem a particularly integrated solution.
- There are issues concerning easement around water pipes near the boundary with Shawbirch Road. This would need sorting before any building could commence. Severn Trent has already made comments and presumably any rerouting of pipework would require approval of a planning application itself.
- Paragraph 3.32 of the Planning Statement states that obscured glazed windows are proposed for the first floor facing the neighbouring property. It is claimed that "the rooms at either end (on the first floor) are office space and both rooms have an aspect looking either over Shawbirch Road or the proposed car park." This is not entirely correct – as well as looking over the car park, this side of the building directly overlooks a large part of the neighbouring garden which will clearly impinge on privacy. From the plans it appears that only one tree is currently foreseen to be planted in the line of sight. Consider this will not solve the problem, particularly as tree T1 has been moved in the amended tree plan, and would therefore suggest that at least one, or preferably two, additional mature trees are added as screening.

7 STATUTORY REPRESENTATIONS

7.4 Wellington Town Council – Comment:

- No objection in principle to the proposal
- Recognise that the medical provision in the existing location was at or near full capacity and a greater capacity is required.
- Green Network: the proposed development site is within the existing Green Network.
- Road Safety - the B4394 Shawbirch Road is a busy road and vehicles are known to travel at excessive speeds, which would have a resulting impact on safety. It was considered whether a mini-roundabout should be installed at the Brandon Road/Shawbirch Road junction in order to reduce the vehicle speed along the Shawbirch Road.
- A greater vehicle usage of Shawbirch Road would occur should the development proceed.
- Whether a road crossing should be installed in the vicinity of the proposed development to assist local residents in crossing the Shawbirch Road, particularly for residents in the Dothill area.
- Alternative sites – whether a better site would be at the former Maxell factory location. Members acknowledged that associated access/egress would be more difficult than the proposed location. Another alternative site would be the Allscott Sugar Beet factory site and the resulting residential development. Parish Council notes that this development has no similar provision and this would result in these residents seeking medical support at this proposed development.
- Members were keen to confirm that all of these issues had been discussed and considered as part of their response.

7.5 Wrockwardine Parish Council – No comment

7.6 Cllr Bill Tomlinson – Support Subject to Conditions:
Requested that the application is determined at Planning Committee if a mini roundabout is not going to be provided at the entrance to Brandon Avenue as part of the proposals.

7.7 Cllr Karen Tomlinson – Support Subject to Conditions:
Requests that a mini roundabout is provided at the entrance to Brandon Avenue as part of the proposals.

7.8 Drainage, Highways, Arboriculture and Ecology – Support subject to conditions

7.9 Severn Trent Water – No Objection

7.10 Natural England – No Comment

7.11 Shropshire Fire Service – Comment:

As part of the planning process, consideration should be given to the information contained within Shropshire Fire and Rescue Service’s “Fire Safety Guidance for Commercial and Domestic Planning Applications” document.

8 APPRAISAL

8.1 Having regard to the development plan policy and other material considerations including comments received during the consultation process, the planning application raises the following main issues:

- The principle of development including assessment of Green Network
- Highways impacts
- Ecological and Arboricultural considerations
- Impact upon the amenity of adjacent properties/uses
- Design and visual appearance
- Drainage
- Other matters

Principle of development:

8.2 Section 38(6) of the Planning & Compulsory Purchase Act 2004 requires that planning applications must be determined in accordance with the adopted Development Plan unless material considerations indicate otherwise. The Development Plan comprises the Telford & Wrekin Local Plan 2011-2031 (TWLP) which was adopted in January 2018. The National Planning Policy Framework (NPPF) is also a material planning consideration.

8.3 Policy SP1 states that Telford will be the principal focus for growth to meet the borough’s development needs during the plan period, which is 2011 to 2031. The presumption will be to support development in Telford, unless it is contrary to the policies and proposals set out in the Local Plan or national policy.

8.4 The site lies within the urban development boundary of Telford and therefore policy SP1 is applicable. In considering whether the proposals are acceptable the Council needs to balance the location of the site within the urban area against other material considerations set out in the Local Plan, and form a judgment as to where the planning merits lie and whether any adverse impact in one policy area can be accepted because they are significantly outweighed by benefits that would be provided in another policy area. In this case the planning balance centres on whether the loss of the Green Network is outweighed by the planning gains of a new medical centre.

- 8.5 In determining whether the application meets the requirements of SP1, regard will be had to the relevant policies of the Local Plan and the degree to which the proposed development meets their requirements.
- 8.6 Policy SP4 indicates that the Council will support development proposals that are considered to be sustainable and in accordance with national and Local Plan policies, taking into account other material considerations.
- 8.7 Policy COM1 states that the Council will support new community facilities to meet the needs of local residents. In the first instance part (i) of the policy advises that such facilities will be directed towards locations including Local Centres, whilst part (ii) advises that outside of such locations community facilities will be directed towards places with good accessibility by foot, cycle and public transport.
- 8.8 The application site is located in between two Local Centres (Admaston and Shawbirch) and has good accessibility by foot, cycle and public transport. Pedestrian access would be improved further through highways works recommended by the Local Highways Authority.
- 8.9 Policy COM1(iii) states that under exceptional circumstances such facilities will be considered on open space if both environmental and social benefits to the local community are demonstrated. There is a clear benefit to the community in terms of a large modernised medical centre that can provide a wider range of services on one site. The Council's Ecologist has recommended a number of conditions to secure acceptable impacts in terms of ecology and wildlife.
- 8.10 Policy NE6 of the Local Plan refers to Green Network and states *"the Council will only support new development within the Green Network where it identifies, protects and enhances the Green Network and its functions. Where adverse impacts are identified, development will need to demonstrate that the benefits of the development outweigh any adverse impacts on the Green Network and its functions."* The site in its current form provides visual amenity although its habitat value has been as assessed as being low as it is used for grazing horses. The loss of this visual amenity space would represent an adverse impact, however the Local Planning Authority must form a view as to whether the loss of this visual amenity space would outweigh the benefits brought to the community by the new medical centre.
- 8.11 The applicant has provided a sequential analysis of alternative locations stating there is a need for a medical centre within this part of Admaston as the existing centre is well used and at capacity. Whilst the existing centre is located within a Local Centre it has no room to expand and the buildings is

restrictive in terms of modernisation. The applicant concludes that there are two further sites within the Admaston area that are available and suitable to accommodate a modern medical centre of the size proposed, which can meet the growing needs to the community. However, these have been discounted on the grounds of viability and restrictions incumbent of the outline planning consent already in place, respectively.

- 8.12 The conclusion, therefore, is that the application site proposed is sequentially preferable to the two alternative sites available as it would allow a viable and conveniently located scheme to develop that is large enough to meet the needs of the community.
- 8.13 The loss of the site as Green Network must be viewed in this context, in particular the absence of alternative suitable sites. The LPA considers that the benefits of a new medical centre outweigh the adverse impact of losing this part of the Green Network. Furthermore, the conditions recommended by the Council's Ecologist will contribute towards achieving a satisfactory level of ecological value on site. In this regard the proposal is considered, on balance, to meet the requirements of policy NE6 and COM1 of the Local Plan.
- 8.14 It follows, therefore, that if the proposed development meets the requirements of the above policies, then it is compliant with SP1 and SP4, as these two policies both consider a proposal to be sustainable and acceptable if it is located within the urban boundary and it complies with all policies of the Local Plan taking into account other material considerations. Therefore, on the basis of the above discussion and through balancing the benefits of the proposed development against any adverse impacts, the Local Planning Authority considers the principle of developing the site for a medical centre is acceptable and can be supported.

Highways impacts:

- 8.15 The Local Highways Authority (LHA) has assessed the information submitted as part of this application and supports the scheme subject to conditions. Adequate parking has been provided on the site which exceeds the levels set out in Appendix F of the Telford & Wrekin Local Plan 2011-2031.
- 8.16 The LHA considers safe pedestrian movement to and from the proposed facility as key and has therefore requested a contribution from the applicant towards highways improvement works to the pedestrian facilities within the vicinity of the site and the implementation of two pedestrian refuge crossing points, to be secured via a S278 agreement. The footpath improvement works and two pedestrian refuge crossing points are required in order to improve the connectivity of the proposed medical centre to the pedestrian facilities within close proximity of the site.

- 8.17 It is also to be noted that such refuge crossing points also act as framing gateways for the junction between Brandon Avenue and the B4394 and will reinforce the existing speed limit with the provision of requisite signage on physical structures in the centre of the carriageway at the location of both refuge points.
- 8.18 The LHA has also requested a contribution of £5,000.00 towards the potential implementation of parking restrictions along Brandon Avenue and Shawbirch Road (B4394), to be secured via a S278 agreement. Should this development come forward the LHA shall monitor the interaction of traffic directly associated with the proposed establishment and the parking along Brandon Avenue and Shawbirch Road (B4394). Should an issue become apparent following occupation of the establishment then the contributions shall be called upon to mitigate any issues associated with the traffic associated to the establishment. The applicant has confirmed their agreement to providing both these contributions.
- 8.19 Two ward councillors and a number of residents have requested the provision of a mini roundabout at the junction of Brandon Avenue and Shawbirch Road. The LHA advise that the scale of development does not warrant the provision of a mini roundabout at the junction of Brandon Avenue and Shawbirch Road.
- 8.20 Capacity testing of the existing priority junction between Brandon Avenue and the B4394 for five years into the future, in addition to the traffic associated with the new surgery, demonstrate that the junction will still operate below a quarter of its theoretical capacity and no significant queueing or delay issues will occur. Accordingly there is no technical justification for a mini roundabout on capacity grounds.
- 8.21 The provision of safe pedestrian crossing facilities on and around mini roundabouts are often difficult to achieve and the provision of the aforementioned crossing improvements in 8.16 are seen as material in the highways determination of this application and would be unduly compromised by the installation of a mini roundabout at the junction.
- 8.22 As the Local Highways Authority are satisfied with the proposals, there are no technical highways reasons to warrant the refusal of this application.

Ecological and Arboricultural Considerations:

- 8.23 The Council's Ecologist has assessed the merits of the scheme and the value of the Green Network. The species poor semi-improved grassland field has been used previously for horse grazing and is of low ecological value. An approximately 5m wide belt of tree and shrub planting is present along the northern edge of the site. The ecological functionality of this Green Network shall be maintained and enhanced by retaining the existing ecological corridor and providing a minimum 2m vegetated buffer in-between the proposed car park and existing tree line. In addition lighting will be controlled onsite to retain a dark linear feature.

- 8.24 On the basis of the above discussion, the Local Planning Authority considers it to be acceptable in terms of policy NE1, which refers to biodiversity and policy NE6, which refers to the Green Network.
- 8.25 Policy NE2 of the Local Plan refers to trees, hedgerows and woodlands and the Council expects new development to retain and/or appropriately manage these landscape features. The Council's Arboricultural Officer has agreed the Tree Protection Plan with the applicant and supports the proposal subject to conditions.
- 8.26 Therefore, the Local Planning Authority considers the proposal to comply with policy NE2 of the Local Plan.

Impact upon the amenity of adjacent properties:

- 8.27 All adjacent properties to this site are residential. Policy BE1(xi) requires new development to demonstrate there would be no significant adverse impact on nearby properties by noise, dust, odour or light pollution nor that it would undermine existing surrounding uses. The new medical centre building would be positioned approximately 21m from the side elevation of the adjacent property, 39 Shawbirch Road, and approximately 49m from the nearest property on Brandon Avenue. The Local Planning Authority considers these distances to be sufficient to maintain existing levels of privacy and amenity. Furthermore, obscure glazing is proposed in the elevation facing 39 Shawbirch Rd at first floor level in the new building to further protect residential privacy.
- 8.28 The applicant has not applied for specific opening hours within this application and this can be controlled by planning condition.

Design and Visual Appearance:

- 8.29 Policy BE1(i) of the Local Plan states the Council will support development which respects and responds positively to its context and enhances the quality of the local environment. Objections were originally received referencing the design as being visual incongruous with surrounding development. The site is surrounded by housing and the nature, function and scale of a medical centre differs greatly from a residential property. Therefore, the Local Planning Authority would expect its design to be different to the housing surrounding it.
- 8.30 The scale of the building has been designed to take account of the location of the nearest dwelling, 39 Shawbirch Road, by stepping its roofline down to a height commensurate with a typical dwelling.
- 8.31 In terms of urban design, the building presents active frontages to Shawbirch Road and Brandon Avenue, as well as creating a focal landmark on the corner. The Local Planning Authority considers its design and visual appearance to comply with Policy BE1(i) of the Local Plan.

Drainage:

- 8.32 Policy ER11 of the Local Plan refers to sewerage systems and water quality. Policy ER12 refers to flood risk management. The Council's Drainage Engineer has no objections to the proposal in principle subject to planning conditions securing details for a scheme of foul and surface water run-off.
- 8.33 Severn Trent Water (STW) have been consulted and have confirmed they have no objections to the proposals subject to a detailed scheme for foul and surface water run-off. STW have also advised there is a public sewer with associated easement located within this site and the applicant will need to apply to them separately in the event of a diversion being required. The legislation requiring the applicant to do this falls outside of the planning legislation that this report may take into account and therefore it does not form a material consideration in the determination of this application. The applicant is aware and has been advised to discuss the matter directly with STW.
- 8.34 On the basis of the above points, the proposal is considered to meet the requirements of Policies ER11 and ER12.

Other considerations:

- 8.35 Discrepancies in the drawings identified during the course of the application have been amended by the applicant and have been re-consulted on as appropriate.
- 8.36 All other comments raised in the consultation process have been considered but do not raise any issues that would warrant a review of the analysis of this proposal.

9 CONCLUSION

- 9.1 On balance, it is considered that the proposal is compliant with policies. SP1, SP4, COM1 and NE6 of the Telford & Wrekin Local Plan 2011-2031 and represents a significant sets of benefits to the community. The loss of Green Network has been balanced against the provision of a modernised medical asset for the community and it is considered that this adversity is outweighed by the benefits of the medical centre. The applicant has agreed to contribute to highway works to improve pedestrian connectivity to the site and the proposals are considered acceptable in all other highway safety aspects. The proposal will not result in a significant detrimental impact on the amenity of neighbouring properties and its design is considered acceptable in this location. It is therefore compliant with Policy BE1 of the Telford & Wrekin Local Plan 2011-2031. There are no technical objections to the proposal. The proposal is therefore deemed to be compliant with the Telford & Wrekin Local

Plan 2011-2031 and the guidance contained within the NPPF.

10 RECOMMENDATION

10.1 Based on the conclusions above, the recommendation to the Planning Committee on this application is that **DELEGATED AUTHORITY** be granted to the Development Management Service Delivery Manager to **GRANT FULL PLANNING PERMISSION** subject to the following:

A) The following conditions (with authority to finalise conditions and reasons for approval to be delegated to the Development Management Service Delivery Manager):-

- | | |
|---------------|---|
| 1. A04 | Time limit |
| 2. B014 | Samples of materials |
| 3. B061 | Foul and surface water drainage |
| 4. B149Custom | Erection of artificial nesting/roosting boxes |
| 5. B149Custom | Lighting plan |
| 6. B149Custom | Ecological Assessment |
| 7. B121 | Landscaping |
| 8. B130 | Trees – Protective fencing |
| 9. B150 | Construction Environmental Management Plan |
| 10.C013 | Car parking |
| 11.C014 | Visibility splays |
| 12.C38 | Development in accordance with approved plans |
| 13.D08 | Windows obscurely glazed |
| 14.D11 | Opening hours |