

Application No: 11/3105M

Location: Kenmore Medical Centre, 60, ALDERLEY ROAD, WILMSLOW, SK9 1PA

Proposal: demolition of existing single storey extension, erection of new two storey and single storey extension forming new entrance including lift, minor procedures suite, 3 consulting rooms and extended pharmacy, reconfiguring of car park and minor alterations to existing building to incorporate new window openings and building services.

Applicant: Dr Javed Sheikh

Expiry Date: 17-Oct-2011

REASON FOR REPORT

The proposal has been referred to the Northern Planning Committee under the terms of the Head of Planning and Housing's discretion in accordance with the Council's constitution.

SUMMARY RECOMMENDATION – Approve subject to conditions and a legal agreement

MAIN ISSUES

- The detailed design of the proposal – impact of height, mass, bulk, character and appearance of the area
- Impact on residential amenity
- Impact on protected trees
- Impact upon parking congestion, highway safety
- Green Travel Planning
- Heads of Terms for a Legal Agreement concerning Travel Plan

DESCRIPTION OF SITE AND CONTEXT

The Kenmore Medical Practice is located at the junction of Alderley Road and Albert Road, within a predominantly residential area close to Wilmslow town centre. The premises have a patient list of 12 500 patients and is owned by the doctors who practise from the premises. The premises are a converted Edwardian villa set within its own grounds with a number of protected trees to both frontages. The surgery operates a one way traffic system with access being located on Alderley Road and egress via Albert Road. Presently there are 33 car parking spaces laid out within the site.

The premises have been extended in the past with a small, ground floor (20 sq m floorspace) pharmacy extension to the Albert Road frontage and an entrance/toilet entrance to western elevation. This pharmacy is operated by the Co-operative.

The current facility comprises 14 consulting rooms, 5 no on ground and first floors respectively with ancillary stores, waiting rooms and offices within the upper floors and the 4 no basement rooms in use as a diabetics consulting room and additional physio consulting room, storage and Registrars room. The upstairs and basement is not accessible to wheelchair bound patients or staff.

The general character of the wider area varies in nature from detached houses to and semi detached villas, mainly in residential use ,however, the property to the immediate south of the site is in use as a dental surgery. Albert Road is residential and Alderley road is mainly commercial in land use terms.

DETAILS OF PROPOSAL

As originally proposed this scheme involved a 9m long extension to the existing single pharmacy extension and disabled access ramp on the Albert Road frontage and the removal of an adjacent protected Lime tree and hedge to the Albert Road frontage to facilitate that extension which was to include disabled access ramp and a private consulting room for the use of the pharmacy. The proposal also incorporates the demolition of the existing ground floor w.c and entrance extension to accommodate a full width 2 storey side extension to incorporate a minor operations suite and two additional consulting rooms, patient lift with over-run, alterations to the entrance area, changes in the car park layout resulting in the creation of 3 dedicated spaces laid out for the use of disabled drivers and a small reduction in the overall total numbers to 27 spaces(including the 3 disabled bays) from an existing car park capacity of 33 no spaces and the installation of a ground source heat pump to the grounds. The proposal overall would provide 3 additional consulting rooms including a dedicated minor operations suite.

Significant amendments to the scheme have been negotiated and this scheme now proposes a much reduced single storey extension to the Albert Road frontage and the relocation of the pharmacy within the ground floor, the retention of the protected Lime tree and hedge to the Albert Road frontage, the addition of one more (parent and child space) adjacent to the building; the use of brick facing materials to match the existing building as opposed to the use of render in all the extensions.

The scheme now also incorporates A Travel Plan to formalise the non use of the car parking for staff , excluding the doctors and other on going initiatives to encourage modes of transport other than the private car.

RELEVANT HISTORY

96/0251p - Single storey extension to medical centre to provide pharmacy facility :
conditional planning permission granted 3 April 1996

97/0817p - Removal Of Condition 5 On Planning Consent 96/0251p : refused permission 22
August 1997

98/0420p - Variation Of Condition 5 Of Planning Consent 96/0251p To Enable General
Dispensing Of Prescriptions – conditional permission granted 03 March 1999
(temporary for 2 years)

POLICIES

DP1- Spatial Principles, promoting sustainable development
DP2- Promote Sustainable Communities
DP4 (Make the Best Use of Existing Resources & Infrastructure)
DP5 (Manage Travel Demand, Reduce the Need to Travel & Increase Accessibility)
DP7 (Promote Environmental Quality)
DP9 (Reduce Emissions and Adapt to Climate Change)
RT2 (Managing Travel Demand)
L1 (Health, Sport and Community Provision)
EM18 – Decentralised Energy Supply

Macclesfield Borough Local Plan (2004)

BE1- Design Guidance
H13- Protecting Residential Areas
T3 Pedestrians;
T4 Access for people with restricted mobility;

DC1 – New Build
DC3 –Amenity
DC6 – Circulation and Access
DC8 – Landscaping
DC9 – Tree Protection
DC36- Road Layouts and Circulation
DC37- Landscaping
DC38- Space Light and Privacy

Of the remaining saved Structure Plan policies, only policy T7: Parking is of relevance.

Cheshire Replacement Waste Local Plan (Adopted 2007)

Policy 11 (Development and waste recycling)

Other Material Considerations

Planning Policy Statement 1: Delivering Sustainable Development
Planning Policy Statement 13: Transport

Macclesfield Borough Council (Alderley Road) Tree Preservation Order 1974
Chief Officers Ministerial Statement March 2011 – Planning for Growth
Draft National Planning Policy framework

Circulars of most relevance include: ODPM 06/2005 Biodiversity and Geological Conservation; ODPM 05/2005 Planning Obligations; and 11/95 The use of Conditions in Planning Permissions

CONSULTATIONS (External to Planning)

Strategic Highways Manager: No objection is raised to the proposals. This proposal does not increase patient numbers and although there is an increase in consulting rooms by 3 no, the parking provided and the initiatives to be adopted in terms of Green Travel Planning adequately addresses the likely demand.

Environmental Health: No objection subject to condition regarding hours of construction/demolition work.

VIEWS OF THE PARISH / TOWN COUNCIL

Wilmslow Town Council: Note the objections of local residents but raise no objection to the proposal

OTHER REPRESENTATIONS

Approximately 800 copies of the same letter have been submitted. This letter supports the proposal as originally submitted and was provided by the Kenmore Medical Centre for signature of patients of the surgery. The letter states that the proposal will improve access and facilities for patients including the provision of a lift and access suitable for wheelchair users. Signatories of the letter in the main have addresses in Wilmslow although other addresses have been quoted.

A total 3 of individually written letters of support have been received, 2 from a local doctor and from the East Cheshire Clinical Commission Group respectively which cite the benefit to the enhanced medical provision within the premises in the support of patients . One letter of support has been received from a resident who considers the alterations will give the surgery years of extra life.

A total of 5 no individual letters of objection, with one neighbour being generally supportive of the intent to modify parking behaviour by the Surgery, whilst maintaining objection to the expansion of facilities that he considers should be located elsewhere have been received from residential neighbours immediately adjoining and opposite in Albert Road. These can be viewed on the case file but are précised as being; in respect of the application as originally proposed :

- the loss of the tree and hedge to Albert Road
- the scale of the pharmacy extension
- design and materials of the 2 storey extension
- loss of privacy/outlook
- intensification of activity/ overdevelopment of the site
- noise and disturbance
- traffic generation
- concern about on going parking congestion on the site and on Albert Road attributed by the neighbours to the activities at the surgery
- increased commercialisation
- the minor operating suite should be located elsewhere

In respect of the neighbour re –consultation upon the revised proposals the neighbours have welcomed the retention of the tree and hedge and the reduction in scale of the single storey extension to the Albert Road frontage and the use of facing materials to match existing but

have maintained their concerns and objections based upon their opinion that the scheme will be an over intensive use of the site which will not address the problems they consider exist with regard to parking congestion in the locality and poor egress out of the site.

APPLICANT'S SUPPORTING INFORMATION

The following documents have been submitted in support of the application:

- Design and Access Statement
- Ecological Assessment
- Land Contamination Assessment , inc desktop Study

All of these documents are available in full on the planning file on the Council's website.

In précis, it is the Applicants essential case that -

The proposal is for 3 new consulting rooms only (including the minor operations room) and they are not seeking to intensify usage on the site. The patient numbers catered for do not change.

The project also incorporates improved access for patients/staff who may be wheelchair bound and diversifying the range of services in house that can be offered to them, in accordance with current Governmental health directives. Access will be level and a lift will enable patients to access all floors.

The pharmacy as originally submitted would have a private consulting room to enable the provision of advise to patients privately in accordance with health department advise. The vast majority of users of the pharmacy (in excess of 90%) are patients of the practise.

It is intended to alter the parking culture at the site. Presently, up to 28 staff members may use the car park at any one time, leaving a min of 5 spaces available as existing for patients. As a result of the proposal including the adoption of a Travel Plan and prohibiting staff other than the doctors from using on site parking a total of 19 spaces will be made available for patients at all times. This is a significant improvement upon the existing situation. 3 no parking spaces will be allocated for the use of disabled drivers, where no allocation currently exists on site.

OFFICER APPRAISAL

Section 38 of the Planning and Compensation Act 2004 requires a plan led approach to decision making in that planning applications should be determined in accordance with the development plan unless material considerations indicate otherwise.

In this case the development plan consists of the Regional Spatial Strategy for the North West, the Cheshire Replacement Waste Local Plan and the Macclesfield Borough Local Plan.

Principle of Development

PPS1 states that sustainable development is the core principle underpinning the planning process. Planning should facilitate and promote sustainable patterns of development through

protecting and enhancing the natural and historic environment, and ensuring high quality development through good design and efficient use of resources.

Development which contributes to the creation of safe, sustainable, mixed and liveable communities is encouraged. The concentration of mixed use developments, use of previously developed land, building in sustainable locations and those well served by a variety of public transport is a key to this approach.

Design and Street Scene

Local Plan policies BE1, H13, DC1 and DC2 address matters of design and appearance. Policy BE1 states that the Council will promote high standards of design and new development should reflect local character, use appropriate materials and respect form, layout, siting, scale and design of surrounding buildings and their setting.

Policy DC1 states that the overall scale, density, height, mass and materials of new development must normally be sympathetic to the character of the local environment, street scene, adjoining buildings and the site itself.

Para 35 of PPS1 concerns assessing design quality include the extent to which the proposed development (inter alia) should:

- *Address the connections between people and places by considering the needs of people to access jobs and key services.*
- *Be integrated into the existing urban form and natural and built environments.*
- *Be an integrated part of the processes for ensuring successful, safe and inclusive villages, towns and cities.*
- *Creates an environment where everyone can access and benefit from the full range of opportunities available to members of society*
- *Consider the direct and indirect impacts on the natural environment*

This proposal has been significantly amended since it was originally submitted. The single storey extension previously proposed to the Albert Road frontage has been reduced in size and the pharmacy will be relocated to be incorporated within the existing building. This will enable the current Co-operative signage to be removed from the Albert Road frontage which will be an improvement within this street scene.

The 2 storey side extension has been redesigned during the Application phase to incorporate brick facing materials rather than a render finish as originally proposed. The 2 storey extension will have a flat roof and incorporate brise soleil details to the entrance area, located to the rear of the car parking area. The lift over-run will be slightly higher than the 7.8 m height of the extension, which is in design terms clearly identifiable as an extension to this building given the modern, elongated fenestration details and the 'cubist' design. The use of facings to match existing is considered to be appropriate and the scale and bulk of the extension is considered to respect the scale and character of this building.

The single storey extension to the Albert Road frontage will be halved in size and will be 5m in depth and will not break the existing building line. This is a minor change to the existing

extension which is in keeping with the existing single storey extension and ensure the retention of the hedge and protected tree to this frontage. Accordingly the character of the streetscape is adequately maintained.

Impact upon protected trees

The proposal will require the removal of a Lawsons Cypress located on the Albert Road frontage and a small Goat Willow located adjacent to the car park fronting Alderley Road, the latter to accommodate the reconfiguration of existing parking spaces. Both trees present only a limited contribution to the amenity of the area and can be adequately mitigated by landscaping

As originally submitted this scheme proposed the removal of the protected Lime Tree adjoining the egress and the hedge adjoining the Albert road frontage of the site. The tree is considered to be an important amenity to the locality and is a healthy specimen.

Following negotiation the tree and hedge have been retained within the scheme. The Council's Officer for Arboriculture has considered the technical details and considers the revised scheme including the additional parent and child parking space in close proximity to the tree can be accommodated without compromising the protected tree and the hedge to the Albert Road frontage. The retention of these features maintains the character of the street scene.

Highways and parking

The Highways Engineer raises no objection to the proposal subject to Travel Plan initiatives being undertaken. The Agreement on the behalf of the Applicant to the provision of a Green Travel Plan is a significant addition to this scheme.

The Strategic Highways Manager has considered the views expressed by neighbours about parking congestion in the area, however, in terms of additional capacity the Highways Manager accepts the information submitted by the Applicant that there is to be no more patients catered for as a result of the relatively small increase in floorspace (circa 200 m sq) the parking issues at the site is generally a result of the current custom and practise of the Kenmore Medical Practise to allow staff to park at the site and this is on a first come first serve basis. It is this parking that results in patients not finding space when they arrive by car and leads to further congestion.

The existing facility has 14 consulting rooms arranged over 3 floors. The scheme involves the internal re-organisation of the building and the introduction of 3 additional consulting rooms including the creation of a 'minor operations suite' within the 1st floor extension. The pharmacy is to be relocated within the premises as part of the proposals. The pharmacy is proposed to be accessed from within the surgery premises and will share consulting room facilities with the doctors. The pharmacy operator (the Cop-operative), legally can not decline to fill a prescription if presented by any member of the public, however the advise given by the Co-operative is that the vast majority (in excess of 90%) of customers going to the current pharmacy are patients of the Kenmore. Given the relocation of the pharmacy within the premises and the lack of street frontage for the pharmacy now, there is no reason to presume this would not be the case in future.

Paragraph 75 of PPG13 Transport states that walking is the most important mode of travel at the local level and the greatest potential to replace short car trips, particularly under 2km. The site is directly adjacent to the public transport network, it is a sustainable location being located close to the bus stops on Alderley Road and the centre of Wilmslow.

It must be recognised that given the aging nature of the population those in need of medical treatment may be less mobile than many in the community, however, a balance needs to be found which caters for the need for car parking at this site based upon the activities that could be undertaken whilst also recognising that the proposed expansion of the facility will potentially allow for more facilities to accommodate patients concurrently at the site.

This proposal also allows for the provision of 3 car parking spaces for the use of drivers with mobility difficulties, which is a welcome improvement and will assist in the Medical Practise's desire to comply with providing equal access for all to the premises.

It is also expected that the Applicant will develop a travel plan which will incorporate green travel measures that should not be solely directed at staff but also at patients. All these measures are considered to be sustainability benefits which weigh in favour of the development.

The Travel Plan, coupled with the Applicants management of car parking within their sites, enables a much reduced level of parking provision based upon the normal standards for medical consulting rooms.

Overall, the practises that are likely to be adopted as a direct consequence of this scheme is considered to be in accordance with the objectives of policies DC6 of the local plan. Whilst the views of neighbours are noted, they are not considered to be sustainable as a reason to refuse this application. Parking available on Albert Road is publically available for the use of all.

Amenity

The siting of the 2 storey extension does not compromise the amenity/ outlook or privacy of the adjoining residential property in Albert Road. The side facing 1st floor windows within the extension will be obscurely glazed. Additionally, the rationalisation of parking within the surgery, and the fact that a considerable number of staff members will not be parking within the site is not likely to result in discernible intensification of traffic/activity within the site that would be detrimental to the amenity of neighbours during the normal operating hours of the surgery.

Ecology

There is a moderate level of bat activity in this locality however there is no conclusive evidence of roosting taking place at the medical centre building. The Council's ecologist therefore advises that roosting bats do not present a constraint upon the proposed development.

To avoid any disruption of foraging/commuting bats the submitted protected species report recommends that no additional lighting is proposed on the southern aspect of the

development. A suitably worded planning condition would safeguard nature conservation interests satisfactorily.

CONCLUSIONS AND REASON(S) FOR THE DECISION

The proposal will help meet the changing Primary Health Care requirements to deliver more services to patients locally against a changing demographic where the population is aging and living longer. This is considered to be a significant community benefit. Level access will also be provided to the premises. The site is readily accessible by a choice of means of transport and the extensions have been significantly amended to allow for the retention of an important tree and hedge.

A major shift in parking culture at the site, together with the ongoing commitment of the Surgery to travel planning in conjunction with the Council's Travel Plan Co-ordinator will help deliver sustainable transport choices that will ensure that any additional parking demand attributable to the 3 additional consulting rooms proposed is catered for. The neighbours concerns about parking congestion are considered to be based on the current situation which is not currently controlled and the commitment expressed to Green Travel Planning will off-set the additional demands likely to be placed upon parking by virtue of the greater intensity of use.

The amended proposal complies with the adopted development plan and there are no other material consideration which would justify a departure from the Development Plan

On the basis of the above information, a recommendation of conditional approval is made:

SUBJECT TO

HEADS OF TERMS

- Provision of a green travel plan
- Monitoring costs

Levy (CIL) Regulations

In order to comply with the Community Infrastructure Levy (CIL) Regulations 2010 it is now necessary for planning applications with legal agreements to consider the issue of whether the requirements within the S106 satisfy the following:

- (a) necessary to make the development acceptable in planning terms;
- (b) directly related to the development; and
- (c) fairly and reasonably related in scale and kind to the development.

The provision of a Travel Plan underpins the commitment to sustainable travel choices. The nature of the provision of medical services, particularly where the catchment is aging leads to an over- reliance on car parking. In terms of the sustainability of this proposal, the practice has always been to allow staff of the medical centre to park within car parking spaces on site, this initiative will assist in reducing carbon emission by critically challenging how this medical facility operates. A reduction in parking will assist in reducing pressure upon on street parking.

On this basis the provision of the Travel Plan is necessary, directly relate to the development and is fair and reasonable in relation to the scale and kind of development.

Application for Full Planning

RECOMMENDATION: Approve subejct to a Section 106 Agreement and the following conditions

1. Tree retention
2. Tree protection
3. Development in accord with revised plans (unnumbered)
4. Materials to match existing
5. Commencement of development (3 years)
6. Construction specification/method statement
7. Rainwater goods
8. No lighting
9. Protection from noise during construction (hours of construction)
10. Pile Driving
11. Obscure glazing requirement
12. works to be in accordance with revised arboricultural statement

