

<b>MEETING:</b>	<b>PLANNING AND REGULATORY COMMITTEE</b>
<b>DATE:</b>	<b>27 SEPTEMBER 2018</b>
<b>TITLE OF REPORT:</b>	<b>181583 - PROPOSED NEW HEALTH CENTRE (USE CLASS D1) INCLUDING ANCILLARY PHARMACY (USE CLASS A1), ACCESS, PARKING, LANDSCAPING AND ASSOCIATED WORKS AT LAND FRONTING STATION APPROACH (CITY LINK ROAD), HERFORD</b>  <b>For: Mr Smaylen per Mr Abz Randeria, 5 The Triangle, Wildwood Drive, Worcester, WR5 2QX</b>
<b>WEBSITE LINK:</b>	<a href="https://www.herefordshire.gov.uk/info/200142/planning_services/planning_application_search/details?id=181583&amp;search=181583">https://www.herefordshire.gov.uk/info/200142/planning_services/planning_application_search/details?id=181583&amp;search=181583</a>
<b>Reason Application submitted to Committee – Council owned land with objections</b>	

**Date Received: 27 April 2018**

**Ward: Widemarsh**

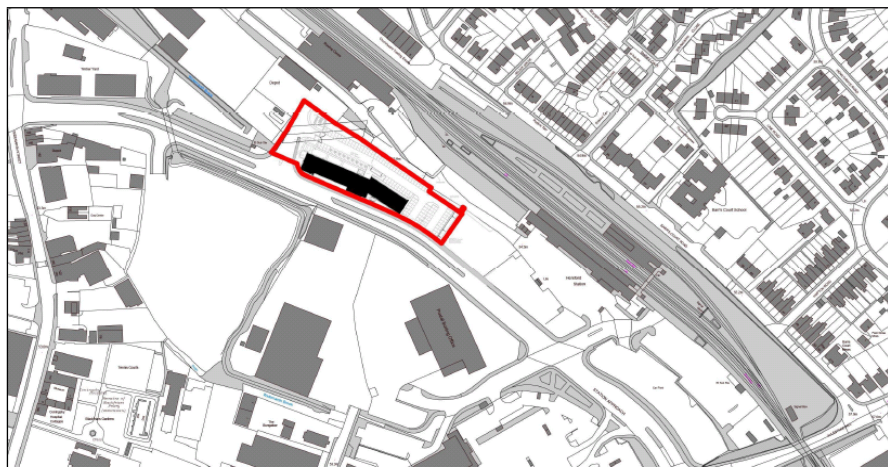
**Grid Ref: 351356,240620**

**Expiry Date: 10 August 2018**

Local Members: Cllr P Andrews (Ward Member) & Cllr DB Wilcox (adjoining Ward)

## **1. Site Description and Proposal**

- 1.1 The application site lies to the northern side of the newly constructed link road that is known as Station Approach. The application site itself lies to the north of Hereford City centre, south west of the Hereford Railway Station, and immediately south of MFA Bowling that continues to be accessed by the private road to the north of the site via the short-stay car parking directly outside the station. The site is currently vacant and demarked by a timber post and rail fence and includes the access road that was formed as part of the new link road. The site was cleared as part of the development of the road and has, until recently, been used for the short-term storage of spoil.



Further information on the subject of this report is available from Ms Kelly Gibbons on 01432 261781

- 1.2 The application seeks planning permission for the erection of a three-storey health centre, which will act to combine five of the existing city-based GP surgeries in a purpose built development. The surgeries area Greyfriars, Moorfield House, Aylestone Hill, Sarum House and King Street. These are part of a wider network of GP practices that operate out of 12 buildings across the city known as Hereford Medical Group.
- 1.3 The building has been designed to provide modern, state of the art health facilities that are fit for purpose and in close location to the catchment area. This will improve access to primary care services and have the following advantages:
- Having access to additional facilities and being able to offer a wider range of integrated services
  - Care being provided closer to home through delivery of an enhanced level of services, some of which are currently only available in a hospital setting; leading to less reliance on hospital services
  - Improved working between the practices and other health care providers, thereby offering greater provision of seamless services
  - Enable the development of integrated health provision
  - Improve access to primary care services
  - Allow efficiency schemes to be developed to provide better services to patients
  - Reduction in hospital admissions
- 1.4 The scheme proposes 2,670m<sup>2</sup> (D1) of space over three floors with an addition 180m<sup>2</sup> available for future expansion. To building also incorporates an area of A1 retail space (potential pharmacy) that is sited and designed to encourage an active frontage along Station Approach (Hereford city link road). The facility is expected to employ around 84 staff on a daily basis, with approximately 31 of these GPs.
- 1.5 The documents identify that the new proposed hub would offer a number of services, including:-
- 31 no. consulting rooms
  - 11 no. treatment rooms
  - 1 no. phlebotomy room
  - 1 no. diagnostics consulting room
  - 1 no. counselling room
  - 1 no. activity room
  - 1 no. enhanced treatment room for minor ops
  - 1 no. patient testing room / HCA room
  - Clinical utilities
  - Daily GP services between 8am and 8pm with an out-of-hours service providing 24 hour, 7 day a week consultations.
- 1.6 The site also has capacity for 92 car parking spaces (including disabled spaces) and ambulance bays. Access for patients and staff is from both sides of the building (City Link Road – now Station Approach) and the parking area. The floor plan has been designed to provide the vertical circulation (stairs and lifts), welfare facilities, reception areas and waiting rooms at the core of the building with internal rooms arranged to allow flexibility and future demand and maximise environmental benefits such as ventilation, solar gain, views and minimise the use of add on products and technology. The retail element has a separate entrance and distinctive façade designed so that visitors are not confused and to address safety and security of a potential pharmacy.

The site plan that incorporates the landscaping for the proposed development is inserted below for reference:



- 1.7 The proposal has been designed with a detailed landscaping scheme, including, as part of amendments during the application process, the inclusion of landscaping and planting and a new footway to access the railway station and bus station (future transport hub) from Station Approach. This allowing for more direct access to the medical hub from the current bus stop (Future transport hub).
- 1.8 The design and access statement identifies the design option process in more detail, with key considerations in relation to the scale and massing being a sympathetic response to the train station and consequent reduction in impact on the designated heritage asset. This is achieved by reducing mass through the use of materials, whilst emphasising the active areas and entrances of the facility.
- 1.9 During the application process, the applicants have responded to the concerns raised and amended the proposed scheme and in particular the materials used (use of render rather than panelling, introduction of brickwork to west elevation and timber panelling to road frontage). The 3D images are inserted below that depicts the proposed building elevations fronting Station Approach, and from the rear.



Above: 3D aerial view of principal elevation – Station Approach



Above: 3D aerial view of rear elevation

- 1.10 As can be seen above, the linear building fronts the highway. It has a length of around 84m and is predominantly 12m in width. The building is 12m in height. The application site, at its widest (west) is 46m, narrowing to 26.5m to the east.
- 1.11 The proposed scheme has used a fabric first approach and is targeting at achieving a BREEAM Excellent rating. The philosophy of a fabric first approach is to minimise the use of add on elements (such as louvers) for providing a comfortable internal environment and achieving this through the building fabric and landscaping strategy. A low carbon feasibility study has also been undertaken and submitted with the application.
- 1.12 The application has been supported by a number of documents that address the technical and environmental issues. These include:
- Transport Assessment
  - Flood Risk Assessment and drainage strategy (plans)
  - Travel Plan
  - Statement of community involvement
  - Design and access statement (amended)
  - Ecological Impact appraisal
  - Preliminary Ecology Appraisal
  - Heritage Report
  - Ground Investigation Report
  - Low Carbon Feasibility Study

- 1.13 Following discussions with the applicants and their agents about how the project has evolved, and the clinical requirements, the applicants sought to clarify their design approach and respond to the objections and queries raised during the consultation process. This resulted in design changes to the building and landscape proposals, including the inclusion of additional land to the west to provide a footpath and landscaping. In addition further technical work was undertaken (including negotiation and discussion with Welsh Water) in respect of flood risk and drainage solutions that would inform the detailed technical design work. The applicant also sought to address the concerns and issues in a response document. A period of re-consultation was undertaken upon receipt of the amended plans and additional details.

## 2. Policies

### 2.1 Herefordshire Local Plan – Core Strategy

#### SS1 - Presumption in Favour of Sustainable Development

For decision-taking, SS1 requires that planning applications that accord with the policies in the Core Strategy (and, where relevant with policies in other Development Plan Documents and Neighbourhood Development Plans) be approved, unless material considerations indicate otherwise.

Where policy is silent or out-of-date, the approach to decision-taking is as per paragraph 11 of the NPPF 2018.

Figure 3.1 on p.23-25 records 12 'Core Strategy Objectives'. The second objective under 'social progress' states an objective to improve the health, well-being and quality of life of all residents by ensuring new developments positively contribute towards better access to, provision and use of, *inter alia*, health facilities.

#### SS4 - Movement and Transportation

SS4 requires new development to be *designed* and *located* to minimise the impacts on the transport network and where practicable that development should be accessible by and facilitate a genuine choice of modes of travel including walking, cycling and public transport. Development proposals that generate high journey numbers should be in sustainable locations, accessible by means other than the private car.

#### SS6 - Environmental Quality and Local Distinctiveness

Development proposal should conserve and enhance those environmental assets that contribute towards the county's distinctiveness, which includes settlement pattern and heritage assets.

#### SS7 - Addressing Climate Change

At a strategic level this will be achieved by focussing development to the most sustainable locations, but at a detailed level, ensuring design approaches are resilient to climate change impacts, including the use of passive solar design for heating and cooling and tree planting for shading. Developments must also, *inter alia*, demonstrate water efficiency measures to reduce demand on water resources.

HD2 - Hereford City Centre

This policy sets a vision for the city centre, Within the context of the urban village, reference is made to the identification of opportunities for new commercial, tourism, education (including tertiary facilities), leisure, health, civic and fire and police uses to meet identified need.

HD3 - Hereford Movement

HD3 sets out a range of measures to reduce reliance on the private motor car for short-distance journeys in particular and for improvements to public transport infrastructure enabling improved access and integration between bus and to rail services – a Hereford Transport Hub.

SC1 - Social and Community Facilities

Development proposals which protect, retain or enhance existing social and community infrastructure or ensure that new facilities are available as locally as possible will be supported. Such proposals should “be in or close to settlements, have considered the potential for co-location of facilities and where possible be safely accessible by foot, by cycle and public transport.”

Paragraph 5.1.41 deals with the co-location of services and facilities and is thus pertinent to this proposal. It states as follows:-

*“5.1.41 Co-locating public and community services in shared buildings or on shared sites provides a number of benefits for both the community, as users of the services and for the council and its partners, as providers of services. The population of Herefordshire is forecast to continue to grow, with an ageing population structure and this will put increasing pressure on existing services. At the same time, the current economic climate and competing demands for space and resources means that a different approach towards locating services and facilities may be needed, especially if we want to ensure that infrastructure is provided in the most sustainable and accessible locations in the county. In practice this could mean linking nurseries, schools and colleges; widening the range of health and social care services available at health centres, or by providing education, training or IT services in libraries.”*

MT1 - Traffic Management, Highway Safety and Promoting Active Travel

This policy, in common with several others and a recurring theme within the CS, encourages active travel behaviour to reduce numbers of short distance car journeys and access to services by means other than private motorised transport. All development should be laid out to achieve safe entrance and exit, with appropriate operational space.

LD1 - Landscape and Townscape

Development should demonstrate that character of the landscape and townscape has positively influenced the design of the proposal, with incorporation of new landscape schemes to ensure development integrates appropriately into its surroundings.

LD4 - Historic Environment and Heritage Assets

Development proposals should protect, conserve and where possible enhance heritage assets and their settings in a manner appropriate to their significance.

## SD1 - Sustainable Design and Energy Efficiency

SD1 is a criteria-based policy requiring development proposals to create safe, sustainable, well integrated environments for all. Among other things, development should make efficient use of land and new buildings should be designed to maintain local distinctiveness, while making a positive contribution to the architectural diversity and character of the area. Developments should also utilise physical sustainability measures that include, in particular, orientation of building, the provision of water conservation measures, storage for bicycles and waste including provision for recycling, and enabling renewable energy and energy conservation infrastructure.

## SD3 - Sustainable Water Management and Water Resources

This policy requires measures for sustainable water management to be an integral element of new development in order to reduce flood risk; to avoid an adverse impact on water quantity; to protect and enhance ground water resources and to provide opportunities to enhance biodiversity, health and recreation.

## SD4 - Wastewater Treatment and River Water Quality

In order to support the attainment of river water quality targets for rivers within the county, developments should in the first instance seek to connect to the existing mains wastewater infrastructure network.

## ID1 - Infrastructure Delivery

Although concerned principally with securing developer contributions towards critical infrastructure, ID1 confirms that provision for new and/or the enhancement of existing infrastructure, services and facilities to support development and sustainable communities, will be achieved through a co-ordinated approach.

## 2.2 NPPF (2018)

The NPPF, revised earlier this year, is a significant material consideration; particularly where relevant CS policies are absent, silent or out of date. That is not the case here, yet as the NPPF post-dates the CS it is necessary to consider the policies of the NPPF in accordance with paragraph 212 i.e. *“The policies in this Framework are material considerations which should be taken into account in dealing with applications from the day of its publication.”*

213 confirms that due weight may still be given to CS policies that pre-date the publication of the revised NPPF *“according to their degree of consistency with this Framework (the closer the policies in the plan to the policies in the Framework, the greater the weight that may be given).”*

Having regard to the nature of this particular proposal, the following extracts from the revised NPPF are considered particularly pertinent:-

### **2. Achieving sustainable development**

8. b) **a social objective** – to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering a well-designed and safe built environment, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being;

## **Strategic policies**

20. Strategic policies should set out an overall strategy for the pattern, scale and quality of development, and make sufficient provision<sup>12</sup> for:

- a) housing (including affordable housing), employment, retail, leisure and other commercial development;
- b) infrastructure for transport, telecommunications, security, waste management, water supply, wastewater, flood risk and coastal change management, and the provision of minerals and energy (including heat);
- c) community facilities (such as health, education and cultural infrastructure)

## **8. Promoting healthy and safe communities**

92. To provide the social, recreational and cultural facilities and services the community needs, planning policies and decisions should:

- a) plan positively for the provision and use of shared spaces, community facilities (such as local shops, meeting places, sports venues, open space, cultural buildings, public houses and places of worship) and other local services to enhance the sustainability of communities and residential environments
- b) take into account and support the delivery of local strategies to improve health, social and cultural well-being for all sections of the community;
- c) guard against the unnecessary loss of valued facilities and services, particularly where this would reduce the community's ability to meet its day-to-day needs;
- d) ensure that established shops, facilities and services are able to develop and modernise, and are retained for the benefit of the community; and
- e) ensure an integrated approach to considering the location of housing, economic uses and community facilities and services.

## **16. Conserving and enhancing the historic environment**

196. Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.

### **2.3 National Planning Practice Guidance (NPPG)**

Local planning authorities should ensure that health and wellbeing, and health infrastructure are considered in local and neighbourhood plans and in planning decision making. Public health organisations, health service organisations, commissioners and providers, and local communities should use this guidance to help them work effectively with local planning authorities in order to promote healthy communities and support appropriate health infrastructure.

*Paragraph: 001 Reference ID: 53-001-20140306*

Local authority planners should consider consulting the Director of Public Health on any planning applications (including at the pre-application stage) that are likely to have a significant impact on the health and wellbeing of the local population or particular groups within it. This would allow them to work together on any necessary mitigation measures. A health impact assessment may be a useful tool to use where there are expected to be significant impacts.

Similarly, the views of the local Clinical Commissioning Group and NHS England should be sought regarding the impact of new development which would have a significant or cumulatively significant effect on health infrastructure and/or the demand for healthcare services.



Information gathered from this engagement should assist local planning authorities consider whether the identified impact(s) should be addressed through a Section 106 obligation or a planning condition. These need to meet the criteria for planning obligations.

Alternatively, local planning authorities may decide the identified need could be funded through the Community Infrastructure Levy.

*Paragraph: 004 Reference ID: 53-004-20140306*

*Revision date: 06 03 2014*

- 2.4 The Core Strategy policies together with any relevant supplementary planning documentation can be viewed on the Council's website by using the following link:-

[https://www.herefordshire.gov.uk/info/200185/local\\_plan/137/adopted\\_core\\_strategy](https://www.herefordshire.gov.uk/info/200185/local_plan/137/adopted_core_strategy)

### **3. Planning History**

- 3.1 None applicable

### **4. Consultation Summary**

#### Statutory Consultations

#### **4.1 Historic England (June 2018)**

The application site lies to the north of the walled city in an area historically occupied by marshland and meadows but encroached upon by medieval suburbs and occupied by the Blackfriars Friary. The Hereford Central Conservation Area extends along Widemarsh Street and Commercial Road towards the application site to incorporate the historic suburbs and the remains of the friary are scheduled. The area around the application site and between it and the city was transformed historically by the construction of the railway, canal, canal wharf and development of associated industries: tanning, leather working, timber milling etc. In the twentieth century the area has been characterised by a legacy of low quality, utilitarian structures and a poor quality townscape that provides a poor quality setting for the heritage assets and contributes negatively to their significance. The area is therefore generally one in which there are opportunities for enhancement of significance and where new development has the potential to make more a positive contribution to local character and distinctiveness in accordance with paragraphs 131 and 137 of the NPPF and to improve the quality of the area and the way it functions in accordance with Section 7 of the NPPF.

In this context, Historic England appreciates the way that the layout has sought to minimise the impact of parking by creating a street frontage but is otherwise disappointed by the quality of the design. The scale of the building is such that it will have a great visual impact on the area. We are therefore disappointed that the layout, massing, articulation and appearance of the building have not been designed to achieve greater architectural interest and quality and we are concerned that this may set the tone for the redevelopment of the area more generally. We do not consider that the application delivers the quality of design required by Section 7 of the NPPF or the requirements of paragraphs 131 and 137 in respect of the conservation area and scheduled monument.

#### Recommendation

Historic England has concerns regarding the application on heritage grounds.

We would urge you to seek improvements to the design to achieve a higher quality to meet the requirements of the NPPF.

Your authority should take these representations into account in determining the application. If there are any material changes to the proposals, or you would like further advice, please contact us. Please advise us of the decision in due course

#### 4.2 **Historic England (August 2018)**

Our letter of 7 June 2018 raised concerns regarding the layout, massing, articulation and appearance of a building which has the potential to set the tone for the more general redevelopment of the station approach area. The amended plans indicate minor changes to materials and articulation but we remain disappointed that the opportunity the site offers to make a more positive contribution to local character and distinctiveness has not been made more of. We therefore remain concerned that the application does not fully deliver the quality of design required by Section 12 of the (new) NPPF or paragraphs 131 and 200.

Recommendation

Historic England has concerns regarding the application on heritage grounds.

#### 4.3 **Welsh Water (June 2018)**

We have reviewed the information submitted as part of this application with particular focus on drawing number HMC-ONE-XX- XX- DR-A-0002 (P01), HMC-ONE-XX- XX- DR-A-0003 (P01) the PRELIMINARY GROUND INVESTIGATION REPORT and the Flood Risk assessment report reference HER-HYD-PHI-XX-RP-D-5001 S2 PI.

It is currently unclear as to the final drainage arrangement design in order to dispose of foul and surface water from the site. We have held preliminary discussions with the applicant's consultant and it appears unlikely that surface water can re connect to the nearby Widemarsh Brook due to the presence of the new link road, however this has not been confirmed and we encourage further investigations and discussions continue to explore this option further and for a sustainable drainage option introduced.

With regards foul water we can confirm that there is adequate capacity in the public sewerage network to accommodate the foul only flow from the proposed development, however the specific connection point has not yet been agreed. Investigations are ongoing to identify a suitable connection point to avoid the need to connect to the strategically important 1200mm combined sewer.

We acknowledge that the proposed development takes into account the fact that the site is crossed by a public sewer with the approximate position being marked on the attached Statutory Public Sewer Record. We are working with the applicant to locate this asset and provide a suitable connection point.

Notwithstanding the above if you are minded to grant planning permission we request that the following Conditions and Advisory Notes are included within any subsequent consent.

#### **Conditions**

No development shall commence until a drainage scheme for the site has been submitted to and approved in writing by the Local Planning Authority. The scheme shall provide for the disposal of foul, surface and land water, and include an assessment of the potential to dispose of surface and land water by sustainable means. Thereafter the scheme shall be implemented in accordance with the approved details prior to the occupation of the development and no further foul water, surface water and land drainage shall be allowed to connect directly or indirectly with the public sewerage system.

Reason: To prevent hydraulic overloading of the public sewerage system, to protect the health and safety of existing residents and ensure no pollution of or detriment to the environment.

#### 4.4 **Welsh Water (September 2018)**

Recommends the following condition be imposed:

No development shall commence until a drainage scheme for the site has been submitted to and approved in writing by the Local Planning Authority. The scheme shall provide for the disposal of foul, surface and land water, and include an assessment of the potential to dispose of surface and land water by sustainable means. Thereafter the scheme shall be implemented in accordance with the approved details prior to the occupation of the development and no further foul water, surface water and land drainage shall be allowed to connect directly or indirectly with the public sewerage system.

Reason: To prevent hydraulic overloading of the public sewerage system, to protect the health and safety of existing residents and ensure no pollution of or detriment to the environment.

#### 4.5 **Natural England (June 2018)**

NO OBJECTION

Based on the plans submitted, Natural England considers that the proposed development will not have significant adverse impacts on designated sites and has no objection.

Natural England's advice on other natural environment issues is set out in their letter:

<https://myaccount.herefordshire.gov.uk/documents?id=7e65857d-67ee-11e8-b141-0050569f00ad>

#### 4.6 **Natural England (August 2018)**

The advice provided in our previous response applies equally to this amendment although we made no objection to the original proposal.

The proposed amendments to the original application are unlikely to have significantly different impacts on the natural environment than the original proposal. Should the proposal be amended in a way which significantly affects its impact on the natural environment then, in accordance with Section 4 of the Natural Environment and Rural Communities Act 2006, Natural England should be consulted again. Before sending us the amended consultation, please assess whether the changes proposed will materially affect any of the advice we have previously offered. If they are unlikely to do so, please do not re-consult us.

#### 4.7 **Network Rail (June 2018)**

Network Rail has no objection in principle to the above proposal but due to the proposal being next to Network Rail land and our infrastructure and to ensure that no part of the development adversely impacts the safety, operation and integrity of the operational railway we have included asset protection comments which the applicant is strongly recommended to action should the proposal be granted planning permission. The local authority should include these requirements as planning conditions if these matters have not been addressed in the supporting documentation submitted with this application.

FENCING

If not already in place, the Developer/applicant must provide at their expense a suitable trespass proof fence (of at least 1.8m in height) adjacent to Network Rail's boundary and make provision for its future maintenance and renewal without encroachment upon Network Rail land.

Network Rail's existing fencing / wall must not be removed or damaged and at no point either during construction or after works are completed on site should the foundations of the fencing or wall or any embankment therein be damaged, undermined or compromised in any way. Any vegetation on Network Rail land and within Network Rail's boundary must also not be disturbed.

## FOUNDATIONS

Network Rail offers no right of support to the development. Where foundation works penetrate Network Rail's support zone or ground displacement techniques are used the works will require specific approval and careful monitoring by Network Rail. There should be no additional loading placed on the cutting and no deep continuous excavations parallel to the boundary without prior approval.

## DRAINAGE

All surface water drainage should be directed away from Network Rail's land to the public mains system. Soakaways are not acceptable where the following apply:

- Where excavations which could undermine Network Rail's structural support zone or adversely affect the bearing capacity of the ground
- Where there is any risk of accidents or other acts leading to potential pollution of Network Rail's property/infrastructure
- Where the works could adversely affect the water table in the vicinity of Network Rail's structures or earthworks.

## GROUND DISTURBANCE

The works involve disturbing the ground on or adjacent to Network Rail's land it is likely/possible that the Network Rail and the utility companies have buried services in the area in which there is a need to excavate. Network Rail's ground disturbance regulations applies. The developer should seek specific advice from Network Rail on any significant raising or lowering of the levels of the site.

## SITE LAYOUT

It is recommended that all buildings be situated at least 2 metres from the boundary fence, to allow construction and any future maintenance work to be carried out without involving entry onto Network Rail's infrastructure. Where trees exist on Network Rail land the design of foundations close to the boundary must take into account the effects of root penetration in accordance with the Building Research Establishment's guidelines.

## EXCAVATIONS/EARTHWORKS

All excavations / earthworks carried out in the vicinity of Network Rail's property / structures must be designed and executed such that no interference with the integrity of that property / structure can occur. If temporary compounds are to be located adjacent to the operational railway, these should be included in a method statement for approval by Network Rail. Prior to commencement of works, full details of excavations and earthworks to be carried out near the railway undertaker's boundary fence should be submitted for approval of the Local Planning Authority acting in consultation with the railway undertaker and the works shall only be carried out in accordance with the approved details. Where development may affect the railway, consultation with the Asset Protection Engineer should be undertaken.

## NOISE

Network Rail would remind the council and the applicant of the potential for any noise/ vibration impacts caused by the proximity between the proposed development and the existing railway, which must be assessed in the context of the National Planning Policy Framework (NPPF) and the local planning authority should use conditions as necessary.

The current level of railway usage may be subject to change at any time without prior notification including increased frequency of trains, night time train running and heavy freight trains.

## LANDSCAPING

It is recommended no trees are planted closer than 1.5 times their mature height to the boundary fence. The developer should adhere to Network Rail's advice guide on acceptable tree/plant species. Any tree felling works where there is a risk of the trees or branches falling across the boundary fence will require railway supervision.

## PLANT, SCAFFOLDING AND CRANES

Any scaffold which is to be constructed adjacent to the railway must be erected in such a manner that, at no time will any poles or cranes over-sail or fall onto the railway. All plant and scaffolding must be positioned, that in the event of failure, it will not fall on to Network Rail land.

## SAFETY BARRIER

Where new roads, turning spaces or parking areas are to be situated adjacent to the railway; which is at or below the level of the development, suitable crash barriers or high kerbs should be provided to prevent vehicles accidentally driving or rolling onto the railway or damaging the lineside fencing.

In order to mitigate the risks detailed above, the Developer should contact the Network Rail's Asset Protection Wales Team well in advance of mobilising on site or commencing any works. The initial point of contact is [assetprotectionwales@networkrail.co.uk](mailto:assetprotectionwales@networkrail.co.uk). The department will provide all necessary Engineering support subject to a Basic Asset Protection Agreement.

## Internal Council Consultations

### 4.8 Service Manager Built and Natural Environment comments **Historic Buildings Officer** (May 2018)

#### Recommendations:

Request further information: The principle of the proposals and their massing on the site is acceptable, however it is felt that whilst the building has many positive attributes, it does not take advantage of the opportunity to enhance the setting of the Grade 2 Listed Railway Station or establish a clear sense of place for the site.

Pre-application advice has been given.

Amongst others, we would draw your attention to policies 134 (less than substantial harm to a designated heritage asset), & 64 (design) of the NPPF as well as policies SS6 (Environmental Quality and Local Distinctiveness), LD1 (Townscape) and LD4 (Historic Environment & Heritage Assets). We would draw your attention to section 66 of the Planning (Listed Building and Conservation Areas ) Act 1990 which outlines the requirement for LPA's to pay special regard to

the desirability of preserving the building or its setting. This should be taken into consideration when balancing harm with public benefit.

The principle of a development of this size on the site is not precluded in terms of heritage grounds, however it is felt that there is an opportunity to better address the space formed to the front of the station, the sequence of approach and arrival to the station and its setting and also the response of the design of the building to local distinctiveness.

We would recommend that in accordance with the Historic England Urban Panel report recommendations and the suggestion of NPPF policy 62 that the MADE design review panel is consulted over the proposals.

#### Policy background:

- NPPF 60: LPA's should seek to promote or reinforce local distinctiveness.
- NPPF 61: Planning decisions should address the... .. integration of new development into the natural, built and historic environment.
- NPPF 62: Where appropriate Major projects should be referred to a design review panel.
- NPPF 64: LPA's should refuse permission for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions.
- NPPF 131: LPA's should take account of sustaining and enhancing the significance of heritage assets and the desirability of new development making a positive contribution to local character and distinctiveness. We would draw your attention to section 66 of the Planning (Listed Building and Conservation Areas ) Act 1990 which outlines the requirement for LPA's to pay special regard to the desirability of preserving the building or its setting. This should be taken into consideration when balancing harm with public benefit.
- NPPF 137: LPA's should look for opportunities... .. within the setting of heritage assets to enhance or better reveal their significance.
- CS policy SS6 Environmental Quality and Local Distinctiveness: Development proposals should conserve and enhance townscape and local distinctiveness and the historic environment and heritage assets.
- CS policy LD1 Landscape & Townscape: Development proposals should demonstrate that the character of the... .. townscape has positively influence the design, scale, nature and site selection
- CS policy LD4 Historic Environment & Heritage Assets: Development proposals should protect, conserve and where possible enhance heritage assets and their setting and contribute to the character and local distinctiveness of the townscape.

#### Background to Recommendations

To the NE of the site lies Hereford Barrs Court Railway Station, dating from 1855 and listed at Grade 2. This forms the principal approach into Hereford by train. Reference is made within the recent Historic England Urban Panel report into the opportunity for a coherent route from the Railway Station into Hereford and the opportunities for new development to protect or enhance the setting of the building.

Historically this was an area of timber merchants and other trades adjacent to the Canal Basin

Pre-application advice has been provided ref 174600, it was outlined that a heritage and site analysis should take place prior and be used as a tool to inform the design of the building on the

site. It was suggested that further design development was required in order to better respond to the opportunities presented for enhancing the setting of the Railway Station and responding to local distinctiveness. It was suggested that a design review panel help advise on the design of the building.

### Comments

The architectural approach is one of a series of elements, with a centrally emphasised entrance lobby, with tree planting to act as solar shading and as a privacy screen. The corners are defined by brick layers with cladding panels above. It is felt that the idea of defining of the entrance is a positive aspect of the scheme.

There is greater potential for the building to respond to the Station building, in particular the space that the new building would create in front of it. This is the main point of arrival to Hereford and this experience is a key part of the setting of the listed building. The current response to the listed building is to use a similar colour brick, it is felt that whilst colour and materiality could be part of a successful design, at present the design isn't resolved enough to meet the opportunities presented by the site and the context of the listed building and the use of matching brick is not a strong enough architectural approach to context. The design approach is perhaps one which relates more to the current low density layout and out of town feel of the site rather than it being very much within the confines of the City proper. There is the option of using clues from the history of the site, or wider context of the City in the architectural idea behind the design, the layout of the site and materiality/colour. The key thing to consider is that the building should help to define the sense of place, reinforcing local distinctiveness by responding to the character of the city or creating a high quality building which defines its own sense of place.

#### 4.9 Service Manager Built and Natural Environment comments **Historic Buildings Officer** (August 2018)

It is felt that the proposals would lead to less than substantial harm (para 196) and that this harm should be weighed against the benefits of the proposals.

We note the revised proposals; however we would still maintain concern over the design of the proposals and the potential to impact the setting of the listed railway station.

It is felt that there is an opportunity for the design of the proposals to respond to local character and to improve the character and quality of the area. As such it is felt that the proposals do not meet the requirements of policy 130 of the NPPF.

The proposed building is of an appropriate scale for the location, however there is an opportunity for the use of articulation, materiality and architectural language of the building to give legibility to the site and not only respond to the character and distinctiveness of Hereford but also to create a sense of identity in the area around the station approach. The station is a key point of arrival for visitors and as such the experience of the station forecourt is a key aspect of its setting which contributes to its significance.

Within the Core Strategy there is a clear expectation that development should demonstrate that the character of the townscape has positively influenced the design of the building (LD1) and protect and where possible enhance the setting of heritage assets (LD4).

#### 4.10 Service Manager Built and Natural Environment comments: **Landscape Officer** (May 2018)

The application is for the proposed development of a new health centre with associated parking and landscaping on land fronting onto the city link road. Given that the site relates very much to the townscape of Hereford I will defer to the Heritage Buildings Officer who has written detailed

comments on the design and layout. I do however wish to raise a number of points some of which concur with representations already made and some of which I would simply raise for consideration:

- Sense of place – Given that the route of the link road is the subject of regeneration, creating a sense of place is a key consideration, the existing context is always a good starting point and the railway building appears to be a missed opportunity.
- Massing of the building – Whilst I recognise there may be cost implications which are prohibitive to this, I have concerns with regard the massive of this building; I would prefer to see blocks of varying mass, with linkages in between that provide access to open space. This could aid with legibility within the building. Externally it would reduce the sense of the overall scale of the built form and could potentially retain the importance of the railway station as a focal point.
- Connectivity – Having seen the visualisation of the proposed view from the city link road, showing the transport hub with the open space frontage it seems logical that there should be a pedestrian/cycle link that continues from public transport through the avenue of trees to the medical centre, rather than pedestrians being pushed out to the road frontage in order to gain access to the building.
- Accessing open space - In terms of the external space surrounding the building, the plans currently show it as being dominated by parking, which is a missed opportunity. Pocket spaces could be defined to provide informal seating areas for users; the health and well being benefits of external spaces being well reported.

4.11 Service Manager Built and Natural Environment comments:  
**Landscape Officer** (Sept 2018)

I have seen the amended plans of the external layout and I understand from the case officer that a meeting has taken place with the case officer and the landscape architect engaged to draw up the plans. I understand there is a requirement to provide a secure parking area for staff and this is the rationale behind the 1.8m weldmesh fence, from a landscape perspective I can only reiterate the desire for good connectivity between the transport hub and the centre. If a separate zone could be secured within the external space that would be preferable. Equally whilst I recognise the need for maximising the number of parking spaces, tree planting is desirable to create a street scene and avoid a barren expanse of tarmac.

4.12 Service Manager Built and Natural Environment comments:  
**Ecology Comments** (June 2018)

Thank you for consulting me on this application. The site has been the subject of a number of associated planning applications relating to the A49 to A465 link road and the potential impacts on the Widemarsh Brook evaluated within those applications in an HRA assessment. The construction of this facility would not present any significant effect on the R. Wye via the brook which cannot be managed through a Construction Environmental Management Plan for the proposal. This can be made a condition of the development.

The ecological appraisal and the ecology impact analysis submitted as reports in support of the application do not raise concerns over and above this; existing surface water management control has a capacity integral to the site and should present no additional issues. I would agree that the recommendations for the development present a small net gain to the site if enhancement measures are adopted mainly for nesting birds (notably swifts) and for landscaping.



To fulfil these requirements, I would advise the following non-standard conditions are applied to any approval:

Prior to commencement of development, a Construction Environmental Management Plan shall be submitted for approval in writing by the local planning authority and shall include timing of the works, details of storage of materials and measures to minimise the extent of dust, odour, noise and vibration arising from the demolition and construction process. The Plan shall be implemented as approved.

Reasons:

To ensure that all species are protected having regard to the Wildlife and Countryside Act 1981 (with amendments and as supplemented by the Countryside and Rights of Way Act 2000), the Natural Environment and Rural Communities Act 2006 and the Conservation of Habitats and Species Regulations 2010 (and 2012 amendment).

To comply Herefordshire Council's Policies LD2 Biodiversity and Geodiversity, LD3 Green Infrastructure of the Herefordshire Local Plan Core Strategy 2013 – 2031 and to meet the requirements of the National Planning Policy Framework (NPPF).

AND

The recommendations for species and habitat enhancements set out in the Preliminary Ecological Assessment report and the Ecological Impact Assessment from Countryside Consultants both dated March 2018 should be followed unless otherwise agreed in writing by the local planning authority and the scheme shall be carried out as approved. An ecological enhancement integrated with the landscape plan should be submitted to the local planning authority in writing. The plan shall be implemented as approved.

An appropriately qualified and experienced ecological clerk of works should be appointed (or consultant engaged in that capacity) to oversee the ecological mitigation work.

Reasons:

To ensure that all species are protected having regard to the Wildlife and Countryside Act 1981 (with amendments and as supplemented by the Countryside and Rights of Way Act 2000), the Natural Environment and Rural Communities Act 2006 and the Conservation of Habitats and Species Regulations 2010 (and 2012 amendment).

To comply Herefordshire Council's Policies LD2 Biodiversity and Geodiversity, LD3 Green Infrastructure of the Herefordshire Local Plan Core Strategy 2013 – 2031 and to meet the requirements of the National Planning Policy Framework (NPPF).

4.13 Service Manager Built and Natural Environment comments:  
**Ecology Comments** (August 2018)

I do not think the amendments affect my original comments and request for non-standard conditions.

4.14 Environmental Health Officer Comments:  
**(Contaminated Land and human health)**

"Hereford Care Hub, Hereford, HR1 1BB. Preliminary Ground Investigation Report." Contract 21841 and dated January 2018. Prepared by Ian Farmer Associates.

The report cited above recommends further phases of investigation. These include gas/vapour monitoring of the infilled canal basin where which forms part of the development. The results of

this will likely inform a significant part of mitigation and as such, we'd recommend they be carried out in accordance with the most appropriate Standards and Guidance.

Condition is recommended (as per recommendations below)

4.15 Environmental Health Officer Comments:  
**(Noise and nuisance)**

From a noise and nuisance perspective our department has no objections to this proposal.

4.16 **Transportation Manager (Sept 2018)**

**BACKGROUND INFORMATION**

**Pre-Application Advice:-**

Highways pre-application advice (application reference: 174600) was provided throughout February and March 2017, via a number of written responses and meetings with the Applicant's transport consultants. Pre-application advice provided by the LHA is summarised below:

- The proposed scope of the supporting Transport Assessment was generally acceptable, in terms of basis and methodology of the traffic impact assessment.
- The proposed level of car parking onsite was an issue, particularly as the level of provision proposed is less than 50% of HCC's maximum parking standards. It was requested that supportive information be provided to demonstrate the availability of spaces in publicly available car parks, within the vicinity of the site.
- Disabled car parking spaces in line with HCC parking standards, as well as a dedicated ambulance parking bay and more accessible spaces i.e. parent/child spaces should ideally be included.
- As the proposals will result in the relocation of existing surgeries, the location, coverage and travel modes of existing staff/patients should be provided.

**The Site:-**

The site covers an area of approximately 0.47 hectares and is located to the northeast of Hereford city centre within a predominantly commercial / industrial setting and forms part of the wider Edgar Street Grid (ESG) masterplan area. The application site is bound by an unnamed service road to the north, Hereford railway station to the east, the newly-constructed Hereford City Link Road (HCLR) to the south and existing brownfield land which will form part of the ESG to the west. It is noted that with the exception of the HCLR, there are no other development works evident on site.

The application site is currently served by a partially completed spur road, via a priority T-junction from the HCLR which accommodates a right-turn lane facility. The priority T-junction from the HCLR is newly-constructed and designed to standard. There are existing double yellow lines parking restrictions provided along the HCLR.

It is noted that the HCLR was specifically constructed to alleviate existing city centre congestion and open up land for the development of the ESG masterplan, although proposals for a Primary Care Hub (PCH) were not included in the original development proposals. The HCLR officially opened for use in December 2017.

**General Observations:-**

A Transport Assessment (TA) and Framework Travel Plan (FTP) have been prepared by Aecom to support the planning application. Following review of the report and supporting documents, the LHA is generally supportive of the proposals and finds the traffic impact assessment of the scheme acceptable. Further information regarding drop-off and pick-up

parking provision, vehicular access arrangements, a Full Travel Plan and a Car Park Management Plan will be required, prior to any development on site, to conform with the requirements of Herefordshire Local Plan Core Strategy Policy MT1: Traffic Management, Safety and Active Travel etc. in demonstrating safe and appropriate access and parking arrangements and promoting sustainable travel choices.

**Accessibility:-**

The site has a good level of accessibility and is within acceptable walking distance of both Hereford railway station and bus station. The HCLR also accommodates a shared footway/cycleway along the northern side of the carriageway and an existing footway along the southern side of the carriageway, which are of good standard. Footways are lit and dropped kerbs and tactile paving is available at crossing points. Based on the availability of existing infrastructure, it would be reasonable to assume that some staff could travel to the site by sustainable modes of travel.

However, there is still a concern that the majority of patients would travel to the site by car. It is noted that the proposed new health centre could provide care for patients who reside in more rural areas (as well as in Hereford city), where public transport accessibility would be less frequent. It is also noted that Herefordshire county has a higher than average retired / elderly population who may not be able to drive and would need to rely on family / friends for drop-off or pick-up.

Information on the proposed patient catchment area for the proposed new health care centre is required, along with a more detailed bus and cycle accessibility and connectivity assessment to demonstrate public transport and cycle opportunities to the site. Proposed rural catchment areas should be cross-referenced with available public transport provision. This level of detail should be provided in a Full Travel Plan, prior to any development on site to demonstrate accessibility of the site to future staff and patients. This should be conditioned.

Car parking availability, including provision of drop-off / pick-up facilities, has been discussed further below.

**Development Proposals:-**

The proposals are for a new Use Class D1 Primary Care Hub (PCH) with a 2,600sqm GFA and an ancillary Use Class A1 pharmacy with a 140sqm GFA. The PCH will effectively accommodate 48 various consulting and treatment rooms.

The proposed opening hours are stated in the TA as 08:00 – 20:00 Monday to Sunday, with an ‘Out of Office 24-hour/7-day’ service also available.

The proposed PCH will effectively result in the relocation of four existing practices in Hereford, which currently serve 35,000 patients. Figure 2.0 of the TA illustrates the proximity of the existing surgeries in relation to the site. Table 1 below summarises the approximate walking distances from existing surgeries to the proposed PCH site.

Surgery	Distance (metres)	Walking Distance (mins)
Aylestone Hill Surgery	550	7
Moorfield House Surgery	1,000	12
Sarum House Surgery	1,400	16
Greyfriars Surgery	1,500	19

As demonstrated, the relocation of existing surgeries could result in an increased journey time for staff and patients by up to 19 minutes (walking distance). The LHA has concerns that this may lead to more private car use, particularly by patients. As stated in the pre-application advice, coverage and travel modes of existing staff / patients should be provided to better understand existing modal split, distances travelled and provide justification for the proposed

level of car parking provision. This baseline information could be collated by undertaking baseline travel surveys which could also support the Full Travel Plan.

The TA also makes reference to the proposed PCH serving a population of 80,000 residents in the county. A patient catchment area plan should be provided to clarify maximum travel distances for both future staff and patients to the site and be included in a Full Travel Plan. This should be conditioned.

The TA confirms that the PCH would employ 84 staff on a daily basis, which is assumed to equate to 70 Full-Time Equivalent (FTE) staff, as indicated on the Application Form. No clarification is provided as to how many existing staff would relocate to work at the PCH and whether any new staff would be employed. A subsequent Full Travel Plan should clarify the expected number of existing and new staff and approximate shift start / end times to indicate the arrival and departure time of staff and cross-reference this with available public transport services to the site. This should be conditioned.

#### **Access Arrangements:-**

The proposed PCH will be served via the existing partially-completed spur road, from an existing priority T-junction with the HCLR. The formation of the access will require extension of the existing 'spur'. It is noted that roads will not be adopted by the LHA and therefore a Section 278 or 38 Agreement would not be required.

Access drawings HMC-ONE-XXX-ZZZ-DR-C-003(P04, 30 (P03), 50 (P04)

From the drawing the extended entrance will require a TRO to prevent parking at the entrance; this will need to be funded by the developer.

It is noted that the proposed access to the PCH will be barrier-controlled; however no details are provided as to how this will operate. The LHA has concerns that a barrier-controlled access could result in queueing and delay at the access which could back onto the HCLR, especially when considering peak usage times associated with the PCH (the trip generation assessment estimates that there could be up to four vehicular trips per minute in the busiest hour).

Further information is required on the proposed operation of the barrier-controlled access (e.g. ticketing, pay-on-exit etc.) and how movements at the access will be managed effectively, particularly for short-stay and pick-up/drop-off. This information is required prior to any approval.

Refuse vehicles would not need to enter the site to service the PCH and a proposed bin store is located to the north of the site access. A swept path assessment has been provided to demonstrate that a refuse vehicle is able to access and egress onto the HCLR in a forward gear. This is considered acceptable. A TRO to introduce double yellow lines within the vicinity of the access is required as stated above, to keep the turning area clear, discourage parking and ensure the access remains unobstructed.

A footpath is proposed to access the cycle parking and the site, this needs to be 3m wide.

#### **Parking Provision:-**

It is acknowledged that the existing Herefordshire Highway Design Guide for New Development (2006) sets out the maximum parking standards for the respective proposed uses on site. As summarised at Table 5 of the TA, based on maximum parking standards, a total 178 spaces may be provided on site.

The proposals accommodate a total 83 standard car parking spaces and nine disabled car parking spaces. One dedicated ambulance parking bay is also provided on site. Parking provision was noted as a contentious issue during the pre-application stages and it is

understood that supporting information on car parking availability within surrounding public car parks was requested to justify the level of parking proposed on site.

Figure 5 of the TA illustrates nearby city centre car parks within walking distance of the site. Whilst the location of nearby car parks is accepted, it is noted that no information is provided on existing car parking availability. HCC Parking Services may be able to provide this information. A detailed analysis of existing car parking availability at peak usage times should be provided in any subsequent Car Park Management Strategy. This should be conditioned.

The Car Park Management Strategy should be based on best practice as set out in the Department for Health’s “Heath Technical Memorandum 07-03 NHS Car Parking Management: Environment and Sustainability” and tie-in with the Full Travel Plan. The submitted Full Travel Plan should provide details on the types of site-specific measures which will be implemented to manage car parking, particularly as the total number of standard car parking spaces is effectively equivalent to the expected daily number of employees. This should be conditioned.

Paragraph 4.31 of the TA also refers to the provision of staff and patient cycle parking spaces. A total eight Sheffield-type stands, able to accommodate up to 16 bicycles, are provided at the front of the building, presumably for patient-use. A total six Sheffield-type stands, able to accommodate up to 12 bicycles, are provided to the rear of the building for staff. It is also noted that these cycle parking spaces aren’t overlooked. All cycle parking spaces should be covered and secured. This should be conditioned.

The subsequent Full Travel Plan should also include details on additional cycle facilities proposed for staff to encourage sustainable travel to the site including showers, changing facilities and lockers. This should be conditioned.

**Traffic Generation:-**

Vehicular trip rates have been calculated using the TRICS database for the proposed 2,600sqm GFA PCH. The trip generation predicts that the proposed PCH will be busiest outside of standard network peak periods, from 09:00 to 10:00 in the AM peak period and 15:00 to 16:00 in the PM peak period. The resultant trip rates during standard network peak periods and peak usage at the PCH have been summarised at Table 2.

Time Period	Trip Rate (100sqm GFA)			Trips (2,600sqm GFA)		
	Arrivals	Departures	Total	Arrivals	Departures	Total
<b>08:00 to 09:00</b>	<b>3.69</b>	<b>1.298</b>	<b>4.988</b>	<b>96</b>	<b>34</b>	<b>130</b>
09:00 to 10:00	4.578	3.758	8.336	119	98	217
15:00 to 16:00	3.861	3.895	7.756	100	101	201
<b>17:00 to 18:00</b>	<b>1.845</b>	<b>2.904</b>	<b>4.749</b>	<b>48</b>	<b>76</b>	<b>124</b>

During standard network peak periods, the proposed PCH could be associated with up to 130 total two-way trips during the busiest AM peak period from 08:00 to 09:00. This roughly equates to two vehicles every minute during the busiest standard network peak period.

During the busiest peak periods associated with the proposed PCH over the course of a day, up to 217 total two-way trips could be generated by the PCH from 09:00 to 10:00. This roughly equates to a maximum four vehicles every minute, during the busiest morning period.

It is noted that the TRICS assessment provides an indication of vehicular trips only and no multi-modal trip assessment has been provided.

The resultant vehicular trip rates have been compared to the previously proposed uses on site, as part of the ESG masterplan (a divisional Police HQ and DIY store). Trip rates for the Police HQ and DIY store have been extracted from the TA submitted to support the HCLR. Estimated trip generation for the two previously proposed uses is summarised at Table 13, however it is

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Further information on the subject of this report is available from Ms Kelly Gibbons on 01432 261781

not clear what assumptions have been made in regard to GFA to calculate these. This should be clarified prior to any approval.

It is noted that a TRICS assessment has not been provided for the proposed pharmacy. As the pharmacy will be provided as an ancillary facility in conjunction with the PCH, this is considered acceptable.

Traffic has been distributed onto the network using a 50-50, 60-40, 70-30 split of east and westbound development traffic on the HCLR. Background traffic for a future year 2026 has been extracted from a previous TA which supported the HCLR proposals. The above approach is considered acceptable, as confirmed at pre-application stages.

#### **Capacity Assessments:-**

The TA has assessed the existing priority T-junction which will serve the site access, from the HCLR. The assessment models three scenarios based on a 50-50, 60-40, and 70-30 split of east and westbound development traffic on the HCLR. Background traffic for a future year 2026 has been extracted from a previous TA which supported the HCLR proposals. The above approach is considered acceptable, as confirmed as pre-application stages.

It is accepted that as the HCLR only opened in December 2017, existing vehicular flows and classifications could not be obtained. Therefore, the HGV percentages have been set at a default rate of 10 percent. The approach provides a robust assessment and is considered acceptable, as confirmed as pre-application stages.

The Junctions8 output reports confirm that based on a worst-case 50-50 directional split, the priority T-junction would continue to operate within theoretical capacity with a maximum RFC of 0.32 in the PM peak period and no queueing.

#### **Framework Travel Plan:-**

A skeletal Framework Travel Plan has been prepared in conjunction with the Transport Assessment. As the proposal would result in the relocation of existing sites, not all end users are unknown and an Interim Travel Plan would have been more suitable.

Whilst the Travel Plan makes reference to SMART targets, it is also noted that no real modal shift targets have been provided within the Travel Plan. As stated in the pre-application advice, baseline travel surveys should be undertaken to ascertain the existing modal split of staff / patients at existing surgeries. This would allow for a more site-specific Travel Plan to be prepared which would be tailored to the development and inform any modal shift targets. This level of detail should be provided in any subsequent Full Travel Plan. This should be conditioned.

For completeness, the anticipated modal split of staff (full-time / part-time) should also be provided as well as details on anticipated shift start and end times. This should be conditioned.

The indicative measures outlined within the Travel Plan are broadly acceptable; however the LHA reiterates its concerns regarding potential increases in private car use, as a result of the relocation of existing surgeries. More substantial measures should be implemented on site which would be better suited to a central facility. Considering the site's location and proximity to existing public transport facilities and the future Transport Hub, the development should consider provision of a Real-Time Information display to maximise opportunities for sustainable travel by public transport. This should be conditioned.

Showers, changing facilities and lockers should also be provided for staff, to encourage cycle trips to work, and this should be included in any revised Travel Plan. This should be conditioned.

### **Construction Traffic Management Plan:-**

It is noted that a Construction Traffic Management Plan has not been provided to support the application. If minded for approval, a CTMP would need to be prepared and approved by Highways prior to the commencement of development on site and should be conditioned if minded for approval.

This should include but not be limited to:

- demolition / construction programme;
- risk assessment;
- volume, type and nature of vehicles accessing the site;
- impact of demolition / construction traffic on the surrounding local highway network for network peak hours;
- provision for construction staff car parking;

### **COMMENTS:-**

Proposal is unacceptable and the following additional information / clarifications are required prior to Approval:

- i. Details on how patient drop-off / pick-up arrangements will be accommodated within the site and how this will be managed to ensure the access remains unobstructed;
- ii. Details on the proposed operation of the barrier-controlled site access (e.g. ticket operation, pay-on-exit etc.);
- iii. Clarification on the Police HQ / DIY store trip comparison exercise and assumptions; and
- iv. Introduction of a TRO (double yellow lines) to discourage any drop-off parking within the vicinity of the access.

Subject to points i) to iv) as above being satisfactorily met, the following conditions should be provided: (see recommendations below)

## **4.17 Land Drainage**

### **Surface Water Drainage (Sept 2018)**

The proposals are to dispose of the surface water runoff into the existing Welsh Water combined system. Welsh Water have stated the following (4th June 2018): *'it appears unlikely that surface water can reconnect to the nearby Widemarsh Brook due to the presence of the new link road, however this has not been confirmed and we encourage further investigations and discussions continue to explore this option further and for a sustainable drainage option introduced'*.

We can confirm that the above options are not viable. Further discussions should be held with Welsh Water to establish the discharge rate into the combined sewer.

The Applicant has provided MicroDrainage calculations to demonstrate that the Brownfield runoff rate is 55.6l/s. The proposed flow will be controlled to 20l/s – this should be confirmed by Welsh Water.

An attenuation tank of 14.4m x 12.5m x 0.5m attenuation tank will be provided before the flow control and connection at a new demarcation manhole in the lower northeast of the site at the end of an existing 1200mm diameter combined transfer sewer in the network rail land north of the site. It is assumed that it will be acceptable to discharge run-off from the spine road to the link road highways drainage at an un-attenuated rate.

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Further information on the subject of this report is available from Ms Kelly Gibbons on 01432 261781

The attenuation tank may need to be redesigned in line with the discharge rate agreed with Welsh Water. This should be confirmed and amended as necessary.

Appendix D mentions the following which does not seem to have been provided:

- 20180306 P0532 MicroDrainage Greenfield Runoff
- 20180625 P0518 100 year + 40% cc, 20l/s storage

### **Foul Water Drainage**

Welsh Water have stated that there is adequate capacity in the public sewerage network to accommodate the foul only flow.

### **Overall Comment**

In principle we do not object to the proposals. The Applicant must have further discussions with Welsh Water to establish an acceptable surface water runoff rate. It may be necessary to re-design the attenuation tank. The above mentioned information (MicroDrainage submissions) should be provided.

**Additional information answering the queries raised above was sent to Land Drainage who then responded as follows:**

Thank you for passing on the information in the previous email.

I have reviewed all the updated information and comments from Welsh Water. We can now confirm that the proposals are acceptable.

## **5. Representations**

### **5.1 Hereford City Council (June 2018)**

In principle, Councillors from Hereford City Council Planning Committee approve of Planning Application 181583, however, Councillors felt that more information on parking is needed to make a full assessment of the proposed works. Councillors would also like to know details regarding public transport links, and whether the proposed new building will be served by buses and taxis.

### **5.2 Hereford City Council (August 2018)**

No objection from Hereford City Council Planning Committee

### **5.3 Hereford Civic Society (May 2018)**

Referring to the pre-app comments –  
10.0 Appendix A - Pre Application Comments & Response there doesn't appear to be anything from you - just conservation?

At HCS we are intrigued by the frontage onto the Link Road, which is supposed to be a distributor Road rather than an active walking street is it not? Downgraded Newmarket Street - when is that due to happen?- was supposed to be a boulevard with shops spilling out from the Old Market - appreciate that hasn't happened but we are confused as to the status and style of the Link Road and what you are hoping to achieve.



Secondly we keep hearing about revision to parking in Hereford and clearly it would be daft to have loads of parking at the GP facility if there is to be a public multi-storey carpark nearby? Certainly it would be unwise to let this application proceed before HC has decided on its City wide parking policy.

#### 5.4 Hereford Civic Society (June 2018)

Further to my previous objection I would like to add on behalf of the HCS further concern about the car parking and the extent of the land covering the application.

##### HCS Statement on Proposed GP Centre

This planning application includes a car park for more than one hundred cars. Even with usual "out of hours" working it is likely that the parking will not be fully utilized during the evenings. This appears to fly in the face of the often talked about intention to have a series of major car parks on the periphery of the City and to move to close the many small carparks which encourage City centre car travel. Until we have the Hereford Area Plan (HAP) in place and some definite policies we will see more surface car parking ruining the ESG area and the Council sites currently for sale. This policy was first agreed in October 2008 – Hereford City Centre Regeneration Strategy – A 10 year ambition. Aim 2ii – "Parking in the City will be focused on key sites, that are well signed....."

Hereford Civic Society would like to see a halt to the granting of consent for further private car parking on the basis that the HAP has developing plans, well advanced, that will prevent the creation of private carparks in the future. As a developing policy this would be sufficient to reject objections from developers.

#### 5.5 Rail and Bus for Herefordshire

We are familiar with Herefordshire Council's Local Transport Plan which commits the Council to deliver a Transport Hub adjacent to Hereford railway station. For a number of very good reasons the LTP also commits the Council to promote the use of public transport over private car within Hereford City.

We therefore object to the detail of the above application for a Health Centre on Station Approach because no effort has been made to integrate it with the proposed Transport Hub. A new core facility such as this should be designed to maximise its accessibility to those using public and active transport modes.

To this end we would urge that the following modifications be made to the application:

- Move the building South Eastwards within the site, so that it may more readily be integrated with the Hub
- Move room GF14 'retail facility' from the NW to the SE end of the building
- Provide a refreshment facility (similar to that at County Hospital) including displays giving real time information on buses and trains

Provide adequate toilet facilities (accessed from within the retail/refreshment facility) available to users of the Hub

We note that as shown the retail facility has no internal connection with the rest of the building, so no security issues would be raised by its joint use. The timber hit-and-miss enclosure would need to be relocated, perhaps to the North side.

There is surely an opportunity here to improve the lot of all Health Centre and Transport Hub users. We would entreat those charged with delivering these two projects to cooperate to deliver the full potential of their integration

5.6 3 Letters of objection have also been received from:

- Mr Hayes - <https://myaccount.herefordshire.gov.uk/documents?id=819b6dd2-6fc5-11e8-b537-0050569f00ae>
- Mr Jones - <https://myaccount.herefordshire.gov.uk/documents?id=362ceed5-6e3e-11e8-b537-0050569f00ae>
- Mr Milln - <https://myaccount.herefordshire.gov.uk/documents?id=39598fff-63fc-11e8-b537-0050569f00ae>

These letters can be summarised as follows:

5.7 *Design and Appearance*

- Bland Design that does not enhance the appearance of the townscape
- Roofline not consistent (flat)
- Suggested curved rooflines
- Note pre-app advice from officers
- The idea of a combined health centre or 'super-surgery' is a good one but it must be in the right place and of first class design. The GP's Commissioning Group is encouraged in the endeavour, but sadly this design and this site is not supported.
- Inappropriate cladding materials. For no discernible reason, the vertical faces of the linked twin structures are shown as being clad in pink, blue and grey brickwork. A single brick colour (similar to the bricks used on the retaining walls of the nearby sorting office and the supermarket) would have been far more appropriate. If the designers of the proposed building had visited the selected site, they could hardly have failed to observe the Victorian architect's thoughtful detailing on the station's principle facade of local red brick (complemented by the sandstone dressings of the 'gothic' windows). I am not suggesting that the proposed Super Surgery should be a pastiche of its 19<sup>th</sup> century neighbour; but the design should show slightly more respect!

*Heritage and Townscape*

- Detrimental to the view of the Grade 2 listed Victorian railway station
- Does not enhance the townscape and its appearance – contrary to policies LD1 and LD4 / Not demonstrated that townscape has positively influence the design, scale, nature and site selection.
- No reference to the urban panel review findings about public realm and arrival at the station
- The design offered is unsatisfactory architecturally. It fails to recognise anything of its context in terms of its design, distinctiveness, scale or materials as expected by relevant National Planning Policy Framework (NPPF) policies 60 and 61. It would not seem to have had the benefit of independent scrutiny and advice from the MADE (W Mids) Design Review Panel (NPPF 62). It is a 'slabby' any town offering of cladding panels, glass sheet and curtain wall brickwork, an unhappy reminder of the products of 20th century PFI procurement culture, contemptuous of the excellent listed railway station next door.
- The 'heritage statement' from Headland Archaeology fails to observe the site of the canal basin merchant's yard, though this was already well known
- Architectural Heritage Overall; the siting of this Super Surgery shows scant respect for the city's 165-year old railway station. After Hereford Cathedral, this is probably the city's most prized listed building. It is one of the 100 stations selected by the distinguished architectural writer Simon Jenkins for inclusion in his recent survey Britain's Best Railway Stations.

## *Travel/Location*

- The proposal lacks a travel plan capable of delivering truly sustainable options for means of access in line with national policy for major new developments.
- Access is assumed to be chiefly by private motor car.
- Opportunities for encouraging access for pedestrians and cyclists have not been adequately demonstrated;
- Some of the claims made are spurious or even inaccurate. For example the FTP claims at 4.8 that 'much of Hereford City Centre is accessible within a 10 minute walk of the site', but its own isochrone map (fig 1) shows that none of it is, with much of it being within the 20-30 minute zone.
- Framework travel Plan claims in section 4.14 a 'high standard for cycling facilities associated with the Hereford City Link Road (HCLR), segregated from general traffic'. In fact there is no segregation for cyclists on the S side (W bound) of the HCLR and for the E bound cyclists share the pavement and even this is interrupted at numerous points by side roads.
- A small cycle shelter shown on the plans, yet these are marooned by swathes of car parking and isolated by the HCLR on one side and railway infrastructure on the other. The HCLR provides an intimidating environment for cyclists and pedestrians, given the lack of designated cycle lanes and safe crossings.
- Unfortunately the proposed scheme is let down not only for being a poor design but by being proposed for the wrong site. A far better site would be that currently occupied by the County coach and bus station on Union Walk. The error over the choice of site is not the applicant's but Herefordshire Council's for its failure to work to a strategic Masterplan which demonstrates an intelligent integrated approach for future development of the City as urged by Historic England. [esigncouncil.org.uk/sites/default/files/asset/document/futurehealth-full\\_1.pdf](https://esigncouncil.org.uk/sites/default/files/asset/document/futurehealth-full_1.pdf)
- Land sale already agreed so public consultation was window dressing
- There are numerous brownfield sites lining the Link Road which are equally well suited for the location of this new medical care building. But there is no other location close to Hereford Station where a Transport Hub could be sited.

5.8 The consultation responses can be viewed on the Council's website by using the following link:-

[https://www.herefordshire.gov.uk/info/200142/planning\\_services/planning\\_application\\_search/details?id=181583&search=181583](https://www.herefordshire.gov.uk/info/200142/planning_services/planning_application_search/details?id=181583&search=181583)

Internet access is available at the Council's Customer Service Centres:-

<https://www.herefordshire.gov.uk/government-citizens-and-rights/customer-services-enquiries/contact-details?q=customer&type=suggestedpage>

## **6. Officer's Appraisal**

### *Policy context and Principle of Development*

6.1 S38 (6) of the Planning and Compulsory Purchase Act 2004 states as follows:

*"If regard is to be had to the development plan for the purpose of any determination to be made under the Planning Acts the determination must be made in accordance with the plan unless material considerations indicate otherwise."*

6.2 In this instance the Development Plan for the area is the Herefordshire Local Plan - Core Strategy (CS). A range of CS policies are relevant and will be explored below. The strategic Policy SS1 sets out a presumption in favour of sustainable development, reflective of the positive presumption enshrined in the NPPF. SS1 confirms that proposals that accord with the policies of the CS will be approved, unless material considerations indicate otherwise.

- 6.3 A medical hub would be considered a community facility and as such policy SC1 of the Herefordshire Local Plan – Core Strategy is also relevant. This policy is supportive of proposals that enhance provision of such community facilities in locations that “*are in or close to settlement and safely accessible by foot, by cycle and public transport.*”
- 6.4 There has been a period of community engagement, documented within the statement of community involvement. Feedback has been generally positive and can be seen at: <https://myaccount.herefordshire.gov.uk/documents?id=47f112c7-5831-11e8-a658-0050569f00ad>
- 6.5 There are clear benefits to a modern, purpose built facility for both patients and staff that will support the current and future needs and community health and well being. This is a key element of the social objectives of the NPPF (2018) in achieving sustainable development.

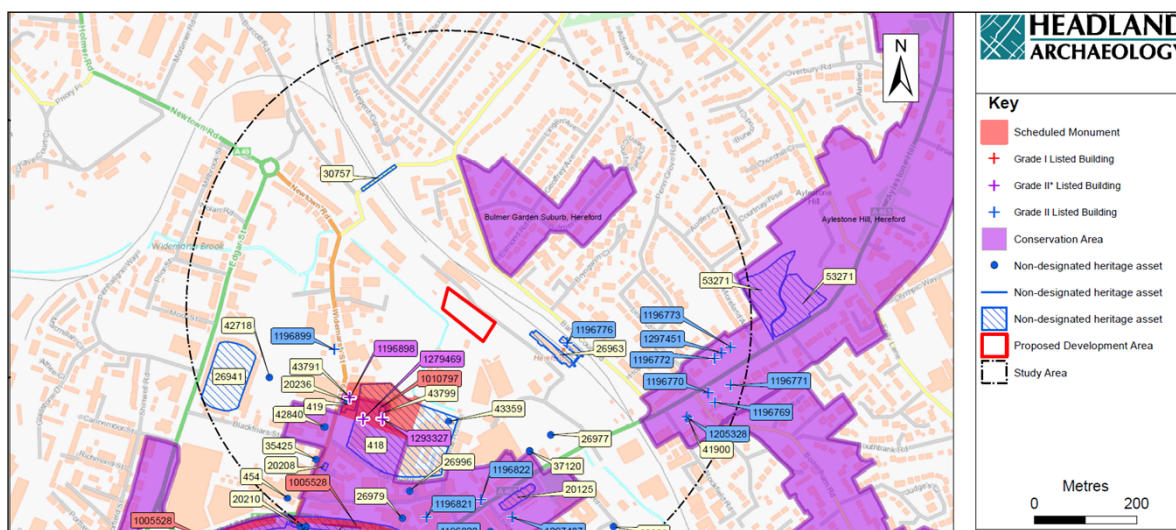
### ***Accessibility***

- 6.6 As detailed above, Core Strategy policies SS4 and MT1 encourage active travel behaviour to reduce the number of short distance car journeys and access to services by means other than private motorised transport. All development should be laid out to achieve safe entrance and exit, with appropriate operational space.
- 6.7 This sites location is located adjacent to the city centre, and does offer the opportunity for good accessibility. The application submission has explored the sites location detailing the pedestrian routes and connectivity of the site to the public transport hubs within the city. It is considered that the pedestrian facilities in the vicinity of the site, connecting the site to Hereford City Centre, are of a high quality and provide safe and direct connections to local public transport links, facilities and services in the area.
- 6.8 However, there is recognition within the documentation that many visitors will make visits to the medical hub by car (as many attending existing surgeries already do). As such, the plans have included parking provision for patients, including drop off and pick up area.
- 6.9 The Transportation Manager has raised some additional ‘operational’ queries in respect of the management of the car park, which relate expressly to concern about the potential for traffic queuing / waiting or stopping on the city link road due to delays entering the site, or from those setting down or collecting not wishing to enter the car park itself. The applicant is currently seeking to address these operational points, which revolve around the deployment of a barrier to car park entry. Officers consider that these matters can be resolved through conditions.
- 6.10 The scheme responds to CS Policy MT1 by also taking the opportunity to improve the connectivity between the station (Future transport hub) and Station Approach (City Link Road) by providing a pedestrian link to the east parallel to the eastern boundary of the Medical Hub, benefitting not only users of the Medical Hub, but the wider public. It is acknowledged, as per the responses summarised above, that there would be potential advantage in the respective medical and transport hubs being planned and delivered jointly and simultaneously, but that has not been possible. Officers nonetheless consider it would be unreasonable to delay delivery of the medical hub pending an outcome of the various design stages associated with the transport hub.
- 6.11 Subject to compliance with conditions suggested below, the scheme complies with CS Policy MT1.

### ***Heritage and design***

- 6.12 The application is supported with a Heritage Statement that identifies the designated and non designated heritage assets within a wider study area. This study can be read online at: <https://myaccount.herefordshire.gov.uk/documents?id=7cc66833-582b-11e8-a658-0050569f00ad>.

- 6.13 As can be seen on the extract plan below, the application site does not lie within a Conservation Area. There is however a number of Listed Buildings within the vicinity including the Grade II listed railway station to the north east of the application site. The closest Scheduled Ancient Monument to the proposed development is Blackfriars Friary to the south west and this is referred to in the advice from Historic England.



- 6.14 As can be seen in the consultation response above, Historic England describes the former character of the area and how it has evolved; stating *“there are opportunities for enhancement of significance and where new development has the potential to make more a positive contribution to local character and distinctiveness and to improve the quality of the area and the way it functions.”*

- 6.15 Historic England comments focus on the design and quality of the building, concluding that they *“raised concerns regarding the layout, massing, articulation and appearance of a building which has the potential to set the tone for the more general redevelopment of the station approach area. The amended plans indicate minor changes to materials and articulation but we remain disappointed that the opportunity the site offers to make a more positive contribution to local character and distinctiveness has not been made more of. We therefore remain concerned that the application does not fully deliver the quality of design required by Section 12 of the (new) NPPF or paragraphs 131 and 200.”*

- 6.16 NPPF (2018) Paragraph 131 states:

*In determining applications, great weight should be given to outstanding or innovative designs which promote high levels of sustainability, or help raise the standard of design more generally in an area, so long as they fit in with the overall form and layout of their surroundings.*

NPPF (2018) Paragraph 200 states:

*Local planning authorities should look for opportunities for new development within Conservation Areas and World Heritage Sites, and within the setting of heritage assets, to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably.*

- 6.17 The Council’s Principal Building Conservation Officer shares the view of Historic England in identifying that there is an opportunity for the design of the proposals to respond to local character and improve the character and quality of the area. Concern is also raised that the proposals have the potential to impact upon the setting of the listed railway station.

6.18 The officer advises that the proposed building is of an appropriate scale for the location, however there is an opportunity for the use of articulation, materiality and architectural language of the building to give legibility to the site and not only respond to the character and distinctiveness of Hereford but also to create a sense of identity in the area around the station approach.

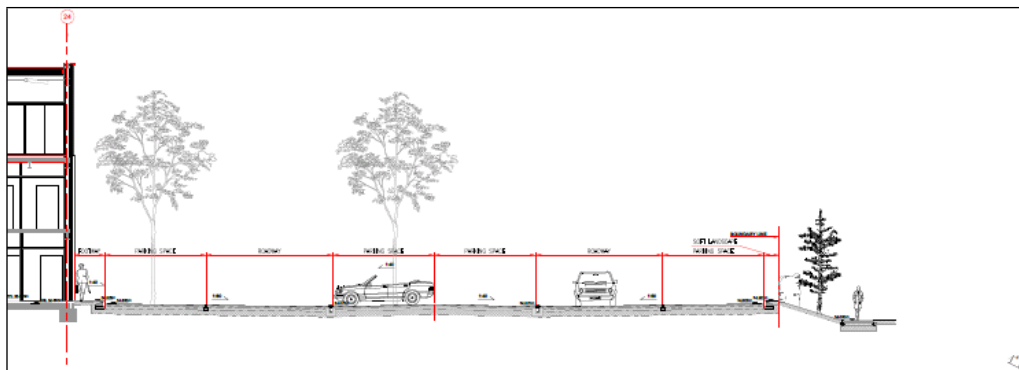
6.19 The station is acknowledged as a key point of arrival for visitors and as such the experience of the station forecourt is a key aspect of its setting which contributes to its significance. This matter is explored in the urban panel review, a document referred to in third party representations received. This document provides some advice to Herefordshire Council addressing in particular how the 'sense of arrival' at Hereford Station might be improved, including;

- As part of the investment in the public realm, priority should be given to the creation of a high-quality public space in front of the station.
- Following the principles adopted between Old Market and Widemarsh Street, consideration should be given to how a more pleasant pedestrian route might be developed from the station to the City Centre.
- The legibility of the City Centre for those arriving at the Station needs to be improved

6.20 This can be viewed online at:

<https://content.historicengland.org.uk/content/docs/committees-panels/urban-panel-review-paper-hereford-oct17.pdf>

6.21 However, although within the vicinity of the station and Transport Hub, this application does not present the opportunity to address this public realm issue or the provision of the Transport Hub and must be considered on its own merits. However, the application submission clearly documents that consideration has been given to the relationship between the development site and the as yet, undesigned transport hub, providing connectivity and an attractive but functional boundary that addresses the difference in levels between the sites as can be seen on the section below.



6.22 The design approach has been documented by the applicants in their response to the various comments made by Historic England, Council officers and others as follows:

- Sympathetic to the Grade II listed building through its red brick materiality and orientation of the west wing to create a setting for the Proposed Transport Hub
- Foot print and orientation of wings takes inspiration from the historical canal basin.
- Materiality inspired by historical timber yards near the site and the colour palette of the modern developments of Hereford.
- A sustainable architecture that has been designed using a fabric first approach, achieving privacy, acoustics, reduced solar gains, shading etc through the design rather than add on technologies, while achieving the requirements of all regulatory bodies.

- A feature entrance on City Link Road - to create an active frontage and positive street front.
- A feature corner to the west corner creating distributing pedestrian activity and creating an attractive corner for those moving eastwards.
- A tree lined façade which provides the required shading without the need of add on solar shading.
- A tree lined façade which introduces soft landscaping on a hard-engineered City Link Road.
- Opportunity to link through to the proposed Transport Hub by continuing the soft landscaping and incorporation of the pedestrian path

6.23 The application also includes a photomontage of the current street scene, with post office building and station in view (to left and right respectively). This is inserted below, and it provides an indication from a distance of the scale of the building and its relationship with the listed railway station and its frontage and how it will address the street.



- 6.24 Polies LD1 and SD1 of the Core Strategy are also policies that require demonstration that character of the landscape and townscape has positively influenced the design of the proposal, with incorporation of new landscape schemes to ensure development integrates appropriately into its surroundings and maintain local distinctiveness.
- 6.25 In response to the various comments in respect of design (from both respondents to the consultation exercise and the scheme designers), officers consider that development of this site is particularly difficult given that it is a newly formed road corridor, with limited building references other than the train station, post office building to take design cues from.
- 6.26 Perhaps inevitably in this context, the building has therefore been designed having regard to its specific end use as a health centre that will meet an identified need in the city. Its conception and design has sought to make efficient use of land and make a positive contribution to architectural diversity on a constrained site. The proposal has also used physical sustainability measures that include, in particular, the orientation of the building, the provision of water conservation measures, storage for bicycles, and enabling renewable energy and energy conservation infrastructure. In striving for BREEAM excellence, a 'fabric first' approach has been taken to design. These, in combination would suggest compliance with policy SD1 of the Core Strategy and with the aims of the National Planning Policy Framework (2018)
- 6.27 The application is also accompanied by detailed proposals for the landscaping of the site. Overall, officers consider that the landscaping scheme is well conceived given site constraints, crime prevention requirements and the difficulties of adjacent railway land and that it is complementary to the setting of the building and so accords with CS Policies LD1, LD2 and LD3

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Further information on the subject of this report is available from Ms Kelly Gibbons on 01432 261781

### ***The approach to decision making – Heritage***

- 6.28 Under Section 66 (1) of the Planning (Listed Buildings and Conservation Areas) Act 1990, the local planning authority is required, when considering development which affects a listed building or its setting:
- “to have special regard for the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.”*
- 6.29 It follows that the duties in section 66 do not allow a local planning authority to treat the desirability of preserving the setting of listed buildings merely as material considerations to which it can simply attach such weight as it sees fit. When an authority finds that a proposed development would harm the setting of a listed building, it must give that harm “considerable importance and weight”.
- 6.30 Importantly, this does not mean that an authority’s assessment of likely harm of proposed development to the setting of a listed building or to a conservation area is other than a matter for its own planning judgement. Nor does it mean that an the authority should give equal weight to harm that it considers would be limited or “less than substantial” and to harm that it considers would be “substantial”.
- 6.31 Paragraphs 193 - 196 of the NPPF (2018) deal with the approach to decision-making according to the significance of the heritage asset and the degree of harm arising as a consequence of development. Paragraph 193 confirms that great weight should be given to the conservation of designated heritage assets. Paragraph 195 is a restrictive policy and directs refusal where a proposed development will lead to substantial harm to or total loss of significance of a designated heritage asset. This is unless such harm or loss is necessary to achieve substantial public benefits that outweigh the harm or loss or where all 4 stated exceptions criteria apply.
- 6.32 Paragraph 196 explains the approach to decision-making where less than substantial harm to the significance of a designated heritage asset would arise. It states that such harm should be weighed against the public benefits of the proposal, including securing its optimum viable use. 196 is thus also a restrictive policy.
- 6.33 Accordingly it is necessary for the decision-maker to judge, on the evidence before them and having particular regard to expert heritage advice, whether the proposal in this case represents substantial harm to or total loss of significance of the Grade II Train Station (in which case paragraph 195 directs refusal unless the scheme achieves substantial public benefits that outweigh the harm) or whether the harm falls within the purview of paragraph 196; in which case it is necessary to weigh the less than substantial harm against the public benefits in an unweighted planning balance. Even if harm is less than substantial, it is absolutely clear that such harm weighs heavily in the planning balance – the fact that it is not necessary to demonstrate that harm significantly and demonstrably outweighs the benefits gives weight to paragraph 196 as a restrictive policy.
- 6.34 As detailed above, the Statutory bodies do not expressly conclude that the proposed works would lead to less than substantial harm, but it could be concluded from their comments (that raise concern about design approach rather than objection) that they are taking the same approach as the Council’s advisor and are concluding less than substantial harm and that paragraph 196 would apply. As such the public benefits arising from the scheme must be weighed accordingly, with that weight a matter for the decision-maker.



- 6.35 While Policy LD4 of the Core Strategy does require heritage assets to be protected, conserved and enhanced, and requires the scope of the work to ensure this to be proportionate to their significance, it does not include a mechanism for assessing how harm should be factored into the planning balance. As a result, and in order to properly consider the effects of development on heritage assets, recourse should be had to the NPPF in the first instance. Officers return to this matter later in the report.

#### *Ecological Impacts*

- 6.36 The application is accompanied by an ecological appraisal and the Council's Ecologist does not raise concerns over and above this. They are also satisfied that the drainage strategy for surface water management control can be successfully managed and should present no additional biodiversity issues. It is agreed that the recommendations for the development present a small net gain to the site if enhancement measures are adopted mainly for nesting birds (notably swifts) and for landscaping and this can be secured via an appropriately worded ecological mitigation and enhancement planning condition. With this condition in place, officers are content that the scheme fulfils the requirements of LD2.

#### *Drainage and Flood Risk*

- 6.37 Policies SD3 and SD4 of the Core Strategy seek to ensure that matters of flood risk and drainage are considered.
- 6.38 The site was initially identified as lying partially within Flood Zone 2 and 3. A Flood Risk Assessment was undertaken and the findings of this have been agreed by the Council's Land Drainage consultant.
- 6.39 The National Planning Policy Framework (NPPF) Sequential Test requires that a sequential approach is followed to steer new development to areas with the lowest probability of flooding (i.e. Flood Zone 1, then 2, then 3).
- 6.40 An assessment has been made of the proposed development's flood risk vulnerability and suitability of each within the Flood Zone in which it is proposed. The proposed Primary Care Hub is considered to fall under the same classification as a hospital and is a 'more vulnerable' development with respect to flood risk. More vulnerable development is considered acceptable within Flood Zone 1 (Low Risk) and Flood Zone 2 (Medium Risk). Given the buildings are proposed within the sections of the site concluded to be at low risk (Zone 1) the proposed layout is considered to be in line with and meet the principles of the sequential test.
- 6.41 The NPPF Exception Test requires that a proposed development provides wider sustainability benefits to the community that outweigh flood risk, and that it will be safe for its lifetime, without increasing flood risk elsewhere and where possible reduce flood risk overall. Officers would conclude that the wider benefits are clear in this instance. In addition, the report considers flood resistance and resilience in its design and these are considered to be appropriate.
- 6.42 Matters of surface water drainage have broadly been agreed with Welsh Water agreeing, in principle, to surface water discharging to the existing combined sewer at attenuated rate. However, they have suggested a condition be imposed that will ensure that the drainage strategy is agreed, in detail in advance.
- 6.43 A condition and informative notes are recommended but I would conclude that the management of surface and land drainage can be satisfactorily accommodated and as such the requirements of policy SD3 can be met.

6.44 Policy SD3 also deals with water consumption and a planning condition is thus recommended to address this requirement.

## **7. The Planning Balance**

- 7.1 The scheme is for the provision of a purpose built, modern, health centre with small associated retail use that is a the redevelopment of brownfield land on the edge of the city centre in a location that is accessible by and capable of facilitating a genuine choice of modes of travel including walking, cycling and public transport. The proposal would comply with the requirements of SC1 and SS4 of the Herefordshire Local Plan – Core Strategy.
- 7.2 Sustainable development is sought across three objectives; environmental, economic and social. In this case, the economic benefits of the scheme are those arising from the construction phase and the underpinning of construction and related jobs.
- 7.3 In social terms the scheme would deliver a purpose built, accessible service that will reflect current and future needs in supporting the communities' health and well being.
- 7.4 The main points of contention in this case relate to the environmental role. In this respect the site's proximity to the Grade II listed Hereford Train Station and the statutory duty "*to have special regard for the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses*" are noted and taken account of in the planning balance.
- 7.5 Historic England identify concerns in respect of the design of the building and site and how in their opinion the opportunity the site offers to make a more positive contribution to local character and distinctiveness is not taken. This is a view that the Council's own advisors agree with, along with concern about the potential for impact upon the setting of the Grade II listed train station. Nonetheless, it is agreed that less than substantial harm to the significance of the asset will accrue and that the correct approach to decision-making is to weigh this harm against the public benefits arising from the scheme in an unweighted balancing exercise. It is not necessary for the harm to significance to demonstrably and significantly outweigh benefits for refusal to ensue.
- 7.6 Taking all of the above into account, officers consider that the public benefits arising from the scheme outweigh the less than substantial harm to the significance of the setting of the Grade II listed Building. This conclusion is based on the following rationale:-
- The proposal will provide a modern and efficient building that has been architecturally designed (striving for BREEAM excellence) on a sustainably located brownfield site, in an accessible location and provide vital health facilities that will meet the current and future needs of the community.
  - There is no harm arising in relation to other technical matters as discussed above, and although the design-related comments from Historic England and the Principal Building Conservation Officer's comments are noted, officers do not consider that the design is so objectionable such that the planning balance should tip in favour of refusal.
- 7.7 Accordingly, officers are content to recommend the scheme for approval on the basis that the application of the unweighted planning balance indicates that the public benefits arising from the scheme outweigh the less than substantial harm to significance. That being recognised, absent any other harm, the recommendation can only be for approval on the basis that the scheme complies with the Development Plan when read as a whole.

## RECOMMENDATION

That planning permission be granted subject to the following conditions and any other further conditions (or informatives) considered necessary:

1. A01 - Time limit for commencement (full permission)
2. B01 - Development in accordance with the approved plans
3. C01 - Samples of external materials
4. Foul and Surface Water Drainage

No development shall commence until a drainage scheme for the site has been submitted to and approved in writing by the Local Planning Authority. The scheme shall provide for the disposal of foul, surface and land water, and include an assessment of the potential to dispose of surface and land water by sustainable means. Thereafter the scheme shall be implemented in accordance with the approved details prior to the occupation of the development and no further foul water, surface water and land drainage shall be allowed to connect directly or indirectly with the public sewerage system.

Reason: To prevent hydraulic overloading of the public sewerage system, to protect the health and safety of existing residents and ensure no pollution of or detriment to the environment

5. H16 - Parking/unloading provision - submission of details

The development hereby permitted shall not be brought into use until areas for the manoeuvring, parking, loading and unloading of vehicles have been laid out, consolidated, surfaced and drained in accordance with a scheme to be submitted to and approved in writing by the local planning authority. The proposed areas for parking should clearly identify specific spaces designated for staff, patients, drop-off / pick-up and emergency services. Such areas shall thereafter be retained and kept available for those uses at all times.

Reason: To minimise the likelihood of indiscriminate parking in the interests of highway safety and to conform with the requirements of Policy MT1 of Herefordshire Core Strategy.

6. H17 - Junction Improvements/Off site works (To include the TRO and access arrangements)
7. H21 - Wheel Washing
8. H27 - Parking for Site Operatives – During Construction

Development shall not begin until parking for site operatives and visitors has been provided within the application site in accordance with details to be submitted to and approved by the local planning authority and such provision shall be retained and kept available during construction of the development.

Reason: To prevent indiscriminate parking in the interests of highway safety and to conform to the requirements of Policy MT1 of Herefordshire Core Strategy.

**9. H29 - Secure and Covered Cycle Parking Provision**

Before the development is commenced, a scheme for the provision of covered and secure cycle parking on site shall be submitted to and approved in writing by the local planning authority. Development shall be carried out in accordance with the approved details.

Reason: To ensure that there is adequate provision for secure cycle accommodation within the application site, encouraging alternative modes of transport in accordance with both local and national planning policy and to conform to the requirements of Policy MT1 and SS4 of Herefordshire Core Strategy.

**10. H30 - Full Travel Plan**

Prior to the commencement of the development, a Travel Plan which contains measures to promote alternative sustainable means of transport for staff and patients with respect to the development hereby permitted shall be submitted to and be approved in writing by the local planning authority. The submitted Travel Plan should include the following:

- I. A review of existing and proposed walking, cycling and public transport infrastructure which could be used by staff and patients to travel to the Primary Care Hub. This detailed accessibility review should be based on staff and patient catchment areas, particularly to/from rural areas;
- II. Details on the development proposals including clarification on the proposed number of existing and proposed full-time/part-time staff to be employed onsite. Details on proposed shift start/end times should also be included.
- III. The undertaking and analysis of a baseline travel survey on existing staff and patients. The travel survey should specifically include questions relating to existing travel habits and anticipated future travel arrangements following the development of the Primary Care Hub.
- IV. SMART (Specific-Measurable-Achievable-Realistic-Timebound) modal shift targets which should be based on the existing and proposed modal split of staff and patients, with the aim of reducing car travel to the site.
- V. A package of measures to be implemented on site, suitable for a central facility. This should include, but not be limited to: informational measures such as leaflets, online information and Access Guides; infrastructure measures including lockers, showers and changing facilities for staff cycling to work, secure and covered cycle parking and provision of a public transport Real-Time Information (RTI) display board; and promotional measures / incentives including a staff cycle-to-work scheme and bus taster tickets and discounts for staff to encourage travel to work by public transport.
- VI. A management strategy which should set out who will be responsible for the day-to-day running of the Travel Plan. Due to the scale of the development, coordination with relevant stakeholders to form a Steering Group is recommended (i.e. Network Rail, Local Bus Operators, Herefordshire Council etc.)
- VII. Details on a Car Park Management Strategy;
- VIII. A monitoring and review strategy detailing how and when annual travel surveys will be undertaken and a timetable for the preparation and submission of annual monitoring reports to HCC.
- IX. A commitment to the implementation of remedial measures should the Travel Plan fail to meet its agreed SMART modal-shift targets.

The Travel Plan shall be implemented, in accordance with the approved details, prior to the opening of the development. A detailed written record shall be kept of the measures undertaken to promote sustainable transport initiatives and a review of the Travel Plan shall be undertaken annually. All relevant documentation shall be made available for inspection by the local planning authority upon reasonable request.

Reason: In order to ensure that the development is carried out in combination with a scheme aimed at promoting the use of a range of sustainable transport initiatives and to conform to the requirements of Policy MT1 and SS4 of Herefordshire Core Strategy.

#### 11. Full Car Park Management Strategy

Prior to the commencement of the development, a Full Car Park Management Strategy shall be submitted to and approved in writing by the Local Planning Authority and measures shall be implemented and maintained in accordance with the approved details and the car park managed accordingly thereafter. The submitted Car Park Management Strategy should include the following details (in addition to best practice guidance as set out in HTM 07-03 NHS Car Parking Management: Environment and Sustainability):

- i. Specific details on car parking provision proposed on site including staff, patient, disabled persons, short stay or drop-off/pick-up parking and emergency services parking. All of the above should be provided within the site as set out in HTM 07-03 NHS CPM guidance.
- ii. Details of all other available public (council-operated) car parks including total number of spaces, occupancy rates during peak periods, tariffs and walking distances from the site. HCC Parking Services may be able provide details on existing parking occupancy.
- iii. Details on the proposed operation of the onsite car park including any proposed charges, staff parking permits, concessions and barrier operation (e.g. 'pay on exit' as recommended in HTM 07-03 NHS CPM).
- iv. Details on any private contractors or patrol staff who would manage and enforce car parking on site and any procedures which will be in place.
- v. Details on proposed signage within the car parking to ensure wayfinding and legibility.
- vi. A package of car parking management measures to be implemented on site. These should include, but not be limited to: informational measures such as car parking information in appointment letters or on scheduling an appointment, the provision of Access Guides to both staff and patients and information online; infrastructure measures including signage to inform patients / staff of parking charges and provision of designated short-stay spaces within the site; and promotional measures / incentives including the use of staff permits. Staff permits should be incentivised and only issued to those who actively car share to the site who reside in remote / inaccessible areas. Permits should not be issued to staff who reside within a short distance of the site or close to public transport links.
- vii. A monitoring and review strategy detailing how and when annual travel surveys will be undertaken and a timetable for the preparation and submission of annual monitoring reports to HCC.

Reason: To ensure the provision of an appropriate level of car parking and to conform to the requirements of Policy MT1 and SS4 of Herefordshire Core Strategy.

12. No development shall take place until the following has been submitted to and approved in writing by the local planning authority:
- a) a 'desk study' report including previous site and adjacent site uses, potential contaminants arising from those uses, possible sources, pathways, and receptors, a conceptual model and a risk assessment in accordance with current best practice
  - b) if the risk assessment in (a) confirms the possibility of a significant pollutant linkage(s), a site investigation should be undertaken to characterise fully the nature and extent and severity of contamination, incorporating a conceptual model of all the potential pollutant linkages and an assessment of risk to identified receptors
  - c) if the risk assessment in (b) identifies unacceptable risk(s) a detailed scheme specifying remedial works and measures necessary to avoid risk from contaminants/or gases when the site is developed shall be submitted in writing. The Remediation Scheme shall include consideration of and proposals to deal with situations where, during works on site, contamination is encountered which has not previously been identified. Any further contamination encountered shall be fully assessed and an appropriate remediation scheme submitted to the local planning authority for written approval.

Reason: In the interests of human health having regard to the requirements of policy SD1 of the Herefordshire Local Plan – Core Strategy

13. The Remediation Scheme, as approved pursuant to condition no. (X) above, shall be fully implemented before the development is first occupied. On completion of the remediation scheme the developer shall provide a validation report to confirm that all works were completed in accordance with the agreed details, which must be submitted and agreed in writing before the development is first occupied. Any variation to the scheme including the validation reporting shall be agreed in writing with the Local Planning Authority in advance of works being undertaken.

Reason: In the interests of human health having regard to the requirements of policy SD1 of the Herefordshire Local Plan – Core Strategy

14. If, during development, contamination not previously identified is found to be present at the site then no further development (unless otherwise agreed in writing with the local planning authority) shall be carried out until the developer has submitted, and obtained written approval from the local planning authority for, an amendment to the Method Statement detailing how this unsuspected contamination shall be dealt with.

Reason: In the interests of human health having regard to the requirements of policy SD1 of the Herefordshire Local Plan – Core Strategy

15. Prior to commencement of development, a Construction Environmental Management Plan shall be submitted for approval in writing by the local planning authority and shall include timing of the works, details of storage of materials and measures to minimise the extent of dust, odour, noise and vibration arising from the demolition and construction process. The Plan shall be implemented as approved.

**Reason: To ensure that all species are protected having regard to the Wildlife and Countryside Act 1981 (with amendments and as supplemented by the Countryside and Rights of Way Act 2000), the Natural Environment and Rural Communities Act 2006 and the Conservation of Habitats and Species Regulations 2010 (and 2012 amendment).**

**To comply Herefordshire Council's Policies LD2 Biodiversity and Geodiversity, LD3 Green Infrastructure of the Herefordshire Local Plan Core Strategy 2013 – 2031 and to meet the requirements of the National Planning Policy Framework (NPPF).**

- 16. The recommendations for species and habitat enhancements set out in the Preliminary Ecological Assessment report and the Ecological Impact Assessment from Countryside Consultants both dated March 2018 should be followed unless otherwise agreed in writing by the local planning authority and the scheme shall be carried out as approved. An ecological enhancement integrated with the landscape plan should be submitted to the local planning authority in writing. The plan shall be implemented as approved.**

**An appropriately qualified and experienced ecological clerk of works should be appointed (or consultant engaged in that capacity) to oversee the ecological mitigation work.**

**Reason: To ensure that all species are protected having regard to the Wildlife and Countryside Act 1981 (with amendments and as supplemented by the Countryside and Rights of Way Act 2000), the Natural Environment and Rural Communities Act 2006 and the Conservation of Habitats and Species Regulations 2010 (and 2012 amendment).**

**To comply Herefordshire Council's Policies LD2 Biodiversity and Geodiversity, LD3 Green Infrastructure of the Herefordshire Local Plan Core Strategy 2013 – 2031 and to meet the requirements of the National Planning Policy Framework (NPPF).**

## **INFORMATIVES:**

- 1. IP2 - The Local Planning Authority has acted positively and proactively in determining this application by assessing the proposal against planning policy and any other material considerations. Negotiations in respect of matters of concern with the application (as originally submitted) have resulted in amendments to the proposal. As a result, the Local Planning Authority has been able to grant planning permission for an acceptable proposal, in accordance with the presumption in favour of sustainable development, as set out within the National Planning Policy Framework.**

- 2. With reference to contaminated land conditions**

The assessment is required to be undertaken in accordance with good practice guidance and needs to be carried out by a suitably competent person as defined within the National Planning Policy Framework (2018). All investigations of potentially contaminated sites to undertake asbestos sampling and analysis as a matter of routine and this should be included with any submission.

Decision: .....

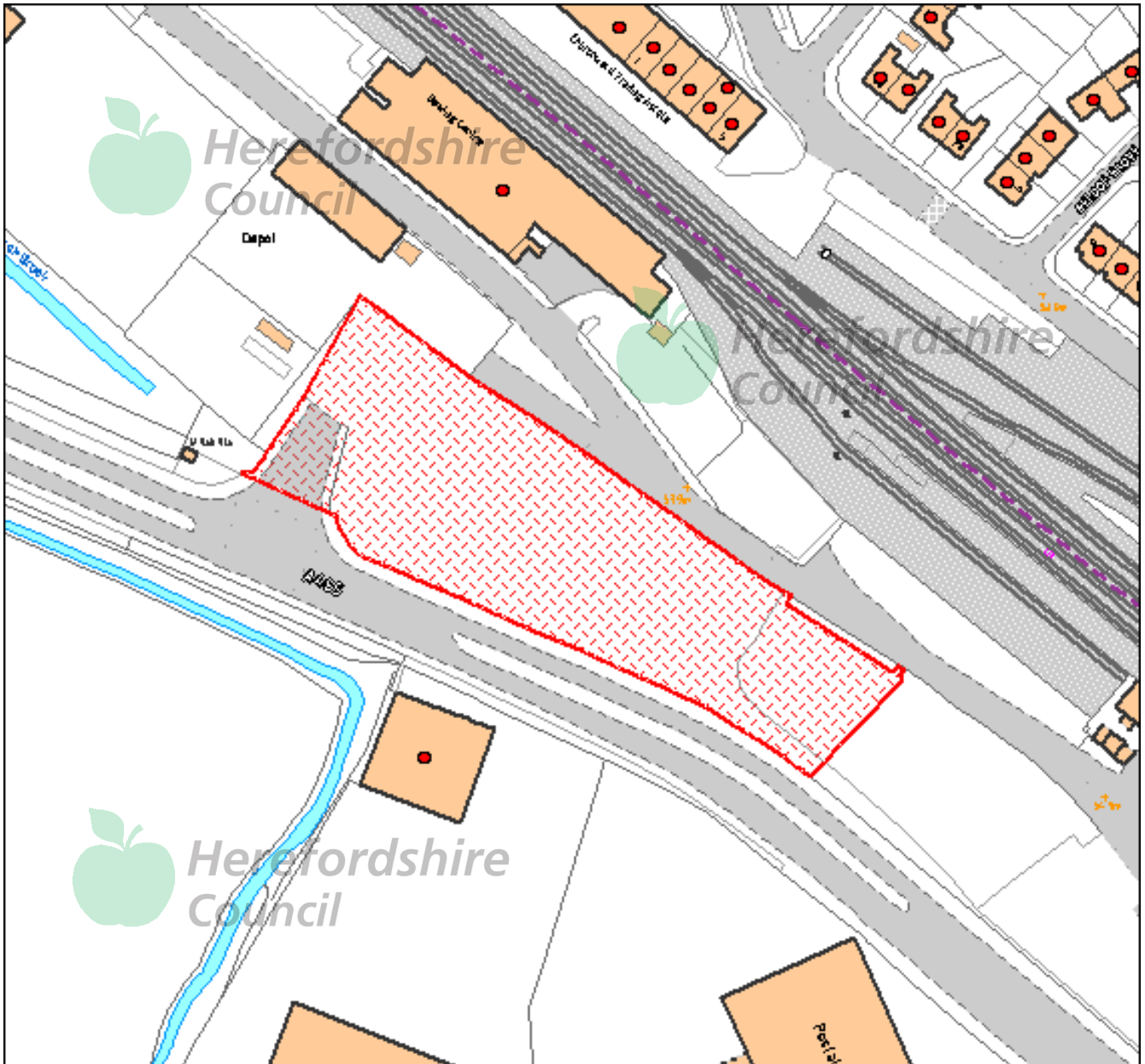
Notes: .....

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**Background Papers**

Internal departmental consultation replies.





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**APPLICATION NO:** 181583

**SITE ADDRESS :** LAND FRONTING STATION APPROACH (CITY LINK ROAD), HEREFORD

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Further information on the subject of this report is available from Ms Kelly Gibbons on 01432 261781