



**Report of the Chief Planning Officer**

**NORTH AND EAST PLANS PANEL**

**Date: 12<sup>th</sup> March 2015**

**Subject: 15/00554/FU FULL APPLICATION FOR TWO STOREY MEDICAL CENTRE WITH ASSOCIATED PARKING AND PHARMACY (A1), LAND AT KING LANE, ALWOODLEY**

**APPLICANT**

Abstract Integrated  
Healthcare Limited - Mr C  
Potter

**DATE VALID**

30<sup>th</sup> January 2015

**TARGET DATE**

01<sup>st</sup> May 2015

**Electoral Wards Affected:**

**Alwoodley**

Yes Ward Members consulted  
(referred to in report)

**Specific Implications For:**

Equality and Diversity

Community Cohesion

Narrowing the Gap

**RECOMMENDATION:**

To DEFER and DELEGATE APPROVAL to the Chief Planning Officer subject to: the expiry of the public consultation period and no significant new objections being received raising matters not already covered in the report; subject to conditions to cover those matters outlined below (and any others which he might consider appropriate), and; either the completion of a S106 agreement or the receipt of a satisfactory unilateral undertaking to cover the following:

- Public transport contribution of £40,838;
- Travel plan review fee of £2500;
- Highways contribution to cover on-street parking restrictions of £10,000;
- Offsite biodiversity and landscape enhancement and management.

In the circumstances where the Section 106 has not been completed or a satisfactory unilateral agreement has not been received before 06<sup>th</sup> April 2015, the final determination of the application shall be delegated to the Chief Planning Officer.

1. Time limit on full permission.
2. Development carried out in accordance with approved plans.
3. Highways conditions.

4. Cycle parking provision.
5. Motorcycle parking provision.
6. Electric vehicle charging provision.
7. Prior approval of all external building and surfacing materials.
8. Window and door sections and profiles to be agreed.
9. PD rights removal for means of enclosure.
10. Uses to be those applied for only.
11. Details of existing and proposed ground and finished floor levels.
12. Sustainable foul and surface water drainage details.
13. Prior approval of external plant/machinery and noise mitigation measures.
14. Section 278 Agreement to be entered into for off-site highway works (to include the stopping up and reinstatement of the former bus terminus route).
15. Scheme of footpath improvement works.
16. Construction Management Plan (to include construction traffic routes).

## **1.0 INTRODUCTION:**

- 1.1 A pre-application presentation was given by the applicants to the 08<sup>th</sup> January 2015 meeting of North and East Plans Panel, Members of the Panel having visited the site earlier that morning. Following the site visit and presentation, having heard representations from Councillor Buckley and following debate, the Panel resolved that, with regard to the needs of the community Members were supportive of the principle of the development in this location, subject to it not forming a precedent for future inappropriate development in Urban Green Corridors (UGC).
- 1.2 In arriving at the resolution to support the principle of the development, Members commented on a number of detailed considerations relating to: the means of access; the number of disabled persons parking spaces; the design of the building; the potential for noise from any plant and equipment; the Green Space and UGC mitigation/compensatory measures, and; the level of Green Space provision in the area and whether or not the proposals would lead to a shortfall. The applicant's response to these considerations is set out and assessed in detail below.
- 1.3 Ward Councillors have been consulted and in response Councillors Peter Harrand and Neil Buckley have commented that they both support the application.

## **2.0 PROPOSAL:**

- 2.1 The proposal involves the merger of 2 existing GPs practices (Moorcroft Surgery and Nursery Lane Surgery) to form a joint primary care centre and has the backing of the NHS and GPs. The application proposes the construction of a two-storey medical centre with associated car parking, landscaping and biodiversity enhancement measures. Access is proposed to be taken from Saxon Mount and includes on, and off-site, compensatory landscaping and biodiversity enhancement measures. 71 parking spaces are proposed with 5 disabled persons parking bays. The application is brought to panel as a departure, given the location of the site within the Urban Green Corridor (UGC), Green Space and Local Nature Area (LNA) saved UDPR policy designations.

## **3.0 SITE AND SURROUNDINGS:**

- 3.1 The site relates to part of the undeveloped Green Space and UGC which flanks either side of King Lane, north of the outer ring road, beyond Moor Allerton retail centre and library. The site is also part of a wider designated LNA, connecting with adjacent mature woodland, though the site itself is mown grassland forming the wide western highway verge of King Lane.

3.2 The site is east of and adjacent to St Stephen's Church. To the south are red-brick three storey flatted dwellings on Saxon Mount, to the south west is Saxon Vicarage. Across King Lane to the east are the Lingfields, which are lined by further three storey blocks of flats and two storey semi-detached red-brick dwellings. To the north across King Lane is the King Lane Park and Ride facility, beyond which is Allerton High School.

3.3 In terms of policy designations the site is located within the strategic network of green spaces which link the main urban area with the countryside, as designated under saved Policy N8 'Urban Green Corridors' and Policy N1 'Greenspace' of the UDPR. Some trees are protected trees within the corridor to the south of the site.

#### **4.0 RELEVANT PLANNING HISTORY:**

4.1 PREAPP/14/00795 – Health Centre – North & East Plans Panel 08<sup>th</sup> January 2015.

#### **5.0 HISTORY OF NEGOTIATIONS:**

5.1 In June 2014 the applicants submitted a preliminary feasibility document outlining 3 options for sites closer to the roundabout on the verge of the outer ring road, lower down King Lane. Following detailed consultation with GPs and a technical review one option was progressed in greater detail and this was presented to the Council in September 2014 and pre-application advice was given on the need to reflect the UGC policy designations and wider context. Advice was also given on UDPR Green Space requirements to seek to offset the impact/mitigate the loss caused by development within it, and to provide details of a sequential approach to site selection.

5.2 Though anticipation of formal submission was expected to be in September 2014, mains utilities were identified underneath the original site identified, necessitating relocation further up King Lane. This was the site that was the subject of the pre-application presentation of 08<sup>th</sup> January 2015.

5.3 Following the pre-application presentation officers have continued to negotiate on the basis of Member's comments and planning policy considerations. Officers have given detailed advice on improvements to design and access considerations, landscape and biodiversity enhancement measures and Section 106 requirements. Amended plans have been received following these negotiations, seeking to improve the design, landscaping, biodiversity and access aspects of the proposal.

#### **6.0 PUBLIC/LOCAL RESPONSE**

6.1 The application has been publicised by site notice dated 13<sup>th</sup> February 2015 (expiry 06<sup>th</sup> March 2015) and press notice (Yorkshire Evening Post, expiry 26<sup>th</sup> March). At the time of writing the report one public objection has been received. Objection raised therein can be summarised as follows:

- Notwithstanding the benefits the location is fundamentally unacceptable in terms of its harmful impact on the functions of the Urban Green Corridor which the Council has historically sought to protect.
- The submitted information refers to a site search which had not been finalised at the time of submission – it identifies other locations which would be far preferable from a planning perspective – Moor Allerton District Centre would be most suitable from a planning policy and viability perspective.

- The District Centre has for many years struggled to attract tenants and a medical centre and pharmacy would be ideally sited there to enhance the centre. Vacant units remain within the centre and, should these not be available or suitable, the opportunity exists to redevelop the library site.
- Notwithstanding the Urban Green Corridor designation the development as currently proposed would appear as incongruous in its setting. The District Centre is successfully screened behind mature vegetation whereas the proposed development identifies only a narrow planting strip that would do little to filter views of the car park or the building.
- The BREEAM assessment suggests that the site is of low ecological value, yet it is part of a Local Nature Area.
- It is unclear whether gradients between the car park and main entrance would be easily accessible.
- Though the community has waited a long time for a medical centre we can wait a little longer to get it in a more appropriate location than currently proposed.

## 7.0 CONSULTATION RESPONSES

### LCC Transport Development Services

- 7.1 No objections in principle to the access proposals from Saxon Mount, subject to conditions and the provision of £10,000 for on-street parking restrictions to prevent overspill parking on King Lane and Saxon Mount. A Construction Management Plan should be required, together with a scheme of footpath improvement works. It should be a condition of any permission that a Section 278 Agreement is entered into, to cover the stopping up and reinstatement of the highway (former bus terminus access/egress).
- 7.2 The proposed development will generate a large number of trips, a proportion of which will have to be accommodated on the public transport network. The scheme has, therefore, been assessed in accordance with the City Councils adopted Supplementary Planning Document (SPD) "Public Transport Improvements and Developer Contributions".
- 7.3 As a result of this assessment, it is clear that the proposed use will have a significant travel impact, which will need to be addressed. Under the terms of the SPD guidance, therefore, a financial contribution proportionate to the travel impact of the scheme will be required towards the cost of providing the strategic transport enhancements (detailed in the SPD) which are needed to accommodate additional trips on the network. In this case a contribution of **£40,838** should be sought.
- 7.4 In accordance with the SPD on Travel Plans the Travel Plan should be included in the Section 106 Agreement along with the following:
- a) Leeds City Council Travel Plan Review fee of £2500

### LCC Flood Risk Management

- 7.5 No objection to the proposed medical centre with car parking at this site but the proposed surface water drainage for the site needs investigating. The applicant should firstly consider infiltration drainage for discharging all or part of the surface

water from the site. Soil tests will be required to establish if the site is suitable, our records indicate that the soil type at this site will be highly compatible with infiltration SUDS. We recommend the applicant undertake infiltration testing (To BRE Digest 365 standard) and any proposed soakaway to be designed to LCC Minimum Development Control Standards for Flood Risk. This is to determine if soakaways will work on this site and to establish its best location and size.

- 7.6 If disposal of surface water via infiltration SUDS are not feasible, disposal to a sewer may be acceptable at our Greenfield runoff rate of 2.1 l/s Ha. The restricted discharge rate could be achieved by installing surface water storage on site with an appropriate system controlling the discharge rate into a public sewer. Sustainable drainage methods such as permeable paving and water butts should also be looked at where possible to reduce the surface water run-off from the site.

#### LCC Sustainable Development

- 7.7 Landscape - The development will be harmful in the UGC. The corridor will be visually broken by this development. But, if this development is regarded as a special case, an exception that overturns the UGC policy, then a scheme that satisfies our combined biodiversity and landscape comments, in conjunction with Parks and Countryside, is the best landscape mitigation possible within the context.
- 7.8 Ecology – A condition will be required to ensure delivery of the wildflower pollinator strips – to be delivered as a Biodiversity Enhancement and Management Plan, with the wording to be agreed.

#### LCC Forward Planning and Implementation

- 7.9 Any proposal on this site should address Policies N1 and N8 of the UDP, and G6 of the Core Strategy. The Open Space Audit indicates that there is a 0.78ha surplus of amenity space in Moortown. This means that the proposal addresses Policy G6 (i) (given that the only typologies that Moortown is deficient in are Allotments and Outdoor Sports – neither of which would be deliverable on this site). This is enough to satisfy G6.
- 7.10 However the proposal should still address Policies N1 and N8, in particular N8 which states that to be in accordance with the Policy “any existing corridor function of the land is retained, enhanced or replaced”.

#### LCC Sustainable Development Unit

- 7.11 Design – The last discussions were about breaking down the massing with a setback between the one and two storey elements. It was also advised that they should look at dividing up the big square plate glass windows into more manageable pieces. We understand that they have only partially done the set back and as yet no further information has been forthcoming about reducing the impact of the windows with additional glazing bar elements.

### **8.0 RELEVANT PLANNING POLICIES**

#### **National Planning Policy Framework (NPPF)**

- 8.1 The NPPF advocates a presumption in favour of sustainable development. It sets out 12 core land-use planning principles. Development should “...take account of and support local strategies to improve health, social and cultural wellbeing for all,

*and deliver sufficient community facilities to meet local needs’, and ”...always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings”.* One of the broad principles of sustainable development is achieving a healthy and just society, and the protection of the environment and promotion of healthy communities are part of the social and environmental roles the planning system serves, as set out in the NPPF.

8.2 Section 4 promotes sustainable transport, Section 7 provides guidance relating to the design of new development, Section 8 provides guidance on promoting healthy communities, and section 11 sets out guidance on conserving and enhancing the natural environment.

8.3 With regard to the Urban Green Corridor location under Section 8 promoting healthy communities, significantly paragraph 73 states that:

*“Access to high quality open spaces and opportunities for sport and recreation can make an important contribution to the health and well-being of communities. Planning policies should be based on robust and up-to-date assessments of the needs for open space, sports and recreation facilities and opportunities for new provision. The assessments should identify specific needs and quantitative or qualitative deficits or surpluses of open space, sports and recreational facilities in the local area. Information gained from the assessments should be used to determine what open space, sports and recreational provision is required.”*

8.4 Under Section 8 Paragraph 74 states:

*“Existing open space, sports and recreational buildings and land, including playing fields, should not be built on unless:*

- an assessment has been undertaken which has clearly shown the open space, buildings or land to be surplus to requirements; or*
- the loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location; or*
- the development is for alternative sports and recreational provision, the needs for which clearly outweigh the loss.”*

8.5 With regard to plan making and health and wellbeing, Paragraph 171 states:

*“Local planning authorities should work with public health leads and health organisations to understand and take account of the health status and needs of the local population (such as for sports, recreation and places of worship), including expected future changes, and any information about relevant barriers to improving health and well-being.”*

8.6 With regard to the proposed pharmacy, Section 2 sets out the approach towards ensuring the vitality of town centres. It stipulates that local planning authorities should apply a sequential test to planning applications for town centre uses that are not in an existing centre and are not in accordance with an up-to-date Local Plan. They should require applications for main town centre uses to be located in town centres, then in edge of centre locations and only if suitable sites are not available should out of centre sites be considered. When considering out of centre proposals, preference should be given to accessible sites that are well connected to the town

centre. Applicants and local planning authorities should demonstrate flexibility on issues such as format and scale.

8.7 Again with regard to the proposed pharmacy, paragraph 26 requires that “*when assessing applications for retail development outside of town centres, which are not in accordance with an up-to-date Local Plan, LPA’s should require an impact assessment if the development is over a proportionate, locally set floorspace threshold (if there is no locally set threshold, the default threshold is 2,500 sq m). This should include assessment of:*

- *The impact of the proposal on existing, committed and planned public and private investment in a centre or centres in the catchment area of the proposal; and*
- *The impact of the proposal on town centre vitality and viability, including local customer choice and trade in the town centre and wider area....”*

8.8 At paragraph 27 the NPPF advises “*Where an application fails to satisfy the sequential test or is likely to have significant adverse impact on one or more of the above factors, it should be refused.*”

### **Development Plan**

8.9 The development plan consists of the Core Strategy and the saved policies within the Leeds Unitary Development Plan (Review 2006) (UDPR) and the adopted Natural Resources and Waste DPD (2013). Objective 10 of the Core Strategy, in reflecting the Spatial Vision, is to “*Support the provision of community infrastructure that is tailored to meet the needs of the community including high quality health, education and training, cultural and recreation, and community facilities and spaces.”, whereas Objective 21 is to “*Protect and enhance Green Infrastructure, strategic green corridors, green space, and areas of important landscape character, taking the opportunity to improve their quality, connectivity and accessibility through the development process.*” [My emphasis].*

### Local Development Framework Core Strategy policies:

- 8.10
- |      |  |
|------|--|
| SP1  | Location of development                        |
| SP13 | Strategic green infrastructure                 |
| G6   | Protection and redevelopment of Green Space    |
| G8   | Protection of important species and habitats   |
| G9   | Biodiversity improvements                      |
| EN1  | Climate change                                 |
| EN2  | Sustainable design and construction            |
| EN5  | Managing flood risk                            |
| T1   | Transport management                           |
| T2   | Accessibility requirements and new development |
| P9   | Community facilities and other services        |
| P10  | Design   |
| P11  | Conservation                                   |
| P12  | Landscape                                      |

### Saved Policies of Leeds Unitary Development Plan Review (UDPR):

- 8.11
- |     |                                 |
|-----|---------------------------------|
| GP1 | Land use and the proposals map  |
| GP5 | General planning considerations |
| N1  | Greenspace                      |

N8	Urban Green Corridor
N9	Urban Green Corridors and development
N25	Landscape design and boundary treatment
T7A	Cycle parking guidelines
T24	Parking provision and new development

### Relevant Supplementary Planning Guidance

- 8.12 Supplementary Planning Document: “Street Design Guide”.  
 Supplementary Planning Document: Travel Plans.  
 Supplementary Planning Guidance “Neighbourhoods for Living”.  
 Supplementary Planning Document – Sustainable Design and Construction  
 “Building for Tomorrow, Today”  
 Supplementary Planning Document – Travel Plans  
 Supplementary Planning Guidance 25 – Greening the Built Edge

## **9.0 MAIN ISSUES**

Principle of Development  
 Design and Layout  
 Highway Safety  
 Open Space  
 Landscape Enhancement Measures  
 Biodiversity Enhancement Measures  
 Representations  
 Community Infrastructure Level  
 Sequential Test

## **10.0 APPRAISAL**

### Principle of Development

- 10.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 and section 70(2) of the Town and Country Planning Act 1990 state that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise.
- 10.2 Paragraph 12 of the National Planning Policy framework indicates that development that accords with an up-to-date Local Plan should be approved, and proposed development that conflicts should be refused, unless other material considerations indicate otherwise. The starting point for any consideration of the development must therefore be the provisions of the saved policies of the UDPR and adopted Core Strategy, in order to assess whether the development is in accordance with the development plan.
- 10.3 Under saved UDPR policy the application site is part of the strategic network of Urban Green Corridors, part of a Local Nature Area, and is also designated as Green Space. The development would disrupt the physical continuity of the corridor on this side of King Lane. It would lead to the loss of Green Space and result in the loss of grassland from the LNA. The starting point for the consideration of the development therefore must be that it is unacceptable in principle and should be resisted. The application does however deliver some significant benefits to which weight can legitimately be given to balance against these concerns, and these are considered in detail below.



- 10.4 The key benefit the proposal delivers is an improved community health facility. It allows for the amalgamation of two existing GP practices, to provide a single, accessible and modern primary care facility, with enhanced treatment options. The existing surgeries the proposal is to replace are more akin to single dwellings than modern medical centres and have outlived their usefulness in the delivery of modern GP services. It is understood that these would more than likely be returned to family dwelling uses. The proposal would deliver significant improvements in terms of accessibility and patient care in a modern purposes built premises, and these are clearly important considerations, in terms of local access to high quality health facilities. It is considered that significant weight should be given to these considerations.
- 10.5 Core Strategy policy P9 Community facilities and other services states: *“Access to local community facilities and services, such as education, training, places of worship, health, sport and recreation and community centres, is important to the health and wellbeing of a neighbourhood. New community facilities and services should be accessible by foot, cycling, or by public transport in the interests of sustainability and health and wellbeing. Facilities and services should not adversely impact on residential amenity and should where possible, and appropriate, be located in centres with other community uses. The scale of the facility or service should be considered in conjunction with the level of need within the community and its proposed location within the Settlement Hierarchy.”*
- 10.6 In terms of principle, given that the site is located within a UGC, as designated in the UDPR, the terms of saved policies N1, N8 and N9 are relevant. The Spatial Vision states objective (v) Managing Environmental Resources, (point 21) - *“Protect and enhance Green Infrastructure, strategic green corridors, green space, and areas of important landscape character, taking the opportunity to improve their quality, connectivity and accessibility through the development process.”*. Balanced alongside this, the Core Strategy also talks of improving health and addressing deprivation and health inequality, and it recognises this is a part of the key challenges the city faces in achieving its growth targets.
- 10.7 Saved UDPR Policy N1 states that development of land identified on the proposals map as protected greenspace will not be permitted for purposes other than outdoor recreation, unless the need in the locality for greenspace is already met and a suitable alternative site can be identified and laid out as greenspace in an area of identified shortfall. Saved UDPR Policy N8 sets out that the strategic network of UGCs link the main urban area with the countryside, and that these corridors have the potential to provide for informal recreation and also contribute to visual amenity and nature conservation. Under criterion i) of Policy N8, within these corridors, development proposals should ensure that any existing corridor function of the land is retained, enhanced or replaced. Saved UDPR Policy N9 states that all development should respect and where possible enhance the intrinsic value of land fulfilling a corridor function, in terms of access, recreation, nature conservation and visual amenity.
- 10.8 The associated text to policy N8 states:
- “The strategic network of Urban Green Corridors identified on the Proposals Map focuses upon the main urban area of Leeds. This technique has been adopted in order to secure a strategic approach towards Urban Green Corridors in areas where considerable pressures tend to erode existing linkages, and in contrast where opportunities exist to enhance and extend the network. It should also be recognised that many other places serve to provide a corridor function, on a less ‘strategic’*

*basis. A fine grained network exists in many areas, providing important local visual breaks, wildlife habitats, and informal recreational routes and facilities. This can include linear features such as streams, railway routes, major roads, hedgerows, footpaths and bridleways, along with concentrations of urban green space, allotments, playing fields and cemeteries. Within these areas, features such as trees, flora and water make important contributions to their visual character and value to wildlife and local residents. Outside the strategic Urban Green Corridors, this local corridor function must also be protected and supported'.*

- 10.9 Core Strategy Policy G6 Protection and Redevelopment of Greenspace states that Green Space will be protected from development unless there is, either: an adequate supply of accessible green space/open space within the analysis area and the development site offers no potential for use as an alternative deficient open space type [this test is met] or; the green space/open space is replaced by an area of at least equal size, accessibility and quality in the same locality, or where supported by evidence and in the delivery of wider planning benefit, redevelopment proposals demonstrate a clear relationship to improvements of existing green space quality in the same locality. Adopted Cores Strategy and saved UDPR policy require that UGCs, Green Space and LNA are protect for from development their own sakes and their wider contribution to the network of open and green spaces linking the city with the wider countryside, and for their own biodiversity value.
- 10.10 Whilst there are clearly benefits which are capable of being given significant weight, and whilst the application proposes development on Green Space that is in a locality where there is not a deficit of such provision, and whilst a comprehensive package of mitigation/enhancement measures are advanced, in this policy context the development is therefore clearly a departure and the application has been advertised as such.

#### Design and Layout

- 10.11 Core Strategy Policy P10 relates to design and requires that new development should be based on a thorough contextual analysis and good design that is appropriate to its location, scale and function. Policy P10 states that proposals will be supported where they accord with the following [summarised] key principles:
- i) Size, scale, design and layout are appropriate to context and respect the character and quality of surrounding buildings, the streets and spaces that make up the public realm, and the wider locality.
  - ii) Development protects and enhances the district's existing historic and natural assets, locally important buildings, spaces, skylines and views.
  - iii) Development protects the visual, residential and general amenity of the area, through high quality design.
  - iv) Car parking, cycle, waste and recycling storage is designed in a positive manner and is integral to the development.
  - v) Development creates a safe and secure environment.
  - vi) Development is accessible to all users.
- 10.12 Saved UDPR policy GP5 sets out general planning criteria for new development, with reference to access, drainage, contamination, stability, landscaping and design. Policy GP5 requires that proposals seek to avoid problems of environmental intrusion, loss of amenity, pollution, danger to health or life, highway congestion, highway safety, and promote energy conservation and the prevention of crime. Under policy GP5 proposals should also have regard to any framework or planning brief prepared for the site or area.

- 10.13 Following pre-application stage detailed discussions have been held to assist the applicant in improving the design. Whilst some members were of the view that the building ought to be of pitched roof design, it is not considered critical to success of the design that this is the case. A number of considerations support this view, namely that there are other flat roofed significant structures in the locality, such as the school, and that to pursue a pitched roof building would add significantly to the cost, would be impractical in construction terms due to the span of the building, and would actually serve to have a greater impact on the openness of the UGC.
- 10.14 Following advice the applicant's architects have sought to break up the mass of the building, seeking to distinguish the single storey from the two storey elements by introducing a visual break. They have also sought to add overhanging eaves, in order to cast a shadow over the face of the building to add some relief. The wing wall to King Lane above the single storey block has been omitted to reduce the mass of the building and a brick plinth introduced to better define the base of it. Materials shown now propose timber cladding to the pharmacy with cladding above the brick plinth to the main building. The landscape proposals have been revised to provide a better visual setting, with enhanced tree planting within adjacent to and off site. Taken together, these improvements result in a proposal that better respects its UGC context and, on balance, meets planning policy requirements subject to some further minor revisions.

#### Highway Safety

- 10.15 The proposed scheme involves access from Saxon Mount. This obviates the need for consideration to be given to the provision of a right-turn land from King Lane. The site is within easy walking distance of bus stops served by the 7 and 7A services, providing a combined service of around 9 buses per hour, and the site is adjacent to a cycle way. In accessibility terms it is therefore in a relatively sustainable location, and in principle there are no specific highway safety objections, subject to conditions, travel plan measures, public transport and travel plan review fee contributions, and contributions towards off-site highway restriction measures. The restrictions are required to prevent overspill parking on King Lane and Saxon Mount.

#### Open Space

- 10.16 The Open Space Audit indicates that there is a 0.78ha surplus of amenity space in Moortown. This means that the proposal addresses Policy G6 (i) (given that the only typologies that Moortown is deficient in are Allotments and Outdoor Sports – neither of which would be deliverable on this site). This is enough to satisfy UDPR policy G6.

#### Landscape Enhancement Measures

- 10.17 In order to meet 'ordinary' policy requirements for a good standard of landscaping to assimilate the development in its surroundings, the location within the UGC, Green Space and LNA designations, policy requires that there are off-site landscape mitigation and enhancement measures. The submitted scheme includes the provision of tress and shrub planting within the site and tree planting to the north south and east of the site, within the wider UGC. Pollinator planting beds are also proposed. Following officer advice the amended landscaping plans now incorporate larger tree species, trees in the car park to break up the visual impact of parked cars, and clarification that boundary fencing will be low knee-rail fencing.

- 10.18 The application also proposes the 'grubbing up' and re-seeding of the tarmac surface of the former bus terminus to the south of the site, also within the UGC, Green Space and LNA designations in order to partly mitigate against the loss of grassed area of the site of the proposed building and car park. Whilst smaller in area, these measures when taken together with the wider landscape and biodiversity enhancement proposals are considered to be in line with the views of Panel and are reasonable offers in respect of adopted UDPR policies N1, N8 and N9. The principle of development aside, these landscaping proposals and enhancement measures reflect office advice and are considered to be about the best that can be achieved in the circumstances.

#### Biodiversity Enhancement Measures

- 10.19 The applicant has sought the advice of the Council's Sustainable Development Unit and Parks and Countryside staff in order to demonstrate biodiversity enhancements that are deliverable [on Council owned and maintained land] so as to satisfy the above Core Strategy and saved UDPR policy requirements for developments on or within LNAs and UGCs. Following this advice pollinator strips have been introduced to the east of the site across King Lane, on land which is currently grassed. The pollinator strip first shown to the east of King Lane has been extended, additional trees have been introduced, and it is concluded that the measures now provide sufficient structural planting to provide softening between the building/car park and the UGC. Predominantly native shrub species are included in the landscaping measures around the building to further soften the impact of it and provides an appropriate species mix. Subject to a requirement to implement and maintain them, when taken together, the proposed enhancement measures are considered to be policy compliant.

#### Representations

- 10.20 The application was publicised as a departure on site (13<sup>th</sup> Feb and 05<sup>th</sup> March 2015 – expires 26<sup>th</sup> March 2015) and in the press (Yorkshire Evening Post 05<sup>th</sup> March 2015 – expires 26<sup>th</sup> March 2015). At the time of writing this report one letter of objection has been received. The objector raises concern over: the principle of the development being contrary to policy; the lack of any detailed alternative site search information [the site should be in the existing Moor Allerton District Centre], and; objection to the visual impact of the development on the UGC.
- 10.21 In considering this objection at pre-application advice stage a number of sites were highlighted to Members and discounted as being unavailable or unsuitable. Further sequential test information has been submitted and is discussed below. The applicants have responded to the suggestion that they should seek to locate within vacant units in Moor Allerton District Centre, by stating that none were available for lease that could accommodate the level clinical accommodation sought on one floor [the first floor of the King Lane proposals being for office/storage use and not for patients].

#### Community Infrastructure Levy

- 10.22 At the time of making the application and Panel's consideration of it the S106 regime as it currently exists remains extant. However, on 06<sup>th</sup> April 2015 the Community Infrastructure Levy Charging Schedule replaces the current system for infrastructure requirements. The current S106 monetary ask is for a public transport contribution of £40,838, travel plan review fee of £2,500 and traffic restriction

measures contribution of £10,000. The applicant is seeking a determination prior to the introduction of CIL, due to GP's having given notice to quite existing facilities and the tight NHS funding package timescales, together with the need to appoint contractors within the project timeframe. Whilst financially disadvantageous, due to these considerations the applicants are therefore pursuing a unilateral undertaking to cover the above costs in order to seek an earlier decision.

- 10.23 However, if for any reason the application is determined on or after 06<sup>th</sup> April 2015, the public transport contribution would fall away, leaving a CIL liability [calculated at £5,505]. The necessary CIL questionnaire and certificates have been submitted to cover this eventuality. The local impact of the development in terms of travel plan and parking restriction measures (together with enhancement measures), would still however fall to be considered under a Section 106 agreement.

### Sequential Test

- 10.26 With regard to Paragraph 24 of the NPPF the proposed pharmacy is below the locally set 200 square metres Core Strategy Retail Impact Assessment threshold for A1 uses in residential areas. The applicant asserts however that the pharmacy cannot be disentangled from the medical centre (which is above 1000 square metres). Members at pre-application stage wanted some comfort in this regard and an objector has raised this as a concern. The submitted assessment helps in the consideration of whether or not there are alternative sites available within local centres that could accommodate the building, without impacting upon the function of the site.
- 10.27 The applicants have submitted a sequential test for the proposed development prepared by White Young Green. Following Core Strategy Policy P8 it uses the 5 minute inbound off-peak drive time catchment area. It assesses the two Town Centre locations within this drive time area: Moortown Corner; Moor Allerton, and also Chapel Allerton (which lies on the boundary of the catchment area). It discounts a number of sites as not on the market/unavailable and concludes that within the catchment area no suitable site exists.

## **11.0 CONCLUSION**

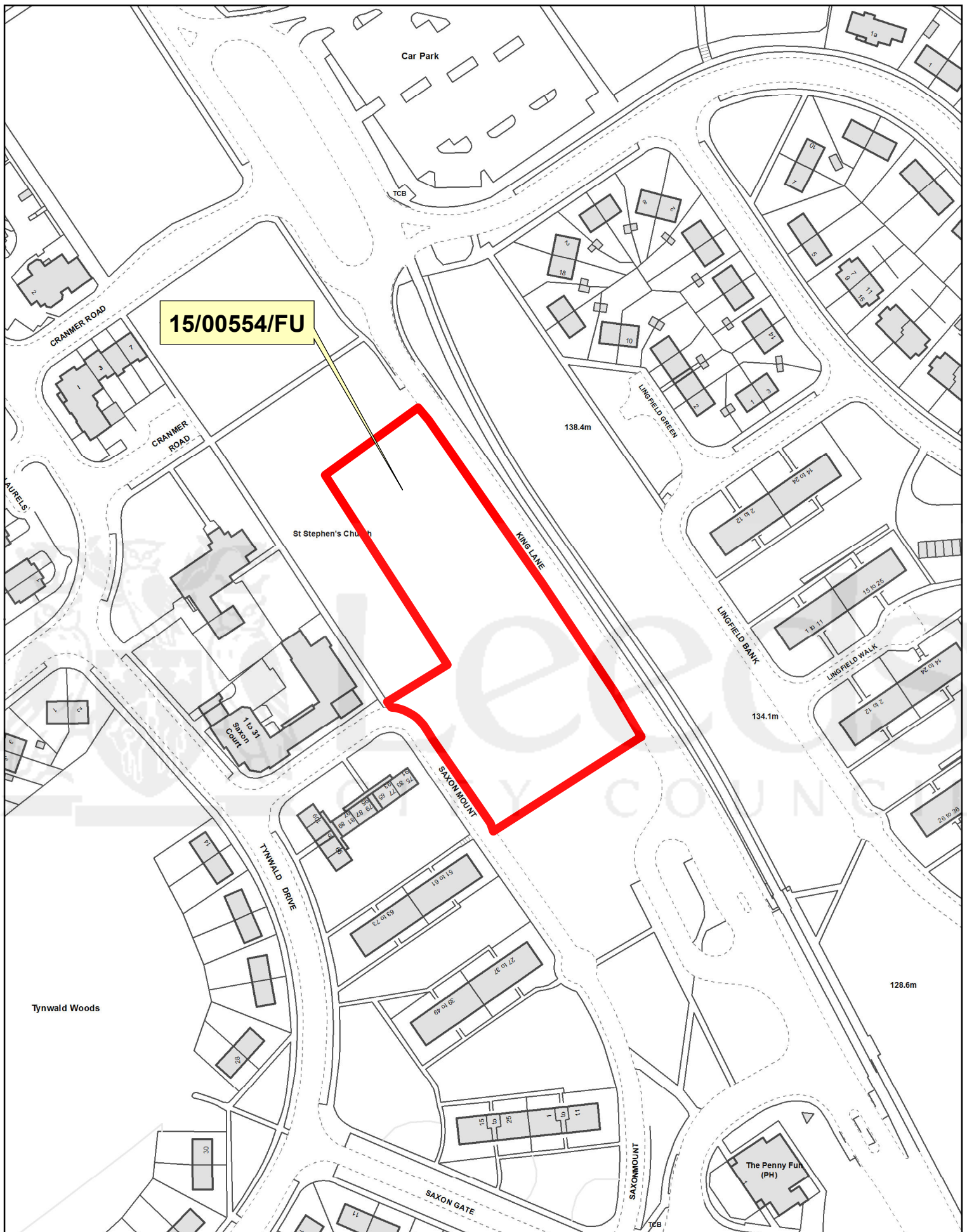
- 11.1 The application site is within local green space and ecology designations. The proposal will impact on the visual appearance and continuity of the Urban Green Corridor. It will lead to the loss of Green Space and part of the grassed area within the wider Local Nature Area designation. Significant weight should be given to these considerations which are supported in local and national planning policy terms and which render the development unacceptable in principle.
- 11.2 However, whilst in principle the proposal is contrary to policy the site represents an opportunity to amalgamate two medical practices in a more modern and accessible primary health care centre, for which NHS Trust support and funding has been given. Clearly there are a number of important benefits to this proposal in terms of promoting healthy communities which are supported in local and national planning policy terms. Significant weight should therefore also be given to these considerations.
- 11.3 In balancing these considerations it should be noted that the proposal is not in an area with an identified deficit of open space. The proposed landscape and biodiversity enhancements and compensatory measures are such that the harm to the Urban Green Corridor and Green Space is in part mitigated. When taken

together these considerations coupled with the significant benefits of improved facilities for public health the development would bring are considered to outweigh the impact on Urban Green Corridor, Green Space and Local Nature Area designations.

**The recommendation is therefore to grant planning permission in accordance with the recommendation above as a departure, subject to the expiry of the public consultation period and no significant new objections beings received raising matters not already covered in the above report.**

**Background Papers:**

Application files: 15/00554/FU  
Certificate of ownership: Notice served on Leeds City Council  
PREAPP/14/00795



# NORTH AND EAST PLANS PANEL

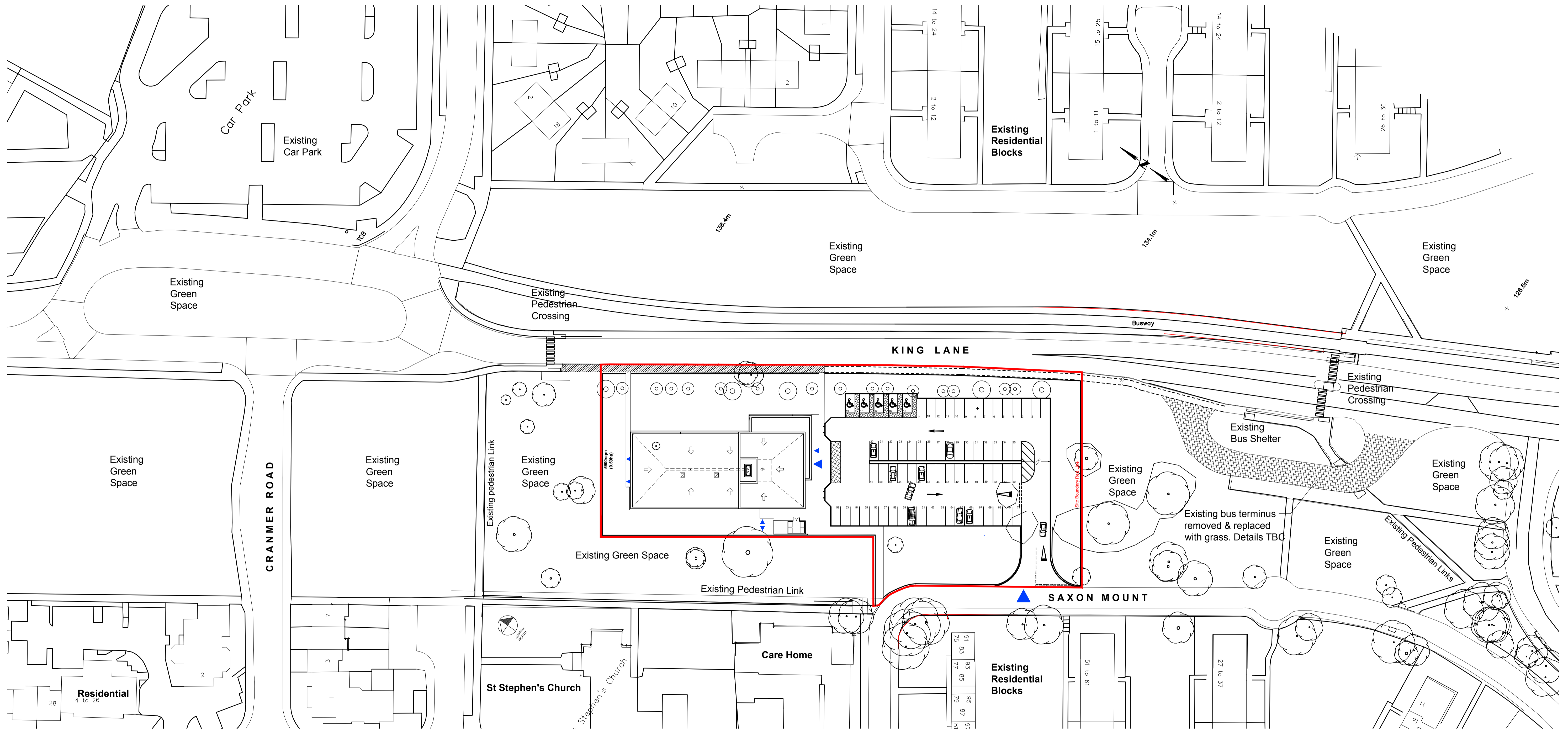
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SCALE : 1/1500



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**NOTE:**  
**NEW TREES & PLANTING STRATEGY**  
**SUBJECT TO FURTHER DISCUSSION**  
**& AGREEMENT WITH LEEDS CITY**  
**COUNCIL LANDSCAPE TEAM**

Rev D 28.01.2015, PJK - Screening wall to Bins / Cycle stores added. Potential footpath to King Lane revised.  
 Rev C 20.01.2015, PJK - Site Access / Egress revised to Saxon Mount. Car Parking numbers increased from 59 to 71 following Planning Meeting 19.01.2015. Site boundary revised accordingly.  
 Rev B 07.01.2015, PJK - Orientation of drawing revised to suit plans drawings. Paving reduced next to wheelchair space 13. Existing trees & shrubs indicated.  
 Rev A 23.12.2014, PJK - Highways design updated in accordance with JMP information 23.12.14.

**Issue Purpose: PLANNING APPLICATION**

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Client	Abstract	Issued From	LEEDS
Project	Alwoodley Medical Centre	Date	Jan 2015
Title	Proposed Site Layout Context	Scale	1:500 @ A1
Drawn	PJK	Auth	

Drawing Number 2318 - D - 90 - 003 - D  
 Revision  
 Do not scale from this drawing. Work to typical dimensions, and any discrepancy to be reported to the Architect.  
 Refer to larger scale drawings where available. © P+HS Architects Limited  
 Revision Identification: Design - D Construction - C