



Report of the Chief Planning Officer

PLANS PANEL SOUTH & WEST

Date: 11th October 2012

Subject: PLANNING APPLICATION 12/02434/FU – PART TWO STOREY PART SINGLE STOREY FRONT, SIDE AND REAR EXTENSION INCLUDING PHARMACY, OPTICIANS AND LAYING OUT OF CAR PARK.

At: MANOR PARK SURGERY, BELLMOUNT CLOSE, BRAMLEY

APPLICANT

Manor Park Surgery

DATE VALID

31st May 2012

TARGET DATE

26th July 2012

Electoral Wards Affected:

Bramley and Stanningley



Ward Members consulted
(Referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION:

APPROVE planning permission, subject to the following conditions

1. 3 year time limit
2. Development completed in accordance with approved plans
3. Surgery and pharmacy opening hours
4. Hours of construction works
5. Restriction of Change of use within A1 use class
6. Lighting details / time switch
7. Details of screening fencing
8. Provision of motor/cycle parking prior to use
9. Provision of bin store prior to use
10. Development in accordance with approved Travel Plan Statement
12. Samples of external materials for inspection / to match existing

13. In granting permission for this development the City Council has taken into account all material planning considerations including those arising from the comments of any statutory and other consultees, public representations about the application and Government Guidance and Policy as detailed in the National Planning Policy Framework and (as specified below) the content and policies within Supplementary Planning Guidance (SPG) and The Development Plan consisting of The Yorkshire and Humber Plan - Regional Spatial Strategy 2008 (RSS) and the Leeds Unitary Development Plan Review 2006 (UDPR).

GP5, BD6, T2, T24, A4, S9

SPD: 'Street Design Guide'

SPD: 'Travel Plans'

On balance, the City Council considers the development would not give rise to any unacceptable consequences for the environment, community or other public interests of acknowledged importance.

1.0 INTRODUCTION

- 1.1 This application seeks full permission for the extension of an existing doctor's surgery to provide additional consultation rooms, waiting areas, an ancillary optician and 100-hour pharmacy. It is brought before the West Plans Panel due to the high level of interest from local residents and members of the public. Following revisions to provide screening fencing and adjust the operating hours of the proposed pharmacy, the proposal is now considered appropriate in planning terms and is therefore recommended for approval subject to the above conditions.

2.0 PROPOSAL

- 2.1 Permission is sought for the significant extension and alteration of the existing Manor Park GP surgery in Bramley. The applicants explain that due to significant increases both in patient numbers and the complexity of their health problems there is now an identified need for expansion including additional waiting areas and consulting rooms, an additional pharmacy with extended opening hours and new on-site opticians, and facilities for specialist GP-led clinics not currently available in the locality including diabetes management and physiotherapy. The expansion is intended to accommodate an increase in the number of GPs based at the practice partly by becoming a PCT recognised centre for the postgraduate training of GPs, as well as through the provision of enhanced facilities
- 2.2 The main element of the proposal will be a part single-storey, part two-storey extension to wrap-around the eastern, southern and part of the western elevations of the building. This will be constructed from red brickwork with a pitched tiled roof to match the existing and UPVC fenestration. At ground floor level it will provide 10 new consulting rooms, an optician's, pharmacy with WC, kitchen and consultation room, with the loss of two existing rooms to facilitate provision of a corridor link and new waiting area. An existing area currently occupied by stairs and partitions will be opened out to provide this, linked to the car park via a new entrance hall with reception desk and an improved access ramp.
- 2.3 The existing stairs will be relocated into the new extension to the southern side, adjacent to the proposed new pharmacy. Along with a passenger lift they will give

access to the extended first floor area. This will provide four new treatment rooms, a staff room and meeting room to the new section, whilst the existing accommodation will be reconfigured to provide toilets, a waiting area and office. The existing meeting room and kitchen to this level will remain.

- 2.4 In addition to the extensions the existing ground floor will be reconfigured. The existing entrance hall will be partitioned from the existing waiting room and become part of the Lloyds pharmacy, which will remain otherwise unchanged. An existing nurse's office leading off this reception area will be subdivided into an interview room and toilets, and two existing interview rooms incorporated into an enlarged administration office. A consulting room to the eastern side of the building will be opened out to provide a new link through from the existing corridor to the proposed corridor serving the new consulting rooms at the rear of the building. Where existing rooms become internal, Velux rooflights will be installed to provide ventilation in addition to retention of existing windows to make use of 'borrowed light' from the proposed glazed corridor.
- 2.5 Externally the new sections of roof will generally be joined to the existing by way of valley gutters. The new roof to the two-storey section will be hipped to match the main roof, rather than pitched in the manner of those to the existing pharmacy and two-storey element and proposed new entrance hall. Although some low shrubs and bushes will be lost to hard surfacing, the large trees (which mainly lie outside the site or on the boundary) will be retained and augmented by two silver birches adjacent to the gates.
- 2.6 The proposed extensions will occupy the existing grassed areas to the south and east, bringing the building to within 1.8m and 1.0m of the boundaries respectively. The new entrance, ramp and a proposed ambulance bay will occupy most of the existing landscaped area to the front of the premises. In addition, the car park will be extended in several directions within the site in order to increase the overall number of spaces from the current 24 to 40, including four disabled spaces adjacent to the main entrance. A row of six spaces to the east of the gates will be moved back around 6m toward the boundary to accommodate two additional spaces north of the existing pharmacy.
- 2.7 An existing grassed area to the north-western side will be used to accommodate five additional spaces, whilst a further nine will be provided to another grassed area on the south-western side. The existing eleven spaces to the front and centre of the site will be removed and relocated 90 degrees to the front of the existing pharmacy, and a new protected pedestrian walkway provided from the main gate across the car park to the entrance. Existing lighting columns will be relocated, whilst the palisade boundary fence will be retained (with a 14m run adjacent to the rears of Nos. 2-14 Bellmount Grove to be relocated).
- 2.8 In total the proposals will add an additional 622m² of internal floorspace comprising 110m² of A1 retail pharmacy and 512m² of D1 non-residential institutional provision. This will almost double the current gross floor area of 777m². The number of employees will also increase, from 22 full-time and 8 part-time to 29 and 11 respectively, including 6 additional doctors. Operating hours for the surgery will be 08.00-19.00 Mon-Fri only, with the new pharmacy operating from 07.00-23.00 Mon-Fri, 09.00-21.00 Saturday and 12.00-20.00 on Sundays.

3.0 SITE AND SURROUNDINGS:

- 3.1 The application relates to the Manor Park doctors' surgery complex. This detached modern red brick building was approved in 1989 and constructed on land cleared as part of the comprehensive demolition of Bramley Town Centre in the 1970s. A projecting extension containing a retail pharmacy was added to the front in the late 1990s. In July 2006 the building was completely burned out by a major fire and subsequently extensively rebuilt to the original plans.
- 3.2 The building is mainly single-storey (dominated by a large expanse of hipped roof) with a small two-storey element to the southern side, originally built as a 2-bed flat but now used as ancillary office and other accommodation. It is constructed of red brickwork under smooth grey tiles with a regular pattern of UPVC fenestration and is elevated approximately 0.5m above the car park, accessed via a flight of stairs and a flagged ramp leading to an entrance hall.
- 3.3 Internally the building opens into a full-height reception and waiting area which in turn leads onto a warren of treatment rooms, administration offices and staff facilities and to a corridor leading to thirteen different consulting rooms. The pharmacy is separately accessed via the entrance hall whilst the first floor is not accessible to patients.
- 3.4 Externally the building is bounded by a grass strip to the north, east and south and protected by a 2.2m green palisade fence to the entire perimeter. It shares the southern boundary with an area of public open space, which permits medium-range views of the complex from Bell Lane. Beyond the northern and eastern boundaries there are houses; local authority terraces with short (6m) rear gardens to the former, and older semi-detached properties with 50m rear gardens to the latter. In each case there is a narrow ginnel separating the gardens from the surgery site.
- 3.5 The building is set within an area cleared of terraces in the 1970s and now dominated by local authority housing in dark brick, with some isolated earlier survivors (notably Bell Grove, a row of eight back-to-back stone and red-brick properties which lie to the north-west). It is accessed from Bellmount Grove across an informal parking and turning head which in turn opens onto a very well-used asphalt car park lit by pole-mounted globe-style fittings.
- 3.6 This car park contains 24 parking spaces arranged in three rows, with further provision adjacent to the northern boundary. It too is surrounded by grass verges with some incidental planting. There are houses to Bell Grove which abuts the north-western boundary; these face the parking area and are screened by a row of large mature sycamore trees.
- 3.7 The existing pharmacy is open from 08.30 to 18.30 Mondays to Fridays, with no operations on weekends and Bank Holidays. The main surgery is open from 08.00 to 19.00 on weekdays, with the last hour reserved for enquiries and collection of prescriptions. There are no surgeries on weekends or Bank Holidays.

4.0 RELEVANT PLANNING HISTORY:

- 4.1 The original application for the surgery (reference: H24/19/89/) included consultation / treatment / waiting and staff rooms, toilets and a 2-bedroom caretakers' flat. It was approved on 6th March 1989 and constructed shortly thereafter.
- 4.2 In 1997 an application (ref 24/208/97/FU) was received to add a front extension (the existing Lloyds Pharmacy) and extend the car parking area. This was approved on

16th September of that year. Two replacement signs were added to the pharmacy under application 06/00318/ADV, approved on 3rd March 2006.

- 4.3 However shortly thereafter the surgery was badly damaged by a major fire incident necessitating a substantial rebuild within the surviving walls. Whilst this was underway a temporary surgery was erected in the car park to allow continuity of services to the patient base.
- 4.4 This was granted temporary consent on 16th October 2006 under application reference 06/05122/FU and was removed from site on completion of the repairs to the main building, in accordance with the conditions of the approval.

5.0 HISTORY OF NEGOTIATIONS:

- 5.1 In response to the comments of the Highways officer revised plans have been provided showing cycle and motorcycle parking, shower facilities and locker rooms for staff. A Travel Plan Statement has also been submitted and agreed.
- 5.2 Following the public meeting the applicants have agreed to alter the pharmacy weekday opening hours from 7am-11pm to 6am-10pm in order to reflect resident concerns about the late opening and associated potential for noise and ASB. A condition has also been agreed to provide fencing to the north-eastern boundary to screen the rear elevations / gardens of houses on Bellmount Close from vehicle movements and headlight glare.

6.0 PUBLIC/ LOCAL RESPONSE:

- 6.1 A General site notice was posted on 15th June 2012. 15 objections have been submitted by local residents and by solicitors acting on behalf of the existing Lloyds' Pharmacy.
- 6.2 In addition to a letter of support from Rachel Reeves MP, a petition of support containing 1089 signatures (mainly of practice users) has also been submitted.
- 6.3 A survey of local residents has been carried out by the agent for the surgery, although several of those named have subsequently advised that their support for the scheme has been misrepresented.
- 6.4 In addition and due to the levels of interest in the proposals, a public meeting was called by the Ward Members which took place on August 29th at the nearby community centre. This was well attended by local residents and by representatives and the agent for Manor Park Surgery, employees / agent of the existing Lloyds outlet, the operators of the proposed pharmacy and the Ward Members.
- 6.5 A lively debate took place with widespread support for the improved facilities tempered by concern over the highways and parking implications, increased activity levels and potential for the loss of the existing pharmacy to competition along with the employment of its staff.
- 6.6 The level of interest displayed at this meeting informed the decision to determine the application at Panel and the issues raised have been covered in greater detail within the Appraisal of this report.

6.7 The main issues raised in response to the initial publicity and at the subsequent meeting can be summarised as follows:

Support:

- The proposals will secure the future of the surgery;
- Greater availability of appointments at times which are more convenient particularly for working people;
- Improved parking and pedestrian access will improve the situation on Bellmount Close.

Objection:

- The proposals will increase traffic levels and demand for parking;
- Needle exchange and methadone prescriptions will attract crime, ASB and discarded needles into a residential area (the applicant has subsequently confirmed that there will be no needle exchange or methadone prescriptions);
- The extended opening hours will result in additional noise-generating activities at unsociable hours;
- There are more suitable places for the pharmacy and needle exchange including the nearby Bramley District Centre which has a high vacancy rate;
- Land Use – under Policy S9 and the new NPPF, out-of-centre retail should be justified in sequential terms;
- The existing pharmacy operators have not been properly involved in the proposals and have been misrepresented within the Design and Access Statement.

7.0 CONSULTATION RESPONSES:

Highways: initial concerns regarding lack of cycle, motorcycle and bin facilities were subsequently overcome by minor revisions to the plans. A Travel Plan Statement has been provided and conditions recommended.

Public Rights of Way: the proposal does not affect the public right of way which crosses the adjacent open space and therefore there are no objections on this matter.

Local Plans (informal consultation): advised that whilst the provision of two adjacent pharmacies is unorthodox, there were no policy constraints to the development as the cumulative floorspace was below the 200m² threshold above which a Sequential Test is required for out-of-centre A1 development.

Neighbourhoods and Housing: recommended restricting hours of work during the construction phase in order to preserve the amenity of surrounding residents.

8.0 PLANNING POLICIES:

Local Planning Policies:

8.2 Locally Leeds City Council has begun work on its Local Development Framework (“LDF”) with the Local Development Scheme most recently approved in July 2007. This provides a timetable for the publication and adoption of the Local Development Documents.

8.3 In the interim period a number of the policies contained in the Leeds Unitary Development Plan (“UDP”) have been ‘saved’. The Leeds UDP Review was adopted in 2006. The most relevant Policies in the adopted Leeds Unitary Development Plan are listed below: -

- UDP policy GP5 seeks to ensure all detailed planning considerations are resolved as part of the application process including the protection of local residents amenities.
- UDP policy BD6 seeks to ensure that all extensions and alterations to existing buildings respect the materials and design of the existing building and its context.
- UDP policy N13 seeks to ensure that the design of all new buildings should be of a high quality and have regard to the character and appearance of their surroundings.
- UDP policy N25 seeks to ensure that boundaries of sites should be designed in a positive manner and be appropriate to the character of the area.
- UDP policy T2 seeks to ensure that new development should be served adequately by existing or programmed highways and by public transport, make adequate provision for cycle use and parking, and be within walking distance of local facilities.
- UDP Policy T24 seeks to ensure parking provision reflects the guidelines set out in UDP Appendix 9.

Relevant Supplementary Guidance:

8.4 Supplementary Planning Documents provides a more detailed explanation of how strategic policies of the Unitary Development Plan and Core Strategy can be practically implemented. The following SPDs are relevant and have been included in the Local Development Scheme, with the intention to retain these documents as 'guidance' for local planning purposes.

- Leeds Street Design Guide
- Travel Plans SPD

Government Planning Policy Guidance/Statements:

In addition to the Development Plan documents, the Coalition Government’s National Planning Policy Framework replaced more than 40 Planning Policy Statements and Guidance Notes in March 2012. Relevant sections include chapters 2 (town centres), 7 (design) and 8 (healthy communities).

9 MAIN ISSUES:

9.1 Having considered this application and representations, the main issues for consideration are thus:

1. Principle of development
2. Design and visual appearance
3. Amenity of surrounding residents
4. Highways, access and parking
5. Other Matters

10.0 APPRAISAL

Principle of Development

- 10.1 The D1 doctors' surgery use is existing and subject to other relevant policies concerning design, parking and access and residential amenity being met, an expansion of this within the capacity of the site is considered acceptable in principle. Likewise the proposed opticians will only be accessible from within the surgery during opening hours. It is not accessible independently and is therefore accepted as an ancillary A1 use.
- 10.2 Concerns were initially raised regarding the proposed additional pharmacy unit, since this would be in addition to an established pharmacy operated by Lloyds and due to its extended operating hours and separate entrance, is regarded as an independent A1 unit in an out-of-centre location. Additional information was therefore sought from the surgery regarding the need for a second pharmacy on the site.
- 10.3 The applicant responded explaining that the extended operating hours and additional services (ie consultations and advice) were requirements of the Primary Care Trust. In addition the expansion of the surgery would in part be funded by leasing the pharmacy to an outside operator. The existing Lloyds Pharmacy had been approached with a view to fulfilling this role, occupying the proposed new pharmacy and providing these enhanced services / extended opening hours, but were apparently unwilling to relocate and do so. The provision of a '100-hour' pharmacy within the locality would benefit working patients and those reliant on public transport, whilst the need for integration between the GP surgery and pharmacy rendered alternative in-centre options impracticable.
- 10.4 Whilst UDP Policy S9 recommends that all new out-of centre retail development be justified using a sequential test, emerging Core Strategy policy P8 states that this is not necessary for developments under 200m² and since the cumulative floorspace of the existing and proposed pharmacies falls below this threshold, it is considered that the proposal is acceptable in principle.

Design/ Appearance

- 10.5 The design of the proposed extension generally reflects that of the existing building and on this basis is considered acceptable. The surgery as it stands is dominated by a large expanse of roof with a small two-storey element. It is functional rather than attractive but does correspond in terms of its overall design ethos with the 'cleared' areas of modern social housing to the north and east (if less so with the Victorian proportions of the terraced housing to the west). It is also set back within its own site and well-screened by trees and surrounding housing.
- 10.6 The two storey element will be located to the southern part of the building and will correspond with the existing first floor former flat on this side. This section will be visible across the area of public open space to this side but is not considered detrimental in terms of its design, scale, form or massing. External materials are proposed to be brick and interlocking concrete tiles to match the existing.

- 10.7 On balance it is considered that subject to the use of materials which respect those of surrounding dwellings, the proposal is appropriate to its context and complies with policies GP5 and BD6 of the Adopted UDP.

Amenity Considerations

- 10.8 Similarly it is considered on balance that the proposed extension and expansion is acceptable in terms of the likely impact on the amenity of surrounding residents. The extension has been designed in a way that most of the development will take place on existing grassed areas to the east, where the houses are separated from the site by generous rear gardens, and the south, which overlooks open space. The eastern section will be single storey, located between 1m and 2m from the site boundary behind a palisade fence and separated from adjacent gardens by a 2m-3m ginnel and screening hedging. The main impact of the two-storey section will be onto the public open space and thus it will not result in overdominance, overshadowing or overlooking of any residential properties. Similarly the angled pharmacy / entrance hall extension to the front is located some 50m from the nearest houses on Bell Grove and again will not result in direct harm to the amenity of these residents.
- 10.9 The reconfiguration of the car park involves the creation of five new spaces to an existing grassed verge to the north-western corner and the relocation of six spaces to the north-eastern corner approximately 7m closer to the rear boundaries of Nos. 2 & 4 Bellmount Close. The former is not considered to be of concern due to the retention of the existing palisade fencing and screening shrubbery and trees which will serve to screen Nos. 2 and 4 Bell Grove to the north-west. However due to a change in levels between the car park and the rear gardens of Nos. 2 & 4 Bellmount Close, the open boundary treatment, and the limited garden depths to these houses, potential exists for disturbance arising from vehicle movements and headlight glare, particularly given the proposed extension of the pharmacy opening hours, and a condition has been agreed to provide details of a suitable screening fence to the north of these spaces. In addition, glare from car park security lighting has been mentioned as a concern by residents, and it has therefore again been agreed with the applicant that a condition to prevent any external fixture being angled at surrounding properties and to restrict the hours of operation by way of time switches will be recommended.
- 10.10 The majority of the concerns raised by local residents relate to the pharmacy element, which will be independent of the main surgery and close at 10pm on weekdays, 9pm on Saturdays and 8pm on Sundays, as opposed to the surgery which will open on weekdays only and close at 7pm. Whilst this represents a considerable extension of the current period during which the site is active it is accepted that levels of after-hours custom will be relatively light, not least because with the surgery closed there will be fewer opportunities for 'linked trips', and predominantly drawn from within the local area. It is considered on balance that subject to the aforementioned conditions to minimise the effects of vehicle movements and lighting that the impact on residential amenity will be within acceptable limits. The Environmental Health officer has not objected to the proposed operating hours, instead recommending conditions to limit the potential from noise during the construction stage.

Parking / Highways

- 10.11 The existing gated access from Bellmount Close is existing and will not change. However the car park will be extended and reconfigured to provide an additional 16 spaces including 4 disabled spaces and an ambulance bay. The Highways Officer is satisfied that this level of provision is sufficient to accommodate the additional patient and staff numbers generated by the proposed extensions and has no objections to the revised layout, which through the provision of clearly marked and segregated

pedestrian routes offers a considerable improvement in terms of accessibility over the current situation where pedestrians and drivers regularly conflict. A number of amendments were recommended including provision of cycle / motorcycle parking, bin storage, facilities for cyclists including lockers and showers and a Travel Plan Statement to encourage the use of sustainable modes of travel, and following the inclusion of these it is considered that the proposal is acceptable in terms of its impact on access, parking and highway safety, and complies with relevant policies including GP5, T2, T24 and the LCC Street Design Guide.

Other Issues

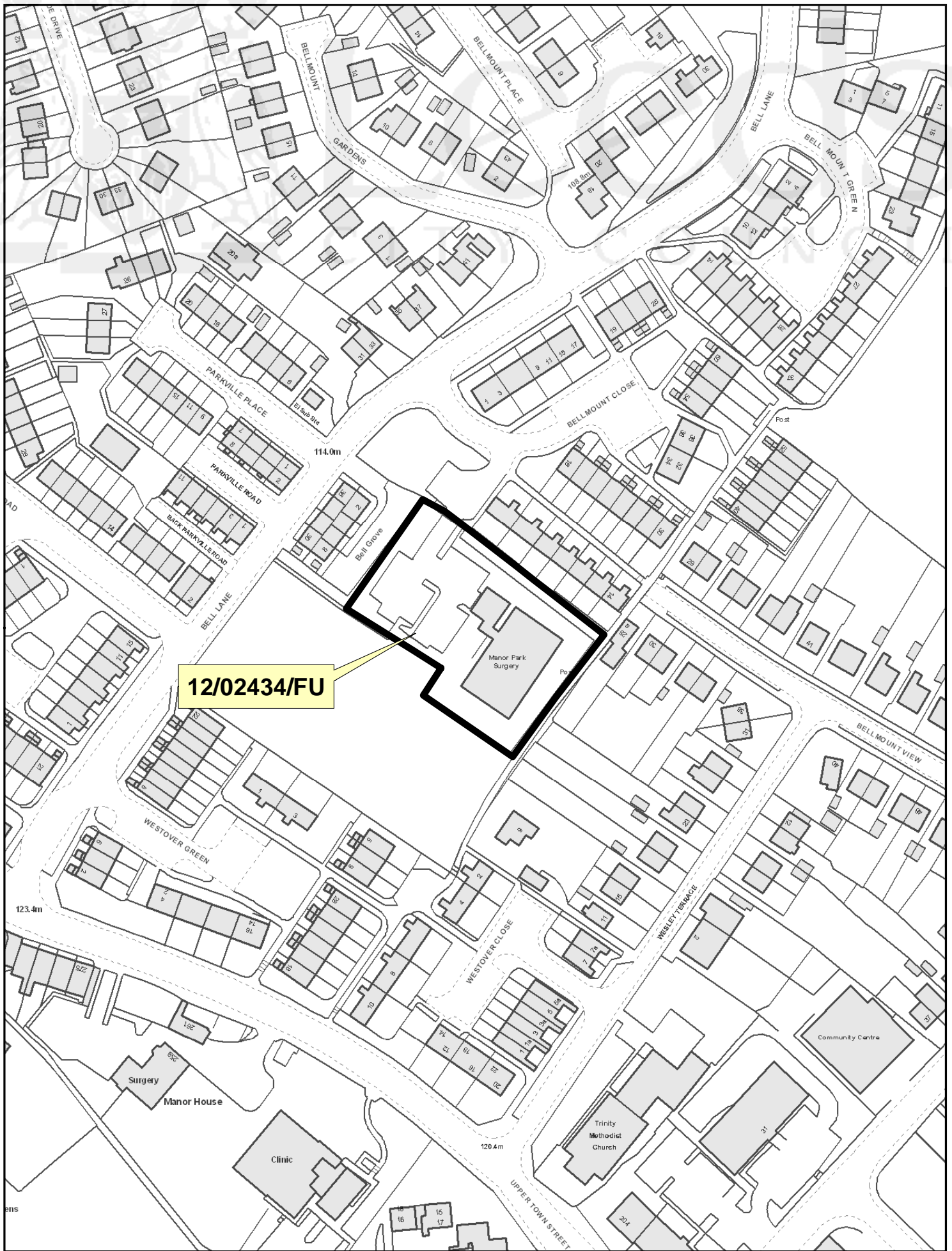
- 10.12 Many of the local objections related to concerns that the surgery would incorporate a needle exchange service and dispense methadone prescriptions to intravenous drug users, which in turn would attract this group of people and related social problems (including crime, vagrancy and irresponsible needle disposal) into a predominantly residential area with a high proportion of family housing. The applicant has clarified that whilst the surgery will offer substance addiction counselling there will be no dispensing of sharps or heroin substitutes from the pharmacy. The existing Lloyds pharmacy has a license from the PCT to provide this 'enhanced service' (although it is unclear whether this currently occurs) and in addition there is a second Lloyds outlet on nearby Town Street which also offers these facilities.

11.0 CONCLUSION

- 11.1 To conclude, the application has generated considerable public interest and concerns regarding the potential for increased parking / traffic movements and late night activity within the site. However these are considered to have been satisfactorily addressed through a combination of amendments to the proposal and conditions restricting operating hours and requiring the provision of facilities to encourage alternative means of transport. On balance the proposal will offer benefits to the surgery's patients (including many local residents) by way of enhanced services and improved capacity. For these reasons the proposal is considered acceptable in planning terms and is recommended for approval subject to conditions.

Background Papers

Application File 12/02434/FU



12/02434/FU

SOUTH AND WEST PLANS PANEL

