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**Report of the Chief Planning Officer**

**SOUTH & WEST PLANS PANEL**

**Date: 7<sup>th</sup> July 2022**

**SUBJECT: PREAPP/22/00050 - Pre-Application Presentation for Relocation of Cottingley GP Surgery into a purpose-built medical facility (with ancillary services) AT Cottingley Playing Fields, A6110 Ring Road, Beeston, LS11 (site 1) and Cottingley Vale, Cottingley Drive, Cottingley, LS11 (site 2)**

**Applicant – Mark Fuller (Fuller and Forbes Healthcare Group)**

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**Electoral Wards Affected:**

**Beeston & Holbeck**

**Specific Implications For:**

Equality and Diversity

Community Cohesion

Narrowing the Gap

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**RECOMMENDATION: This report is brought to Plans Panel for information. The Applicant will present the details of the emerging scheme to allow Members to consider and comment on the proposals at this stage.**

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**INTRODUCTION**

- 1 This presentation is intended to inform Members of a major health / medical proposal for the area of Cottingley with feedback sought from the Panel as to two principal sites (2 of 6 put forward for initial consideration).
- 2 The scheme is brought to South & West Plans Panel to allow Members to make comments to inform progression of any Full application.
- 3 The proposals would constitute Major development with initial designs set over approximately 2400m<sup>2</sup> and given the significance of the proposals in respect of enhanced / accessible local healthcare provision in the Cottingley community when considered alongside the balance of other key material planning considerations, feedback of Members views is welcomed to assist the applicants in shaping any forthcoming planning application.

**SITE AND SURROUNDINGS**

Site 1

- 4 Site 1 involves a section of land set adjacent to the A6110 Ring Road on approach towards J1 of the M621. The land is designated Greenspace and until recent years had been used as one of two full sized football pitches. The land is maintained by the Council's Parks & Countryside Service. The pitches are no longer in use (for at least over the last 10 years), understood to be due to a lack of demand. The land has been maintained as 'Local Recreation Area' (with an average quality score of 5 in a rating of 1 (very poor) to 10 (excellent) in the SAP Supporting Information document 2019) - typology reference G579 in the Site Allocations Plan.
- 5 The site is set adjacent to Cottingley Crematorium, which is screened from the site by mature trees and landscaping to its southern side. Further beyond this is the M621 Junction 1 roundabout and a collection of larger format retail stores such as B & Q.
- 6 On the opposite side of the A6110 Ring Road the site faces towards the Drysalters Public House and a Kia Car Showroom. The Cottingley residential estate is set further away principally to the west and south. The A6110 creates a buffer between this residential setting and the more commercial / industrial character on the east side.
- 7 The site / land is set slightly higher than the adjacent Ring Road from which access would be taken from. This stretch of the Ring Road does feature within a planned upgrading of the wider highway network along the A6110 to provide enhanced bus and cycle lane provision ('A6110 Elland Road to Churwell'). The schematic plans have been out for public consultation since November 2021. Initial designs show at this location, a signal-controlled bus priority lane with the position of this being set near to the point of proposed access. These ideas / feasibility designs have been completed and the scheme is understood to be progressing to Outline Business Case submission in July 2022.
- 8 A number of mature and visually prominent trees line the side of the site running parallel with the Ring Road, although it is unclear whether these would be affected by the Ring Road Improvement Scheme (the consultation drawings refer to the 'opportunity to route cycle track through trees in this area' which may allow for their retention rather than removal).

## Site 2

- 9 Site 2 involves a segment of land set between the existing Cottingley Vale shopping precinct (to the north-west) and a Sheltered Housing Complex (Dulverton Court), to the south-east.
- 10 The site is based on (at this pre-application stage) an 'indicative' red line, intended so that this allows for ongoing discussions and better understanding of parking demands and other site layout issues but some of this area shown is formed of existing public shared car parking for the estate.
- 11 The current site as shown is formed by a mixture of paths and some informal amenity / landscaping, although part of which was previously occupied by the former 'Cottingley Arms' Public House (opened in 1971), a two-storey brick built building which connected with the precinct (same form of pyramid roofing also used) but which was demolished in 2011 following gradual decline in trade and ongoing anti-social behaviour / vandalism / fire damage issues. A landscaping scheme of approximately £65,000 was then spent by the Council here following the demolition which has provided some additional paths to the adjacent Cottingley Primary

Academy School (south-west side), grassed areas, raised planters and some limited tree planting.

- 12 The precinct itself also dates from the early 1970s and was designed / aligned with the creation of the wider estate including the two tower blocks, which set at over 25 stories were once reputed to be the tallest residential buildings in Europe. The precinct itself contains a Pharmacy, Post Office, Newsagents and it is understood although there is some vacant unit space, some discussions have been undertaken with potential new tenants recently. The area generally operates almost like a small Lower Order Local Centre although it is not formally recognised as such in the SAP.
- 13 The sheltered housing complex, Dulverton Court, to the immediate south-east of the site has a small area of parking and its front access / ambulance bay located and served by the public parking courts.

## **PROPOSAL**

- 14 The proposal is for the development of a new purpose-built medical facility at approximately 2400m<sup>2</sup> which would indicatively and primarily house the following:
- GP Medical Centre – this would serve the local community and replace the existing Cottingley GP Surgery at Cottingley Approach;
  - Pharmacy – circa 120m<sup>2</sup> providing onsite pharmacy services to complement the GP surgery, hospital and community services in the same building;
  - Café - For use by patients, peer support groups and people using the wider site sport facilities. This will provide a meeting place during the day and host social activities in the evenings and at weekends;
  - Hospital Services - A number of consultant led outpatient services e.g. ophthalmology in addition to diagnostic facilities such as endoscopy and imaging facilities provided by Leeds Hospital;
  - Community Health services: Community services including district nursing and community teams in the same building as the GP Surgery allowing a joined-up approach to patient care.
  - Primary Network Space: this would accommodate clinical and non-clinical teams such as physiotherapists, mental health works, social prescribers etc
- 15 In addition the facility may look to provide rooms to other similar bodies / stakeholders / charities to site services such as, financial support and housing support amongst others to provide wider patient care that recognises solving many medical issues begins by identifying and supporting social determinants of health.
- 16 The main medical led proposal would be sited at one of two sites. Members are requested to provide feedback to both options:
- Option 1 – Site adjacent to the Ring Road (A6110) on an area of Greenspace / former football pitch, opposite the Drysalts Public House and Ringways Kia Leeds car dealership.
- Option 2 – Site at Cottingley Vale, set in the vicinity of / around the existing twin tower blocks / shopping precinct; at the time of writing the exact format and position of which is being still developed and precisely formed – fuller details to be provided at Plans Panel itself.
- 17 Also proposed at the Option 1 site (only) is a new community based Multi-User Games Area (MUGA), an outdoor gym area and a new junior football pitch marked out.

18 At the time of writing plans provided are schematic at present although some example floor plans and / or visual impressions are intended to be presented on the day itself.

### **RELEVANT PLANNING HISTORY**

19 Option 1 site:

No relevant history.

20 Option 2 site:

11/04522/DEM Determination for demolition of public house Prior Approval  
Not Required

21 However note is also made of the following approval at the nearby Fullerton Park adjacent to Leeds United FC (where the applicant had been due to relocate to; see 'History of Negotiations' below at Section 5.0):

20/00319/FU New community sports hub including four 3G artificial grass football pitches, three of these pitches will be floodlit and enclosed by metal ball-stop fencing whilst the remaining pitch will be covered by an air dome. A supporting pavilion building containing changing facilities, a community cafe, meeting rooms, a fitness gym, a GP surgery and pharmacy. On-site car park and associated landscaping works. Coach parking for use by Leeds United Football Club including TV Compound and a covered pedestrian walkway to Elland Road stadium; Demolition of existing sub-station and unoccupied / derelict building. The sub-station to be re-located within the proposed pavilion building. Approved – 22.06.20 (permission unimplemented)

22 The above planned two storey building fronting Elland Road consisted of 482m<sup>2</sup> for the new Surgery and Pharmacy elements amongst a variety of other uses including a café, changing rooms (for football pitches), gym, meeting rooms and studio.

### **HISTORY OF NEGOTIATIONS:**

23 The applicants are urgently in need of a new GP Practice / site due mainly to its physical limitations of their current building. This would principally serve the Cottingley community but also admit patients from a wider surrounding catchment area (the development would be sized sufficiently whereas the current capacity in the existing building means limitations in patient numbers). The relocation of the existing GP Practice / surgery has become pressing as the Care Quality Commission awaits progression of this matter in the short term further to rectify significant identified deficiencies and constraints in the existing Cottingley Approach GP practice building. These can be summarised as follows:

- There are only two clinical rooms available in the building limiting service provision and creating unavoidable lone working conditions.
- There is no disabled friendly reception space.
- There is no onsite disabled parking
- There is no disabled access to the building

- There is one storage cupboard that has been converted into a windowless room for healthcare checks but with no means of escape or appropriate ventilation
- There is a legal requirement to have a second fire exit, which is through the premises of another onsite business with no right of way. This raises confidentiality and security of premises issues
- There is no interview room
- There is no staff room or separate meeting room
- There is no clean or dirty utility room for our nursing staff
- There is no storage room
- There is no cleaning cupboard

24 The applicants have entered these pre-application negotiations following the abandonment of their initial relocation location becoming unavailable after 2 years of preparatory work including planning consent granted at Fullerton Park site (as aforementioned above). However, as some Members may be familiar with, this site / option became unavailable at a late stage due to the Council's decision to abandon this site development within their wider 'Park Life' project (community football led development). It was considered that this site should be swapped over for a different location (former Matthew Murray High School site, Holbeck) within the Park Life project in the ward to allow / safeguard the land for the potential future expansion of Leeds United Football Club's Elland Road stadium.

25 The applicants originally requested consideration of the Option 1 site but following discussions with the Local Planning Authority, the site at Option 2 (in different emerging / developing forms) has been since added into the pre-application for consideration also.

## **CONSULTATIONS RESPONSES**

### **Statutory**

26 Environment Agency

Option 1 site: Site lies in both flood zone 1 and higher risk flood zones 2/3 (access). Site specific Flood Risk Assessment would be required. Culvert also recorded underneath / near site.

No (re-)consultation considered necessary for Option 2 site, given it is not located with higher risk flood zones.

27 Highways Services

Option 1 site: Objection (site access and concerns around interface with A6110 road improvement scheme).

Option 2 site: Comments awaited. To be updated at Plans Panel.

### **Non-Statutory**

28 Contaminated Land Team

Phase 1 Desk Top Study will be required.

29 Environmental Health (Protection Team)

Potential to impact upon residential amenity by virtue of fixed plant, deliveries and artificial lighting. Details of these aspects to be provided at Full application stage.

30 Environmental Health (Air Quality)

No objection.

31 Flood Risk Management

Option 1 site: Site specific Flood Risk Assessment would be required alongside detailed technical documentation and sustainable drainage design at Full application stage.

Option 2 site: Comments awaited. To be updated at Plans Panel.

32 Parks and Countryside

Prefer option 2 site over option 1. Provision of a MUGA facility not considered appropriate adjacent to the Crematorium. It is queried why the community offer linked to option 1 is lacking from option 2 site.

33 Policy Team

Option 1 site: Policy G6 (Protection of Greenspace) applies. Likely objection but pending consideration of further background information. This would include but not limited to:

- Consideration / discounting of other sites;
- Report on condition of land as a recreational site;
- Level of car parking (large car park) to be clarified if necessary;
- Café necessary?
- Is the Pharmacy necessary given the existing facility at Cottingley Vale?
- Good quality trees set around the site
- Provision of enhanced sporting facilities (MUGA) welcomed
- Preferred that the use is located in a designated (Local) Centre or to the edge of one.

Option 2 site: Comments awaited. To be updated at Plans Panel.

34 Public Rights of Way

Would welcome steps within the existing paths (leads up to Primary School) at option 2 site to be regraded as part of the development to make this route more accessible.

35 Ward Members

Ward Councillors have been briefed throughout and meetings have been held with Councillors Scopes and Maloney in particular. Their overall view is that a new Surgery is critically important to the residents of Cottingley and option 2 in particular appeals due to issues around i) the retention of a Pharmacy at or adjacent to the existing Sphinx precinct shopping centre, particularly also given its role in providing a Post Office service too and ii) the topography of the area making option 1 less accessible to residents within the immediate estate where need is most acute.

## RELEVANT PLANNING POLICIES

### Development Plan

- 36 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that applications should be determined in accordance with the development plan unless material considerations indicate otherwise.
- 37 The Development Plan for Leeds currently comprises the following documents:
1. The Leeds Core Strategy (as amended by the Core Strategy Selective Review 2019)
  2. Saved Unitary Development Plan (UDPR) Policies (2006), included as Appendix 1 of the Core Strategy
  3. The Natural Resources & Waste Local Plan (NRWLP, Adopted January 2013) including revised policies Minerals 13 and 14 (Adopted September 2015).
  4. Any Neighbourhood Plan, once Adopted
  5. Aire Valley Area Action Plan (adopted 2017)
  6. Site Allocations Plan (adopted 2019).

### Leeds Core Strategy (amended by the Core Strategy Selective Review 2019)

- 38 The adopted Core Strategy (as amended) sets out strategic level policies and vision to guide the delivery of development investment decisions and the overall future of the district. The most relevant policies are set out in the paragraphs below:

- 39 Spatial Policy 1: Location of Development: prioritises the redevelopment of previously developed land within the Main Urban Area, taking advantage of existing services and high levels of accessibility.

- 40 Spatial Policy 4: Regeneration priority programme areas:  
The following Regeneration Priority Programme Areas identified on the Key Diagram will be given priority for regeneration funding and resources:
- East Leeds
  - Aire Valley Leeds
  - Leeds Bradford Corridor (incorporating West Leeds Gateway SPD)
  - South Leeds.

Priority will be given to developments that improve housing quality, affordability and choice, improve access to employment and skills development, enhance green infrastructure and green space, upgrade the local business environment, and improve local facilities and services.

- 41 Policy P4: Shopping parades & small-scale stand-alone food stores serving local neighbourhoods and communities: Local service facilities, including extensions to existing retail uses to improve their viability, will be supported within shopping parades in residential areas, providing that they are of a size compatible with the scale and function of the shopping parade, do not compromise the main retail function of the parade to service day-to-day shopping requirements and comply with other relevant planning policies.

Proposals for stand-alone or for small scale food stores up to 372m<sup>2</sup> gross within residential areas, will be acceptable in principle where there is no local centre or shopping parade within a 500 metre radius that is capable of accommodating the

proposal within or adjacent to it. Consideration will also be taken of the number of existing small stores in the vicinity to avoid cumulative impact on parades and centres.

42 Policy P8: Sequential and Impact Assessments for Main Town Centre Uses: Leeds City Council has adopted a centres first approach to main town centre uses as set out in Policy SP2. Proposals must accord with the following sequential and impact assessment requirements. Impact assessments should be proportionate to the level of development proposed.

43 Policy P9 – Community Facilities and Other Services: 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.

Where proposals for development would result in the loss of an existing facility or service, satisfactory alternative provision should be made elsewhere within the community if a sufficient level of need is identified.

44 Policy P10: Design: New development for buildings and spaces to be based on a thorough contextual analysis, deliver high quality innovative design that contributes positively towards place making and is accessible to all. Car parking, cycle, waste and recycling storage should be designed in a positive manner and be integral to the development.

45 Policy P12: Landscape: The character, quality and biodiversity of Leeds' townscapes and landscapes, including their historical and cultural significance, will be conserved and enhanced to protect their distinctiveness through stewardship and the planning process.

46 Policies T1: Transport Management and T2: Accessibility Requirements and New Development: identify measures to ensure new development is adequately served by highways and public transport, and provides safe and secure access for pedestrians, cyclists and people with impaired mobility.

47 Policy G6: Protection and redevelopment of existing green-space: Green space (including open space and pedestrian corridors in the City Centre) will be protected from development unless one of the following criteria is met: (i) There is 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, as illustrated in the Leeds Open Space, Sport and Recreation Assessment, or, (ii) The green space/open space is replaced by an area of at least equal size, accessibility and quality in the same locality; or (iii) Where supported by evidence and in the delivery of wider planning benefits, redevelopment proposals demonstrate a clear relationship to improvements of existing green space quality in the same locality.

- 48 Policy G8: Protection of important species and habitats: Development will not be permitted which would seriously harm, either directly or indirectly, any sites designated of national, regional or local importance for biodiversity or geological importance or which would cause any harm to internationally designated sites, or would cause harm to the population or conservation status of UK or West Yorkshire Biodiversity Action Plan (UK BAP and WY BAP) Priority species and habitats.
- 49 Policy G9: Biodiversity Improvements: requires an overall net gain for biodiversity commensurate with the scale of new development including new areas and opportunities for wildlife in the Leeds Habitat Network. There should be no significant adverse impact on the integrity and connectivity of the Network.
- 50 Policy EN1: Climate Change – Carbon Dioxide Reduction: sets out the sustainable construction and on-going sustainability measures for new development. It establishes targets for CO<sub>2</sub> reduction and requires at least 10% low or zero carbon energy production on site.
- 51 Policy EN2: Sustainable Design and Construction: requires developments of 1,000 sqm of non-residential development to be BREEAM ‘excellent’ and of more than 10 dwellings to meet a water use standard of 110 litres per person per day.
- 52 Policy EN4: District Heating: Hierarchical approach to connection to a district heating system.
- 53 Policy EN5: Managing Flood Risk: identifies requirements to manage flood risk.
- 54 Policy EN8: Electric Vehicle Charging Infrastructure: outlines the ratio of Electric Vehicle Charge Points (EVCP) required across different development uses / proposals.

#### Saved Unitary Development Plan Policies

- GP5 Requirement of Development Proposals
- N25 Development and Site Boundaries
- N39B Watercourses and new Development
- BD2 Design and Siting of New Buildings
- BD3 Disabled Access - New Buildings
- BD4 Mechanical Plant and Service Areas
- BD5 Amenity and New Buildings
- LD1 Landscaping schemes

#### Leeds Natural Resources and Waste DPD 2013

- 55 The Natural Resources and Waste Development Plan Document (Local Plan) is part of the Local Development Framework. The plan sets out where land is needed to enable the City to manage resources, like trees, minerals, energy, waste and water over the next 15 years, and identifies specific actions which will help use natural resources in a more efficient way. Relevant policies include:
- Minerals 2 and 3 requires that within development sites, removal of sand and gravel (sites over 1 Ha) and coal extraction (all non-householder) respectively are considered in proposals

- Air 1 All major applications required to incorporate low emission measures
- Water 1 requires water efficiency, including incorporation of sustainable drainage
- Water 2 requires development to demonstrate surface water runoff controls for the lifetime of development including construction
- Water 4 Development in Flood Risk areas
- Water 6 Flood Risk Assessments
- Water 7 Surface Water Run-off
- Land 1 Contaminated Land
- Land 2 Development and Trees

#### Site Allocations Plan (SAP):

56 Following a statutory challenge, Policy HG2, so far as it relates to sites which immediately before the adoption of the SAP were within the green belt, has been remitted to the Secretary of State. The ongoing remittal is at an advanced stage, with public comments on the main modifications proposed closing in late January 2022. The Inspector will take these representations into account before issuing final conclusions. However, at this stage it remains that Policy HG2 and is to be treated as not adopted. All other policies within the SAP remain adopted and should be afforded full weight.

The sites for consideration by Members as part of this proposal are not sites affected by the statutory challenge.

- Policy GS1 – Designation / Protection of Green Space

#### Neighbourhood Plan

A Neighbourhood Forum has been set up in Beeston (since February 2014) but the area does not extend into the Cottingley community and indeed the draft plan is still, at an extremely early stage in its development.

#### Supplementary Planning Guidance / Documents

57 Accessible Leeds SPD (2016): Guidance document is intended for use by developers, architects, design teams, and those applying for planning permission, to ensure an inclusive design approach is adopted

58 Parking SPD (2016): sets out parking guidelines across the City

59 Sustainable Design and Construction SPD (Building for Tomorrow Today) (2011, updated 2020): Advocates the use of a range of measures to ensure that the best possible practices are used to ensure a sustainable environment is created.

60 Draft Transport SPD (2020): Amalgamating the Street Design Guide SPD, Parking SPD, Travel Plans SPD and Public Transport and Developer Contributions SPD, The Transport SPD is intended for use by developers, design teams and others, and seeks to stimulate innovative designs that are appropriate for the context, character and location of a site and can be used safely by the travelling public.

61 Travel Plans SPD (2015): This Supplementary Planning Document (SPD) sets out the Leeds City Council (LCC) requirements for travel plans and identifies when they

are required in support of a planning application. It is also intended for use by existing firms or organisations who wish to draw up a travel plan to facilitate more efficient and sustainable working practices.

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

- 62 The NPPF and the National Planning Practice Guidance (NPPG) set out the national policies for England and how these are expected to be applied. One of the key principles running through the NPPF is a presumption in favour of Sustainable Development set out in three parts: Economic, Social and Environmental. The revised NPPF (2021) now seeks to tighten definitions on the presumption in favour of sustainable development, increases the emphasis on high-quality design and place-making.
- 63 Paragraphs 47 and 49 of the revised NPPF directs Local Planning Authorities to apply a presumption in favour of sustainable development and that they should approve development proposals that accord with an up-to-date development plan without delay.
- 64 The below sections of the Revised NPPF are also considered to be relevant:
- 65 Section 7: Ensuring the vitality of town centres - Main town centre uses should be located in town centres, then in edge of centre locations; and only if suitable sites are not available (or expected to become available within a reasonable period) should out of centre sites be considered. When considering edge of centre and out of centre proposals, preference should be given to accessible sites which are well connected to the town centre.
- 66 Section 8: Promoting Healthy and Safe Communities – Policies and decisions should aim to achieve healthy, inclusive and safe places which promote social interaction, are safe and accessible (where crime and disorder do not undermine the quality of life or community cohesion) and enable / support healthy lifestyles.
- 67 Section 9: Promoting Sustainable Transport – developments should give priority first to pedestrian and cycle movements and facilitate access to high quality public transport; address the needs of people with disabilities; create places that are safe, secure and attractive which minimise the scope for conflicts between pedestrians, cyclists and vehicles; avoid unnecessary street clutter; respond to local character and design standards; allow for the efficient delivery of goods, and access by service and emergency vehicles; be designed to enable charging of plug-in and other ultra-low emission vehicles in safe, accessible and convenient locations.
- 68 Section 11: Making effective use of land - Planning policies and decisions should promote an effective use of land in meeting the need for homes and other uses, while safeguarding and improving the environment and ensuring safe and healthy living conditions. Strategic policies should set out a clear strategy for accommodating objectively assessed needs, in a way that makes as much use as possible of previously-developed or 'brownfield' land
- 69 Section 12: Achieving well-designed places – para. 127: Planning policies and decisions should ensure that developments:
- a) will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;

- b) are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;
- c) are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);
- d) establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;
- e) optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and
- f) create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.

70 Section 14: Meeting the challenge of climate change, flooding and coastal change - The planning system should support the transition to a low carbon future in a changing climate, taking full account of flood risk and coastal change. It should help to: shape places in ways that contribute to radical reductions in greenhouse gas emissions, minimise vulnerability and improve resilience; encourage the reuse of existing resources, including the conversion of existing buildings; and support renewable and low carbon energy and associated infrastructure.

71 Section 15: Conserving and enhancing the natural environment - Planning policies and decisions should contribute to and enhance the natural and local environment.

## **KEY ISSUES**

Principle of Proposed Uses (including protection of retail vitality)

72 Site 1

73 Site 1 is set within designated greenspace as recognised by policy GS1 of the SAP. The loss of the greenspace itself is therefore the starting point for assessment. Core Strategy policy G6 is applicable and confirms greenspace will be protected from development unless one of the following criteria is met:

*(i) There is 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, as illustrated in the Leeds Open Space, Sport and Recreation Assessment, or,*

*(ii) The green space/open space is replaced by an area of at least equal size, accessibility and quality in the same locality; or*

*(iii) Where supported by evidence and in the delivery of wider planning benefits, redevelopment proposals demonstrate a clear relationship to improvements of existing green space quality in the same locality.*

74 The land is classified as a 'Local Recreational Area' in the SAP. It forms part of a wider collection of amenity areas of greenspace, often like this which are open areas of mown / maintained grass, to which a surplus currently exists for the Beeston &

Holbeck ward, as outlined within the SAP Greenspace Background Paper 2017 and Supporting Information Paper 2019. However, in the same documents, a deficiency is also recorded as existing in 'Outdoor Sports (excluding education)' and 'Natural' quantities. The land here was part of a wider area housing 2 former football pitches (used up to at least 2012) but which have been certainly out of use for more than 5 years (hence no consultation also with Sport England should be required). The area is however capable of conversion back to sporting use. Therefore point (i) of policy G6 cannot be currently satisfactorily addressed.

- 75 In respect of point (ii) the site development would not replace the area of greenspace either by equal size, accessibility or quality in the same locality.
- 76 Assessment under point (iii) is therefore important. It is considered the provision of a purpose-built medical centre and other complimentary health / well-being services is of some significant importance in this part of Beeston and Holbeck (a deprived ward). The applicants are showing some suggested recreational / sporting improvements to the existing / remaining greenspace through further football pitch provision, an outdoor gym but also a MUGA (however the latter's position may require relocation / re-positioning within the wider greenspace area further away from the Crematorium, following consultation with Parks and Countryside, to ensure noise levels at the boundary are not unsatisfactorily increased).
- 77 The provision of a MUGA, laid out junior football pitch (form and extent to be clarified) and an outdoor gym would provide an improved offer for sporting provision, particularly youth sporting facilities for the community. It is possible that the MUGA could be repositioned elsewhere within the wider greenspace although equally this would have to carefully selected due to other residential amenity and parking related considerations.
- 78 Core Strategy policy P9 is also of some importance to the assessment of the principle of development. This states that access to local community facilities and services such as health facilities are important to the health and well being of a neighbourhood. Aligning with that policy the new development at site 1 would be accessible by foot, cycling and also by public transport (provisions for the latter two are due to be further improved with the development of the A6110 Improvement Scheme which will provide enhanced cycle and bus lanes adjacent to the site).
- 79 The policy does also state that the facilities should be set in centres with other community uses. Cottingley does not have a defined 'centre' within the SAP although it is acknowledged that the Sphinx shopping precinct (adjacent to the twin towers), alongside other community facilities like the Cottingley Children's Community Centre, Cottingley Community Project and indeed the existing Surgery all of which are located nearby off Cottingley Drive are set more 'central' to the surrounding community than site 1. The site itself is also set to the bottom of the greenspace with its gradient to the main residential community being quite considerable and so will not be particularly suitable for less mobile and elderly foot patrons compared to the existing Surgery location.
- 80 The applicants however do not just see the Cottingley community (circa 2000 patients) being the only beneficiaries of the new Centre. The existing GP Surgery cannot expand due to limitations with the existing building but the new Surgery would target additional patrons from further afield than Cottingley including possibly within the wider communities of Churwell (Bottom) and Beeston.

- 81 The site is recognised to be greenfield (not previously developed) in character and its loss to built development has some concerns in respect of sustainable development from an environmental perspective. That said, it could be argued that there are social merits in terms of the provision of larger new purpose built healthcare provision accessible to a wider catchment in an Inner City setting (with higher than average levels of deprivation). Therefore as a decision maker the Council / Panel should consider its role in guiding development towards sustainable solutions but in doing so should also recognise local circumstances which should be taken into account to reflect character, needs and opportunities of the area (NPPF, Chapter 2).
- 82 Chapter 7 of the NPPF confirms that planning policies should support the role that town centres play at the heart of local communities. The Centre itself is not necessarily a 'main town centre' use however the inclusion of a Pharmacy and some of the additional services (indeed however these are not also 'main town centre' uses), away from the existing collection of community shops and facilities will not necessarily help sustain or grow those that remain. Policy P8A is relevant only in so far as the Pharmacy is concerned. This states that for retail proposals under 200m<sup>2</sup> (i.e. use class A1 for the Pharmacy), a sequential assessment or impact assessment will not be required.
- 83 Although relating to a different policy context of its time (including former Unitary Development Plan Policy S9), additionally consideration has also been taken of the case law behind R (on the application of Lloyds Pharmacy Ltd) v Leeds City Council to dismiss a High Court challenge to the legality of an approval to grant an extension and re-development of and for a change of use to incorporate a pharmacy and opticians, at Manor Park Surgery, Bramley (judgement on 19<sup>th</sup> December 2013). The outcome of which is that a small pharmacy at Manor Park Surgery could be considered by material considerations to be of integral importance to patients at the surgery (also its development funding), including those using public transport, to incorporate its use within the new development, even with an understood breach of town centre / sequential test policy S9.
- 84 In any event, it is equally expected that two Pharmacies are unlikely to be sustainable together in Cottingley. Should the existing Pharmacy at the Sphinx shopping precinct be relocated to the new development (subject to clearance from the Regulator (General Pharmaceutical Council)), this would still be of some concern to future vitality and viability of the existing shopping centre, notwithstanding that the collection of services / shops here (including the in-house Post Office within the Pharmacy) are not formally recognised at present as being part of a 'Local Centre'.
- 85 Chapter 8 of the NPPF advises that decisions should promote social interaction, mixed use developments, strong neighbourhood centres and street layouts that allow for easy pedestrian and cycle connections within and between neighbourhoods (para. 92a). Safe and accessible public spaces are also advocated (para. 92b). Furthermore the support for healthy lifestyles is noted (para. 92c) and whilst the development (in its own right) would provide a holistic approach to good quality healthcare, this should also ideally set in positions which first and foremost encourage walking and cycling as part of a healthy / active lifestyles agenda. The gradient and the topography of the land here to the bottom edge of Cottingley does raise some concerns in this regard.

86 The NPPF also provides clear guidance on the need to take into account local strategies to improve health, social and cultural well being for all sections of the community (para. 93b). Additionally, para. 94 confirms that decisions should consider the social, economic and environmental benefits of estate regeneration which in this location is less likely to be prevalent (than for instance site 2).

87 Site 2

88 At the time of writing, the exact layout and arrangement of site 2 are being further developed following ongoing meetings with different Council Officers. It is expected that further plan detail can be shown at Plans Panel itself with verbal updates to the report also to be provided where necessary.

89 This site would be principally positioned on land between the existing Sphinx shopping precinct and Dulverton Court sheltered housing complex. This would make effective use of a previously developed site positioned on / around the footprint of the former Cottingley Arms Public House.

90 This section of land is unallocated for any specific purpose and the site in being both a previously developed piece of land and set adjacent to the existing shopping precinct would form a very sustainable alternative to site 1. It is also noted that the site is set more centrally positioned within Cottingley estate, meaning modal split in the development's trips by foot or bicycle (against trips by private car) are expected to be more balanced (than site 1).

91 The provision of a new Medical Centre would assist in safeguarding existing commercial shopping / facilities accessed by the community at the Sphinx shopping centre, through linked trips and the ongoing and increased use of adjacent bus services. The proposals here are considered to align well with the guidance of Core Strategy policy P4. This states that local service facilities will be supported / welcomed within shopping parades if they do not compromise the main retail function of the parade to serve day to day shopping requirements. Although Cottingley Vale shopping precinct isn't necessarily a 'parade' as such it has all the retail features and size that is characteristic of a typical Leeds 1970s style estate shopping parade. The facilities proposed, closely adjacent to the existing precinct, certainly would compliment and indeed support the existing other retailers present through additional footfall and linked trips.

92 Discussions with the existing Pharmacy over either retention within the Centre or relocation into a possible new Pharmacy unit within the development would further allow the final designs of the building to be shaped, although it is accepted that the LPA cannot guarantee business relationships between the new Centre and the Pharmacy as existing and / or a new Pharmacy.

Notwithstanding both policy P8 and additionally the consideration of the case law behind R (on the application of Lloyds Pharmacy Ltd) v Leeds City Council has been taken into account, a key matter here is a design which would allow for retention of the existing / a Pharmacy at either the adjacent new development or the precinct. In regards to the latter, discussions have been progressed and it may be that available opportunities to extend the building so as to provide some purpose-built new / remodelled retail development (should this be desired by various stakeholders in considering the ongoing future management and maintenance of the existing 1970s building). It is noted that for instance, the building has received around £190,000 of

capital investment from the Council in recent times to upgrade the pyramid designed roof structure.

- 93 As previously mentioned this site is not recognised as being part of a designated 'Centre' in the SAP, although it does form an important day to day shopping role for Cottingley residents who otherwise are considerably separated from other such Centres such as Beeston and Morley by both distance (1 mile and 2 miles respectively) and by virtue of busy separating main roads and considerable gradients.
- 94 Having the development set in this location would allow for good linkages to be established with the existing Children's Centre, Community Project / Church building, Primary School and with other associated services potentially being developed within the building such as space for housing services and community use, the collaboration between service providers in the heart of the estate would further assist with its future regeneration. For these reasons the provision of the development within / around site 2 is considered to fit much more neatly with guidance contained in Chapters 7 and 8 of the NPPF.
- 95 The building would also act as a destination attraction to new visitors where patients may come from further afield than Cottingley, any journeys made by patients from outside of Cottingley are more likely be by private car. The larger building however is a crucial requirement of the applicants to ensure the overall business plan behind the development is sustainable, holistic in its approach to healthcare provision and securely funded in the long term.
- 96 The option 2 site does / would potentially require some additional parking space, although given the characteristics of the immediate setting and further, particularly off the back of this development, in respect of the location having the potential for consideration as a new Local Centre designation in any future revision of the SAP, it is it assessed that some flexibility in parking levels may be possible given the sustainable location. However, the detail of this, ongoing consultation with Highways and consideration of alternative options in securing additional parking are still being developed at the time of writing and it is anticipated that further detail on this will be presented at Plans Panel.

#### Highway Considerations

- 97 Site 1
- 98 The Highways consultation raises an objection / concerns with the proposal off the Ring Road. The red line includes land that is part of future A6110 Ring Road improvement scheme. This proposal is expected to be delivered in the short term and consists of bus lane segregation, including priority traffic signalling and cycle lane provision within the red line area.
- 99 The Ring Road suffers from high levels of congestion and a new traffic generating Major development which would be accessed directly off this route will increase usage around this pinch point approaching J1 of the M621 and the junction shared with A643 Elland Road.
- 100 The proposed site access impacts on the planned bus priority along the site frontage and would create a hazard for traffic along the key route, and likewise would likely result in highway safety concerns for cyclists and pedestrians using the improvements when delivered.

101 As currently shown, the site layout also does not provide turning areas for refuse and delivery vehicles and would result in vehicles likely obstructing/ delaying traffic along the ring road and causing a hazard and subsequently results in highway safety concerns. However, this could be overcome internally within the site through re-design but it will likely require additional greenspace land to be taken for the extra manoeuvring space required.

102 The level of parking (62 spaces) is being considered in more detail against the Parking SPD as further emerging information is provided over the floor plan arrangements, staffing levels and mix of uses (further detail to be provided prior to / at Plans Panel). There is some concern however that should any over spilling of parking become apparent, the cost of local Traffic Regulation Orders and other traffic management measures that may be required would need to be provided by the Developer, being secured by way of s106 Agreement.

### 103 Site 2

104 This site is served via the existing estate roads Cottingley Drive (which itself links down to the A6110 Ring Road) and more immediately, Cottingley Vale, which is a circular road of lesser width that also serves principally the shopping precinct, Dulverton Court sheltered complex, the twin towers and some estate housing communal car parking and garage court areas. The latter also provides for a designated bus stop for a number of regular services such as the 55 and 55C which connect with the City Centre.

105 Despite the good bus linkages, the parking demands around this area are still quite intensive, understood in part due to rising car ownership among estate residents. The full quantum / level of parking (still being calculated at time of writing and an update to be provided prior to / at Plans Panel) may not be (fully) possible or even desirable if set immediately adjacent to the new Centre and other opportunities for parking set close by and well connected to (enhanced footpaths) are being considered nearby. This would be sought / secured through the development. This could for example additionally involve a section or sections of land set off Cottingley Drive and / or potential further space created should the shopping precinct be partly or fully redeveloped.

### Design

106 The designs of the development are illustrative at this stage (no consultation therefore been undertaken with the Design Officer yet) generally for both sites 1 and 2, however initial design concepts show a simple linear run of consulting rooms served off a centrally set reception / waiting area with the Pharmacy set adjacent.

107 The exterior images to date show a building with good levels of glazing / natural surveillance to the front with cladding to the sides. Some level of brick within the exterior walls would be expected to characterise with the estate.

### Landscaping and Tree Protection

108 Site 1 contains a number of mature quality trees to the frontage of the site facing the Ring Road. Although the A6110 Improvement Scheme has acknowledged their presence in consultation drawings, the protection of these through that scheme or this development should be prioritised given their quality and contribution to roadside sequestration.

- 109 The initial site layout drawings do show these trees to be retained. Any parking provision adjacent would need careful design and construction in accordance with BS5837:2012 (Trees in Relation to Design, Demolition and Construction) and this would also be controlled via standard conditions.
- 110 Site 2 also contains a collection of mature trees to the immediate north of the Dulverton Court Sheltered Housing complex. Visually these are notable, and it is acknowledged do provide a good level of amenity to the immediate setting. If due to the spatial constraints of the site here it is determined that their loss is unavoidable to make a development work at this site, it is otherwise considered that (further to the usual detailed Tree Surveys) replacement provision can be undertaken elsewhere within the greenspace areas locally around Cottingley Drive (at least based on a 3 for 1 replacement ratio as per policy LAND2).

#### Amenity Considerations

- 111 The main consideration with site 1 is to ensure that noise levels (notwithstanding and further to background levels from the Ring Road) from any provision of the MUGA should be carefully considered with respect to the Crematorium. A detailed Noise Survey can help inform this process if this site is taken forward for detailed design development.
- 112 In respect of site 2, the location would be set around other smaller commercial business. However, given the size and design of the building, detailed analysis and planning will be required to ensure plant and equipment (air conditioning etc) is carefully modelled in and amongst existing noise sensitive (i.e. residential) property adjacent.

#### Flood Risk

- 113 Site 1 is partially contained within higher flood risk zones 2 and 3 (the access into the development which is set at lower ground levels). A Flood Risk Assessment would be required to demonstrate safe measures for access to the site will be unaffected by flooding will be required in any full application and further detailed consultation with the Environment Agency.

#### Sustainable Development / Climate Emergency

Designs to both sites are at an early stage still but it is expected these would be designed with the objectives of environmental design policies EN1, EN2, EN4 and EN8 in particular at the heart of the development.

### **CONCLUSION**

- 114 In respect of site 1, which is set on land designated as Greenspace in the SAP, the provision of the development is considered to have some significant wider planning benefits with some sporting improvements / facilities such as the MUGA etc, noted. Members views on this in respect of the guidance of Core Strategy policy G6 is welcomed.
- 115 This site has some highway and flood risk implications in the form of additional traffic upon the Ring Road and the interface of the access with the planned improvements, which is also noted to be set in higher flood risk zones 2 / 3.
- 116 Site 2 has more favourable advantages in location, both in terms of accessibility / topography, sustainability and protecting vitality of existing shopping provision in

Cottingley, when assessed against planning policy both in the Core Strategy and under NPPF guidance. This site however is tighter in size and shape and it is unclear at the time of writing how parking demands can be satisfactorily accommodated within the immediate site without some detriment to highway safety / efficiency. It may be to satisfactorily address this, some additional provision of land nearby for parking, together with pedestrian improvements, may also be required to adequately cater for the demand. This may possibly (but maybe not fully) also involve designated Greenspace land (i.e. off Cottingley Drive).

117 Members are therefore asked to provide feedback generally and particularly on these key pertinent points of both site options 1 and 2 particularly in respect of their location and highway considerations.

**Q1. Can Members feedback their considerations of planning balance to both sites 1 and 2 based on the following key issues?**

**a) location / land use designation including the juxtaposition with adjoining land uses**

**b) potential / suggested additional improvements offered namely as part of any development:**

**i) greenspace provisions (MUGA, outside gym and junior playing pitch) (to site 1)**

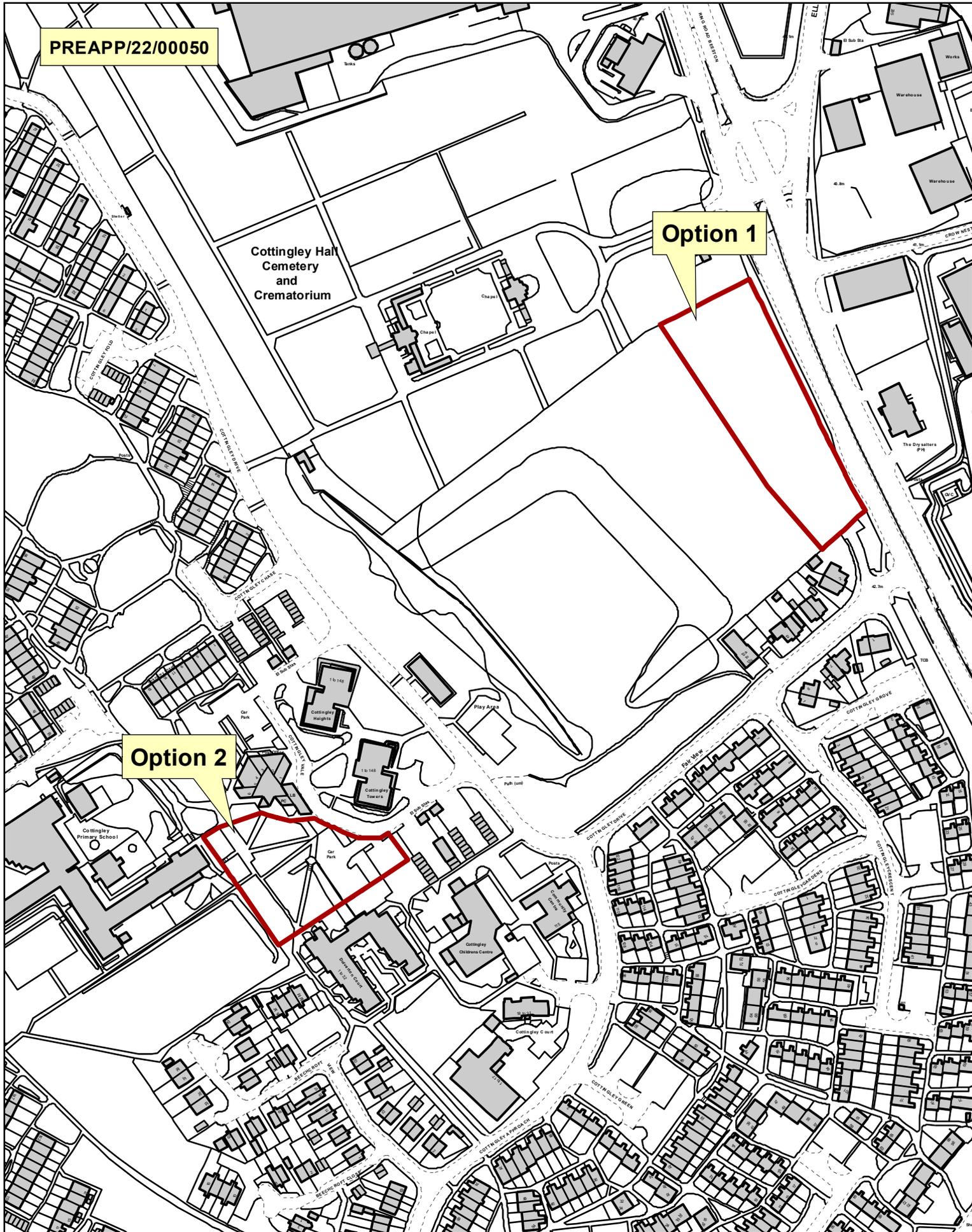
**ii) built environment – i.e. neighbouring Sphinx shopping precinct (to site 2)**

**c) highway safety / efficiency of design in relation to sustainable transport choices and emerging parking arrangements**

**d) emerging landscaping arrangements both existing and proposed?**

**BACKGROUND PAPERS:**

Pre-application file: PREAPP/22/00050



Option 1

Option 2

# SOUTH AND WEST PLANS PANEL





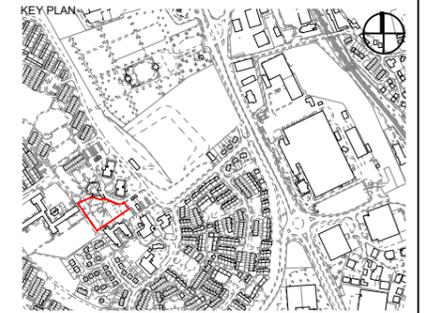
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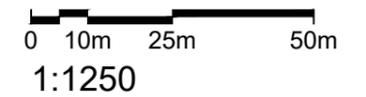
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Notes:

- Proposed Site Boundary (exact boundary to be agreed)
- ✱ Assume access required to Dulverton Court
- ✱ Potential for proposals to utilise existing car parking



FIRST ISSUE						
REV	DATE	BY	CHECKED	DATE	APPROVED	DATE
P1	18.05.22	SF	RB	18.05.22	RB	18.05.22



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CLIENT  
**Fuller and Forbes Partnership**

PROJECT  
**Cottingley GP Surgery, Leeds**

TITLE  
**Location Plan**

**Site Option 2: Cottingley Vale**

SCALE	DISCIPLINE	PROJECT NUMBER
1:1250	Architect	110789

DRAWING NUMBER	REV CODE
<b>NPS-ZZ-00-D-A-0012</b>	<b>P1</b>

STATUS CODE	PURPOSE OF ISSUE	Drawn by	Approved by
S2	Information	SF	RB
		Checked by	
		RB	