
Report of the Chief Planning Officer

PLANS PANEL SOUTH AND WEST

Date: 29th May 2014

Subject: 13/05831/LA Part Single and part two storey primary school, associated car parking and service area, multi-use games court, hard and soft landscaping - Former South Leeds Leisure Centre, Beeston Road, Hunslet

APPLICANT

Public Private Partnership
Unit - LCC

DATE VALID

8th January 2014

TARGET DATE

Electoral Wards Affected:

City & Hunslet

☐ Yes

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity ☐

Community Cohesion ☐

Narrowing the Gap ☐

RECOMMENDATION: GRANT PERMISSION subject to the following conditions:

1. Time limit (3 years).
2. Development to accord with approved plans.
3. Details of levels to be submitted and approved.
4. Materials details and samples of external walling and roofing to be submitted and approved.
5. Surface materials to be submitted and approved.
6. Details of boundary treatments to be submitted and approved.
7. Landscape scheme to be submitted and implemented.
8. Landscape management plan.
9. Aftercare scheme.
10. Biodiversity protection and enhancement measures to be submitted and approved.
11. Area used by vehicles laid out, surfaced and drained.
12. Details of cycle parking and storage to be submitted and approved.
13. Submission of travel plan to be agreed.
14. Scheme to detail off site highway improvement and pedestrian safety measures.

15. Specified operating hours (construction); no Sunday / Bank Holiday operations.
16. Construction management plan to be submitted and approved.
17. Car parking and service management plan to be submitted.
18. Scheme to detail dust suppression.
19. Scheme to detail mud prevention
20. Screening arrangements for bins and sprinkler tank.
21. Separate systems of drainage for surface water and foul to be submitted and approved.
22. Details of works for dealing with surface water discharges to be submitted and approved.
23. No piped discharges of surface water until completion of drainage works.
24. Feasibility study into the use of infiltration drainage methods to be submitted and approved.
25. Scheme for surface water discharge from the development.
26. Oil / grease Interceptor to be submitted and approved.
27. No development to take place with 3.5m of a sewer.
28. Details of external lighting to be submitted and approved.
29. Plans to require 1:20 typical detailing of door / window and eaves treatment to be submitted and approved.
30. Provision of off-site changing and shower facility to be provided.
31. Design and layout of changing rooms to be provided.
32. Maintenance and management agreement of changing facilities to be approved.
33. MUGA flood lighting to be provided.
34. Community use agreement to be submitted and approved.
35. Amendment of remediation statement to be submitted and approved.
36. Submission of verification report to be submitted and approved.
37. Report on unexpected contamination
38. Employment and training strategy

1.0 INTRODUCTION:

- 1.1 Children's Services have concluded a statutory process which aims to deliver a new primary school provision to be known as Lane End Primary School. The site was first earmarked as a potential school site following Executive Board approval in July 2011. The demand for additional primary school places has been set out in a supporting statement prepared by Children's Services which indicates that within this catchment a two form entry to accommodate up to 420 children as well as plus a 26 place nursery is required. The scheme will also be designed to accommodate an extension in order to provide a further form of entry should that be required.
- 1.2 This application is presented to Members for determination following an earlier pre-application presentation to South and West Plans Panel on the 5th December 2013.

2.0 PROPOSAL:

- 2.1 The project is to build a new two form entry primary school with a 26 place nursery on the site of the former South Leeds Leisure Centre together with parking, dedicated pedestrian routes, incidental playing space and a multi-use games area. The site also includes the loss of 2300m² of allocated public open space (N1). It is anticipated that the development will be available for the start of the 2015/16 academic year.

3.0 SITE AND SURROUNDINGS:

- 3.1 The application site essentially consists of an area of land which was once occupied by the former South Leeds Leisure Centre which comprised of a two storey brick built development situated off Beeston Road within a residential area of residential

character. The building was recently demolished and is now a cleared site. An Executive Board report dated July 2013 identified the former centre as a derelict and nuisance site. Following the closure of the leisure centre, two steel storage containers have been stationed on site. Although the containers do not have the benefit of planning permission it is understood that these containers were supplied by the council to provide storage space for the Beeston Broncos who are a junior rugby league club who use the adjoining playing fields. To facilitate this proposal these will need to be removed.

- 3.2 Bordering the site to the north is the M621 which is partly separated by a band of trees. Bordering the east side adjacent to the playing fields is the A653. The site is located to the west side of the site and residential properties bound the south and west sides of the site. Access to the site is gained off Beeston Road. To the east are formal playing pitches (albeit allocated as N1 public open space).

4.0 RELEVANT PLANNING HISTORY:

- 4.1 There is no planning history relevant to the determination of this application.

5.0 PUBLIC/LOCAL RESPONSE:

- 5.1 The application was advertised by site notice posted on site on the 17th January 2014.
- 5.2 No representations have been received in connection with this proposal.

6.0 CONSULTATION RESPONSES:

Statutory

Environment Agency

- 6.1 No objection

Sport England

- 6.2 No objection subject to conditions to secure appropriate mitigation against the loss of N1 public open space

Non- statutory

Highways

- 6.3 No objection in principle subject to conditions.

Neighbourhoods and housing (air quality)

- 6.4 No objections in principle subject to condition to control dust suppression.

Flood Risk Management

- 6.5 Conditional approval recommended

Public Rights of Way

- 6.6 No objection in principle

Yorkshire Water

- 6.7 Conditional approval recommended

7.0 HISTORY OF NEGOTIATIONS:

7.1 The applicant has been engaged in pre-application discussions since mid-2012. A pre app presentation was made to Members of South and West Plans Panel held on the 5th December 2013.

7.2 Members were supportive of the scheme in principle but raised the following issues:

Members sought assurances that the introduction of a new primary school would not have a harmful impact upon the highway network and sought details in terms of supporting mitigation measures.

Members also considered that additional staff car parking spaces needed to be maximised.

Members raised concerns regarding the extent of the loss of N1 public open space as well as the loss of existing changing / storage areas which would be removed as part of this proposal and sought details as to what mitigation measures could be offered to users of the adjacent playing pitches.

Members also sought confirmation that the school classroom sizes, corridors and the size of the assembly / dining hall were of a satisfactory size and that the development would be 'future proofed' should a proposal for future expansion come forward.

7.3 In addition a public consultation event was also held on the 11th December 2013. Local Ward Members, the local community, local community groups, parents and governors were invited.

7.4 Children Services have also met with Local Councillors to discuss the scope of the scheme. The feedback was generally positive.

8.0 PLANNING POLICIES:

8.1 The Council has submitted its Core Strategy to the Secretary of State. The Strategy is considered by the Council to be sound and in line with the policies of the NPPF and the Planning and Compulsory Purchase Act 2004 as amended by the Localism Act 2011. An initial hearing session has been held and the Inspector is satisfied that the Council have fulfilled the legal obligations of the Localism Act as they pertain to the Duty to Co-operate. The Core Strategy has now progressed to formal hearing sessions which were held in the autumn 2013. The Inspector's main modifications were published on 13th March 2014 for six weeks public consultation – significant weight can now be attached to the Draft Core Strategy as amended by the main modifications.

8.2 The site of the former leisure centre and surrounding hard surfaced areas are unallocated in the Adopted Leeds UDP (Review, 2006). The remaining parcel of land, outside of the previously developed areas, is allocated as public open space (N1) and are partly used as used as playing fields. RUDP policy states:

Playing fields, pitches, courts and greens perform a special function for formal outdoor sport and recreation, allied to that of greenspace. Where the public has full access to a playing field (for example within a park), the playing field has been included within the protected greenspace designation (Policy N1) on the Proposals Map. Elsewhere, playing pitches without full public informal access, including private

playing fields, have been identified with a separate notation as Protected Playing Fields on the Proposals Map.

There are a number of relevant policies in the adopted Leeds UDP Review (2006) as follows:

BD5: New buildings should be designed with consideration of their own amenity and surroundings.

GP5: Development proposals should resolve detailed planning considerations.

LD1: Landscape schemes to provide visual interest.

N1: Public open space.

N8: Green corridor.

N12: Urban design: Spaces between buildings of importance, new buildings should be good neighbours and respect character and scale of surroundings.

N13: Building design should be high quality and have regard to character and appearance of surroundings.

T2: Development should not create problems of highway safety.

T24: Parking standards should be met.

National Planning Guidance:

- 8.3 National Planning Policy Framework – Encourages sustainable forms of development and good design.

9.0 MAIN ISSUES

1. Principle of development
2. Design and layout
3. Impact upon surrounding residential amenity and living conditions
4. General Highway considerations
5. Landscape / tree issues
6. Other matters
7. Conclusion

Principle of development

- 9.1 Section 38(6) of the Planning & Compulsory Purchase Act 2004, indicates that in considering planning applications the determination must be made in accordance with the development plan unless material considerations indicate otherwise.
- 9.2 The site includes an area of land which is allocated in the Revised Unitary Development Plan as public open space (N1) as well as a green corridor (N8). The remainder of the site is the brownfield area which housed the former sports centre. The proposed layout shows part of the proposed school boundary encroaching into a small area of the N1 allocation. Although this is considered to be of limited value due to changes in land levels, the proposal has been advertised as a 'departure from the development plan' and Sport England, as a statutory consultee, were consulted as part of the planning consultation process.
- 9.3 Although Sport England initially objected to the scheme this was on the grounds that their initial pre application advice provided to the applicant had not been fully taken into account and therefore did not comply with either paragraph 74 of the National Planning Policy Framework (NPPF) or Sport England Playing Fields Policy.

The initial advice provided by Sport England on the 28th January 2014 sought:

- 1) Community Use Agreement for the MUGA as this facility will be lost from open access and brought into a restricted ownership. However, this would need to be floodlit to allow for meaningful community access during the winter months.
- 2) Drainage improvements to the pitches in lieu of changing facilities. Both Sport England and Leeds City policy is to increase participation in sport. Drainage of the pitches would increase the capacity and therefore the amount of usage of this site.
- 3) Flood lighting to support the use of the MUGA for community use.

9.4 At the pre-application stage and as part of the mitigation package to compensate for the loss of N1 space, the provision of new changing rooms to serve the pitches was considered. However, the applicant considered this would place an unreasonable burden on the school and contacted Sport England to enter into discussions in order to provide an alternative form of mitigation.

9.5 This led to the requirement to provide improved drainage to the adjacent playing pitches. After further consideration it was resolved that following the closure of the sports centre there is now a lack of changing facilities for users of the adjacent playing pitches which consists of a junior rugby league team and Gaelic football clubs. Indeed it would be the case that existing steel storage containers, provided by the Council to local sports clubs following the closure of the leisure centre, would need to be removed or at least relocated as part of the redevelopment of this site. On balance it was therefore considered that this created a potential opportunity, perhaps to provide a purpose built facility close to the boundary of the school together with a multi-use games area (MUGA) within the school boundary. The MUGA itself would be managed and maintained by the school, but accessible to the community through managed bookings.

9.6 Sport England has therefore reassessed this scheme on this basis and has withdrawn their objection subject to the following requirements to be delivered by planning condition:

1. Community Use Agreement of the MUGA.
2. MUGA flood lighting
3. Design and Layout of the changing rooms.
3. Maintenance and Management Agreement

Against this background the principle of development is considered to be acceptable and would provide satisfactory compensation to mitigate against the loss of (N1) public open space. The proposed development is also acceptable in terms of its impact upon the green corridor (N8) which covers the site and surrounding playing pitches. The integrity of such will be maintained.

Design and layout

9.7 The proposed new school involves a combination of single storey and two storey elements which are angled to reflect the geometry of the site and to respond to the curvature of the M621. The positioning of the proposed school provides an opportunity to make an architectural statement to the road frontage. The design uses the building to make a frontage to the roads and act as a buffer to the play spaces. Classrooms

face as far as practicable away from the M621 which allows a passive ventilation system to be used, with service spaces and car parking positioned in between.

- 9.8 The current site layout addresses the many site challenges; adjacent motorway, site topography and site easements. The existing Sports centre area is generally level but the ground rises in large earth mounds to the south and east of the site. This topography presents a natural amphitheatre which has been utilised in both the location and orientation of the school building layout. The school building which comprises of series of box shaped areas is laid out in a curved design to sit within the primarily flat area facing the residential housing with its back to the motorway. This offers a protective shield against the impact of noise and pollution created by the motorway traffic. Although the former Sports centre land and car park are primarily flat there are grassed embankments to the south east of the site which help to screen the school from the nearby residential properties.
- 9.9 To the north east of the main school building a MUGA is proposed and to the south a soft play and a habitat area. To the south west lies the proposed access road, via Beeston Road which will provide both vehicular and pedestrian access to the proposed school. A separate vehicular access is also proposed off Beeston Road to enable the maintenance of the adjacent playing pitches.
- 9.10 The materials palette proposed are likely to include brick and render. It is also likely that the proposed large hall would have composite cladding and wall light panels to provide clerestory lighting.
- 9.11 The proposed scale and massing of the proposed building is not out of keeping with the character of the immediate residential area. In this context, the proposed scale and massing of the development has been assessed in relation to its surroundings, topography, and the general pattern of heights in the area as well as views, vistas and landmarks. It is considered that the proposal satisfies RUDP planning policies BD5 and N12 in this regard and represents an acceptable design solution.
- 9.12 The scheme also proposes hard surfaced and grassed outdoor play areas as well car parking for 49 staff, servicing areas and a turning facility. Highway mitigation works are also proposed on the surrounding network to help facilitate the development. The layout and spatial relationship of these features are considered to be acceptable and will not harm the character of the area.

Impact upon surrounding residential amenity and living conditions

- 9.13 The proposed development has to be considered in terms of its impact upon the residential amenity afforded to nearby residents. The development is located within an area of predominantly residential character; the proposed development will be sited to the south side of the M621 which effectively sits in a basin area and surrounded by mounded public open space. To the south are rows of terraced housing where some of these overlook the site but are separated from it by the mounded open space. To the south west is a public house and beyond that are a small number of commercial premises. In assessing the impact the proposed development will have upon the living conditions of surrounding residents, it is considered that there is no direct overlooking / overshadowing issues and the separation distances are also generous. It is further considered that there will be no demonstrable harm caused by means of noise or general disturbance associated with the use of a primary school.

- 9.14 To the immediate north east of the site a new playing pitch and MUGA is proposed, Sport England have requested a planning condition to ensure that flood lighting for the MUGA is also provide to help deliver community use. The separation distances to the nearest dwellings is considered to be acceptable and would not give rise to noise or light pollution, there is also ample space to enable meaningful planting and screening measures to be introduced by means of planning condition. Against this background it is considered that the living conditions of surrounding residents have been safeguarded in this regard and satisfies policy GP5 of the Revised UDP.

General Highway considerations

- 9.15 The proposed development is a new 2FE school that would be built on the site of a former sports centre. The accompanying Transport Statement (TS) has assessed the anticipated operation of the school in terms of mode of travel to the site, staff/parent parking demand and impact on the local highway network. A total of 49 car parking spaces are to be provided within the site and this provision is considered adequate to serve the day-to-day staff and visitor parking needs of the school. Parent drop-off/pick up parking will take place within the public highways in the vicinity of the site, however the supporting TS includes a series of parking surveys that indicates that there is sufficient capacity within the local streets to cope with the anticipated demand. The site is within an established 20mph zone and traffic calming features are in place on the streets on the approach to the site. The proposals include additional off-site highway works to introduce on-street parking controls in sensitive locations and provide footway extensions to assist pedestrian connectivity to the school.
- 9.16 It is proposed to introduce a package of highway improvement measures in connection with the proposed School. Traffic Regulation Orders are proposed around the turning area and at the junctions of Lane End/Beeston Road and Beeston Road/Hunslet Hall Road. School Keep Clear Markings and pedestrian guard rails are also proposed on Beeston Road outside the site. Footway build outs are proposed at the junctions of Lane End Place/Beeston Road and on Hunslet Hall Road, east of the Beeston Road/Hunslet Hall Road junction, to provide improved pedestrian linkages for pupils travelling to the site on foot. A 20mph zone and traffic calming features have recently been introduced within the streets on the approach to the site. This proposed package of measures will be introduced to Members as part of the presentation.
- 9.17 An access to the playing fields from Beeston Road is proposed just to the south of Lane End Place. The access is proposed for emergency and maintenance purposes and will be controlled by means of a 3.6m wide access gate situated at the boundary between the field and the adopted footway. The introduction of the access will require the existing kerbs at the roadside to be formally dropped to facilitate vehicular manoeuvres over the footway. The entry gate should also remain in perpetuity whilst the maintenance access is in existence to prevent unauthorised access being made to the playing fields.
- 9.18 The supporting information states that the proposed operation of the school deliveries is unknown at this stage. Accordingly, any approval should be subject to a planning condition requiring a Car Park and Service Management Plan to be agreed in writing with the LPA (and implemented thereafter). The plan should seek to control the timing of deliveries and refuse collection by commercial vehicles (e.g. to outside the school pick-up/drop-off period) and deliveries should be coordinated to minimise the chance of two commercial vehicles being on site at the same time. Furthermore, any reversing manoeuvres carried out by HGVs within the site should be supervised.

- 9.19 The scheme has been re-assessed in the light of Panel Members' comments and following the receipt of amended plans. In response to Member concerns, the layout plan has been modified to enable the provision of 49 car parking spaces this is in comparison to the 38 shown at the pre-app presentation.
- 9.20 The application was also submitted with a draft travel plan, which assesses the transport needs of the school to improve the accessibility and safety for all modes of transport. Colleagues in the Travelwise section have accepted the principle of the plan subject to it being updated. A suitable planning condition will control the delivery and implementation of the Travel Plan.
- 9.21 Against this background the Council's Highway Engineer has raised no objections to the principle of development, subject to conditions, the implementation of an agreed travel plan and a package as well as the delivery of off-site highway measures as listed above. It is considered that these revisions positively respond to Panel Members concerns and all highway issues have now been satisfactorily addressed. It is therefore considered that policies T2 and T24 of the Revised UDP are satisfied.

Landscape / tree issues

- 9.22 The Council's Landscape Architect has been consulted on the proposal and has made no objection to the principle of development subject to conditions. Initial concerns were raised regarding the fact that all off site trees had not been correctly annotated onto the submit drawings and that the impact of the proposals could not be assessed accurately. The revised plans now annotate all adjoining off site trees and it has been confirmed that these are not affected by the proposed development. To make the buffer to the motorway more effective the sparse existing tree belt requires to be reinforced with woodland buffer type planting). It is considered that this can be controlled by the imposition of suitable planning conditions as well as tree protection measures. Against this background it is considered that the proposal complies with policy LD1 of the Revised UDP.

Other Matters

- 9.23 The applicant has also carried out an air quality assessment, colleagues in Neighbourhoods And Housing (Air Quality) are satisfied that providing the site layout remains as currently presented there is unlikely to be an issue with air quality at the school. Therefore no objection is raised to this proposal on the grounds of local air quality.
- 9.24 Colleagues in land contamination have raised no objection to the principle of development following the receipt of additional information and subject to planning conditions.
- 9.25 The site lies within Flood Zone 1 when considered against EA flood zone maps and as such is not at risk from fluvial flooding. Further assessment has found that the risk of flooding to the site is minimal. The surface water runoff from the development will be attenuated on site and discharge to the local combined public sewer. The foul flows from the site will also discharge to the public combined sewer. If this site is developed as proposed within this FRA it will not increase the flood risk in the vicinity of the site or affect other properties downstream.
- 9.26 The applicant has also recently proposed a further design change to amend the proposed finished floor levels which will result in the height of the building increasing

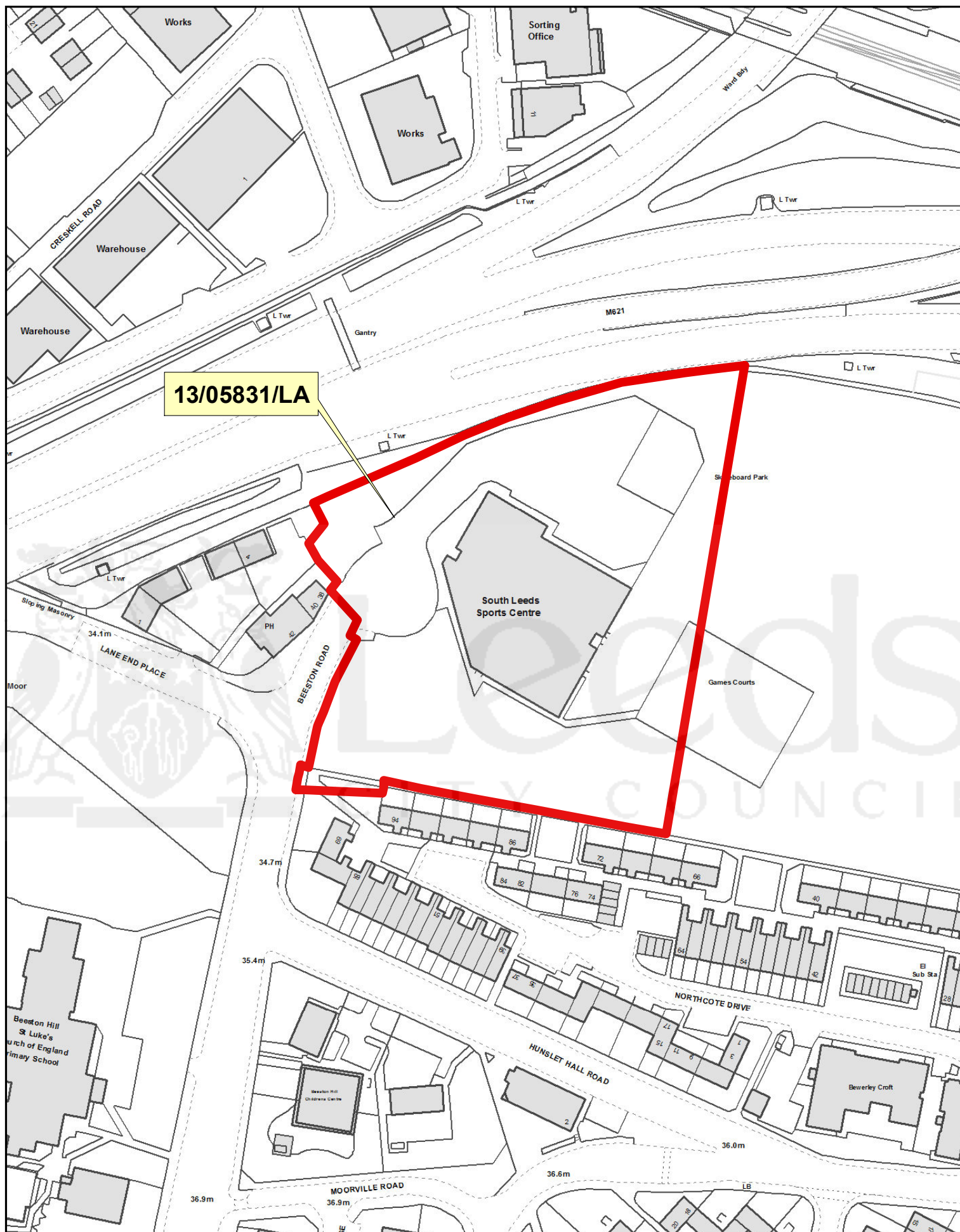
circa 300mm. This will not fundamentally change the design concept or create any visual or amenity concerns

- 9.27 The proposed school has been designed to the Department for Education's Building Bulletin 99 (BB99) area standards alongside current EFA guidelines for funding. The classrooms at 62sqm for Reception and 57sqm for infant and junior follow the client requirements set out in the project brief and have been agreed with the end users.
- 9.28 The inclusion of a sliding-folding partition between the large & small halls complies with guideline space requirements for 3FE assembly and dining whilst providing a flexible school facility for a variety of activities. The kitchen at 72sqm falls within the acceptable zone for 630 pupils. Corridors at 1.9m clear are in line with standards of BB100 for school fire egress whilst breakout areas along their length provide daylight and additional circulation space.

10.0 CONCLUSION

- 10.1 The proposed development is considered to be acceptable in planning terms and lies within an area of sufficient size to accommodate such a use without having a detrimental impact upon both the visual and residential amenity of the area as well as its general character.
- 10.2 Overall, it is considered that the proposed scheme is of an acceptable quality in design terms and delivers new and essential educational accommodation on a site which is partly derelict and in need of redevelopment and investment.
- 10.3 The scheme has been amended in response to earlier Member concerns to provide additional staff parking; off-site highway measures to improve both pedestrian safety and highway improvements which will help mitigate against any potential traffic impacts should they arise, appropriate mitigation against the loss of public open space and community changing rooms and to ensure that classroom sizes and facilities are of a sufficient size to future proof against any further expansion. Against this background it is recommended that the application is supported.

Background Papers Case Files



SOUTH AND WEST PLANS PANEL

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SCALE : 1/1500

