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**Report of the Chief Planning Officer**

**PLANS PANEL SOUTH AND WEST**

**Date: 3<sup>rd</sup> July 2014**

**Subject: APPLICATION 14/01572/FU – two storey building to form enlarged school and single storey community centre and housing office at Oatland Lane and Meanwood Road, Leeds LS7 1SR.**

**APPLICANT**

PPPU

**DATE VALID**

4 April 2014

**TARGET DATE**

4 July 2014

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**Electoral Wards Affected:**

**Hyde Park & Woodhouse**

☐ Yes

Ward Members consulted

**Specific Implications For:**

Equality and Diversity ☐

Community Cohesion ☐

Narrowing the Gap ☐

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**RECOMMENDATION:**

**GRANT PERMISSION subject to the following conditions:**

1. Commencement of development within 3 years.
2. Approval of plans
3. Samples of all external walling and roofing to be approved prior to commencement of development
4. Samples of all external surfacing materials including pedestrian access and parking areas to be approved prior to commencement of development
5. details of boundary treatments
6. details of signage scheme
7. detailed landscape scheme to be submitted / implemented / managed

8. 5 yr planting replacement
9. details of lighting
10. hours of demolition / construction 0730-1830 Monday-Friday, 0900-1300 Saturday, no operations Sunday/BH
11. details of installation/ operation of air conditioning / plant
12. plant noise limited to 5dB below prevailing background (LA90)
13. lighting restriction residential properties
14. details storage and disposal of litter
15. details of cycle /motorcycle facilities
16. vehicle space to be laid out, surfaced, sealed ,drained
17. car park and servicing management plan including refuse vehicles
18. scheme for TRO's
19. construction management plan including provision for access, storage, parking, loading and unloading during construction
20. phase 2 site investigation, including coal mining legacy
21. amendment of remediation statement
22. verification report
23. details of surface water drainage including calculations

## **1.0 INTRODUCTION:**

- 1.1 This application is brought to the Panel as it is an element of the Little London PFI regeneration of Little London which was previously presented to Panel. Panel Members may recall that the project originally included the development of private and social housing across several sites, as well as the redevelopment of the Oatland Lane community hub site. Following the economic downturn the availability of private investment has reduced significantly and in response to this, the project has been redrawn and scaled down. The scheme is now public sector led and developed in phases. Members may recall that a report was presented to the Panel on the 25 April 2013 which sought to explain the changes to the PFI regeneration scheme for Little London, which has been scaled-back significantly from the approved proposals.

- 1.2 Outline consent was granted in 2008 for the redevelopment of the existing local centre site, including the existing shops and community centre on Oatland Lane as well as the housing office. This would have provided seven retail units, plus a new housing office and community centre, and residential flats.
- 1.3 Following the reduction in the scale of the scheme the current proposal would provide for the re-provision of the housing office and community centre, plus an extended campus for Little London Primary School on the local centre site. Planning permission has already been granted for a replacement retail parade on the housing office site.

## **2.0 PROPOSAL:**

- 2.1 This application seeks planning permission to erect a two storey building to form an enlarged school, as well as a single storey community centre and housing office.

## **3.0 SITE AND SURROUNDINGS:**

- 3.1 The site is presently occupied by a community centre building of brick and tile construction which is sited to the Oatland Lane frontage. Perpendicular to this there is a dilapidated parade of shop units, also of brick construction but with flat roofs. The central part of the site is occupied by a community car park and open grassed area. The site falls to the north by approximately 2m.
- 3.2 The existing school site is situated to the north east, with the building centrally located and parking to the front and play areas to the rear.
- 3.3 The wider area is characterised by predominantly local authority two storey houses and maisonettes to either side of the site to the north and south. There are also high-rise residential blocks which intervene throughout the area, such as Carlton Croft which is situated on the opposite side of Oatland Lane immediately to the south west of the site.
- 3.4 To the north east the site is adjoined by employment units sited along Meanwood Road.

## **4.0 RELEVANT PLANNING HISTORY:**

13/00741/FU – detached single storey temporary modular classroom unit to school and relocation of staff car park – approved

13/00189/LA – temporary detached single storey prefabricated office unit to community centre site – approved

13/01046/FU – internal alterations to provide additional classroom spaces, and external alterations - approved

10/05226/FU – refurbishment of dwelling houses and flats – approved

10/05213/RM – reserved matters application for 7 retail units, one housing office, one community centre and residential development – approved

## **5.0 HISTORY OF NEGOTIATIONS:**

- 5.1 This application follows a number of previous approvals affecting this site and the wider Little London area. Between 2008 and 2011 outline consent and reserved matters approvals were granted for a series of applications in order to facilitate the Little London Regeneration Programme. These provided for residential development of 113 units at Carlton Gate, and the refurbishment of dwelling houses and flats, new boundary walls, alley gates and landscaping relating to the Carlton's, Lovell Park, Servia's and Oatland's neighbourhood areas. The site which is the subject of this application was granted consent for a mixed use scheme involving seven retail units, one community centre and 12 residential units. This was known as the Community Hub.
- 5.2 Following the economic downturn and the withdrawal of the private sector housing elements the scheme has needed to be remodelled. The current proposal seeks to provide an enlarged campus for the Little London primary School to increase the capacity from single form entry to three form entry – an increase from approximately 200 pupils to 600 pupils. The existing community centre which occupies part of the site would be re-provided, and this would also include accommodation for a new housing office. Planning permission has recently been granted for a small parade of shops on the housing office site, in order to replace the retail function of the application site. To facilitate this planning permission has also been granted to allow the temporary relocation of the housing office to a prefabricated unit adjacent to the existing community centre site. Temporary consent has also been granted for classroom accommodation to modular units to the school car park to provide a short term increase in capacity.

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

- 6.1 The application has been publicised by means of site notices and an advert in the Yorkshire Evening Post. No representations have been received.

## **7.0 CONSULTATION RESPONSES:**

HSE - does not advise on safety grounds against the granting of planning permission in this case

Environment & Housing - The refuse collection arrangements for the above application look to be acceptable as long as collection times are out of hours as stated.

Public Rights of Way - I have checked our records and can confirm that no definitive or claimed rights of way cross or abut the search site.

The Coal Authority - no objection to the proposed development subject to the imposition of a condition or conditions to secure site investigation works regarding coal mining legacy issues

Highways – Transport Statement needed

Flood Risk Management – detailed comments provided regarding surface water drainage; condition to secure supporting calculations suggested  
Public Transport - The existing mode split for pupils to the school is dominated by walk trips, with very few made by public transport. There is no reason why this should not continue with extensions to the school. Therefore no public transport contribution is required.

WYP Architectural Liaison – detailed comments provided to support Secured By Design submission

Contaminated Land Team – no objection subject to conditions

## **8.0 PLANNING POLICIES:**

### National Policy

8.1 The National Planning Policy Framework (NPPF) sets out the Government's planning policies and contains policies on a range of issues.

8.2 Paragraph 70 of the NPPF supports the provision of community facilities and other local services in order to enhance the sustainability of communities:

*70. To deliver the social, recreational and cultural facilities and services the community needs, planning policies and decisions should:*

- *plan positively for the provision and use of shared space, community facilities (such as local shops, meeting places, sports venues, cultural buildings, public houses and places of worship) and other local services to enhance the sustainability of communities and residential environments;*
- *guard against the unnecessary loss of valued facilities and services, particularly where this would reduce the community's ability to meet its day-to-day needs;*
- *ensure that established shops, facilities and services are able to develop and modernise in a way that is sustainable, and retained for the benefit of the community; and*
- *ensure an integrated approach to considering the location of housing, economic uses and community facilities and services.*

Paragraph 72 attaches great weight to the need to create, expand or alter schools:

*72. The Government attaches great importance to ensuring that a sufficient choice of school places is available to meet the needs of existing and new communities. Local planning authorities should take a proactive, positive and collaborative approach to meeting this requirement, and to development that will widen choice in education. They should:*

- *give great weight to the need to create, expand or alter schools; and*
- *work with schools promoters to identify and resolve key planning issues before applications are submitted.*

### Local Policy

8.3 Planning proposals must be made in accordance with the development plan unless material considerations indicate otherwise.

8.4 The Core Strategy sets out strategic level policies and vision to guide the delivery of development investment decisions and the overall future of the district. On 26<sup>th</sup> April

2013 the Council submitted the Publication Draft Core Strategy to the Secretary of State for examination and an Inspector has been appointed. The examination occurred in October 2013.

8.5 As the Council has submitted the Publication Draft Core Strategy for independent examination some weight can now be attached to the document and its contents recognising that the weight to be attached may be limited by outstanding representations which have been made which will be considered at the future examination.

8.6 Relevant Leeds Unitary Development Plan (Review) 2006 Policies:

- GP5 - development proposals must resolve detailed planning considerations, including amenity;
- BD5 – new buildings should be designed with consideration to their own amenity and that of their surroundings
- BD6 - all alterations and extensions to respect the scale, form, detailing and materials of the original building;
- N12 - development proposals should consider and respect spaces between buildings; the best buildings of the past; good design; character and scale; encouragement of walking and cycling; adaptability for future uses; the needs of the elderly and people with disabilities and restricted mobility; visual interest; and crime prevention;
- N13 – design of new buildings should be of high quality and have regard to their surroundings
- T2 states that development proposals should not create new, or exacerbate existing, highway problems.
- T24 parking provision
- LD1 – landscape design

## **9.0 MAIN ISSUES**

1. Visual impact / character
2. amenity
3. Highway safety / parking

## **10.0 APPRAISAL**

10.1 The proposal would introduce a large school extension building which would be set back approximately 40m from the Oatland Lane frontage. To the front of the site there would be the community centre and housing office located prominently at the junction of Meanwood Street and Oatland Lane, with the parking and school drop off/pick area behind. To the rear of the community centre there would be landscaping and an external hard play area and outdoor teaching space. To the rear of the new school building there would be a multi-use games area and a soft play area. The provision of these the rear of the building would provide a natural link between the existing and proposed school buildings as well as limit impacts upon the neighbouring children's centre. A new staff parking area would be created at the site of the present hard play area which is sited to the rear of the existing school building, and would be accessed separately off Meanwood Road.

10.2 The proposed school building would be a substantial rectilinear flat roofed structure, with tall vertically emphasised windows. Some interest has been added by setting these behind deep reveals. The entrances would be highlighted by use of coloured

cladding. The proposed palette of materials would include two key materials, with the ends of the building clad in dark red coloured panels which wrap the building, while the main part of the building housing the teaching areas would be grey brick. The building would have a clean contemporary appearance, while the choice of colours would be subtle and dignified. Both the arrangement of window openings etc. and the cladding panels would provide a clear sense of rhythm to the elevations. While it is a very large building, its form and scale is intended to complement the existing urban grain. The height of the building, being built over two storeys, limits its bulk and would also limit shadowing and overlooking issues.

- 10.3 The second building on the site, the community centre and housing office, adopts the same architectural language as the school, but has a form which is split into two distinct parts to reflect its use. The larger part, would comprise a mostly clad element with a sloping monopitch roof. The highest part of the roof would address the corner of the site, and slope down to the car parking side. The height has been dictated by the need to provide a hall space in the community centre. A smaller secondary element would be constructed in matching grey brick, and would provide two separate accesses to the two distinct uses to the west and east elevations.
- 10.4 The car parking pick up/drop off area would be situated to the front of the site adjoining Oatland Lane. It would therefore occupy a relatively prominent location, particularly when approaching from the west, although would be screened by the community centre when approaching from the east. Landscaping would be minimal. Vehicle access would be created off Oatland Green.
- 10.5 The site slopes from south down to north, such that the community centre and car park would be approximately 2m higher than the new school building. Boundary treatments include a 2.4m steel welded mesh fence to secure the majority of the site, and 3m ball stop fencing to the rear games area. The car parking area and community centre would be unfenced, but the community centre would provide a clear urban edge.
- 10.6 Vehicular access to the existing school site is poor, being situated off Meanwood Street. The proposal seeks to incorporate this road within the site, and then to use this only for access to the staff car park, and for servicing and deliveries. Service access etc. would be restricted to out of school hours when the car park is empty, thus allowing large vehicles sufficient space to turn and avoiding conflict. This access would be gated.
- 10.7 Parking and drop off would be accessed from Oatland Green, and would be shared between the school and the community centre. There would be a small provision of drop off and disabled spaces located close to the main school entrance. The total number of spaces provided would be 49, 6 of which would be dedicated for use by the housing office. This compares with a total of 47 spaces currently provided in the community car park. The proposal also includes provision for a temporary Traffic Regulation Order which would enable on street parking for an hour in surrounding streets to enable drop off/pick up during the construction phase when the car park would be unavailable. A permanent TRO would then be implemented which would continue to provide an hour of on street parking, and would also limit parking on the new car park to a maximum of three hours. This length of time has been determined after consultation with user groups including the community centre and housing office. This would allow enough time for users of such services; while at the same time discourage use by commuters and city centre shoppers. At the present time the community car park is to some extent used by the latter, and therefore the proposal would represent an improvement for the local community and legitimate

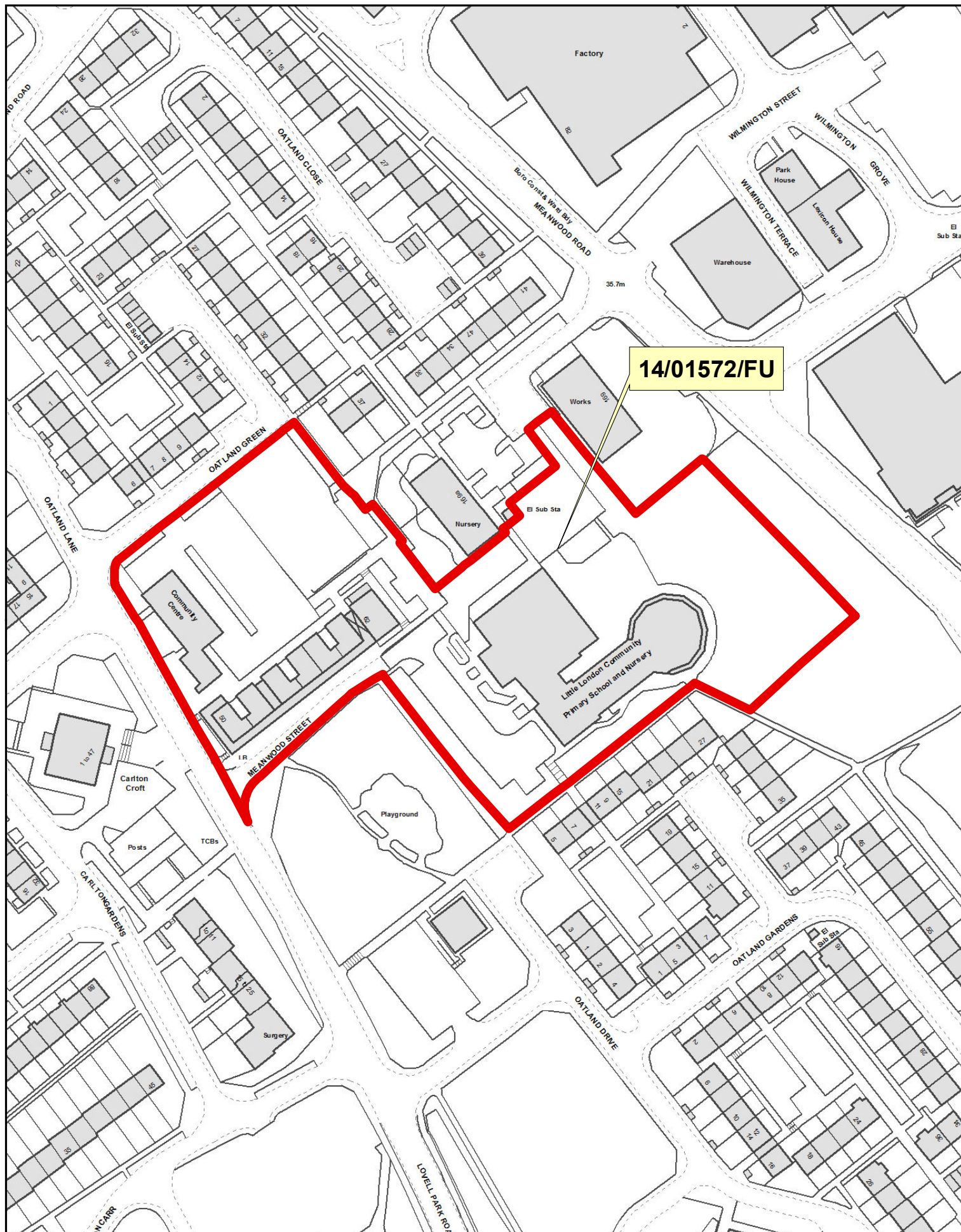
users of the site. The proposal also includes provision for a waiting restriction on the access road to the rear staff car park off Meanwood Road as this at present becomes congested with drop off traffic. The City Council is presently in the process of implementing a 20 mph zone along Oatland Lane, which will benefit highway safety. On balance it is considered that the proposal makes adequate provision parking, pick up and drop off.

- 10.8 Further staff parking would be provided to the rear, accessed off Meanwood Road. The scheme would provide a total of 60 spaces for staff parking. In order to facilitate this it is proposed to re-provide the displaced hard play space to the existing soft floodlit play area to the north east corner of the site. Adequate secure cycle parking would be provided within the site, adjacent to the external hard play space.
- 10.9 Landscaping would be provided to the site frontage in the form of a planted strip of shrubs and trees running between the community centre and the school building. Additional planting would also be provided to the rear surrounding the soft play areas. Opportunities for significant areas of landscaping to soften the appearance of the site are limited by the requirements of the new buildings, as well as the site slope. Taken as a whole the entire site would meet the standards required for the provision of external space in respect of schools.
- 10.10 While hard surfaces would dominate the landscape around the new building, this would be broken up visually by use of colour and texture of materials.
- 10.11 The proposals have been assessed as falling within a BREEAM 'very good' rating, and assuming all targets in this respect are met during the development process then the proposal will achieve a satisfactory level of sustainability.
- 10.12 The proposals have been designed to be as accessible as possible and to meet DDA requirements.

## **11.0 CONCLUSION**

- 11.1 While it must be acknowledged that the proposal represents an intensification of the use of the site, it is a key regeneration project that would provide significant benefits to the area in the form of expanded school provision, as well as improved community facilities. The scheme includes appropriate traffic management measures and provision of TRO's. Local Planning Authorities are encouraged by national planning policy to give great weight to the need to expand school provision and on balance it is considered that the scheme is acceptable.





# SOUTH AND WEST PLANS PANEL

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SCALE : 1/1500

