



Report of the Chief Planning Officer

SOUTH AND WEST PLANS PANEL

Date: 15 January 2014

Subject: Application number 14/06048/LA – Two storey extension with single storey link, expanded car park, new multi-use games court, relocation of existing habitat area, hard and soft landscaping with expanded cycle/scooter storage and new fencing at Broadgate Primary School, North Broadgate Lane, Horsforth LS18 5AF

APPLICANT
Leeds City Council

DATE VALID
20 October 2014

TARGET DATE
15 December 2014

Electoral Wards Affected:

Horsforth

Yes

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION: Approve subject to the following conditions

1. Time limit on full permission
2. Development in line with approved plans
3. Sample of external walling and roofing materials to be submitted
4. Community use agreement for the MUGA
5. Provision for contractors during construction including a construction management plan
6. Car park and servicing management plan
7. Off-site highway works to be implemented before occupation
8. Additional mitigation highways works if required
9. Provision of cycle and scooter parking
10. Travel plan monitoring fee
12. Areas to be used by vehicles to be hardsurfaced
13. Building should not be brought into use till car park extension works have been carried out
14. Details of proposed disposal of surface water drainage
15. No piped discharge of surface water until approved surface water drainage works have been implemented.

16. Protection of existing trees/hedges/bushes during construction
17. Pre commencement Arboricultural Method Statement for any paths to be constructed over the RPA of trees
18. Submission and implementation of landscape details
19. Preservation of retained trees/hedges/bushes
20. Landscaping management plan
21. Hours of opening for community use multi use games area
22. Construction and demolition hours
23. Details to minimize dust
24. Local employment

1.0 INTRODUCTION

- 1.1 This is a full planning application for a proposed two storey and single storey extensions and expanded car park. The proposals also involve the provision of a multi-use games court, (MUGA) the laying out of a wildlife habitat area, landscaping, expanded cycle and scooter storage and new fencing. The proposed works will create 6 additional classrooms and associated storage, replacement staffroom, nursery extension, external hard play area and perimeter security improvements. The proposed project is part of LCC Children's Services' Primary Basic Need Programme and the main driver is sufficiency of school places. The proposed development would enable the school to have a maximum capacity of 420 pupils and a 31 place nursery (2 form entry) and will effectively double the existing number of school places. The application is referred to Panel at the request of Ward Members due to the level of objections received.
- 1.2 Members are asked to note the content of this report and accept the officer's recommendation of approval with the conditions listed above.
- 1.3 The application relates to a building which is unallocated within the Unitary Development Plan and the Core Strategy and is just outside the Town Centre.
- 1.4 Section 38(6) of the Planning and Compulsory Purchase Act 2004 sets out the need to determine applications in accordance with the development plan unless material considerations indicate otherwise.
- 1.5 The proposal is considered to accord with the current development plan and to be acceptable in regard to loss of playing fields, highways, residential amenity, design and other material considerations.
- 1.6 The National Planning Policy Framework is a material consideration and Annex 1 sets out that whilst relevant policies adopted since 2004 may be given full weight depending on their degree of consistency with the NPPF, decision takers may also give weight to relevant policies in emerging plans according to the stage of preparation, the extent to which there are unresolved objections and the degree of consistency with the NPPF.

2.0 PROPOSAL:

- 2.1 The scheme under consideration consists of one two storey and two single storey extensions. The principal works are orientated to the south east of the main existing school building and positioned adjacent to a car park which serves a detached children's centre. The development would provide an additional 811m² of floor space. Externally the works involve a reconfiguration of external play space to provide a

Multi-Use Games Court (MUGA), the formation of additional car parking spaces and (a total of 18 marked additional parking spaces are proposed). In addition the laying out of a new wildlife area and pond are proposed.

- 2.2 The two storey extension will be 40 metres in length and 10 metres in width with a 10 metre by 7.5 metre single storey link into the main school. On the ground floor there will be three new classrooms with a new lift and staircase and staff room providing the link between the existing and proposed school. On the first floor will be 3 new classrooms so there will be 6 new classrooms in total. The two storey element will be 6.5 metres to the eaves and 9.7 metres to the apex and will have a dual pitched roof. The proposed materials are fairfaced dense block in a limestone colour, dark brown/red brickwork plinth and some of the ground floor, timber cladding, and aluminium standing seam roof cladding. The link between the main school and the proposed extension will be single storey and will all be dark brown/red brickwork to match the existing building. The building will involve the loss of a number of 15 trees with 10 being category C trees and the other 5 category B trees.
- 2.3 There is also an 8.2 and 6.8 metre extension to block 2 which will be an extension to the existing nursery but involves no increase in numbers to the nursery. The extension is for larger carpet area for play and an area for parents to collect their children. This will be a flat roofed extension in line with the existing building. This will be 3.2 metres in height and will be constructed from dark brown/red brickwork to match the existing.
- 2.4 There will be a new Multi Use Games Court (MUGA) situated on playing fields to the rear of the site. This will be 37m by 18.5 metres and will have an all weather pitch constructed from porous bitmac with some trial equipment around the edge. This will also be surrounded by rebound fencing which will be 3 metres in height.

3.0 SITE AND SURROUNDINGS:

- 3.1 The application site lies within the urban area of Horsforth on the edge of the designated conservation area which essentially wraps around the site frontage to the south, west and partly to east. The site is located at the top of Broadgate Lane in Horsforth, bounded by residential dwellings to the north and west, St. Mary's Catholic Church and St Mary's Primary School to the east, and North Broadgate Lane to the south. The existing site contains a number of permanent and temporary buildings including the main school building, Horsforth Children's Centre and Broadgate Primary's Nursery & Reception years, and the former caretakers property which is termed 'The Gateway' providing leaning support services. There are also two further temporary buildings which contains the existing staffroom and a before & after school club.
- 3.2 The application site itself consists of a series of buildings and styles representing their various periods of construction which appear to have initially been built circa 1950's. The main school building is characterised by an irregular shaped structure with a main hall at its centre piece and two wings running off it to the north and south but from its north eastern corner and south western corner of the main hall. The main hall is two storey in scale and the roof is shallow pitched. The two wings are single storey and contain classrooms which are 'angled' to face north. The roof on these wing elements are also slightly pitched and contain a corridor spine to provide access to the classrooms. The hall is also used as a dining area.
- 3.3 The materials used in the main block consist of a brown brick with a felt roof and timber cladding. To the east of the school is a children's centre mainly single storey flat roofed with a partial two storey element. Both vehicular access to the school and

parking to the children's centre is served off North Broadgate Lane via a barrier system.

3.4 To the north and east of the main school building are playing pitches which are protected and are shared by the adjoining St Mary's Primary School. The topography slopes significantly from west to east. The highest point on North Broadgate Lane down to the embankment on the north eastern perimeter equates to a 12m change in levels.

3.5 There are areas of hard-standing forming the play areas of the school and a primary access road to the visitor and staff parking areas. Existing parking provision includes 7 spaces for visitors adjacent the main entrance, and 24 spaces for staff beyond a barrier. Mature trees line the boundary to North Broadgate Lane and form a feature leading to the main entrance. The surrounding area is characterised by residential units of varying form and styles. The use of stone and slate is a common feature.

4.0 RELEVANT PLANNING HISTORY:

4.1 None

5.0 HISTORY OF NEGOTIATIONS

5.1 Representatives from Planning and Highways met with Ward Members on 2nd October, the following was agreed:

-There is to be no proposal for a community car park at St. Mary's Church under this application

- 3 additional spaces on top of the additional spaces already provided are required on site to maximise potential to relieve pressure on the highway

- Native tree species are to be specified in the habitat area

- The design would benefit from some colour considering it is a primary school.

5.2 These comments have been incorporated into the proposal.

6.0 PUBLIC/LOCAL RESPONSE:

6.1 Councillor Cleasby, Collins and Townsley have all objected to the scheme and requested a site visit. Their concerns are:

6.2 There have been 90 objections from local residents concerned with the following matters:

- Doubling intake of pupils and increasing number of staff by 14 but insufficient increase in car parking
- Parking concerns especially due to its close proximity to the other school (St Marys)
- Highway safety and traffic congestion generated by increasing school capacity.
- Local roads already blocked by cars at drop off and pick up times
- Parking already prevents access for refuse collection and concerned it will prevent emergency vehicles
- Residential amenity concerns
- No off site provision for parental parking
- Traffic statement not accurate

- Traffic consultant's report accepts that the traffic problems for local residents associated with the development are not resolved by their recommendations.
- Buses stopping at bus stops are seriously compromised at peak school times
- Parking over residents drives is already common
- Residential detriment of a high fence directly on my boundary and will give the school a prison effect
- The H bars in front of drives is not an offence to park on them so once parents realise this they will ignore them
- Speed bumps will have zero impact on the parking issues
- Is the extension for local children as understand it's to accommodate children from the Clariant scheme near Rodley, if so, why not build a school nearer
- Inevitable increase in traffic runs counter to the Councils policy on sustainable transport
- Construction vehicles for a number of years and impact on parking and residents
- Loss of grass area will limit some of the range of activities which can be accommodated and possibly discourage interaction between the schools
- Reference to letting of the pitches outside of school hours will increase traffic and parking problems
- Noise from intensification of sports activities could extend into evenings and the weekends

7.0 CONSULTATION RESPONSES

Sport England

Part of the site constitutes a playing field and the loss of a playing field is usually not supported unless it complies with one of the exceptions classes. In this instance the main loss of the playing field is for a MUGA so exception E5 is applicable which states *that the proposed development is for an indoor/outdoor sports facility of sufficient benefit to sport to outweigh the detriment caused by the loss of a playing field.* Sport England are content that the proposal meets exception E5 and have no objection subject to a condition for community use.

Highways Authority

Concerns related to the increase in on street parking and congestion that could occur if approval is granted. Mitigation measures have been proposed to improve safety in the immediate vicinity of the site and to address concerns raised by residents related to inconsiderate parking.

However, it is clear that the proposals, if approved, would lead to an increase in pupils being brought to the school by car and that this would result in more on street parking and congestion at drop off and pick up times.

Planning conditions are suggested that would be required to cover the delivery of the proposed off site highway works, car park and servicing management plan and provision for contractors during construction including a construction management plan.

It is essential that the applicants provide an additional sum of £25,000 to enable the LHA to promote any additional traffic management/safety measures resulting from the development that may become necessary on the adjacent highway network over the period that it would take the school to reach the proposed maximum capacity.

Contamination officer

An additional gas monitoring and assessment report needs to be submitted

Yorkshire Water

Further information required which has been submitted

Main Drainage

Conditional approval

8.0 PLANNING POLICIES:

The Development Plan

- 8.1 As required by Section 38(6) of the Planning and Compulsory Purchase Act 2004 this application has to be determined in accordance with the Development Plan unless material considerations indicate otherwise. The development plan currently comprises the adopted Local Development Framework Core Strategy (2014), those policies saved from the Leeds Unitary Development Plan (Review 2006) (UDP) and the Natural Resources and Waste Local Plan. Relevant supplementary planning guidance and documents and any guidance contained in the emerging Local Development Framework (LDF) represent material considerations.
- 8.2 The Local Development Framework **Core Strategy** was adopted by the Council on 12th November 2014. The following policies contained within the Core Strategy are considered to be of relevance to this development proposal:

P9 – Community facilities and other services

P10 – Design

T2 – Accessibility Requirements and New Development

The most relevant saved policies from the **Leeds Unitary Development Plan** are outlined below.

Part of the site is allocated as public protected playing pitches in the RUDP (N6) and the states:

“Development of playing pitches will not be permitted unless:

i. There is a demonstrable net gain to overall pitch quality and provision by part-redevelopment of a site or suitable relocation within the same locality of the city, consistent with the site’s functions; or

ii. There is no shortage of pitches in an area in relation to pitch demand locally, in the context of the city’s needs, and city wide, and development would not conflict with Revised UDP policies concerning protection of the Green Belt, protection and enhancement of Greenspace and provision of additional Greenspace, Urban Green Corridors and other open land”.

Other relevant policies are:

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

GP5: Development proposals should resolve detailed planning considerations.

T2: Development should not create problems of highway safety.

T24: Parking standards should be met.

Supplementary Planning Guidance / Documents:

- 8.3 Supplementary Planning Document: "Street Design Guide".
Supplementary Planning Document: Public Transport Improvements and Developer Contributions.
Supplementary Planning Document: Travel Plans.
Supplementary Planning Document – Sustainable Design and Construction "Building for Tomorrow, Today"

National Guidance - National Planning Policy Framework

- 8.4 The National Planning Policy Framework (NPPF) came into force on 27th March 2012. The introduction of the NPPF has not changed the legal requirement that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. Paragraph 70 of the NPPF supports the provision of community facilities and other local services in order to enhance the sustainability of communities:

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:

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.*

In assessing school developments the decision maker must also be mindful of a policy statement issued jointly by the Secretary of State for Education and the Secretary of State for Communities and Local Government on the 15th August 2011. This sets out the Government's commitment to support the development of state-funded schools and their delivery through the planning system. It states that

the Government is firmly committed to ensuring there is sufficient provision to meet growing demand for state-funded school places, increasing choice and opportunity in state-funded education and raising educational standards. It goes on to say that the Government believes that the planning system should operate in a positive manner when dealing with proposals for the creation, expansion and alteration of state-funded schools, and that the following principles should apply with immediate effect:

i) There should be a presumption in favour of the development of state-funded schools, as expressed in the National Planning Policy Framework.

ii) Local authorities should give full and thorough consideration to the importance of enabling the development of state-funded schools in their planning decisions. The Secretary of State will attach significant weight to the need to establish and develop state-funded schools when determining applications and appeals that come before him for decision.

As mentioned in the above NPPF policy the Government have also released a policy statement in relation to school development in August 2011 which states that the Government is firmly committed to ensuring there is sufficient provision to meet growing demand for state funded school places, increasing choice and opportunity in state funded education and raising educational standards. The Government wants to enable new schools to open, good schools to expand and all schools to adapt and improve their facilities. This will allow for more provision and greater diversity in the state funded school sector to meet both the demographic needs and drive for increased choice and higher standards.

It is the Governments view that the creation and development of state funded schools is strongly in the national interest and the planning decision makers can and should support that objective, in a manner consistent with their statutory obligations. We expect all parties to work together proactively from an early stage to help plan for state school development and to shape strong planning applications. This collaborative working would help to ensure that the answer to proposals for the development of state funded schools should be, whenever possible 'yes'.

The Government believes that the planning system that the planning system should operate in a positive manner when dealing with proposals for the creation, expansion and alteration of state funded schools.

9.0 MAIN ISSUES

Principle of development
Design and visual impact
Impact on residential amenity
Highways
Landscape/tree issues
Need for the school extension
Other issues

10.0 APPRAISAL

Principle of development

- 10.1 Section 38(6) of the Planning & Compulsory Purchase Act 2004, indicates that in considering in planning applications the determination must be made in accordance with the plan unless material considerations indicate otherwise.
- 10.2 In assessing proposals which affect a Conservation Area it is noted that Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires the Local Planning Authority to have special regard to the desirability of preserving and enhancing the character and appearance of the Conservation Area.
- 10.3 The site includes an area of land which is allocated as N6 (protected playing pitches) in the Revised Unitary Development Plan.
- 10.4 The site forms part of, or constitutes a playing field as defined in The Town and Country Planning (Development Management Procedure) (England) Order 2010 (Statutory Instrument 2010 No. 2184). The consultation is therefore statutory and Sport England has considered the application in the light of the National Planning Policy Framework (in particular Par 74) and its policy to protect playing fields, 'A Sporting Future for the Playing Fields of England.
- 10.5 The extension and Multi Use Games Area will be located to the north of the school buildings and will affect the playing field. There will also be a construction compound located on the playing field. However, all of these elements are on non-functional parts of the playing field and meet the following exception to Sport England's Playing Fields Policy:
- Essentially Sport England will oppose the granting of planning permission for any development which would lead to the loss of, or prejudice the use of, all/part of a playing field, unless one of 5 exceptions applies:*
- Bullet point 5 (E5) states 'The proposed development is for an indoor/outdoor sports facility of sufficient benefit to sport to outweigh the detriment caused by the loss of playing field'*
- 10.6 Whilst there is some incursion into the playing field area through the car park and ramp, the main loss of playing field comes about as a result of the proposed MUGA. The salient exceptional circumstance by which the MUGA stands to be judged is exception E5.
- 10.7 The applicant has submitted a document entitled "Supporting Statement for Loss of N6 Protected Playing Pitches" which provides justification for the proposed MUGA in respect of E5. Sport England accepts a number of the substantive point set out in that document
- 10.8 This being the case, Sport England does not wish to raise an objection to this application. Against this background the principle of development is considered to be acceptable.
- Design and Visual impact
- 10.9 Broadgate Primary School site lies adjacent to the Horsforth Conservation area. It is therefore necessary to consider whether the proposed development has regard to the importance of the site's adjacent context and status as a conservation area as well as its impact upon the character of the surrounding area.
- 10.10 The Broadgate Primary School site lies adjacent the Horsforth Conservation Area. The Horsforth Conservation Area Appraisal land Management Plan provides the following commentary:

Broadgate Lane is an important modern-day access into and out of Horsforth on the public bus route. The historic settlement on the whole is of large domestic properties, with variations between detached and semidetached. Unlike much of the conservation area, the properties are often set back from the road edge, giving more sense of space to the area. These large properties are irregular in both their orientation to the road side, and in their position to the back pavement edge boundaries. This discontinuous building line adds a variation to the domestic character that is not as present in other areas of Horsforth. The properties step in and out of the road edge as they lead west towards Town Street.

- 10.11 This proposal has been the subject of several design changes as the original proposal was not considered to be acceptable due to its proposed orientation, scale and massing as well as outlook. The original scheme was also positioned in a manner which removed feature trees adjacent to the main entrance and existing staff room to the detriment of the character of the area.
- 10.12 The initial proposal was discussed at the internal Design Advisory Group and the following issues were raised and comments made:
- The basic premise must be to create a quality learning environment for the end user, the students.
 - The proposal as presented raised some issues to do with the quality of the learning environment being created.
 - These included the outlook from the existing classrooms being affected i.e. looking onto blank walls and toilet and cloakroom windows.
 - The proposal would also cast the existing building in shade for the majority of the day.
 - The proposal would build over the existing nature area, its replacement would be in constant shade and its survival or ability to establish itself is questionable.
 - The outlook of the classrooms would be onto a car park and bin store.
- 10.13 The Design Review Group also put forward an alternative option, which essentially was consistent with earlier planning officer comments. This involved a freestanding building rotated at 90 degrees and sited to the north at the end of the existing classrooms.
- 10.14 Although this would have encroached onto a portion of a designated protected playing pitch (N6 land). The effect was considered to be marginal as the land slopes steeply and is unusable. It was also considered that with a suitable design solution this change in levels could have been made to work to the advantage of the school by creating an enclosed outdoor store for the playing pitches and MUGA.

The proposed alternative option would:

- Have a positive outlook for the existing classrooms and the proposed classrooms, softened by the greenery of the fields
- Create the opportunity for external enclosed stores by exploiting the change in levels; to the benefit of the school
- Keep clear of the existing drainage
- Would save the existing nature area and the established trees

- It would require a well-designed covered walkway, which could meander through the nature area.
 - Create an outdoor enclosed store
- 10.15 After further discussion with the applicant and the head teacher this option was however rejected on the grounds that it did not functionally work for the school. Further amendments have however led to a revised scheme which now seeks to respond to the primary circulation routes and centralise the focus to the heart of the school. The link via the existing reception area gives direct access to the halls and ICT suite for dining and assembly which was considered to be essential. Further changes introduced also involve the 'slimming down' of the 2-storey block and mirroring the circulation to face the car park. A centralised habitat area has also been created that is overlooked from all of the junior classrooms whilst retaining important frontage trees.
- 10.16 The proposed development therefore now involves the introduction of a two storey extension, linked by a single storey extension. The proposal runs parallel to the main school building to create a court yard enclosure.
- 10.17 The proposal now seeks permission for the introduction of a rectangular shaped two storey classroom block with a service corridor, to provide circulation space, a stair well, lift, toilets and cloakrooms. A single storey link connects the block to the main school and also provides a staff room. The two storey block also partly steps down to reduce the scale and massing and articulation of the roof. The roof form is monopitch roof with a slight oversail. The full length of the principal elevation is some 41m. Its width at its widest point is some 10m. The scale of this building is two storey and some 10m at its apex.
- 10.18 The design of the proposal is functional and simple, the changes in roof form and massing as well as regular horizontal fenestration help articulate the main elevation as well as providing visual relief. In terms of energy efficiency, the development has been designed to comply with part L of the Building Regulations
- 10.19 A new Multi Use Games Area (MUGA) and fencing enclosure is proposed to increase hard play/games court provision. Its position centrally on the playing fields is in response to earlier planning comments. The location permits segregated access alongside the car park for community use without compromising the security of the school.
- 10.20 The proposed works also involve extending an existing car park located to the east of the main school building. The car park extension is modest and involves the removal of a marginal area of N6 protected playing pitch
- 10.21 Given the proposal to introduce a MUGA to the north of this, it will not be seen as a visual intrusion. It is considered that this will have no harmful effect upon the character or surrounding conservation area.
- 10.22 The proposed scale and massing of the building is not considered out of keeping with the character of existing buildings on the site 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 Core Strategy planning policy P10 in this regard and represents an acceptable design solution.

Residential amenity

10.23 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 building extension will be sited to the south east of the existing main school building. The proposed siting of the extensions are relatively central within the site. None of the classrooms will overlook adjacent properties. In terms of the impact on the living conditions of surrounding residents, it is considered that the actual physical extension will cause no material harm given the separation distances to the nearest dwellings, However the MUGA is proposed close to the edge of the northern boundary. Given this area is already a school playing area it is considered that this will introduce no additional harm during school hours. However, the introduction of a community use, which is suggested by Sport England, will increase comings and goings outside of school hours and potentially at weekends. A condition can be attached requesting opening hours for the community use to ensure that the MUGA is not used late into the evening every day or early in the morning at a weekend. A condition is also required in relation to lighting to control the impact on the surrounding residents. The proposed car park extension will also cause no amenity issues as it is located away from the residential properties. The proposal will however significantly increase the number of students on site and this will undoubtedly increase noise and comings and goings. However the enlarged school would still have only 420 pupils, which is not unusual for a primary school and the grounds of the school are sufficiently spacious to accommodate such an increase.

10.24 Against this background it is considered that there will be no demonstrable harm caused by means of noise or general disturbance associated with the expansion of this primary school. It is considered that the living conditions of surrounding residents have been safeguarded in this regard and policy GP5 of the Revised UDP is satisfied.

Highways

10.25 The proposals involve the expansion of the above school from a 1 Form Entry School (210 pupil places) to a 2 Form Entry School (420 pupil places). In real terms the proposals will see an additional total of 210 pupils attending the school over a period of 7 years i.e. an additional 30 pupils per year.

10.26 The site also houses an existing 31 place day nursery (which has separate morning and afternoon sessions), a children's centre (which provides a range of activities including parent and toddler groups, ante-natal/post natal support as well as adult education classes) and a learning support unit for up to six children, who are transported to the site by taxi.

10.27 Current pupil modal share information indicates that only 28% of pupils travel by car, 5% car share, 3% travel by public transport and 63% walk. Over the 7 year period the best case estimate, based on existing pupil travel patterns, is that 59 additional school pupil trips to and from school would be by car. However, this could be greater depending upon where pupils will travel from. Parent drop-off/pick-up parking currently takes place within the adopted highways in the vicinity of the site.

10.28 There are currently a total of 45 members of staff located at the site. This is a mixture of full and part time staff and the full time equivalent is stated as being 32.68. This number is made up of teaching staff, support staff, premises staff, lunchtime staff and catering staff.

10.29 The proposals would result in an increase of 14 additional members of staff being employed at the site, resulting in an overall total of 59. This increase will be phased

to coincide with the growth in pupil numbers i.e. 1 additional teacher and 1 additional teaching assistant per year.

10.30 To accommodate the increase in staff numbers it is proposed that the car park would be increased from a total of 31 on-site spaces to 47, an increase of 16 spaces. It is considered that this will be sufficient to ensure that all staff park within the site and not on the public highway.

10.31 Servicing by refuse and delivery vehicles will be managed as part of a School Parking and Servicing Strategy. It is intended that servicing will continue to take place via the existing vehicular access adjacent to Chaddlewood Close and via the main car park access where a turning area for large vehicles would be provided.

Traffic management/highway mitigation measures

10.32 There are a number of measures proposed to reduce the speed of traffic within the vicinity of the school. The roads fronting Broadgate Primary School are currently subject to a 20mph speed limit. However, it has been indicated that the average speeds along the adjacent roads are generally greater than 20mph. As part of the highway mitigation proposals the applicants have suggested the introduction of a series of traffic calming measures along North Broadgate Lane and Broadgate Lane from Town Street to a point approximately 20m east of Alexandra Road.

10.33 The traffic calming measures would consist of the introduction of one set of speed cushions on North Broadgate Lane and two sets of speed cushions on Broadgate Lane. In addition it is proposed that the existing zebra crossing points on North Broadgate Lane and on Broadgate Lane outside the school would be modified to provide raised crossing points. The adjacent kerbs would also be built-out on both sides of the crossing points.

10.34 It is stated that these measures would ensure that drivers comply with the speed limit whilst they pass the school and would keep vehicle speeds low as they pass over the key pedestrian crossing points. The Council's Highway Engineer considers that these proposals would be a positive contribution to road safety in the vicinity of the school site.

On-street parking

10.35 The additional capacity at the school would be likely to result in an increase in demand for drop-off/pick-up parking. This parking would typically last for only a short period of time (around 35 minutes morning and afternoon) and it will likely be spread across a number of roads within the local highway network. This can often be an issue for existing residents who find themselves obstructed from using their own driveways as a result of inconsiderate parking.

10.36 In this location the parking issue is compounded by the presence of an additional school (St Mary's RC School) which is located approximately 100 metres to the east. This adds to the on-street parking and congestion in the area.

10.37 It is clear from the Transport Statement that over the time that it will take for the school to reach its capacity there will be an increase in on-street parking on the wider highway network, based on existing pupil travel patterns, is that 59 additional school pupil trips would be by car. However, this could be greater depending upon where pupils will travel from.

10.38 Therefore, as a result of the potential increase in parent parking demand, the applicants have proposed the introduction of measures to protect the driveway

entrances of those residents in the vicinity of the school site who are affected by parents parking close to/across their drives.

- 10.39 The applicant has submitted a highway mitigation plan, indicating in draft form, the limited introduction of H bar markings in the immediate vicinity of the site entrance. Local residents have been consulted regarding parking issues and it's been concluded that H bar marking would not be adequate so yellow lines will be implemented to ensure that parents will not park across local residents drives.
- 10.40 Additional waiting restrictions are also proposed around the junction of Broadgate Lane and King Edward Avenue to address existing parent parking issues around the junction to make it safer for pedestrians to cross.
- 10.41 It is therefore essential that if this application is to be approved by Members that the applicants should provide additional funding to allow monitoring and reviewing any resulting highway safety issues towards the provision of any additional traffic management/safety measures that may become necessary on the surrounding highway network as a result of increased on-street parking and safety issues resulting from the development as the site reaches its maximum capacity. A sum of £25,000 has been negotiated for this purpose.

Other Measures

- 10.42 There are other measures that have been considered by the applicant to try to mitigate the highway impact of the proposals which includes the following along with the outcomes.

1. Park and stride – 2 options for park and stride have been looked at;
 - a. The Brownlee Arms – *The Brownlee Arms rejected the request*
 - b. Morrison's Supermarket Morrison's supermarket agreed to the park and stride option. However even with the promotion of the scheme within the school the interest and uptake of the scheme was very minimal.

2. Community car park on land adjacent to St Mary's Church

The land is owned by the diocese and the terms and condition of car park usage could not be agreed by all parties

3. Drop-off within school grounds.

This was discounted on safety and planning grounds and no other suitable location could be found within the vicinity of the site.

4. Staggered school opening and closing times (Broadgate and St Mary's)

The opening and closing times of the two schools are already staggered. For example, Broadgate Primary School finishes at 3pm and St Mary's finishes at 3.15pm. It is understood that Children Services felt any increase to the stagger would impact on child care arrangements so the option of further staggering the hours of operation for the two schools was discounted.

5. The Transport Statement refers to Appendix C – On-Street Parking Survey. This has not been included and Appendix C actually shows the Accident Data.

This information has now been submitted.

Landscape / tree loss

10.43 The applicant has produced an arboricultural report which recognises that tree loss as a result of this development will be minimal. The key area of impact is where it is proposed to extend the existing car park area to the north west of the original school building and to create a secure bin store close to the western boundary. There will be a loss of 15 trees with the trees in question being largely semi mature or of a limited amenity value or indeed poor health and although their loss is regrettable, there remains a demonstrable need to provide additional car parking which is substandard given the number of existing staff. A key issue however is to ensure that the trees of high amenity value and which contribute towards the character of the area is properly protected. It is therefore proposed that root protection areas are safeguarded by appropriate root protection measures. It is also proposed that a landscape scheme is also necessary to help mitigate against the trees lost and where possible these types need to be semi mature. Against this background, on balance, no these proposals are considered to be acceptable and compliant with policy LD1.

Need for the extension

10.44 The proposed extension will ensure that there will be two classes of each age group rather than the one class at the moment. Information has been submitted by children's services which show that over the next 5 years the area surrounding Broadgate School will have the most number of children living surrounding the school than all the other primary schools in the Horsforth area. This is the reason for expanding Broadgate Primary school.

10.45 The Government both within the NPPF and an ministerial letter advice local authority to support development for expansion to existing school places. Paragraph 72 of the NPPF attaches great weight to the need to create, expand and alter schools. Local authorities should take a proactive, positive and collaborative approach to meeting this requirement. The Government goes on to state that this collaborative working would help to ensure that the answer to the proposals for development of state funding schools should be whenever possible 'yes'.

10.46 Pre application discussions have been undertaken regarding this proposal involving a number of local authority officers including Ward Members and this application is the outcome of this collaborative working.

Letters of representations

10.47 The matters raised by representations have been covered above.

11.0 CONCLUSION

11.1 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.

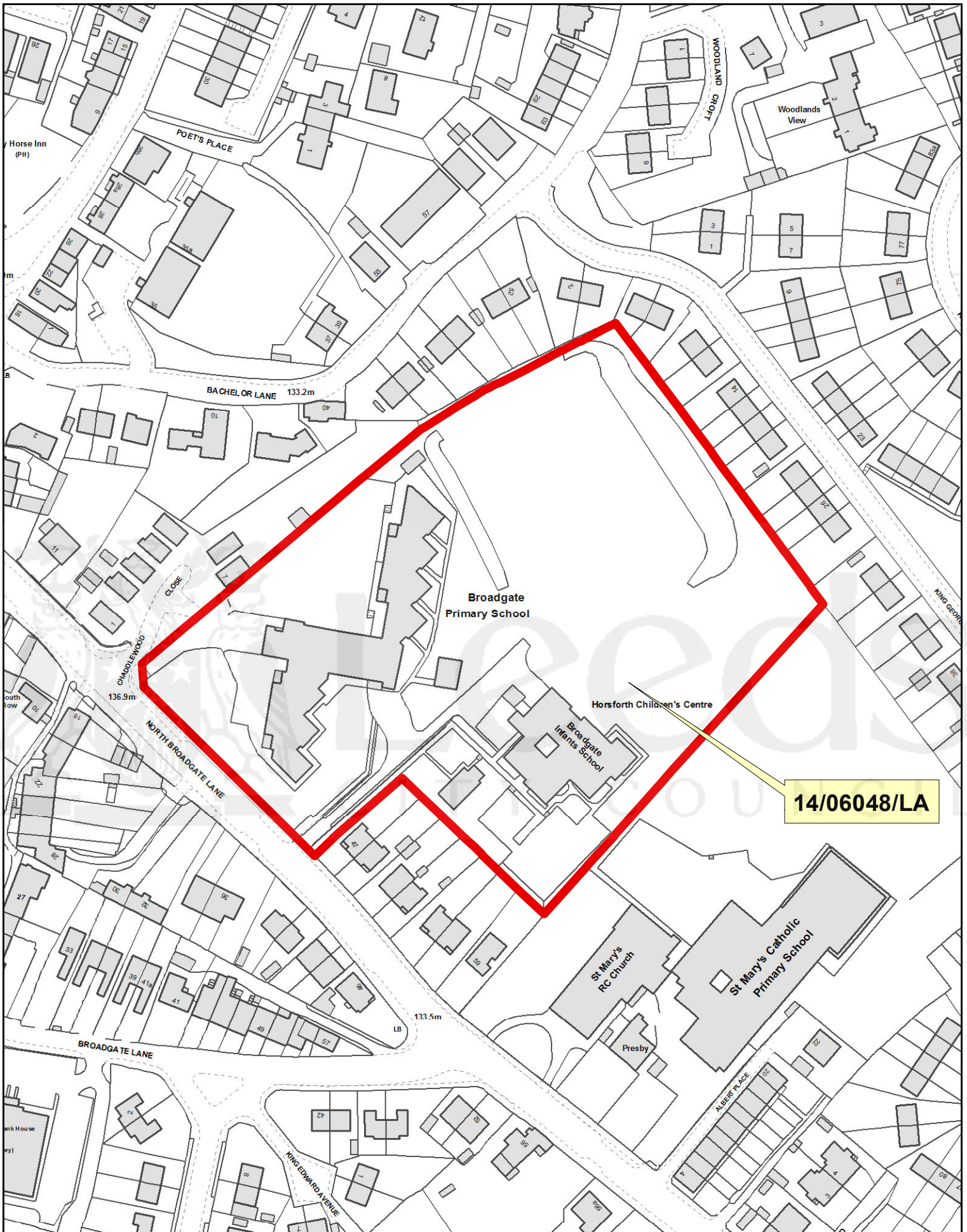
11.2 Overall, it is considered that the proposed scheme is of an acceptable quality in design terms and delivers new and essential educational accommodation on a site which cannot be delivered elsewhere in the catchment area.

11.3 The scheme incorporates off site measures to improve both pedestrian safety and highway improvements which will help mitigate against any potential traffic impacts should they arise. However, if parking issues should arise a bond of £25,000 has

been secured for further mitigation measures of they should be required. Against this background it is recommended that the application is supported.

Background Papers

Planning application number 14/06048/LA



14/06048/LA

SOUTH AND WEST PLANS PANEL

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