



---

## Report of the Chief Planning Officer

### NORTH AND EAST PLANS PANEL

Date: 3<sup>rd</sup> December 2015

Subject: 15/05427/FU – Two storey and single storey extensions, alterations to landscaping, external works and extension to car parking – Gledhow Primary School, Lidgett Lane, Gledhow

APPLICANT	DATE VALID	TARGET DATE
Mr Nigel Wilson	11 <sup>th</sup> September 2015	11 <sup>th</sup> December

---

#### Electoral Wards Affected:

Roundhay

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;
2. Plans to be approved;
3. Materials as agreed;
4. Surface materials
5. Tree protection
6. Method statement
7. Landscaping details to be agreed;
8. Landscape aftercare
9. Travel plan
10. Cycle storage
11. Surface and seal
12. Construction traffic
13. Dust controls
14. Wheel washing
15. Highway monitoring
16. Off-site highway works

17. Parking management
18. Surface water discharge
19. Drainage methods
20. Hours of operation
21. Land contamination

## **1.0 INTRODUCTION**

- 1.1 This planning application has been submitted by Children's Services for a two storey and single building extensions, alterations, landscaping, external works and extension to car parking. In total an additional 1160m<sup>2</sup> of floor space is to be provided. The application is brought about in order to respond to pressure to deliver sufficient pupil places for the upcoming academic years. The proposed development will create an additional 210 places to enable the school to expand from a two form to a three form entry school.
- 1.2 As a consequence of increased pressure on pupil places in the Gledhow area, earlier this year a bulge cohort has been introduced to provide additional temporary accommodation at Gledhow Primary School. The temporary accommodation was delivered under planning application 15/04182/LA which sought to ensure that for the 2015/16 academic year the Local Authority's statutory duty was met with respect to ensuring a school place for every child within the city. This was granted for a temporary period of 2 years until a permanent solution has been provided. This proposal seeks to therefore provide a permanent solution to address these school place pressures in the area.

## **2.0 PROPOSAL:**

- 2.1 This proposal is for a two and single story extensions and enlarged car park. The proposed extensions would create 7 classrooms, a multi-use room, new hall extension, toilets and changing rooms and lift. The works will also enable the reconfiguration of existing space to provide an enlarged library, new office space and refurbished kitchen.
- 2.2 The other external works proposed involve increased car parking, additional cycle parking as well as new access paths and ramp associated with the proposed new build elements.

## **3.0 SITE AND SURROUNDINGS:**

- 3.1 The application site lies within the urban area of Gledhow. The site comprises of a collection of school buildings consisting of a one and two storey scale. The building styles are mixed and are formed by traditional and prefabricated units albeit flat roofs are a common feature. To the east of the site lies Lidgett Lane from which a delivery access is centrally located together with a further vehicle access point to the north of the site which provides access to a staff car park. Centrally along the Lidgett Lane frontage a pedestrian access point is also located.
- 3.2 To the south east a nursery block is located and car parking is provided immediately off Lidgett Lane. The frontage of the school is set back slightly from the highway and at a slightly lower level. Across parts of the site frontage and to the north, south and west there are mature groups of trees which shield the site from public views apart from the frontage buildings. To the west of the building envelope

is a hard play area with playing pitches beyond. There are level differences across the site and the play area and pitches are terraced to address this gradient change.

- 3.3 The character of the area is residential area and contains a mix of house styles and materials. Chandos Gardens is located to the north, Brackenwood Drive to the south and a nursing home to the south west.

#### **4.0 RELEVANT PLANNING HISTORY:**

- 4.1 30/361/92/FU 2 Detached prefabricated classroom units – Approved 23.11.1992
- 30/94/94/FU Detached prefabricated toilet block to school –Approved 3.6.1994
- 30/95/94/FU Detached block of 2 prefabricated classrooms to school – Approved 3.6.1994
- 30/722/03 Renewal of permission for 3 temporary classrooms – Approved 2.1.2004
- 08/03133/LA Detached block of 2 classrooms to school –Approved 5.8.2008
- 08/05823/LA – Single storey detached link extension to form 2 classrooms to school – Approved 5.12.2008
- 09/01966/LA - Detached community building to school – Approved 10.7.2009
- 15/04182/LA - Erection of a temporary detached single storey classroom building – Approved 4.9.2015

#### **5.0 HISTORY OF NEGOTIATIONS:**

- 5.1 The scheme has been the subject of various meetings involving highway colleagues and the council's urban designer.

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

- 6.1 The application has been advertised by means of a departure site notice on the 25<sup>th</sup> September 2015. At the time of writing this report nine representations have been received. Eight are letters of objection and the other is a letter of support.
- 6.2 The representations of objection are on the grounds that the development is not justified on the basis of school numbers and additional places are not required in this area. It is also considered by objectors that the proposed expansion will have an harmful effect on the surrounding road network causing further congestion and chaos and conflicting vehicle movements. Objectors consider this will add to highway safety issues. It is also considered that the highway mitigation measures proposed and in particular those which introduce parking restrictions will affect the existing residents.
- 6.3 The representation of support is from Cllr Bill Urry who strongly supports the application on the grounds that this scheme is essential to the provision of delivering sufficient primary school places in the area. Cllr Urry also broadly welcomes the highway mitigation proposals, subject to wider discussion with residents and amendments to the scheme, where possible, to address their concerns.

## **7.0 CONSULTATIONS RESPONSES:**

7.1 Sport England – No objection

Environment Agency - No objection

### **Non-statutory:**

Highways – No objections

Flood risk management – No objections subject to conditions

## **8.0 PLANNING POLICIES:**

8.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that planning applications are determined in accordance with the Development Plan unless material considerations indicate otherwise. The Development Plan for Leeds currently comprises the Core Strategy, saved policies within the Leeds Unitary Development Plan (Review 2006) and the Natural Resources and Waste Development Plan Document (2013).

### Local Planning Policy

8.2 The Core Strategy is the development plan for the whole of the Leeds district. The following core strategy policies are relevant:

SP1 Seeks to concentrate the majority of new development within the main urban areas and ensure that development is appropriate to its context.

P10 Seeks to ensure that new development is well designed and respect its context.

P12 Seeks to ensure that Leeds' landscape character is retained.

T2 Seeks to ensure that new development does not harm highway safety.

G8 Seeks to ensure that important species and habitats are preserved.

The following saved UDP policies are also relevant:

GP5: Seeks to ensure that development proposals resolve detailed planning considerations, including amenity.

BD6: Alterations and extensions

LD1: Seeks to ensure the quality of good development.

### National Planning Policy

8.3 The National Planning Policy Framework (2012) sets out the Government's planning policies for England and how these are expected to be applied. It sets out the Government's requirements for the planning system. The National Planning Policy Framework must be taken into account in the preparation of local and neighbourhood plans and is a material consideration in planning decisions.

8.4 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.*

8.5 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 15<sup>th</sup> 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.*

## 9.0 MAIN ISSUES

- Principle of development

- Design and visual impact
- Impact on residential amenity
- Highways
- Landscape / tree issues
- Other issues
- Conclusion

## **10.0 APPRAISAL**

### Principle of development

- 10.1 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 plan unless material considerations indicate otherwise.
- 10.2 The site includes an area of land which is allocated as N6 (protected playing pitches) in the development plan. As a consequence Sport England, as a statutory consultee, was consulted as part of the planning consultation process.
- 10.3 It is understood that the site forms part of, or constitutes a playing field, as defined in The Town and Country Planning (Development Management Procedure) (England) Order 2015 (Statutory Instrument 2015 No. 595). 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.
- 10.4 The protection of allocated playing pitches is therefore a key planning consideration as well as ensuring that the remaining pitches are not prejudiced by their overuse and that there is sufficient capacity to meet the operational needs of the school. The net area loss of N6 is some 0.19 hectares. The maximum width of this area is some 16.5m. Sport England have considered this on the basis that the development area only affects N6 provision which is incapable of forming part of a playing pitch and would lead to no loss of ability to use/size of playing pitch.
- 10.5 This being the case, Sport England does not wish to raise an objection to this planning application nor do they wish to recommend any conditions.
- 10.6 At the pre application stage a community engagement event was held at the school and also flyers were distributed to local residents inviting comments on the proposals. A key issue raised by local residents has been the enclosure of a field, by the school, of a parcel of land to the west of the main school campus. As the fence is less than 2m in height and is not adjacent to a highway used by vehicular traffic and there has been no change of use, planning permission is not required.
- 10.7 It is understood however that a local group called the Friends of Gledhow Field have lodged a village green application. It is further understood that this application has been registered and will be considered in due course. As this land, although within the red line boundary of this application, the land is not required as part of any of the development proposals nor will it be required as part of any mitigation by virtue of any planning condition. In this context it is considered that the principle of development is considered to be acceptable subject to normal development management considerations.

## Design and visual impact

- 10.8 The National Planning Policy Framework states that “good design is indivisible from good planning” and authorities are encouraged to refuse “development of poor design”, and that which “fails to take the opportunities available for the improving the character and quality of an area and the way it functions, should not be accepted”. Core Strategy policy P10 and saved UDP policy GP5 seek to ensure that development is of high quality.
- 10.9 The architectural design has evolved through the process of site analysis and realising the needs of future users. The process has also involved working with colleagues in urban design. In terms of design, it is considered that the proposal offers an interesting contemporary approach with a 2 and 2.5 storey classroom block to the west of the main school campus as well as a single storey extension to the south of the main school.
- 10.10 The proposed orientation of the 2 and 2.5 story block has been driven by constraints due to changes in levels across the site and the need to tie into the existing core of the school building in order to extend the hall and to create direct access to teaching areas. The proposed two storey element will therefore sit behind the existing rectilinear layout of the school and will be mainly masked by the existing built form. Due to changes in levels there is a void at lower ground level, with columns and a raised pathway above together with balustrade to create a level access to the teaching block.
- 10.11 The overall architectural design of the main extension is modern and comprises of two interconnected blocks with a parapet roof. The roofline is also lipped, to improve its finish and articulation. In terms of windows, these are punched to introduce further relief to the scale and massing. In terms of materials it is proposed that the two storey element would contain red brick with contrasting Staffordshire slate blue brick and glazed infill panels.
- 10.12 The proposed building style is of a contemporary but simple form. It is considered that the proposed design components sit comfortably together and incorporate consistent and regular fenestration which is articulated with a simple palette of materials. It is considered that these elements help create visual interest and variation and sit comfortably with the wider character and form of the area.
- 10.13 The proposed single storey extension, situated to the south of the site and continuing its linear form, has been designed to match the existing arrangement. This element would be constructed from brick with a pitched roof and oversailing on the eastern elevation to create a canopy supported by 2 brick piers. The fenestration has been designed to match the existing. The proposed brick would match the existing and the roof materials would consist of grey concrete tiles to tie in with the existing. It is considered that the design of this aspect of the proposal is functional and matches the existing arrangement.
- 10.14 The proposed scale and massing of the building is not 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.
- 10.15 In terms of the car park extension, this would be located to the north of the site, to the west of the existing car parking provision. In total 15 additional car parking bays

are to be provided utilising the existing access provision. In terms of the layout and design it is considered that this causes no planning harm.

- 10.16 Individually and collectively it is considered that the proposed works result in an acceptable design solution and development plan policies P10, BD6 and GP5 are satisfied.

#### Impact on residential amenity

- 10.17 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 land predominantly residential character. The proposed development, albeit partly two storey will be screened by existing buildings, the single storey element will not have any impact on the residential amenity. The car park extension will utilise the existing access point to the north east of the site and provide additional car parking spaces to help cater for the parking demands of the school and thus reduce the potential for on street car parking.
- 10.18 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 acceptable and satisfy the council's spaces standards as set out in Neighbourhoods for Living. Although there will be an increase in school numbers and comings and goings from a two to a three form entry, it is considered that there is sufficient on site space to accommodate this increase in numbers without causing no additional demonstrable planning harm in noise or disruption sufficient to warrant the refusal of this application.
- 10.19 It is considered that the living conditions of surrounding residents will be safeguarded in this regard and policy GP5 of the development plan is satisfied.

#### Highways

- 10.20 The supporting Transport Statement (TS) indicates that the purpose of the proposed extension is to provide additional capacity within the existing primary school to cater for demand within the local area. The school currently accommodates 424 pupils with an additional 78 places at the nursery. The proposed extension would create an additional 210 pupil places at the school with no increase in nursery places. Paragraph 2.8 of the TS reports that the existing operation of the school generates a high level of on-street parking during pick-up times on a number of streets in the vicinity of the site. This can include vehicles parking very close to junctions, resulting in potential safety issues associated with stationary vehicles interfering with drivers emerging from and pedestrians crossing the junctions.
- 10.21 The proposed school expansion would further increase the demand for on-street parking during the drop-off and pick-up periods. This would potentially exacerbate the aforementioned road safety issues. However, the proposals include measures to control on street parking in the most sensitive locations, improve pedestrian access from Chandos Gardens and introduce an area wide 20mph speed limit within the streets around the school to help restrain traffic speeds in the locality.
- 10.22 Notwithstanding this, on balance, whilst an increase in on-street parking would not be ideal, it is considered that the traffic management measures proposed by the



applicant would be sufficient to mitigate for the increased travel/parking impacts associated with the expansion. The site is within the specified 5 min walk distance (400m) of bus stops located on Lidgett Lane and Brackenwood Drive. The combined frequency of these services (3, 13, 13A) is in accordance with the Accessibility Standards contained in the Core Strategy. There are 5 existing pedestrian access points to the school. 3 of these are located along the Lidgett Lane frontage and these are supported by the presence of a zebra crossing/plateau in the vicinity of the school reception area.

- 10.23 Secondary pedestrian access points are located onto Brackenwood Drive and Chandos Gardens. There are potential safety issues associated with the current operation of the Chandos Gardens access point, with some parents leaving the access and walking within the road towards a nearby parade of shops. The proposals include measures to improve this situation by providing a dedicated pedestrian crossing point on Chandos Gardens close to the access, supported by new School Keep Clear Markings to prohibit on-street parking in the vicinity of the access.
- 10.24 The school has two vehicular access points off Lidgett Lane that serve the staff parking area and a separate delivery/bin storage area. No changes to the accesses are proposed as part of the redevelopment proposals. The TS advises that delivery and refuse vehicles currently reverse into the site from Lidgett Lane to load/offload, due to the absence of an internal turning area.
- 10.25 Whilst the servicing arrangement would not change as a result of the proposed expansion, the current situation could be improved upon by restricting the visiting times of the commercial vehicles (i.e. to outside the morning drop-off and afternoon pick-up periods) and employing a banksman to oversee the reversing manoeuvres. The applicant should be asked to consider introducing these controls as part of the expansion proposals (and perhaps formalising the controls in a Service Management Plan). The existing staff car park for the primary school contains 40 spaces and the TS advises that there is a further 3 unofficial spaces located close to the main school entrance.
- 10.26 An additional 15 car parking spaces are to be provided as part of the proposals to deal with the parking demand associated with 7 extra teachers and 11 support staff. On the basis of the existing staff travel patterns, it is estimated that the proposed staffing increase would be likely to generate an additional car parking demand of no more than 11 spaces. As such, the overall parking capacity of 58 spaces is regarded as sufficient to accommodate the extra car parking demand associated with the extension.
- 10.27 A Construction Phase (Health & Safety) Plan has been submitted in support of the application. This indicates that a temporary construction access would be created from the bus turnaround area off Brackenwood Drive to serve a contractors compound. Accordingly, it is considered an objection to the scheme on the grounds of an unacceptable highway impact would not be justified in this case and development plan policies T2 and T24 are satisfied.

#### Landscape and tree issues

- 10.28 Tree retention and proposed tree removal plans have been submitted with the application. However to enable a detailed impact assessment to be undertaken a more comprehensive submission is required which must fully take into account the

impact of the proposed development including construction matters and the impact that this will have upon tree cover and their root protection areas.

- 10.29 The Council's landscape architect has commented on the proposal and whilst no objections have been raised in principle, comments have been made which requires more detailed work to be undertaken to ensure that the temporary access road does not damage tree cover. Engineering solutions will also be required are covered in the British Standard BS5837 Trees in Relation to Construction. Solutions must include the use of cellular containment systems which spread loads laterally and therefore do not cause compaction over tree root zones. Further observations made are in relation to impacts on trees in the vicinity of the new car parking to the north including the link between existing and proposed Car parks Cross sections are likely to be required to illustrate the details of levels etc. and how trees will be safeguarded. There are additional impacts from drainage proposals that need to be addressed as required by BS5837.

#### Other issues

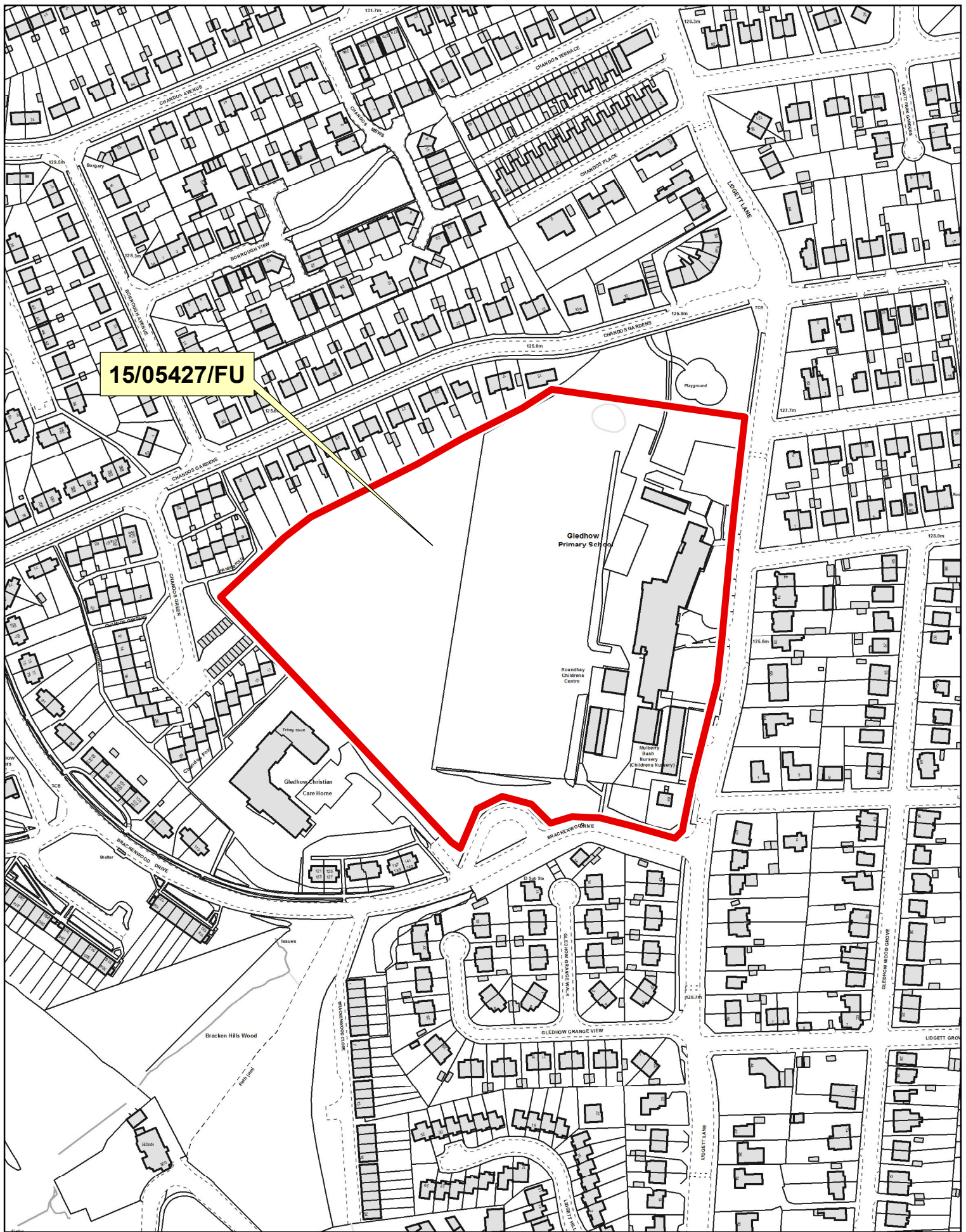
- 10.30 In response to comments received by local residents in relation to proposed on street car parking restrictions, it is intended that a full review of this will take place involving direct consultation with residents and Ward Members and all reasonable endeavours will be made to ensure that resident concerns are where possible addressed.

### **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 proposal without having a detrimental impact upon both the visual and residential amenity of the area as well as its general character.
- 11.2 The scheme has been designed to respond to highway issues raised by the council's highway engineer and resident comments and as a result a package of off-site measures to improve both pedestrian safety and highway improvements are proposed to help mitigate against any potential traffic impacts.
- 11.3 Overall, it is considered that the proposed scheme is of an acceptable quality in design and delivers new and essential educational to meet the needs of the area with regard to providing additional school places. Against this background it is recommended that the application is supported

### **Background Papers:**

Application files



15/05427/FU

# NORTH AND EAST PLANS PANEL

© Crown copyright and database rights 2015 Ordnance Survey 100019567

PRODUCED BY CITY DEVELOPMENT, GIS MAPPING & DATA TEAM, LEEDS CITY COUNCIL

SCALE : 1/2500





**NOTES:**  
 1. Do not scale from this drawing  
 2. Do not construct from this drawing

**REVISIONS**

DATE	REV	DESCRIPTION OF REVISION	DRAWN BY	APPROVED BY

STATUS: -  
**PLANNING**

**ares**  
 LANDSCAPE ARCHITECTS  
 Units 1-2, Harland Works  
 70, John Street,  
 Sheffield S2 4QU  
 t: 0114 276 2000  
 e: hello@ares.eu.com  
 w: ares.eu.com

CLIENT:  
**WATES Construction Ltd**

PROJECT TITLE:  
**Gladhow Primary School**

DRAWING TITLE:  
**Illustrative Masterplan**

Drawing Scale: - Drawing By: BL Drawn Date: 09.09.2015  
 Drawing Size: A1 Approved By: LA

DRAWING NUMBER: ALA293L07 Revision: PLD