



SOUTH AND WEST PLANS PANEL

Meeting to be held in Civic Hall, Leeds on
Thursday, 17th January, 2019
at 1.30 pm

MEMBERSHIP

Councillors

K Brooks	C Campbell	B Anderson	A Hutchison
M Gibson		J Shemilt	
C Gruen (Chair)			
S Hamilton			
J Heselwood			
D Ragan			
P Wray			

**Agenda compiled by:
Andrew Booth
Governance Services
Civic Hall
Tel: 0113 37 88665**

A G E N D A

Item No	Ward	Item Not Open		Page No
1			<p>APPEALS AGAINST REFUSAL OF INSPECTION OF DOCUMENTS</p> <p>To consider any appeals in accordance with Procedure Rule 15.2 of the Access to Information Rules (in the event of an Appeal the press and public will be excluded)</p> <p>(*In accordance with Procedure Rule 15.2, written notice of an appeal must be received by the Head of Governance Services at least 24 hours before the meeting)</p>	
2			<p>EXEMPT INFORMATION - POSSIBLE EXCLUSION OF THE PRESS AND PUBLIC</p> <p>1 To highlight reports or appendices which officers have identified as containing exempt information, and where officers consider that the public interest in maintaining the exemption outweighs the public interest in disclosing the information, for the reasons outlined in the report.</p> <p>2 To consider whether or not to accept the officers recommendation in respect of the above information.</p> <p>3 If so, to formally pass the following resolution:-</p> <p>RESOLVED – That the press and public be excluded from the meeting during consideration of the following parts of the agenda designated as containing exempt information on the grounds that it is likely, in view of the nature of the business to be transacted or the nature of the proceedings, that if members of the press and public were present there would be disclosure to them of exempt information, as follows:-</p> <p>No exempt items or information have been identified on the agenda</p>	

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3			<p>LATE ITEMS</p> <p>To identify items which have been admitted to the agenda by the Chair for consideration</p> <p>(The special circumstances shall be specified in the minutes)</p>	
4			<p>DECLARATIONS OF DISCLOSABLE PECUNIARY INTERESTS</p> <p>To disclose or draw attention to any disclosable pecuniary interests for the purposes of Section 31 of the Localism Act 2011 and paragraphs 13-16 of the Members' Code of Conduct.</p>	
5			<p>APOLOGIES FOR ABSENCE</p>	
6			<p>MINUTES - 20 DECEMBER 2018</p> <p>To confirm as a correct record, the minutes of the meeting held on 20 December 2018</p>	
7	Guiseley and Rawdon		<p>APPLICATION 18/06203/FU - GUISELEY SCHOOL, FIELDHEAD ROAD, GUISELEY, LEEDS, LS20 8DT</p> <p>To receive and consider the attached report of the Chief Planning Officer regarding an application for the demolition of the existing main school and erection of two three storey school buildings, relocation of hard courts; reconfiguration and increase in car parking provision; and associated landscaping.</p>	3 - 18
8	Little London and Woodhouse		<p>APPLICATION 18/02152/FU - LAND AT FORMER BURLEY COMMUNITY SPORTS AND SOCIAL CLUB, BURLEY ROAD, BURLEY, LEEDS - POSITION STATEMENT</p> <p>To receive and consider the attached report of the Chief Planning Officer regarding an application for the construction of 143 apartments with associated car parking ancillary spaces and landscaping.</p>	19 - 26

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9			<p>DATE AND TIME OF NEXT MEETING</p> <p>Thursday, 21 February 2019 at 1.30 p.m.</p>	

Third Party Recording

Recording of this meeting is allowed to enable those not present to see or hear the proceedings either as they take place (or later) and to enable the reporting of those proceedings. A copy of the recording protocol is available from the contacts named on the front of this agenda.

Use of Recordings by Third Parties– code of practice

- a) Any published recording should be accompanied by a statement of when and where the recording was made, the context of the discussion that took place, and a clear identification of the main speakers and their role or title.
- b) Those making recordings must not edit the recording in a way that could lead to misinterpretation or misrepresentation of the proceedings or comments made by attendees. In particular there should be no internal editing of published extracts; recordings may start at any point and end at any point but the material between those points must be complete.

To all Members of South and West
Plans Panel

Planning Services
The Leonardo Building
2 Rossington Street
Leeds
LS2 8HD

Contact: Steve Butler
Tel: 0113 224 3421
steve.butler@leeds.gov.uk

Our reference: SW Site Visits
Date: 08/01/19

Dear Councillor

SITE VISIT – SOUTH AND WEST PLANS PANEL – THURSDAY 17th Jan 2019

Prior to the meeting of the South and West Plans Panel on Thursday 17th Jan 2019 the following site visit will take place:

Time	
10.30 am	Depart Civic Hall
11.00 – 11.20	18/06203/FU - Demolition of existing main school and erection of two new three storey school buildings, relocation of hard courts; reconfiguration and increase in parking provision and associated landscaping – Guiseley School, Fieldhead Road, Guiseley.
11.30 – 11.45	<u>POSITION STATEMENT</u> - Application 18/02152/FU – construction of 143 apartments with car parking and landscaping – Land at Former Burley Community Sports and Social Club, Burley Road, Burley, Leeds.
12.00am	<u>Return to Civic Hall</u>

Please notify Steve Butler (Tel: 3787950) if this should cause you any difficulties as soon as possible. Otherwise please meet in the Ante Chamber at 10.25 am.

www.leeds.gov.uk

general enquiries 0113 222 4444



Can members please be aware that the sites may have wet grass on them so sturdy waterproof shoes are recommended.

Yours sincerely

Steve Butler
Group Manager
South and West

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Originator- Nigel Wren
Tel: 0113 3788080

Report of the Chief Planning Officer

SOUTH AND WEST PLANS PANEL

Date: 17th January 2019

Subject: 18/06203/FU - Demolition of existing main school and erection of two new three storey school buildings, relocation of hard courts; reconfiguration and increase in parking provision and associated landscaping – Guiseley School, Fieldhead Road, Guiseley

APPLICANT	DATE VALID	TARGET DATE
Galliford Try North East and Yorkshire	2.10.18	01.01.19

Electoral Wards Affected:

Guiseley and Rawdon

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;
2. Plans to be approved;
3. Materials;
4. Surface materials
5. Tree protection
6. Method statement
7. Reinstatement of crossing, removal of haul road and restoration of land
8. Landscaping details to be agreed
9. Landscape aftercare
10. Highway condition survey
11. Cycle and motorcycle facilities to be agreed
12. Details of construction access to be agreed
13. Monitoring /management of bus loop and drop off to be agreed.
14. Surface and seal car park
15. Dust controls

- 16. Wheel washing**
- 17. Parking / service management strategy**
- 18. Details and specification for electric vehicle charging points to be agreed**
- 19. Surface water discharge rates**
- 20. Drainage methods**
- 21. Oil interceptor**
- 22. Hours of construction - 0800 - 18.00 Monday to Friday, not before 09.00 or after 13.00 Saturday, nor at any time on Sundays and Bank Holidays**
- 23. Land contamination conditions**
- 24. Noise control**
- 25. Ventilation / Plant installation**
- 26. Construction and Environmental Management Plan**
- 27. Biodiversity Enhancement Management Plan**
- 28. Bat roosting / Bird nesting features**
- 29. Sustainability measures to be agreed**
- 30. Design / layout details of MUGA to be agreed**
- 31. Community use agreement**

1.0 INTRODUCTION

- 1.1 This application has been submitted by Galliford Try North East for the proposed demolition of school buildings and erection of two three storey school buildings; relocation of hard courts; reconfiguration and increase in car parking provision; and associated landscaping. Guiseley School is located off Fieldhead Road, Guiseley and is a mixed gender secondary school with a capacity of 1,450 pupils. The proposed redevelopment of the site does not involve any increase in pupil numbers. The application has been brought forward under the Priority Schools Building Programme (PSBP) to address the needs of those schools in the worst condition. The programme is centrally managed and procured by the Department for Education (DFE).
- 1.2 In terms of the proposed timetable for delivery, the programme is extremely challenging and the applicant's timetable to complete these works is set out below.
- 1.3 The applicant's current planned start date is February 2019 for a period of 132 calendar weeks. The works are split into various elements to minimise disruption to the school's day to day activities and keeping it operational throughout this period. The first new building to be constructed would be the Sports & Arts block which will take 46 weeks to build, with a planned completion date of Christmas 2019. This allows the school to use the building from the 8th of January 2020 following a period of decant and unpacking. The demolition work is split into 2 phases the first commencing in January 2020 following the completion of the first build. This phase of demolition when complete will then allow for the construction the second new building. The General Teaching block build is planned to commence February 2020 and will take 55 weeks to build, completing by the February 2021. This allows the school to use the building from the 3rd of March following a period of decant and unpacking. Phase 2 demolition taking 21 weeks and commencing March 2021 and completing in July 2021.

2.0 PROPOSAL

- 2.1 The proposal involves the demolition of the majority of the schools buildings and replacement with two three storey blocks. The first is a main teaching block which would be located centrally in the site, the second is a sports and arts block which would be sited to the west of the site on an area of land currently laid out as hard

surfaced external play space. To facilitate these works the replacement of an existing hard-court area and landscaping is also proposed to the north of the existing provision as well as a new hard play space and a netball court to be sited between the proposed blocks. All works are concentrated within the southern part of the site, south of the existing Public Right of Way which bisects the site and separates the northern grass sports pitches from the built part of the site. The playing fields which are protected will remain unaffected by this development.

- 2.2 The site is to remain operational whilst the development would take place, which requires that the majority of the buildings continue to be used and occupied whilst the development is ongoing. Existing buildings will be demolished once the new building are occupied and new hard surfaced games courts will be installed on the footprint of the demolished building. These games courts will be subsequently located between the two new buildings and will wrap around a retained SEN (special educational needs) building.
- 2.3 The site will maintain all existing points off access. The access point off Back Lane with its existing vehicle entrance is retained but its adjacent pedestrian access is to be moved north to create a segregated access and to avoid conflict with vehicles. The existing Public Right of Way which bisects the school from its playing fields to the North West is maintained on its current alignment. A temporary construction access is also required off Back Lane. Vehicle movements are segregated from pedestrian movement throughout the site. There is an existing loop-road to the south of the school accessed off Fieldhead Road. This will be rationalised to retain the loop but with a layby to the north of it to provide direct access onto a safe footway. It will serve both pupil bus and parental drop-off and prevent vehicles from entering the school site itself.

3.0 **SITE AND SURROUNDINGS**

- 3.1 The application site lies within the urban area of Guiseley and outside of the conservation area boundary which is situated to the south and east of the school. The site is bounded by Back Lane to the east and housing to the northern and western edge. A public right of way forms a prominent barrier which bisects the site and runs east to west, dividing the main school site from the additional playing fields to the north. The southern edge of the site faces onto Fieldhead Road and surrounding residential properties.
- 3.2 Land levels across the site vary, but generally the properties along the southern and western boundaries are at a lower level than the schools buildings with the properties to the north east along Back Lane more elevated. The school itself contains a mixture of buildings and styles built from circa 1960. The most obvious feature is a 4 storey block situated to the west of the site which is both prominent and in a poor state of repair.

4.0 **RELEVANT PLANNING HISTORY:**

- 4.1 08/05826/FU - Single storey detached teaching block to school – approved December 2008.

10/9/00144/MOD – NON-MATERIAL AMENDMENT: raise ridge height from 3.5m to 3.9m, replace plastisol sheeting with render, changes to colour of external doors - not accepted as minor mod July 2010 (The building proposed is materially different to that approved in terms of its design, height and window layout and as such the proposed changes cannot be dealt with as a non-material amendment).

The school has also been extended a number of times but these previous applications are not relevant to the current proposal.

5.0 HISTORY OF NEGOTIATIONS:

- 5.1 Detailed discussions have taken place with the applicant in relation to the siting and design of the buildings as well as the reconfiguration of the layby to the front of the school
- 5.2 The original submission, insofar as it related to the central teaching block, has been modified with the block now positioned a further 8m to the south to improve the separation distances to properties along Back Lane. Additionally proposed native tree planting to the north east of the site has been modified to create a separation space to the shared boundary with Back Lane for ease of maintenance and to reduce any potential loss of light into any neighbouring property. These changes have arisen following comments received from Ward Members in response to local resident concerns. Additionally, the layby to the front of the school has also been modified to reconfigure parking in order to provide safer access into the school.
- 5.3 More generally at the pre application stage, the design of both proposed blocks has been amended to respond to concerns relating to scale and massing of the building looking large and heavy. Design advice offered at that time suggested that the buildings should be 'broken down' in some way to lessen the overall impact.

6.0 PUBLIC/LOCAL RESPONSE:

- 6.1 The application was initially advertised by site notice on the 23rd October 2018 and subsequently on the 20th November following the receipt of amended plans. At the time of writing 103 representations have been received, 80 of which support the proposal on the grounds that the existing buildings are not fit for purpose and are dilapidated albeit a significant number of the contributors live outside of the locality. The remainder are objections.
- 6.2 Although Ward Members do not object to the principle of development and welcome the improvements to the teaching environment, and whilst accepting that some positive changes have been made since submission, they still remain concerned about the potential impact the development will have upon the living conditions of surrounding residents due to the massing of the proposal and overlooking issues.
- 6.3 Similarly concerns have also been raised by the local MP who welcomes the principle of development but raises concerns in relation to the siting of the main teaching block and the potential harm to the living conditions of surrounding residents leading to loss of privacy and overlooking.
- 6.4 The remaining objections repeat the concerns above and include concerns over the size and design of the building, overlooking and overbearing issues, impact on living conditions due to loss of privacy, increased noise and disturbance, loss of wildlife and increased surface water run-off, tree planting inappropriate, road safety concerns, increased congestion and parking on the surrounding highway network as well as concerns relating to health and safety due to asbestos. Further issues raised relate to the fact that the development would be better sited on the playing fields off Bradford Road, no construction details have been provided and the development will lead to a loss in property value.

7.0 CONSULTATIONS RESPONSES:

7.1 Statutory - None

Non- statutory

Sport England – Do not support the proposal on the grounds that the sports hall does not conform to the dimensions sought by Sports England.

Conservation – No objection.

Land contamination – No objection in principle subject to conditions

West Yorkshire Police – No objection in principle

Flood Risk Management – No objections to revised drainage details subject to conditions.

Highways – No objection in principle subject to highway mitigation measures and conditions.

Historic England – No objection

Landscape – Initial concerns raised due to lack of suitable planting to break up large surfaced areas.

Design – Following changes made to the design of the building and elevational treatment to help reduce scale and massing, the amendments result in an improved design solution compared to the pre application submission.

Nature Team – No objection subject to conditions

Yorkshire Water – No objection subject to conditions

8.0 PLANNING POLICIES:

8.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires the application to be determined in accordance with the development plan unless material considerations indicate otherwise.

Development Plan

8.2 The Development Plan for Leeds comprises the Adopted Core Strategy (November 2014), saved policies within the Leeds Unitary Development Plan (Review 2006) and the Natural Resources and Waste Development Plan Document (2013) and any made neighbourhood development plan.

Adopted Core Strategy

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

Policy P1: states that access to local community facilities including education is important to the health and wellbeing of a neighbourhood.

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

Policy P12: relates to landscape and encourages the quality, character and biodiversity of townscapes is preserved or enhanced

Policy T2: Accessibility requirements and new development

Saved UDP policies:

8.4 Policy BD2 Design and siting of new buildings

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

Policy LD1: Seeks to ensure that development is adequately landscaped

Policy N23/N25: relates to space around buildings and boundaries to be designed in a positive manner

Policy: T24: relates to parking provision

Relevant Supplementary Planning Guidance includes:

- 8.5 SPG10 Sustainable Development Design Guide
SPG13 Neighbourhoods for Living
SPG22 Sustainable Urban Drainage
SPD Street Design Guide
SPD Designing for Community Safety
SPD Travel Plans
SPD Sustainable Design and Construction

National Planning Policy (NPPF)

- 8.6 The National Planning Policy Framework (2018) 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 and promotes sustainable (economic, social and environmental) development. NPPF must be taken into account in the preparation of local and neighbourhood plans and is a material consideration in planning decisions.
- 8.7 The National Planning Policy Framework (NPPF) sets out the Government's planning policies and contains policies on a range of issues.

Paragraph 92 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.

8.8 Paragraph 94 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.

8.9 Paragraph 124 of the NPPF relates to the creation of high quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities. Being clear about design expectations, and how these will be tested, is essential for achieving this. So too is effective engagement between applicants, communities, local planning authorities and other interests throughout the process.

8.10 Paragraph 127 states that planning policies and decisions should ensure that developments:

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

8.11 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.

9.0 MAIN ISSUES

Principle of Development
Design and Visual Impact
Impact on Residential Amenity
Highways
Landscape Issues
Other issues
Conclusion

10.0 APPRAISAL

Principle of development

- 10.1 Although the proposal does not involve the loss of any land allocated under saved Policy N6 in the RUDP (protected playing pitch), the proposal does involve the loss of hard play space. The Government, within their Planning Practice Guidance (Open Space, Sports and Recreation Facilities Section) advises Local Planning Authorities to consult Sport England on a wide range of applications. This application falls within the scope of the above guidance as it relates to new sports facilities and a consequence Sport England have been consulted in a non-statutory capacity.
- 10.2 Sport England understands that the school currently has a 'four-court' sports hall which the new sports hall would replace. Although the sports hall details submitted are limited, it would be 594m² in size which would result in a sports hall considerably smaller than the minimum dimensions stated in Sport England guidance for a 'four-court' sports hall of 34.5m x 20m (690m²). As a result Sport England are of the view that it is questionable whether the proposed sports hall would be fit for modern purposes and would be able to accommodate a range of sports courts that meet current court, and their safety run-off, size requirements.
- 10.3 The schools existing hard play provision provides four tennis courts and two netball courts over marked, which the initial submission indicated, would be replaced with one MUGA with three tennis courts and a basketball court. Sport England raised initial concern that both tennis and netball would lose facilities as a consequence. Furthermore, although the design detail of such is limited, Sport England advise that the proposed MUGA is designed and constructed in accordance with its guidance, including Artificial Surfaces for Outdoor Sport.

- 10.4 Following clarification from the applicant, an amendment to the site layout has been received which is to re-provide the netball markings – one court is now over-marked across the 3 tennis courts, and one is provided on the playground area to the south of the new hard courts and as a consequence there is no loss of existing provision. It has also been confirmed by the applicant that the hard surfaces will be constructed in accordance with Sport England guidelines and it is considered that this should be conditioned accordingly.
- 10.5 Although the proposed building layouts suggest that the proposed sports facilities would be available for community use it is not overly clear from the submitted documentation seen by Sport England that this would be the case. Sport England recommends that the applicant considers making these sports facilities available for community use and enter into a formal community use agreement.
- 10.6 In terms of the size of the proposed sport hall and whilst it is recognised that this is smaller than Sport England’s recommended minimum dimensions, this is compatible with the DFE’s standard requirement which has been delivered across other secondary schools and is the maximum size that they will fund. As Sport England are not a statutory in this instance and given the overriding need to provide new purpose built educational accommodation it is considered unreasonable in this instance to insist on any further changes in this regard.
- 10.7 Although the school currently offers community use to its facilities and has submitted a copy of its letting policy to support this development, it is considered that to secure the continued community use of the community facilities, which would form part of this permission that a formal community use agreement is entered into as recommended by Sport England. It is considered that a suitable planning condition should therefore be imposed. Against this background the principle of development is considered to be acceptable.

Design and Visual Impact

- 10.8 The proposal involves the consolidation of existing accommodation with the demolition of generally unattractive and unsightly buildings and the construction of two rectilinear blocks arranged over 3 storeys. In regard to the central teaching block this will offer general teaching, science, technology and IT accommodation. The sports and arts building brings together major spaces such as sports, dining and hall accommodation that will be used for both dining and social activities.
- 10.9 The proposed blocks are both of a rectilinear form of approximately 65m in length. The sports and arts block is 35m wide and 11.5m high albeit arranged over 2 and 3 storeys to help reduce its massing given its proximity to the residential dwellings to the west and that it is positioned on elevated land compared to the adjacent housing. In terms of the central teaching block this is all arranged over 3 levels and some 30m wide and 11.5m in height.
- 10.10 The proposal as originally submitted raised concerns due to its 3 storey massing looking heavy and unrelieved and resembling a commercial development. Following comments raised by Ward Members, concerns in relation to the positioning of the buildings were also raised as well as their architectural treatment as it was considered that this would give rise to overlooking and loss of amenity and that some form of spatial relief was required to enable the development to sit better within the site.

- 10.11 The applicant's response has been to set the central teaching block further back into the site, on the footprint of the existing building line to increase the separation space to the nearest dwellings to the north east of the site. This realignment however does necessitate the demolition of further accommodation and any further adjustment would create an unacceptable separation distance between the proposed development and its safe construction. Furthermore the continued operation of school buildings whilst the development takes place would also be jeopardised.
- 10.12 In addition, since the initial pre application submission, amendments have also been made to the design of the buildings by breaking down their scale and massing with the introduction of changes to materials, regular and consistent fenestration, detailing to terminate roof lines and cill brick detailing to add articulation and detailing to long elevations. The effect of such is to help reduce the perceived scale and massing as well as adding some visual stimulation.
- 10.13 The massing of both buildings is essentially formed by brickwork with contrasting brickwork panels. The windows will be aluminium. To help articulate the windows external weather louvre to the windows are proposed as well as expanses of curtain walling at entrance points. The proposed materials palette of materials helps break down the massing with transition from solid to void.
- 10.14 The buildings identified for demolition are of no architectural merit and their loss will cause no planning harm. Outdoor facilities will also include a detached energy centre (water and heating pumps, boilers), hard and soft landscaped social areas for pupils, habitat areas for outdoor learning, a hard sports area to replace the existing, retaining the existing northern pitches
- 10.15 Overall in visual terms, the revised arrangements are considered to be acceptable and on balance there is no sufficient justification to warrant the refusal of the application on design grounds. The revised proposal would not be overly bearing or appear incongruous in its residential context. The proposed scale and massing of the proposed buildings and supporting infrastructure are not out of keeping with the character of the immediate area. The proposed scale and massing of the building 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 development planning policies P10, GP5 and BD2 in this regard and represents an acceptable design solution.

Impact on Residential Amenity

- 10.16 The proposal is located within an area of residential character. The proposed Sports and Arts block to the west of the site would be sited on elevated land compared to the surrounding housing, approximately on ground some 4.75m higher. The height of the block would be 11.1m although it is arranged over 2 and 3 levels and stepping down to create some relief along the boundary facing the residential properties to the south and west. Crucially however the separation distance to the nearest properties is some 28.5m. Additionally there are no windows along the western elevation and consequently no overlooking issues arise.
- 10.17 With regard to the central teaching block, in terms of level changes to the nearest dwellings, there is no discernible difference, and although of a 3 storey scale compared to the existing single and two storey arrangement, the separation distance to the closest property is in excess of 50m. It is considered that these

separation distances to the actual dwellings exceed the spatial distances set out in the councils Neighbourhoods for Living design guide (albeit that NfL relates specifically to residential developments but nevertheless the guidance is considered to be helpful).

- 10.18 In assessing the impact the proposed development will have upon the living conditions of surrounding residents, it is considered that there will be no direct overlooking /overshadowing issues sufficient to warrant the refusal of this application and the separation distances are acceptable and comply with the guidance set out in the council's Neighbourhood for Living Design Guide.
- 10.19 As there is no increase in pupil numbers proposed the comings and goings in the area will remain as existing. On this basis it is considered living conditions in terms of general noise and disturbance will not worsen as a consequence of this proposal and as such cause no demonstrable planning harm to the living conditions of existing residents. Whilst it is inevitable that a development of this scale will cause some disturbance and inconvenience to residents during its construction, it is considered that this can be reasonably mitigated with planning conditions to control construction management, deliveries, noise, hours of construction and measures to ensure wheel washing and dust control. Against this background it is considered that the living conditions of surrounding and prospective residents have been safeguarded in this regard and policy GP5 of the development plan is satisfied.

Highways

- 10.20 The council's highway engineer has assessed the application and raises no objection to the principle of development on the basis the proposals will not result in the increase of any additional pupils or staff.
- 10.21 The site has three existing means of pedestrian access. The access off Fieldhead Road remains unchanged. The entrance off Back Lane currently has a shared and unsegregated pedestrian / vehicle access. As part of this redevelopment a new segregated access is proposed to create a safer route to and from the school for pedestrians and to reduce potential vehicle / pedestrian conflicts. To the north of the main school buildings is a public footpath which links Fieldhead Drive and Back Lane, although there is a link from the school to the footpath via a stepped pathway, there is also a worn track which it is considered would benefit from being surfaced to improve permeability.
- 10.22 The proposed construction access would be off Back Lane with a new temporary crossing and haul road proposed, this will be reinstated at the end of the construction programme and conditioned accordingly.
- 10.23 The existing vehicular access and parking/bus turnaround area at the front of the site are to be retained albeit the existing parent drop off is to be modified and moved to the north of the loop to avoid pupils crossing the vehicular access. It is understood that a single bus service for pupils from Menston still makes use of this area that the modification proposed does not impede its access. No highway objections have been received to the amended layout but it is advised that conditions are imposed to monitor its use and if necessary (if it is not working safely and satisfactorily) allow the council to require the use of the loop road as a drop-off area to cease.
- 10.24 An additional benefit of the scheme is that on-site parking provision for staff will significantly increase. It is indicated that the parking on-site would increase from 94

to 145 spaces and this is welcome as it would take overspill parking that currently occurs on the adjacent highway network into the site. This will free up space on the highway and ease congestion. The scheme also benefits from improvements to cycle parking provision and the provision of electric vehicle charging points in accordance with the councils Parking SPD.

- 10.25 There are a number of road safety benefits arising from the proposals. The increase in on-site parking will help to ease congestion on the highway network. Segregated pedestrian access onto Back Lane will be safer for pedestrians as it reduces the potential for pedestrian and vehicle conflicts at that location. Safety during Demolition and Construction will need to be carefully considered as part of a construction management plan and delivery hours will also need to be controlled with no deliveries at all before 9:15 and in the afternoon deliveries should be suspended at least 30 minutes before and after the end of the school day.
- 10.26 Against this background on balance therefore, given the above factors, it is considered that there are no highway objections to this proposal. Consequently, policies T2 and T24 of are therefore satisfied in this regard.

Landscape Issues

- 10.27 All new development must be assessed according to its tree impact with a presumption in favour of retaining important trees. A full Tree Survey has been undertaken of the site which shows that all of the higher category trees (Category A/B) would be retained with only lower category trees (U) needing to be felled on the grounds of safety. The loss of these trees would be mitigated through replacement planting, while additional tree planting is proposed along the northern eastern boundary as a further means of softening the overall impact of the proposed development and help assimilate the development, into the wider environment. Following resident concerns about the potential loss of light from this tree cover and potential future maintenance issues, amended plans now show a maintenance margin on the shared boundary to allow for access and to ensure that the trees do not become overbearing. Additionally as part of any planning conditions, the planting schedule will need to ensure that suitably sized trees are planted and supported by a maintenance strategy.
- 10.28 The site contains a significant number of trees. A large number of which are located around the site boundaries and although the new school buildings do not directly result in any tree loss, the proposed construction access off Back Lane will require the loss of some mainly ornamental trees. Additionally the proposed haul road, site compound and associated drainage works are close to mature trees and their root protection areas, consequently appropriate tree protection barriers will be required.
- 10.29 The Councils landscape architect has commented on the proposal and initially acknowledged that the proposed landscape is generally sterile although this does create an opportunity to introduce meaningful landscape planting instead of a vast swathe of tarmac between the two proposed blocks and within the expansive car park. The initial landscape layout was considered to be bland and utilitarian with little consideration of place making. The amended layout plan includes additional structured planting to break up the expanses of tarmac (trees and shrubs) have been added to the north and east of the general teaching block, and to the south of the sports & arts block. Social areas with furniture have been created throughout the site. Similarly, the carpark mass has also been broken down by tree planting along the borders of the car park to help soften its impact and creating visual relief.

- 10.30 Against this background it is considered that the proposed development will satisfy planning policies P11 and LD1.

Other issues

- 10.31 In terms of ecological issues, the applicant has carried out an ecological assessment and bat surveys. In relation to bats, over the course of the surveys, a bat roost for common pipistrelles was recorded on the western side of the south of the main entrance to the school. This building is the four storey block which is due to be demolished, and will destroy the bat roosts located during the nocturnal surveys. The loss of a roost of any size requires a European Protected Species licence which must be obtained prior to the work being carried out on the building. Furthermore, with appropriate compensation and mitigation implemented through a European Protected Species Licence, the loss of the roost is unlikely to have a significant effect on the conservation status of the species. As part of a mitigation strategy it is recommended that replacement bat boxes are provided and that a suitable planning condition is imposed.
- 10.32 In terms of broader ecological issues, site surveys indicate there are no significant ecological constraints albeit it is considered a planning condition should be imposed to introduce biodiversity improvements.
- 10.33 With regard to contamination and the presence of asbestos, colleagues in land contamination have raised no objection to the principle of development subject to planning conditions. In terms of the asbestos, it is apparent from site surveys that this does exist in the buildings identified for demolition however its treatment, management and disposal of this material is controlled under separate legislation and as such the applicant will need to comply with appropriate Health and Safety Regulations and will be advised to liaise with the Health and Safety Executive prior to development commencing.
- 10.34 In terms of drainage matters, technical colleagues have raised no issues relating to flood risk and drainage management subject to conditions. Issues relating property value are not a planning matter. In terms of alternative locations on site for the development, this is the scheme which has been submitted for consideration and must therefore be determined on its own planning merits.

11.0 CONCLUSION

- 11.1 The application proposal seeks to demolish dilapidated buildings and replace with 2 three storey blocks. The development will help transform the delivery of learning and the teaching environment. The proposed design has been subject to ongoing discussions with the council's urban designer to ensure good building and urban design. The amended scheme will enhance the standard of pupils' education, improve the skills of the local work force and provide community infrastructure for future generations
- 11.2 The scheme has been amended to respond to layout, design, landscape and amenity issues raised by both Ward Members and local residents. Similarly, highway safety issues raised by the council's highway engineer to improve both pedestrian safety have also been undertaken. The proposed development as a whole will not have any detrimental impact on the wider visual and residential amenity of the area and would be in keeping with its existing context and character. The existing car park will be extended to provide additional staff/visitor parking spaces albeit there is no increase in staff numbers and as a consequence ease

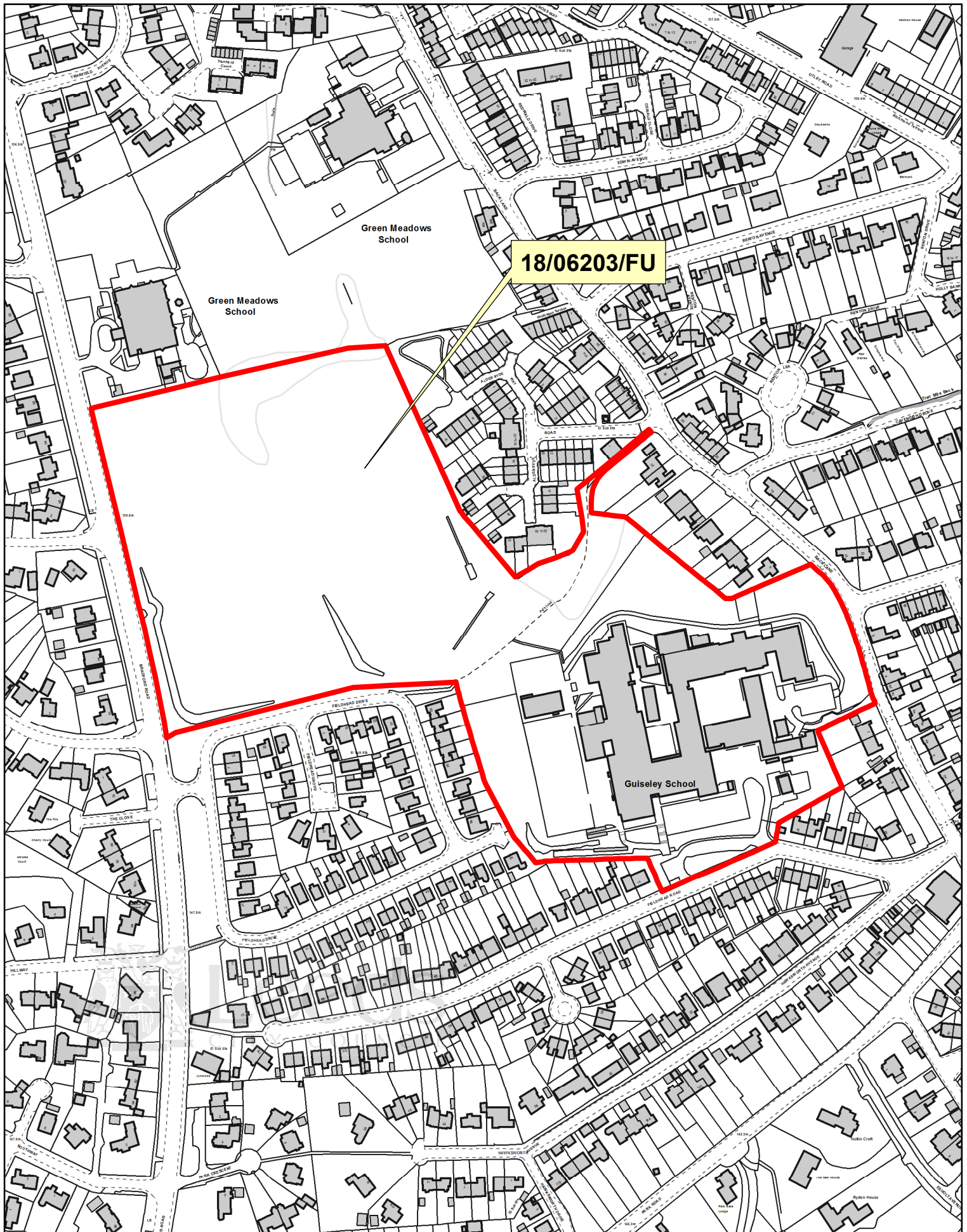
current on street car parking pressure. Significant weight should also be given to the fact that improved benefits to the local community will also arise from improved sports facilities as well as wider community use opportunities.

- 11.3 After careful consideration of all relevant planning matters it is recommended that the application is approved subject to the conditions listed above.

Background Papers:

Application file: **18/06203/FU**

Certificate of ownership: ok



18/06203/FU

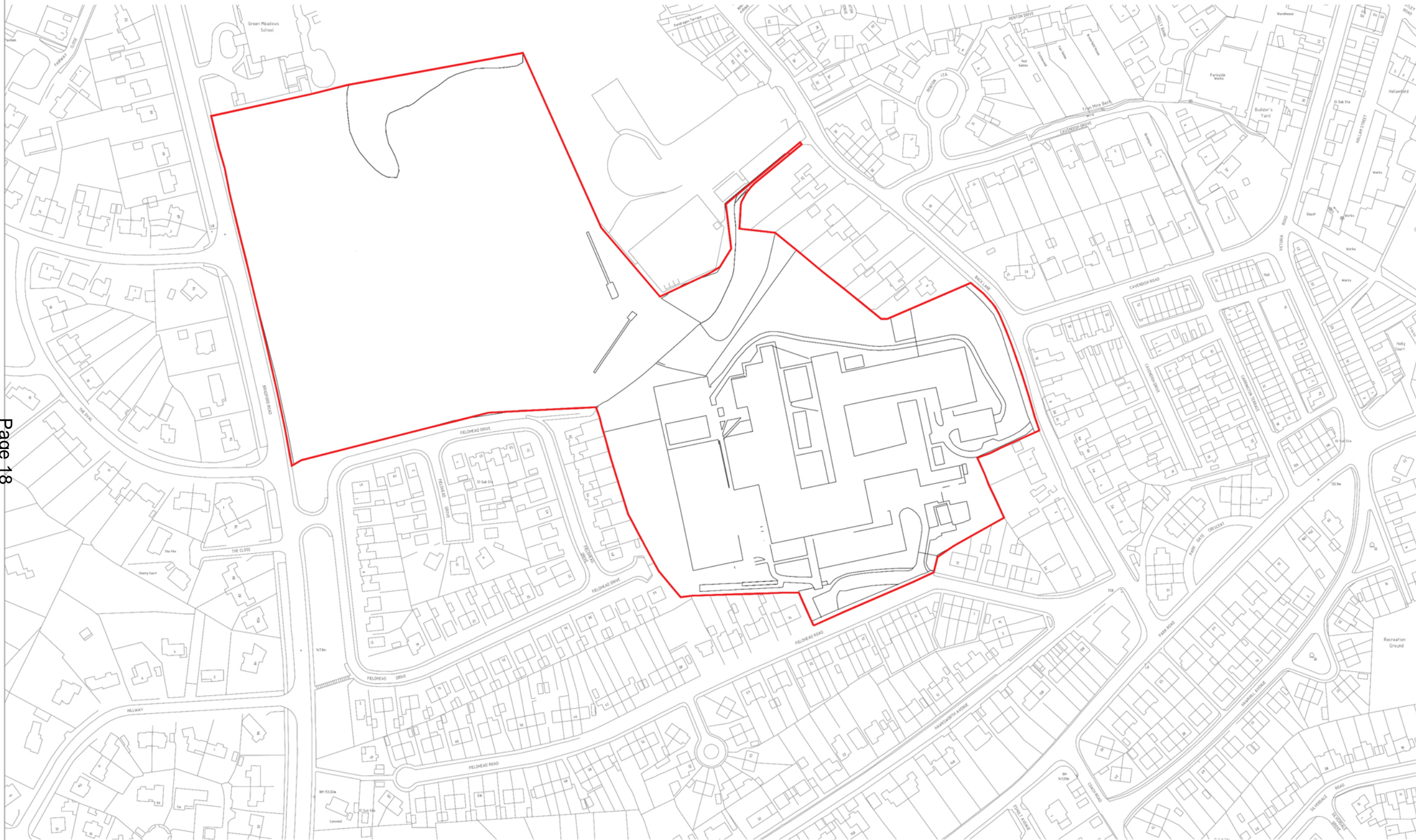
Green Meadows School

Green Meadows School

Guisley School

SOUTH AND WEST PLANS PANEL





Site Location Plan

Scale 1:1250 @ A3

Legend

Site Boundary

PLANNING

P01	Issued For Planning Application	18.09.18	CL	MR
Rev	Description	Date	Dr by	App by
original by		date created	approved by	
CL		13.09.18	MR	

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client
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project
Guiseley School

drawing
Site Location Plan

project number	scale	
2018.00171.002	1:1250	@A3
drawing number	rev	issue status
GS-AHR-S0-XX-DR-L-90-020	P01	S0

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Originator: Patrick Bean
Tel: (0113) 378
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Report of the Chief Planning Officer

PLANS PANEL SOUTH AND WEST

Date: 17th January 2019

Subject: **POSITION STATEMENT** - Application 18/02152/FU – construction of 143 apartments with car parking and landscaping – Land at Former Burley Community Sports and Social Club, Burley Road, Burley, Leeds.

APPLICANT
Burley Road Limited

DATE VALID
23rd April 2018

TARGET DATE

Electoral Wards Affected:

Little London & Woodhouse

Yes

Ward Members consulted

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION: The Panel is invited to note the contents of the report and to provide feedback on the questions raised at section 9 of this report.

1.0 INTRODUCTION:

- 1.1 This report is brought to South and West Plans Panel for information. Officers will present the current position reached in respect of this application to allow Members to consider the scheme and make comments.
- 1.2 Members are advised that the northern part of the site comprising the former Burley Liberal Club and a bank building and part of the former rugby training pitch, was in Council ownership but has been sold to the applicant. The southern part of the site comprising the former rugby training pitch and an area of Greenspace remains in Council ownership.

2.0 PROPOSAL

- 2.1 The proposal is for the construction of 143 apartments built in two blocks. Each block would include accommodation over six floors, including lower ground floors and roof levels. The buildings would be formed as two interlocking 'L' shaped buildings, with a modest amenity and circulation space separating them. The buildings would be of brick finish
- 2.1 Residential development in this market area would require the provision of 5% (this is proposed to increase to 7% in the Core Strategy Selective Review) affordable housing which the applicant has confirmed would be provided.

3.0 SITE AND SURROUNDINGS:

- 3.1 The site has most recently been occupied by Burley Liberal Club, which was set to the northern part of the site adjacent to Burley Road, and a bank building. The site also includes a sports pitch, which has been disused for some time, as well as an area of land to the southern part of the site that is presently designated Greenspace owned by the City Council.
- 3.2 The site is surrounded by Burley Road and Kirkstall Road to the north and south respectively, while a railway embankment defines the western extent and leads to the railway viaduct over Kirkstall Road. The site faces onto Willow Road, which is a short stretch of road which links junctions of the two main roads.
- 3.6 The site is somewhat constrained, being situated between two very busy road junctions and a railway line. Highway access is difficult due to the road layout, and there is a small belt of protected trees along the site frontage.

4.0 RELEVANT PLANNING HISTORY:

- 4.1 The site does not have any relevant planning history, although it has been the subject of a number of informal and formal pre-application submissions, the latter under reference PREAPP/17/00067.

5.0 HISTORY OF NEGOTIATIONS:

- 5.1 Pre-application advice was provided in 2017 for a similar proposal for 137 one and two bedroom flats although this scheme was restricted to a smaller site comprising the area of the current proposed housing allocation, and did not extend into the designated Greenspace.
- 5.2 The scheme has been revised since its original submission, following discussions with Officers. Since its original submission amendments have been made to the proposals in respect of drainage, highways, landscape, greenspace and housing mix.

6.0 PUBLIC/LOCAL RESPONSE:

- 6.1 The application has been advertised as a major application through press and site notices. No representations have been received to date

7.0 CONSULTATION RESPONSES:

Highway Authority

- 7.1 Further consideration of sightlines and road safety matters is required.

Environmental Studies

- 7.2 (Road traffic noise). Some amendments to proposed glazing and ventilation details are needed to ensure that the dwellings have adequate protection from traffic noise

Contaminated Land

- 7.3 No objections, subject to conditions.

Flood Risk Management

- 7.4 No objections subject to conditions.

Yorkshire Water

- 7.5 No objections subject to conditions.

8.0 PLANNING POLICIES:

- 8.1 Section 38 of the Planning and Compulsory Purchase Act 2004 requires that planning applications should be determined in accordance with the development plan unless material considerations indicate otherwise.

Development Plan

- 8.2 The development plan for Leeds is made up of the adopted Core Strategy (2014), saved policies from the Leeds Unitary Development Plan (Review 2006) (UDP), Aire Valley Leeds Area Action Plan (2017) and the Natural Resources and Waste Development Plan Document (DPD), adopted January 2013 and any made Neighbourhood Plans.

Relevant Policies from the Core Strategy are:

Spatial policy 1 Location of development
Spatial policy 6 Housing requirement and allocation of housing land
Spatial policy 7 Distribution of housing land and allocations
Policy H1 Managed release of sites
Policy H3 Density of residential development
Policy H4 Housing mix
Policy H5 Affordable housing
Policy P10 Design
Policy P12 Landscape
Policy T1 Transport Management
Policy T2 Accessibility requirements and new development
Policy G1: Enhancing and extending green infrastructure
Policy G4 New Greenspace provision
Policy G6: Protection and redevelopment of existing Greenspace
Policy EN2 Sustainable design and construction
Policy EN5 Managing flood risk
Policy ID2 Planning obligations and developer contributions

Relevant Saved Policies from the UDP are:

GP5: General planning considerations.

N23/ N25: Landscape design and boundary treatment.
BD5: Design considerations for new build.
T7A: Cycle parking.
LD1: Landscape schemes.

Relevant DPD Policies are:

GENERAL POLICY1 – Presumption in favour of sustainable development.
AIR1 – Major development proposals to incorporate low emission measures.
WATER1 – Water efficiency, including incorporation of sustainable drainage
WATER7 – No increase in surface water run-off, incorporate SUDs.
LAND1 – Land contamination to be dealt with.
LAND2 – Development should conserve trees and introduce new tree planting.

Site Allocations Plan

- 8.3 The Examination in Public of the Leeds Site Allocations Plan has reached an advanced stage in that the Inspectors have issued potential Main Modifications and these are to be subject to consultation. Thereafter, the Inspectors will issue their final conclusions and Report and the Plan will be considered by Full Council for adoption, at which point it will become part of the Local Plan for Leeds. Where no MM have been proposed by the Inspectors the allocation / policy are considered to be sound and therefore significant weight should be afforded to them in decision making. The northern part of the site is proposed for allocation for housing in the Site Allocations Plan as site number HG2-211. This allocation should be accorded significant weight as the Inspector has not proposed any Main Modifications in respect of it. The SAP identifies that the allocation is suitable for an approximate capacity of 50 units. Similarly an area of existing Greenspace that is proposed for designation as such in the SAP (G1822) is included within the boundary of the application, this designation should also be afforded significant weight.

Supplementary Planning Guidance and Documents

- 8.4 The following SPGs and SPDs are relevant:
- SPG13 – Neighbourhoods for Living: A Guide for Residential Design in Leeds
Street Design Guide SPD
Parking SPD
Travel Plans SPD
Sustainable Construction SPD

National Planning Policy

- 8.5 The revised National Planning Policy Framework (NPPF), published in July 2018, and the National Planning Practice Guidance (NPPG), published March 2014, replaces previous Planning Policy Guidance/Statements in setting out the Government's planning policies for England and how these are expected to be applied. One of the key principles at the heart of the Framework is a presumption in favour of Sustainable Development.
- 8.6 Relevant paragraphs are highlighted below.

Paragraph 12	Presumption in favour of sustainable development
Paragraph 34	Developer contributions
Paragraph 59	Boosting the Supply of Housing
Paragraph 64	Need for Affordable Housing

Paragraph 91	Planning decisions should aim to achieve healthy, inclusive and safe places
Paragraph 108	Sustainable modes of Transport
Paragraph 110	Priority first to pedestrian and cycle movements
Paragraph 111	Requirement for Transport Assessment
Paragraph 117	Effective use of land
Paragraph 118	Recognition undeveloped land can perform functions
Paragraph 122	Achieving appropriate densities
Paragraph 127	Need for Good design which is sympathetic to local Character and history
Paragraph 130	Planning permission should be refused for poor design
Paragraph 170	Planning decisions should contribute to and enhance the natural and local environment

Nationally Described Space Standards

- 8.7 This document sets a nationally-defined internal space standard for new dwellings. The government's Planning Practice Guidance advises that where a local planning authority wishes to require an internal space standard it should only do so by reference in its local plan to the nationally described space standard. With this in mind the Council has proposed a Space Standards policy within its submission draft Core Strategy Selective Review which is to be subject to Examination in Public in February 2019 and this reflects the National Standards.

9.0 MAIN ISSUES

1. **Proposed development of land allocated as Greenspace/Proposed Greenspace**
2. **Adequacy of on-site open space provision for future residents and the proposed provision of Greenspace through a financial contribution to upgrade existing Greenspace elsewhere**
3. **Scale mass and design of the building**
4. **Proposed housing mix**

Proposed development of land allocated as Greenspace/Proposed Greenspace

The majority of the site has no allocation in the Development Plan but is proposed as a housing allocation through the SAP (HG2-211) which should now be afforded significant weight.

An area to the south of the application site comprising 1942 sqm. is not in the applicant's ownership (it is owned by LCC) and is moreover outside the proposed housing allocation land. This land is allocated as Greenspace in the UDPR and proposed as Greenspace in the SAP and so should also be afforded significant weight. The application proposes that this land is used to provide car parking for the development. The site lies in an area identified as having a deficiency of Greenspace and Policy G6 (iii) of the Core Strategy states that where Greenspace is lost, wider planning benefits and green space improvement should be evidenced in the area.

.Any loss of Greenspace would only be considered acceptable if there was evidence of wider planning benefits and would have to show Greenspace improvement in the same locality. It is calculated that were the loss of this area of Greenspace to be supported, that a financial contribution in lieu would be necessary to provide or improve existing Greenspace elsewhere and that a commuted sum payment would be required of £82,707.41. The proposal to retain the Greenspace designation in the SAP can be accorded substantial weight in accordance with Paragraph 48 of the NPPF which states that LPA' s may give weight to relevant policies in emerging plans according to the stage of preparation of the plan (which is advanced in this case), the extent to which there are unresolved objections (there are none in this case), and the consistency of the emerging plan with the NPPF (the proposals are considered consistent as evidenced by the fact that no modifications are proposed to the plan in respect of policies and proposals relevant to the current application site as a result of comments by the SAP Inspector).

1. Would Members be minded to support the loss of an area of allocated Greenspace to provide car parking on the development or should the application boundary be restricted to the proposed housing allocation in the SAP?

Adequacy of on-site open space provision for future residents and the proposed provision of Greenspace through a financial contribution to upgrade existing Greenspace elsewhere

The proposal is deficient in the amount of on-site Greenspace normally required to be provided as part of new housing developments under Policy G4 of the Core Strategy (none is provided). Because the development density is high there is also very limited private amenity space for residents as the majority of open areas are taken up with car parking. There is some provision of outdoor seating areas between the two blocks and adjacent to the car park but these areas are very limited relative to the substantial number of people which would be expected to occupy the proposed flats.

The applicant proposes to make a financial contribution in lieu in respect of this shortfall. A standard formula is used for calculating contributions under Policy G4 of the Core Strategy. The area does not have an adequate supply of Greenspace as defined by the Core Strategy. The principle behind Policy G4 is to mitigate the effects of the extra burden extra residents place on existing Greenspace.

The calculation for the contribution in lieu under Policy G4 is £440,379.15.

2. Do Members consider the on-site provision of amenity Greenspace for future residents to be adequate and would they support the proposal to provide a financial contribution in lieu of on-site amenity space and Greenspace provision?

Scale mass and design of the building

Images of the development will be presented at the meeting. The proposal is for the construction of 143 apartments built in two blocks (the SAP site has an indicative capacity of 50 dwellings). Each block would include accommodation over six floors, including lower ground floors and roof levels. The buildings would be formed as two interlocking 'L' shaped buildings, with a modest amenity and circulation space separating them. The buildings would be of brick finish.

At six stories the building is substantially greater in height and overall mass than surrounding development – the tallest buildings near to the site are the 4 storey flats at the lower end of Cardigan Road.

Do members have a view on the scale and design of the proposed building?

Proposed housing mix

The proposal only includes provision for 10% of the units (14 no.) to be 3 bedroom, whereas the adopted policy H4 requires a minimum of 20%, with a target of 30%. The applicant states that this is due primarily to the nature of the scheme, being a Private Rented Sector development aimed toward a younger age profile, as well as the general character of the area.

Policy H4 seeks to ensure that an appropriate mix of housing types is delivered in Leeds to meet housing need. It must be noted that Housing Need is different from Housing Demand. The Policy is worded flexibly to allow for the form and the character of the area to be taken into account.

The Housing Needs Assessment submitted by the applicant uses census data. Overall it is considered that the assessment is very much demand based. However there are some facts that fall in favour of the 3 bedroomed 10% figure proposed by the developer:

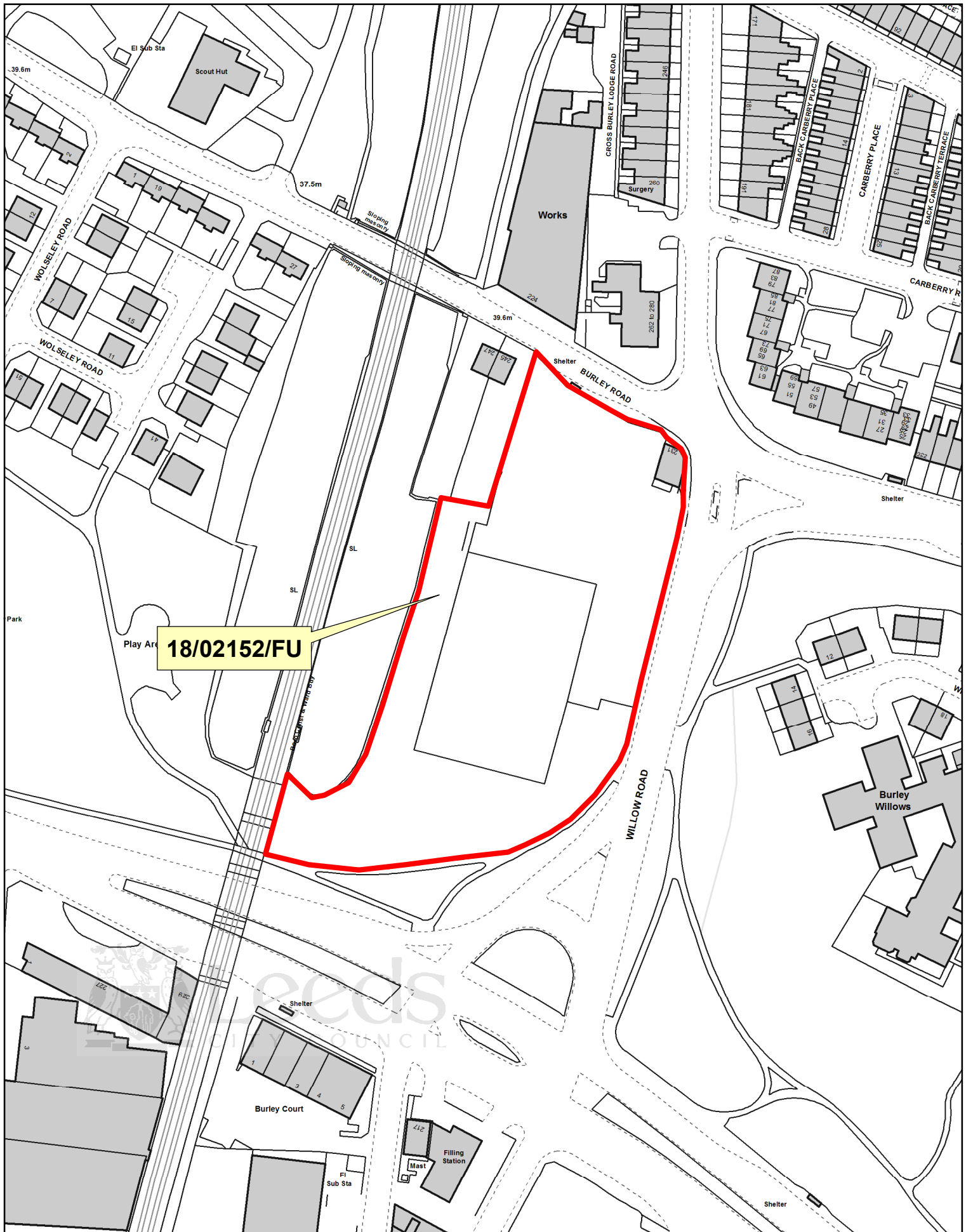
- The minimum percentage figure for 3 bedroom units of 20% is based on the average for Leeds.
- The current average for Leeds is 39.3 %
- The current average for the local area (MSOA 56) is 22.9% - this is 16.4% lower than the existing (2011 census) average for Leeds.

The local demographic would therefore suggest that the need for larger dwellings is less than the Leeds average and due to the constrained nature of the site which is surrounded by busy roads it could be considered that it is less suited to family-sized units and this may present a case for a higher proportion of units not aimed at the family market

Do Members support the proposed housing mix comprising 10% provision of 3 bedroom units?

Conclusion

Member's views are sought on the issues summarised above and on any other aspects of the proposal



SOUTH AND WEST PLANS PANEL

