



Report of the Chief Planning Officer -

SOUTH AND WEST PLANS PANEL

Date: 20th April 2017

Subject: Application number 16/07619/LA - Proposed two storey teaching block, new staff car park, boundary treatment and associated landscape works and demolition of temporary school buildings at Park Spring Primary School, Wellstone Avenue, Swinnow.

APPLICANT	DATE VALID	TARGET DATE
Leeds City Council	5 th January 2017	6 th April 2017

**Electoral Wards Affected:
Pudsey**

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 specified 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 management
13. Dust controls
14. Wheel washing

15. Off-site highway works
16. Parking management
17. Surface water discharge
18. Drainage methods
19. Hours of construction - 07.30 - 18.30 Monday to Friday, not before 09.00 or after 13.00 Saturday, nor at any time on Sundays and Bank Holidays
20. Land contamination

1.0 INTRODUCTION

- 1.1 The application is brought to Panel at the request of Councillor Coulson following comments received from constituents expressing concerns regarding highway safety, congestion and increased on street parking on the local highway network. These being matters that give rise to concerns affecting more than neighbouring properties.
- 1.2 This application has been submitted by Children's Services for a 2 storey teaching block, new car park and boundary treatment, associated landscaping works and the demolition of 3 temporary school buildings.
- 1.3 As a consequence of increased pressure on pupil places in the Pudsey area there is a requirement to provide additional accommodation at Park Spring Primary School. The proposals involve the expansion of the school to a full 2 Form Entry School (420 pupil places from an existing 1 form entry (210 places). The proposed development is brought about under the Basic Need Programme which aims to ensure that the council meets its statutory duty to provide every child a school place. To facilitate these works a previous application under reference 16/05029/LA for three detached modular classrooms (for a period of 12 months) including a part change of use of land was approved on the 10th October 2016.
- 1.4 These works also allowed for the provision of a new access off Swinnow Lane and traffic management measures to help create a safer access.

2.0 PROPOSAL:

- 2.1 The proposed extension is for a two storey development to provide teaching accommodation with a link connection to the main school building. The gross floor area created would be 1024m² comprising of 7 classrooms, toilets and storage areas.
- 2.2 The aforementioned application (16/05029/LA), which has now been implemented, related to the introduction of three detached modular classrooms (for a temporary period of 12 months) as well as the formation of a new access off Swinnow Lane. In addition, the proposal also involved annexing an adjoining parcel of land to the south and south east of the school to provide external play space to compensate for the loss of play space as a consequence of providing the temporary accommodation and to provide additional space in order to serve this proposed permanent expansion. As part of the earlier works, a new access off Swinnow Lane was also approved to provide access to a site compound area and storage facilities.

3.0 SITE AND SURROUNDINGS:

- 3.1 The application site lies within the urban area of Pudsey and is sits in an area which is residential in character. The site is occupied by Park Spring Primary School to the rear of Wellstone Avenue situated to the north and east of the site. To the south west of the site is area of open space with a path providing public access linking Swinnow Lane (to the west) with open land and woodland situated further east of the site. The housing surrounding the site is generally two storey in character.
- 3.2 The site itself comprises predominantly of single storey buildings with a two storey element situated to the south west of the building envelope. The buildings are made up of 6 separate elements comprising of a nursery, caretakers house, the main school and 3 temporary buildings. The main building block is centrally located within the site with a restricted access via a narrow roadway off Wellstone Avenue. The school is set back within the site with no obvious frontage.

4.0 RELEVANT PLANNING HISTORY:

- 4.1 16/05029/LA – Detached modular classrooms, including part change of use of land to school use, formation of external play space. Approved 10.10.16

5.0 HISTORY OF NEGOTIATIONS

- 5.1 The application has been the subject of an extensive pre-application process and public consultation events have also been held at the school

6.0 PUBLIC/LOCAL RESPONSE:

- 6.1 The application has been advertised by site notice on the 27th January 2017. At the time of writing this report 1 representation has been received. This is a letter of objection on the grounds of highway safety and that the proposed development will lead to on street car parking and blocked access points at dropping off and picking up times of the school day.

7.0 CONSULTATION RESPONSES:

- 7.1 Statutory:
Sport England – No objection
HSE – No objection
Environment Agency – No objection
Coal Authority – No objection
- 7.2 Non-statutory:
Highways – No objections in principle subject to conditions.
PROW – No objection
Flood Risk Management– No objection subject to conditions
Contaminated land – No objection subject to conditions
West Yorkshire Police – No objection
Travelwise – Submitted travel plan requires updating
Air quality - No objection
Contaminated land – No objection subject to conditions
Landscape – No objection subject to conditions

8.0 PLANNING POLICIES:

Development Plan

- 8.1 Section 38 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 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).

Adopted Core Strategy

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

Spatial Policy 1 – The location of development

Policy P10 - Design

Policy P12 – Landscape

Policy T2 - Accessibility requirements and new development

Saved Policies - Leeds UDP (2006)

- 8.3 The following saved policies within the UDP are considered most relevant to the determination of this application:

Policy GP5 - Development Proposals should resolve detailed planning considerations.

Policy BD5- Amenity and new buildings

Policy LD1 – Landscaping schemes

Relevant supplementary guidance:

- 8.4 Supplementary Planning Guidance provides a more detailed explanation of how strategic policies of the Unitary Development Plan can be practically implemented. The following SPGs are relevant and have been included in the Local Development Scheme, with the intention to retain these documents as 'guidance' for local planning purposes:

Neighbourhoods for Living SPG

National Planning Policy Framework (NPPF)

- 8.5 The National Planning Policy Framework (NPPF), published on 27th March 2012, 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 The NPPF constitutes guidance for Local Planning Authorities and its introduction 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.
- 8.7 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.

8.8 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.

8.9 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

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 proposed development is within the consultation distance of a major hazard (gas pipeline). The HSE have been consulted in accordance with the Town and Country Planning (Development Management Procedure) (England) Order 2015. In this instance the HSE is a statutory consultee and have raised no advice on safety grounds against the granting of planning permission in this case.
- 10.3 The proposal also involves land allocated as N6 in the development plan (protected playing pitch) as a consequence Sport England have been consulted. Sport England have advised that the proposal prejudices the use, or leads to the loss of use, of land being used as a playing field or has been used as a playing field in the last five years, as defined in The Town and Country Planning (Development Management Procedure) (England) Order 2015 (Statutory Instrument 2015 No. 595). The consultation with Sport England is therefore a statutory requirement.
- 10.4 Sport England has considered the application in light of the NPPF (particularly Paragraph 74) and Sport England's Playing Fields Policy, which is presented within its Planning Policy Statement titled 'A Sporting Future for the Playing Fields of England'.
- 10.5 Sport England's policy is to 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 or more of the five exceptions stated in its policy apply.
- 10.6 Having assessed the application, Sport England is satisfied that the proposed development meets the following Sport England Policy exception:
- E3 - The proposed development affects only land incapable of forming, or forming part of, a playing pitch, and does not result in the loss of, or inability to make use of any playing pitch (including the maintenance of adequate safety margins), a reduction in the size of the playing area of any playing pitch or the loss of any other sporting/ancillary facility on the site.*
- 10.7 This being the case, Sport England does not wish to raise an objection to this application.
- 10.8 The application site does not fall with the defined Development High Risk Area and is located instead within the defined Development Low Risk Area. This means that there is no requirement under the risk-based approach that has been agreed with the LPA for a Coal Mining Risk Assessment to be submitted or for The Coal Authority to be consulted.
- 10.9 Against this background the redevelopment is considered to be acceptable subject to normal development management considerations.

Design and Visual impact

- 10.10 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 design colleagues.
- 10.11 The proposed extension would introduce a 2 storey block with a physical link at both levels to the existing main building. In total the proposed new build would create 545m² of new floor space and comprise of 7 new classrooms with associated toilets, cloak and storage facilities as well as a dedicated ICT suite, a new school entrance and reception area. A key component is the proposed introduction of a lift to provide access for all throughout the entire building.
- 10.12 The proposed new block would be situated to the south of the existing school partly on an existing play area and an area already built over. The building would be rectangular in shape orientated with the long elevations facing north east and south west. The proposal has been designed with regular fenestration and a flat roof albeit a parapet is proposed. The proposed siting of the block would also sit behind a mature landscaped buffers situated to the west, some 13m to a shared boundary with housing beyond. Other works include the demolition of 3 classrooms which are portacabin styled and the formation of additional play space.
- 10.13 In terms of the proposed architectural treatment, the scheme has been designed to respond to the materials of the host building. The predominant material is brick (red) with some render at first floor level to break up the façade and to introduce some articulation. Recessed brickwork serve to break up the facade and to provide window reveals which offer interest and further articulation.
- 10.14 The proposed scale and massing of the building is not out of keeping with the character of its surroundings nor is it closer to the public highway than the host building. The proposal will also not appear at odds with the immediate residential character of the 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. The proposal is considered to represent an acceptable design solution and satisfies development plan policies P10 and BD6 in this regard.

Residential amenity

- 10.15 The proposed development has to be considered in terms of its impact upon the residential amenity afforded to nearby residents. The development is located within an area of predominantly residential character. The proposed development would be sited at its closest point some 13m with shared boundaries of residential properties along Wellstone Avenue, the separation distances to the actual dwellings exceed the spatial distances set out in the councils Neighbourhoods for Living design guide.
- 10.16 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. The increase in pupil numbers will increase comings and goings, but the formation of a new access off Swinnow Lane and improved permeability will assist in diluting this impact. On this basis it is considered that such an increase in pupil numbers will not cause any further demonstrable planning harm to the living conditions of surrounding residents.

- 10.17 It is considered that planning conditions should be imposed to control construction management, wheel washing, dust etc. It is also suggested that an hours of use condition relating to the construction operation should also be imposed. It is recommended that It is considered that the living conditions of surrounding residents have been safeguarded in this regard and satisfies policy GP5 of the development plan.

Highways

- 10.18 The proposals involve the expansion of the above school to a full 2 Form Entry School (420 pupil places). The current admission into the school is described as a mixture of 1FE in years 5 and 6, 1.5 FE in years 3 and 4 and 2FE in reception and years 1 and 2. As of September 2016 it is indicated that the school will have the capacity to accommodate up to 442 pupils including 52 Nursery places i.e. 390 primary places, albeit only 325 of those 390 places are currently taken.
- 10.19 It is indicated that it would take 4 years for the school to reach the full proposed 2FE capacity of 420 pupils. The school operates before and after school clubs. This helps to ease congestion at pick-up and drop-off times. Current pupil modal share information indicates that only 36% of existing pupils are transported by car to school, 21% car share, 2% travel by public transport, 1% cycle, 1% travel by taxi and 38% walk.
- 10.20 It is indicated that at full occupancy the expansion of the school from its current permitted maximum capacity to 420 pupils would result in a further 22 vehicle trips to/from the school site by parents/guardians. This increase would be gradual over 4 years. Parent drop-off/pick-up parking currently takes place within the adopted highways in the vicinity of the site and this causes congestion at local junctions within the Wellstones estate. There are currently a total of 54 members of staff (48FTE) located at the site. This will rise gradually over the 4 years to 64 (55FTE). The current staff travel to work survey indicates that 46% of school staff (25) and 33% of nursery staff (3) drive to the school, whilst the remainder travel by other modes.
- 10.21 The existing car park is contrived (but managed) but is often full and therefore some staff park on the adjacent highway network. To accommodate the increase in staff numbers and to resolve the overspill parking on the highway a new vehicular access is proposed from Swinnow Lane. This would give access to a new 30 space car park (giving a total of 51 spaces over-all) and would also provide space and turning for a school bus when required. This would remove the necessity for staff to park on the adjacent highway network and alleviate the congestion in the existing car park which is also used by parents dropping off/collecting children from the nursery. It is also the service/delivery access route.
- 10.22 As part of a package of off-site highway works, the new access would be formed on a speed table which would also accommodate a zebra crossing and cycle crossing (Tiger Crossing) with associated waiting restrictions and speed cushions on each approach. The new access would have children crossing warning signs and would have a localised 20mph speed limit along Swinnow Lane.
- 10.23 Additionally, a segregated pedestrian route would also be provided alongside the new access route. This would give an alternative pedestrian route for pupils which would also help to alleviate congestion in the Wellstones. Additional waiting restrictions are proposed at junctions along Wellstone Avenue, at the junction of Wellstone Avenue/Swinnow Lane and Hough Top/Swinnow Lane. Servicing by

refuse and delivery vehicles will be managed as part of a School Parking and Servicing Strategy. An updated travel plan is also required which will include additional cycle storage provision. It is considered that these measures can be provided including any related traffic regulation orders by imposing a suitable planning condition.

- 10.24 Against this background on balance therefore, given the above factors, it is considered that there are no highway objections to this proposal. Mitigation as part of a scheme to deliver off site highway improvements is proposed which would be conditioned as part of any planning approval. Consequently, policies T2 and T24 of the council's development plan are therefore satisfied in this regard.

Landscape issues

- 10.25 Tree retention and proposed tree removal plans has been submitted with the application together with a tree survey produced by Parks and Countryside. The survey indicates that to facilitate the development as a whole a total of 21 trees requiring felling, these are predominantly located within the footprint of where the temporary accommodation has already been approved and the new access provided. The majority of these trees are of a low amenity value. It is considered that the remaining trees will be largely unaffected albeit tree protection measures will be required.
- 10.26 The Councils landscape architect has commented on the proposal and no objections have been raised in principle, subject to conditions requiring tree protection and replanting.
- 10.27 Overall it is considered that the proposed development can be accommodated on the site without a detrimental impact on the existing trees on the site and adequate landscaping and comply with policy P11 of the Core Strategy.

11.0 CONCLUSION

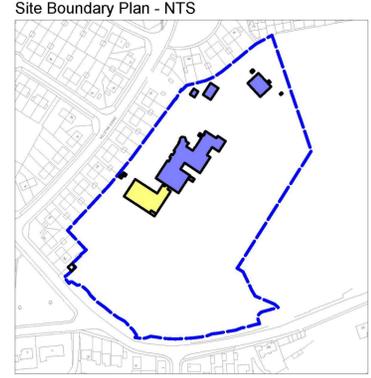
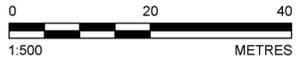
- 11.1 The proposed development is considered to be acceptable in planning terms and lies within an area of sufficient size to accommodate such a proposal without having a detrimental impact upon both the visual and residential amenity of the area as well as its general character.
- 11.2 The scheme has 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:

Certificate of ownership: signed by applicant.

Application file

- LEGEND**
- Buildings and Structures**
- Site Ownership Boundary (refer to inset)
 - Retained School Buildings and Structures
 - Proposed School Buildings and Structures
 - Building Removed
 - Principal/ Secondary Building Access and Egress
 - Retained Landscape and Buildings
- Hard Landscape Elements**
- Retained Walls
 - Proposed Concrete Asphalt Vehicular Grade
 - Proposed Concrete Asphalt Pedestrian Grade
 - Proposed Concrete Asphalt Occasional Access Grade
 - Proposed Concrete Block/ Set/ Flag Paving (Including steps and hazard paving)
 - Proposed Crushed Stone Surface
 - Proposed Artificial Grass
 - Proposed Safety Surfacing
 - Proposed Retaining / Sit Walls
- Fencing**
- Retained Fencing/ Handrail/ Balustrade
 - Proposed Boundary Fencing
 - Proposed Internal Fencing/ Handrails/ Balustrade
- Street Furniture**
- Retained Shelter/ Cycle Canopy
 - Retained Site Furniture
 - R = Relocated
 - Proposed Shelter/ Cycle Canopy
 - Proposed Site Furniture (Provision TBC)
- Soft Landscape Elements**
- Retained Tree Canopy (refer to Tree Survey Report)
 - Tree Labels Category A - High Quality and Value
 - Tree Labels Category B - Moderate Quality and Value
 - Tree Labels Category C - Low Quality and Value
 - Tree Labels Category U - Poor Quality and Value
 - Root Protection Area (refer to Tree Survey Report)
 - Tree/ Vegetation Removed
 - Retained Tree (not identified on tree survey)
 - Retained Hedgerow (not identified on tree survey)
 - Retained Vegetation
 - Proposed Tree Planting
 - Proposed Ornamental Hedge Planting
 - Proposed Ornamental Shrub Planting
 - Proposed Native Woodland/ Scrub/ Hedge Planting
 - Proposed Amenity Grass
 - Proposed Species Rich Grass
- Landform**
- Existing Contours (0.5 m intervals)
 - Proposed Contours
 - Proposed Top/ Bottom of Slope
 - Earth Mounding
 - Embankments



- Parking Notes**
- Parking standards taken from Leeds City Council Parking Supplementary Planning Guidance dated January 2016
 - Parking Provision based upon Transport Consultant recommendations stating a total of 48 parking spaces.
 - Visitor numbers advised by LCC Highways during pre-application meeting.
 - Up to 10% of spaces should be electric charging ready (Leeds SPG).
 - Projected staff numbers 48 full time and 16 part time = 56 full time equivalent.
 - Existing parking numbers include double parking in elongated bays.
 - Additional parking spaces above LPA requirements provided to reduce impact of parking upon surrounding highways.

Guidance	Provision
Existing Parking Provision (numbers provided by school)	25 Car Parking Bays
Projected Staff Numbers	48 Full Time 16 Part Time Total 56 FTE
Parking Provision Based on Leeds City Council SPG Parking Bays = 1 space per 1 staff Visitor Bays = 10%	30 Car Parking Bays (Swinnow Lane) 21 Car Parking Bays (Wellstone Avenue) Total = 51
Parking Breakdown Accessible Bays = 2 or 6% (greatest no.) Convertible Bays = 4% Spaces reserved for Car Sharing = 1 in 20 spaces Electric car charging points = 1 point per 10 spaces	3 Accessible & 3 Enlarged 2 Electric Charging 3 Electric Ready 5 Car Share
Motorcycle Bays = 1 bay per 20 staff	4 Motor Cycle Parking Bays
Cycle Provision Based on Leeds City Council SPG Short Stay/ Visitor = 1 space per 100 pupils (cap at 10) Long Stay = 1 space per 10 pupils	40 Secure Pupil Cycle Storage 6 Visitor Parking (3 no. hoops) 4 Secure Staff Cycle Bins
Cycle Provision Based on BREEAM Tra 3 Cyclist Facilities 5 x Number of Classes in Year Group	

- General Notes**
- This drawing is based upon information provided by third parties and as such the accuracy of the content cannot be guaranteed.
 - Do not scale from this drawing. Use figured dimensions only.
- Notes Under CDM Regs 2015**
- The information presented on this drawing has been prepared with regards to the role of the designer.
 - Where possible the design has taken care to eliminate hazards and reduce risk.
 - This drawing is to be read in conjunction with the Health and Safety Plan.

Rev	Description	AM	AJM	Date
P7	Revised GFP; building access points; fire tender access to match fire strategy; steps and ramps adjusted in line with levels changes; spoil mound adjusted	AM	AJM	13/12/16
P6	Revised site boundary; notes adjusted	AJM	AJM	11/11/16
P5	Cycle parking numbers amended	AJM	AJM	07/11/16
P4	Updated in line with design development; revised building access locations; fire tender access; early years access; spoil mounds	AJM	AJM	31/10/16
P3	Updated in line with revised GFP. Steps, ramps and walls refined	AJM	AJM	23/09/16
P2	Updated in line with VE requirements and design development; amended car parking, storage unit removed, walls graded out. Play equipment relocated	AJM	AJM	21/09/16
P1	First issue for information	AJM	AJM	13/09/16

Client Name: **Clugston**

Project Title: **Park Spring Primary School**

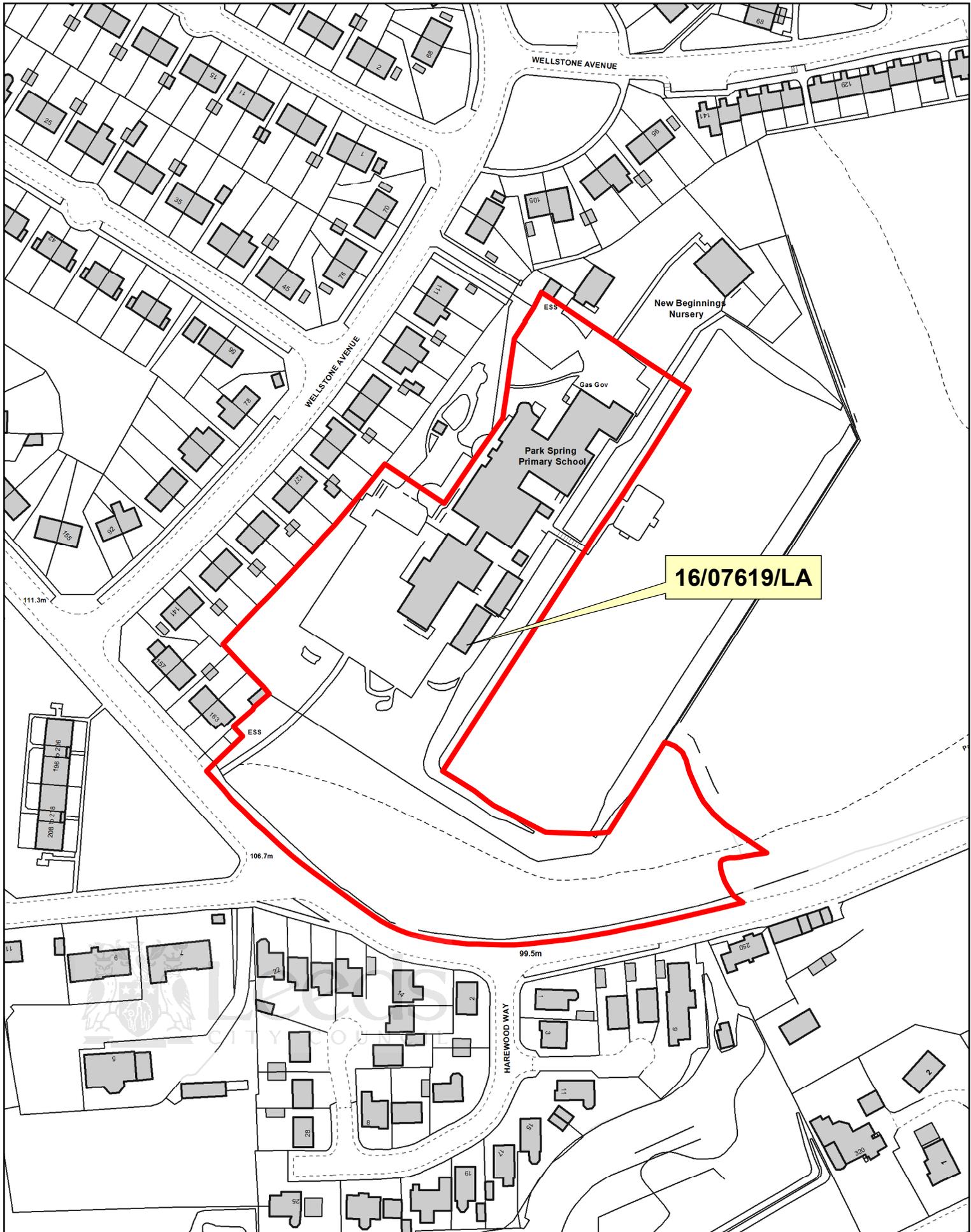
Drawing Title: **Landscape Masterplan Whole Site**

Date: 13/09/16 Purpose: PRELIMINARY Scale: A1 Status: 1:200

Author: AJM Drawing No: PSP-L-0200 Revision: P7

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SOUTH AND WEST PLANS PANEL

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

SCALE : 1/1500

