



Report of the Chief Planning Officer

NORTH AND EAST PLANS PANEL

Date: 6th September 2018

Subject: 18/02283/FU - Demolition of vacant depot building; construction of a new primary/secondary school; footbridge crossing Barrack Road, multi-use game areas (MUGA), sports pitches, hard and soft landscaping, car/cycle parking, alterations to site access; landscaping and boundary treatments.

APPLICANT	DATE VALID	TARGET DATE
Wilmott Dixon Construction Ltd	12 th April 2018	14 th September 2018

Electoral Wards Affected:

Chapel Allerton

Yes

Ward Members consulted
(Referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION: To defer and delegate approval of planning permission to the Chief Planning Officer subject to the completion of a S106 agreement requiring a travel plan monitoring fee, bus stop improvements and 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. Landscaping details
8. Landscape aftercare
9. Updated travel plan
10. Cycle storage
11. Surface and seal
12. Dust controls
13. Wheel washing

14. Off-site highway works
15. Parking / service management strategy
16. Detailed layout and design of car park for pick up and drop off
17. Surface water discharge rates
18. Drainage methods
19. Oil interceptor
20. 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
21. Land contamination conditions
22. Noise control
23. Ventilation / Plant installation
24. Construction and Environmental Management Plan
25. Biodiversity Enhancement Management Plan
26. Bat roosting / Bird nesting features
27. Method statement for the treatment of Japanese Knotweed
28. Detailed design and method statement for the construction of footbridge
29. Assessment of ground conditions /sports pitch to Sport England's specification
30. Design / layout details of MUGA to Sport England's specification
31. Community use agreement

1.0 INTRODUCTION

- 1.1 This report follows the presentation of a position statement at Plans Panel held on 9th August 2018. At that meeting, members raised a number of issues that the applicant has subsequently sought to address (see sections 5 and 6 below).
- 1.2 This application has been submitted by Wilmott Dixon Construction on behalf of Dixons Trinity Academy for the demolition of vacant depot building; construction of a new primary/secondary school; a new footbridge crossing Barrack Road, multi-use game areas (MUGA), sports pitches, hard and soft landscaping, car/cycle parking, alterations to site access; landscaping and boundary treatments. The application is brought about in order to respond to pressure to deliver sufficient pupil places in the surrounding area.
- 1.3 A recent application for temporary primary school provision was approved on part of this site under planning reference 17/02582/FU to provide primary school places. A subsequent application under planning reference 18/01273/FU was also approved to provide temporary school place for secondary provision. These temporary units are located to the north of the site with direct access off Leopold Street and will all be removed from the site following the completion of the proposed development, if consent is granted.
- 1.4 At the time of the initial application for the temporary accommodation, a masterplan was produced for the site indicating two schools buildings on either side of Barrack Road. This application is a departure from that initial concept which is now for a single building. The proposed through school will provide accommodation for 980 pupils and will be located on a split site either side of Barrack Road with the main school building situated to the north of the Barrack Road. The southern parcel of land would provide car parking and formal sports provision for secondary school children.

2.0 PROPOSAL

2.1 The application is for the erection of a three storey building and associated works to create a through school for 4-16 year olds to provide 980 places. The proposed works also require the demolition of a vacant industrial building, footbridge, multi-use games area, sports pitches, landscaping, car and cycle parking, alterations to the site access and boundary treatment works.

3.0 **SITE AND SURROUNDINGS**

3.1 The application site comprises of two parcels of land forming 2.58 hectares of land in total. The first parcel, to the north of Barrack Road is mainly residential in character. The site contains land previously used as a playing pitch fronting onto Leopold Street and currently contains a number of portacabins associated with the temporary use of this site as a school. There are mature trees around the perimeter of the site including a number of Ash and Sycamore trees along the Leopold Street frontage. 2m high metal palisade fencing encloses the site to the front, and both sides (east and west). To the rear is a large brick wall, beyond which are the former Council offices which have been recently demolished and cleared. To the west is a Sure Start Children's Centre, while to the east is (Frankland Place) beyond which is a medical centre. To the north of the site on the opposite side of Leopold Street are 2 storey red brick dwellings.

3.2 The second parcel of land lies to the south of Barrack Road and is commercial in character comprising of the former Leeds City Council 'Roseville Depot' building and associated hardstanding and landscaped area. The building has been closed for a number of years. Access to the depot is gained from Roundhay Road.

3.3 Although not part of the application site, but shown within the (blue line boundary) to the south west, is an all-weather football pitch, games court, changing pavilion and car park for up to 13 vehicles. These sports facilities formed part of Leeds City College Thomas Danby Campus, which was situated to the south of the site until the site was cleared and redeveloped.

4.0 **RELEVANT PLANNING HISTORY:**

4.1 18/01273/FU - Installation of a temporary single storey classroom cabins, the formation of a new hard play area, staff parking and vehicular access. Approved 23.5.18

17/02585/FU -Temporary 90 pupil primary school. Approved 26.6.17

17/02730/FU – Site to the immediate the south. Co-housing scheme comprising 28 dwellings, 1 x 5-bedroom HMO, and common house; 30 apartments for over 55s; and four self-build plots (63 units in total), with associated access and landscaping. Approved 20.10.17

5.0 **HISTORY OF NEGOTIATIONS:**

5.1 Detailed discussions have taken place with the applicant in relation to the siting and design of the building, highway safety issues as well as the likely impact of parental / visitor parking on the highway network in the vicinity of the proposed school and the extent of tree loss.

5.2 The original submission included the introduction of a new signalised pedestrian crossing on Barrack Road. A Stage 1 Safety Audit and Designer's Response was

submitted in support of the proposals. The council's highway engineer did not accept this solution due to the fact that large groups of pupils would need to cross Barrack Road to access play space, at the same time and within a confined space. For the reason of highway safety concerns this element of the scheme was considered to be unacceptable. As a consequence the applicant has amended the scheme to remove the surface level crossing and to replace it with a footbridge crossing. As this is a significant and material amendment to the scheme, the description of the application was amended and re-publicised by means of site notice on the 23rd July 2018.

- 5.3 In regard to the design concerns which have been raised, these related to the general scale and massing of the building looking large and heavy. Design advice offered suggested that the building should be 'broken down' in some way to lessen the overall impact. It was also raised that the siting of the building does not respond in an ideal manner to the site. The building is, for example, sited almost right up to the main road. The applicant was therefore advised that a building of this size would benefit from some spatial relief around it to allow it to sit better within the site.
- 5.4 Issues were raised in terms of the schools visual appearance and that it should appear welcoming particularly for the early years pupils. It was noted that the original submission resembled an office type development and was too monolithic. Further issues were also raised in respect of the loss of tree cover and loss of habitat.
- 5.5 In this context, and to help address these issues the applicant was asked to revert back to the original concept of two buildings with no direct access off Barrack Road. This would obviate the need for a new crossing pedestrian or footbridge in this location. This would also engage with the other issues in relation to design, scale and massing and loss of trees.
- 5.6 In response the applicant has stated that the two building option is contrary to the teaching ethos of the academy. In a supporting statement received from the academy the following comments are made:

'Dixons Trinity Academy and Primary (both Ofsted outstanding) share one building, one mission and one outstanding educational offer for children in Bradford. Dixons Trinity Chapeltown will do the same in Leeds. Dixons Trinity Chapeltown is one school with one culture from 4-16: all children will succeed at university, thrive in a top job, and have a great life.'

Placing 8th nationally for Progress 8 and 3rd nationally for disadvantaged students, Dixons Trinity Academy is the highest performing state school across Leeds and Bradford. Our secondary school and primary school in one building is recommended by 100% of our families, and 100% of our students are proud to attend Dixons Trinity Academy. We are oversubscribed by 12 applications for every place.

Just as the best independent schools share the all-through model in order to deliver exceptional education, so too do Dixons Trinity Academy and Dixons Trinity Chapeltown.

At Dixons Trinity Academy, as our results show, the children who need us most make the most progress. We are able to achieve this because we share our building. Every day, primary students can access resources not normally available to a primary school, and secondary students can access ongoing specialist literacy and numeracy support.

The difficulties of transition from primary to secondary school do not happen. Dixons Trinity Chapeltown as an all through will be much smaller than an average secondary school; this will

ensure we can nurture every student right through their childhood. As an example, uniting the site in Chapeltown facilitates one of our unique features: Family Dining (where children collaborate as a family and learn to interact socially over lunch). It also ensures that no learning time is lost in transitions which would have to take place across a busy main road.

Our primary children will benefit from the leadership and mentoring of older pupils. Far from being afraid of older students, younger children become familiar with them, and in turn this fosters a sense of community and responsibility.

The building and location will be shared but there will be one entrance for primary and one for secondary. The students will share a building but how they collaborate will be planned. The children will always be safe. Any economic efficiencies of the all-through model, which we estimate to be around £300K each year, are not savings: they are directed back to students and deliver outcomes.

In order to provide the very best education and life-chances for the children of Chapeltown, we must be united on one site, under one set of common values, creating a true community. Outstanding all-through educational provision will be transformational and sustainable. This is more than a great start – this is our mission to deliver a great life for the children of Chapeltown.'

6.0 Response following Member Comments 9th August Plans Panel – position statement submissions

6.1 Although Panel Members supported the principle of a one building solution together with the provision of a footbridge spanning Barrack Road, the following concerns were raised by Members:

- Layout of the building and to consider whether or not an alternative design could be developed.
- Rotation of key stage 1&2 external play space to the west of the building.
- Parental drop off from the Leopold Street entrance.
- Proposed draft details of off-site highway mitigation measures to be provided.
- Maximise planting along the south eastern section of the site to help improve the relationship with potential future housing development.
- Consideration of pick up and drop off arrangements from the Roundhay Road entrance.
- Sustainability of the building.

Applicant's response

6.2 The applicant was asked to consider changing the rectilinear form of the building by stepping the northern section closer to the western boundary. The issue however is the need to maintain dedicated external play space for secondary provision as well as protecting the integrity of the trees along the boundary of the site some of which are protected by TPO.

6.3 As an alternative the layout of the building has been modified and moved further west by some 3m. The effect of this is to increase the pinch point to the prospective housing to the east to create a separation distance of some 17.5m. In turn this introduces a wider landscaping strip along part of the eastern boundary which is to be supplemented by landscaping and the provision of 1.5m acoustic fence positioned within the site to help improve the perception of overlooking and reduce noise levels.

- 6.4 In terms of rotating the external play space there is insufficient external play on the western flank to satisfy the requirements for primary provision, this is also exacerbated by the fact that the building has been moved closer to the western boundary by some 3m, albeit it does provide further scope for additional landscaping and screening.
- 6.5 In terms of providing a dedicated parent pick up and drop off facility off Leopold Street it is considered that there is insufficient space for this to work in practical terms and this would lead to further congestion and vehicles backing up on to the main access road. As an alternative the parking area off Roundhay Road has been extended from 106 car parking spaces to 138 spaces with the layout modified to include a drop off layby. In addition draft off-site highway mitigation measures have also been provided. In terms of sustainability issues the applicant has confirmed that they are content for a condition to be imposed requiring an energy plan showing the percentage of on-site energy that will be produced by low and zero carbon technologies.

7.0 PUBLIC/LOCAL RESPONSE:

- 7.1 The application was initially advertised by site notice as a departure on 4th April 2018 and subsequently on 23rd July 2018 following a change to the description of the proposal to include a footbridge across Barrack Road. At the time of writing 68 representations have been received. All of which are objections to the proposal.
- 7.2 Although Ward Members do not object to the principle of development and welcome the additional school places, they do object to the change from the original concept from a two building solution to a single building arrangement. As a consequence Ward Members object to the likely impact this will have on the living conditions of prospective residents on an adjoining parcel of land which has the benefit of planning permission for a residential development. Concerns are also raised in respect of the highway implications onto residential streets and the likely congestion associated with such a development. Following the re-advertisement of the application, Ward Members have reaffirmed their objection to the scheme on the grounds stated above and that the proposed design changes have not addressed their concerns.
- 7.3 An objection has been received from the local MP who accepts the need for additional school places in the area but raises concerns in relation to the fact that the size of a single building will harm living conditions of surrounding and prospective residents, leading to loss of light and privacy. Further issues are raised in relation to inadequate car parking and drop off facilities leading to congestion, air pollution and highway safety issues.
- 7.4 A petition has also been received containing 437 signatures who object to the development on the grounds that the building is sited on one side of Barrack Road instead of a split site, increased traffic, road safety issues, pollution, loss of accessible community space.
- 7.5 The remaining letters of objection repeat the concerns above and include concerns over the size and design of the building, land levels, loss of trees, road safety concerns, increased congestion and parking on the surrounding highway network.

8.0 CONSULTATIONS RESPONSES:

8.1 Statutory

Sport England – No objection in principle subject to conditions

Non- statutory

Childrens Services – No objection. The development will provide additional primary and secondary school places to help the council meet its statutory duty.

Neighbourhoods and Housing – 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

Environmental Studies – No objection

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

Landscape – Concerns raised in relation to extent of tree loss and woodland cover

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

Nature Team – Concerns raised in relation to habitat areas and mitigation proposals will be required

Yorkshire Water – No objection subject to conditions

Travelwise - The submitted travel plan requires updating which can be covered by planning condition.

9.0 PLANNING POLICIES:

- 9.1 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

- 9.2 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

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

Policy E3: relates to the retention of existing employment land (and buildings). The policy states that development involving the loss of employment land and buildings in shortfall areas (of which the Roundhay Road site forms part of).

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:

9.4 Policy N6: states that development of playing pitches will not be permitted unless:

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

ii. There is no shortage of pitches in an area in relation to pitch demand locally, in the context of the city's needs, and city wide, and development would not conflict

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:

- 9.5 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)

9.6 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. The NPPF must be taken into account in the preparation of local and neighbourhood plans and is a material consideration in planning decisions.

9.7 The introduction of the NPPF has not changed the legal requirement that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. The policy guidance in Annex 1 to the NPPF is that due weight should be given to relevant policies in existing plans according to their degree of consistency with the NPPF. The closer the policies in the plan to the policies in the Framework, the greater the

weight that may be given. It is considered that the local planning policies mentioned above are consistent with the wider aims of the NPPF.

- 9.8 The Planning Practice Guidance (PPG) provides comment on the application of policies within the NPPF. The PPG also provides guidance in relation to the imposition of planning conditions. It sets out that conditions should only be imposed where they are necessary, relevant to planning and; to the development to be permitted; enforceable; precise and; reasonable in all other respects. The Neighbourhood Planning Act 2017 requires that for all applications determined after October 2018 any pre-commencement conditions are agreed in advance with applicants.
- 9.9 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.
- 9.10 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.
- 9.11 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.

9.12 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.

9.13 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 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.

10.0 MAIN ISSUES

- Principle of Development
- Design and Visual Impact
- Impact on Residential Amenity
- Highways
- Landscape Issues

- Other issues
- Conclusion

11.0 APPRAISAL

Principle of Development

- 11.1 The proposal involves a parcel of land allocated under saved Policy N6 in the RUDP (protected playing pitch) as a consequence Sport England have been consulted. It is understood 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.
- 11.2 Sport England has considered the application in the light of the National Planning Policy Framework (particularly Paragraph 74) and Sport England's policy to protect playing fields, 'A Sporting Future for the Playing Fields of England'. 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 or any part of a playing field, unless one or more of the five exceptions stated in its policy apply.
- 11.3 The proposal results in the loss of an area of playing field adjacent to Leopold Street, due to the proposed access and delivery and drop off area. With regard to the specific exception criteria above, Sport England would make the following comments:
- a) Exception E1 – Not applicable. It has not been demonstrated that there is an excess of playing pitches in the catchment in terms of both school and community playing pitch provision.
- b) Exception E2 – Not applicable. The proposals are not ancillary to the principal use of the site as a playing field.
- c) Exception E3 – In part applicable – there are parts of the playing field which due to the presence of trees and the irregular shape of the playing field, means that a pitch could not be marked out. However, this does not apply to all of the playing field being lost to the proposed development.
- d) Exception E4 – Not applicable. There are no current proposals to provide an equivalent or better replacement grass playing field.
- e) Exception E5 – The proposed MUGA is not on existing playing field and therefore this exception does not apply.
- 11.4 On the basis of the above, the proposed new school would not accord with any of the exceptions in Sport England's Playing Fields Policy. However, Sport England is mindful of the following characteristics that relate to this planning application:
- 11.5 Aerial images of the playing field, including historic aerial images of the site, show that it has not been formally marked out with a pitch for several years. The playing field is an irregular shaped site and therefore is only suitable to be used as a single pitch site. Parts of the playing field, due to the presence of trees and its shape, meet Exception E3 above.

- 11.6 The remaining area of playing field will be laid out with a high quality pitch (paragraph 6.9 of the Planning Statement). The pitch will be maintained by the by the Academy. A new multi-use games areas (MUGA) is proposed on the southern side of Barrack Road. A new two court sports hall is also proposed. The sports facilities, including the retained pitch, will also be subject to community use agreement.
- 11.7 In light of the above characteristics, Sport England is satisfied that there will be no harm to sport and recreation provision on the site and that the overall scheme will improve sporting opportunities and bring wider benefits to sport.
- 11.8 Further to the above assessment, Sport England does not wish to raise an objection to this application, subject to the imposition of the following planning conditions relating to an assessment of ground conditions and provision of replacement pitch, detailed design and layout of proposed MUGA and a community use agreement.
- 11.9 In respect of the demolition of the industrial building and loss of employment land, it is considered that as the land / building have been vacant for a number of years and no proposals have come forward for re-development / employment purposes, that the loss of this land for employment purposes will not cause any planning harm. Notwithstanding this it is understood that additional school places are required in this catchment area to enable the council to meet its statutory obligation in this regard and significant weight must therefore be given to this issue.
- 11.10 Against this background the principle of development is considered to be acceptable.

Design and Visual Impact

- 11.11 The proposal would create a new all-through school providing primary school and secondary school places in the Chapel Allerton area. The primary school element will provide 420 places for 4-11 year olds. It will include a range of teaching and learning facilities, classrooms and open plan breakout areas including a multi-purpose flexible hall. The secondary school element will provide 560 places for 11-16 year olds. It will include teaching and support facilities, halls, labs and a lecture theatre. Kitchen, plant and dining space are shared between the two parts of the school which provides both operational and functional benefits.
- 11.12 The proposed development will create circa 6,720sqm of new accommodation. The requirement to locate a building of this size in this location has been driven by the site constraints and the requirement to provide separate and distinct hard and soft play areas for primary age and secondary age pupils either side of the building, whilst also providing existing temporary accommodation to the north of the site.
- 11.13 The proposal is for a rectangular building footprint of approximately 90m in length by 30m wide and 13m high positioned to the north of Barrack Road orientated with long elevations running north to south. Revised plans received articulate a footbridge crossing spanning Barrack Road to link the site together. Land levels across the site do vary and indeed compared to the adjacent proposed housing development, the application site is more elevated and changes to raise these levels are proposed.

- 11.14 The proposal as originally submitted raised concerns due to its 3 storey massing looking heavy and unrelieved and resembling an office block, concerns in relation to the positioning of the building were also raised as it was considered that some form of spatial relief was required to enable it to sit better within the site.
- 11.15 The applicants' initial response to concerns raised in relation to the siting of the building and the option of creating some spatial relief by setting the building further back into the site, was to reaffirm the importance of providing a building line to Barrack Road and to help frame this frontage. Concerns were also raised by the applicant that shifting the floorplate of the building would also potentially encroach into the protected playing pitches to the north of the site. In response to Member comments following presentation of the position statement, the layout has been modified with the building repositioned 3m further to the west to increase spatial relief with the prospective housing development to the east. The configuration of the building remains unchanged due to design and operational constraints.
- 11.16 Equally, the proposed alteration to provide a footbridge to cross Barrack Road does however necessitate a building close to the edge and fronting onto Barrack Road not only to create a defined frontage to the streetscene, but to avoid the bridge being cranked and elongated. In turn this helps reduce the span of the bridge as well as the requirement for a stairwell and along its northern section. As such the visual impact of the footbridge is lessened albeit a prominent and functional feature. The indicative drawings show the footbridge linked and running off the third floor of the school and spanning Barrack Road. It is considered that issues relating to the detailed design and aesthetic treatment of such can be conditioned as part of the planning approval.
- 11.17 Furthermore, since the submission of the application, amendments have also been made to the design of the building by breaking down its scale and massing with the introduction of recessed slots to break down the long elevations. The effect of such is to read the building as if it is split into four bays to create a clear division and to help reduce the perceived scale and massing of such as well as adding articulation to the elevation.
- 11.18 The massing of the main school entrance is also articulated with timber above to break and help soften the mass of the building and to break down the elevation. The proposed materials palette of brick, timber and glazing help introduce create transition from solid to void.
- 11.19 In relation to the proposed works on the southern section of the application site, these works involve the demolition of an industrial building, the provision of staff parking, new MUGA and landscaping works. The building identified for demolition is of no architectural merit and its loss will cause no planning harm. It is considered that the proposed works within this part of the site will cause no visual harm or intrusion as public views into this part of the site are restricted due to land level changes, tree cover and the presence of other buildings.
- 11.20 Overall in visual terms, the revised arrangements are considered to be acceptable and address earlier Member comments and on balance there is no sufficient justification to warrant the refusal of the application on these grounds. The revised proposal would not be overly bearing or appear incongruous in its mixed commercial and residential context. The proposed scale and massing of the proposed building 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, the adjacent extant permission

for residential development, 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 Residential Amenity

- 11.21 The proposal is located within an area of mixed character formed by both residential and commercial development. The revised building footprint would be sited at its closest point some 17.5m with the shared boundary of the prospective residential development along the eastern boundary of the site, albeit there is no direct overlooking as this would face a gable as shown on the approved drawing. Additionally, due to the orientation of the proposed new school, which tapers into the site, the distance increases to some 50.5m to prospective dwellings where there would be views to principal elevations. 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 the NFL relates specifically to residential developments but nevertheless the guidance is considered to be helpful).
- 11.22 It is accepted that the changes in land levels will exacerbate the perception of overlooking but given the separation distances involved to the nearest prospective dwellings and the scope to introduce a meaningful and robust landscaping, it is considered that this will also will help create a suitable visual screen.
- 11.23 Due to the orientation of the proposed building to the north west of the proposed residential development, and after taking into account proposed finished levels changes (some 4 metres) when compared to the nearest dwelling, as well as spatial separation distances, it is considered that any loss of sunlight into the dwellings would be negligible. Some shadowing will undoubtedly occur in summer evenings affecting gardens and amenity areas of some of the prospective dwellings but this would be no different to any other densely developed urban location and would cause no planning harm sufficient to warrant the refusal of this application.
- 11.24 The increase in pupil numbers will increase comings and goings in the area and this will increase noise levels. However this will be confined to a time when the ambient noise levels are also increased given the location of the development. Additionally and in response to Member concerns in relation to potential noise from the play area to be occupied primary school children, it is proposed that a 1.5m acoustic fence is to be provided to not only act as noise shield but also to provide a visual screen.
- 11.25 Consideration should also be given to the fact that if the site was not to be developed as a school, given it is prime brownfield land and close to the edge of the city centre, it would be developed in some form or another. On this basis, and taking into account the changes described above, it is considered that such a level of pupil numbers, together with related noise and any other associated comings and goings, will not cause any unacceptable or demonstrable planning harm to the living conditions of existing or future residents sufficient to warrant the refusal of this application
- 11.26 In assessing the impact the proposed development will have upon the living conditions of surrounding residents, it is considered that there is no direct overlooking /overshadowing issues and the separation distances are acceptable and comply with the guidance set out in the council's Neighbourhood for Living

Design Guide. The increase in pupil numbers will increase comings and goings in the area and this will increase noise levels. However this will be confined to a time when the ambient noise levels are also increased given the location of the development. It is also the case that if the site was not to be developed for a school, given it is prime brownfield land and close to the edge of the city centre, it would be developed in some form or another. On this basis it is considered that such an increase in pupil numbers, noise and any other associated comings and goings will not cause any unacceptable or demonstrable planning harm to the living conditions of existing or future residents.

- 11.27 Colleagues in Neighbourhoods and Housing have been consulted and have raised no objection to the principle of development subject to conditions. It is considered that planning conditions should be imposed to control construction management, wheel washing and dust controls. It is also suggested that an hours of use condition relating to the construction operation should also be imposed. 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

- 11.28 The council's highway engineer has assessed the application and raises no objection to the principle of development.
- 11.29 The original submission proposed a surface level crossing Barrack Road to enable secondary school children to access sports pitches on the opposite side of the road from the school building. However it was considered that the crossing would lead to the build-up of significant traffic queues on Barrack Road, which would have potential negative effects on the operation of the adopted highway both up and downstream of the proposed crossing. In light of this situation, highway colleagues were unable to support the provision of a pedestrian crossing in this location.
- 11.30 As a consequence a proposed footbridge to span Barrack Road is now proposed. Colleagues in LCC Bridges have commented that the details submitted are limited and bridges section have not commented in respect of the appearance of the structure as this is an architectural/planning matter. Similarly, no comments have been offered on the functionality of the footbridge in terms of its capacity to cope with the expected peak footfalls which would be influenced by pupil numbers and building layout. The span appears to be approximately 25m, which is suitable for the indicatively shown steel truss. The bridge is shown as a fully clad structure, although it is not clear if it is roofed over. If this is the case Bridges would expect some form of windows/skylights or internal lighting. From a maintenance point it would be preferable to have the cladding in the internal face of the structure so that cladding repairs/replacement could be carried out from within rather than requiring external access. This would also reduce the risk to the highway user. It should be considered that the cladding may need to be replaced 2 or 3 times within the life of the structure, which will add to the whole life cost of the structure. The footbridge design options should be chosen to minimise the maintenance requirements. It should be noted that these comments are limited to the technical aspects of the footbridge proposal and there may be other consultees or technical requirements.
- 11.31 LCC Bridges are of the opinion that it would be acceptable to grant planning approval as long as there is a condition attached that it will also be necessary to obtain approval for the footbridge from the highway authority. The technical

approval authority will be the LCC Bridges Section, Bridges Manager. A further condition is also recommended to ensure that future maintenance and inspections are carried out to ensure compliance with the requirements of the Design Manual for Roads and Bridges (DMRB) and that this work is carried out by a suitably qualified and experienced organisation. Again, these comments are limited to the technical aspect of the footbridge proposal and there may be other consultees with requirements or conditions.

- 11.32 LCC Bridges would expect more detailed general arrangement drawings to follow as part of the technical approval process. The applicant should allow 2 to 3 months within their programme for the technical approval process. Construction of the footbridge and supporting elements should not commence on site until technical approval has been received and the AIP document and design and check certificates have been signed off by the LCC Bridges Manager.
- 11.33 LCC Bridges are of the opinion that the structure in its entirety should remain as part of the school and no part of it should be adopted by the Highway Authority. This has been influenced by the layout of the structure which makes it difficult to demarcate a logical boundary between the footbridge and the school building and also by the presence of the lift and associated plant and equipment.
- 11.34 In terms of wider highway issues, the proposed development includes two vehicle accesses from the adopted highway network. The vehicle access to the main school building will be provided by a priority junction with Leopold Street. This will facilitate access to the short stay visitor parking, disabled parking and the turnaround for servicing and deliveries. The dimensions of this access are sufficient to accommodate the manoeuvres of the largest vehicles that would be expected to visit the site, for example, refuse vehicles and buses. At the time of the earlier presentation of the position statement, Members requested that the concept of a pickup and drop off facility be explored off the Leopold Street access. It is considered however that given the limited available space that such a provision would not practically work in this location and this would lead to vehicles backing up on to Leopold Street itself causing congestion and conflicting vehicle manoeuvres.
- 11.35 The other vehicular access point will be provided from Roundhay Road. The initial layout showed this as serving a proposed staff car park and the school sports facilities located on the opposite side of Barrack Road. The access already exists and has previously been used as an entrance to a commercial/warehouse development. Following the presentation of the position statement, and in response to Member concerns, the layout of the car park has been amended to increase the number of car parking spaces to 138 and to provide a drop off and pick up layby. Although it is considered that the internal configuration of the car park requires some refinement the principle of increasing parking provision and introducing a pick up and drop off facility in this location is considered to be acceptable given it is an existing junction and its use as such will help alleviate parking pressures along Leopold Street and surrounding residential streets.
- 11.36 The servicing operations of the school would take place via the new vehicle access onto Leopold Street. A turnaround facility is included within the internal layout that would be capable of accommodating a refuse collection vehicle, a single decker coach or delivery vehicles. Accordingly, all of these vehicles would be able to enter and exit the school site in forward gear. Notwithstanding this, no details have been provided of kitchen deliveries or the timing/frequency of service/refuse vehicle visits. As such, it is considered that any approval should be subject to the implementation of a Car Park and Service Management Plan. The service

management plan will also seek to control the timing of deliveries and refuse collection vehicles (to outside the busy school pick-up/drop-off period) and coordinate the commercial vehicle visits (as far as practicable) to minimise the chance of two vehicles being on site at the same time.

- 11.37 The Council's Parking SPD advises that car parking provisions for school developments should be provided on the basis of 1 space per each FTE staff member. The proposed development is expected to employ 114 FTE staff members and a total of 146 car parking spaces are to be provided, made up of 5 visitor and 3 disabled bays off Leopold Street and 138 staff bays accessed off Roundhay Road. Against this background the proposed off-street car parking provisions would be in accordance with the requirements of the Parking SPD.
- 11.38 Colleagues in the council's Travelwise section have advised that the submitted travel plan will need to be amended as it does not currently comply with policy criteria. Insufficient cycle parking spaces have been provided. Long stay cycle parking provision would need to be provided within an enclosed/lockable shelter for security purposes. It is considered however that this matter can be resolved by means of a planning condition requiring an updated travel plan.
- 11.40 A Transport Statement Addendum (TSA) has been submitted that quantifies the levels of parental parking that could potentially be generated by the school during the morning arrival and afternoon departure times. Paragraph 2.4 of this document estimates that the number of vehicular trips by parents could be in the order of 235 vehicles in the morning and 235 during the afternoon departure period, made up of 133 primary school vehicles and 102 secondary school vehicles. However, this estimate is based upon the average travel data for all schools within the Leeds district and the TSA states that the actual number of parked parent vehicles at any one time would likely be much less than 235, for the following reasons:
- 11.41 The school would have a similar profile to an existing Dixons Academy within the Bradford district, where 70% of primary school children live within 0.3 miles of the school (and 90% within 1 mile) and 90% of secondary pupils live within 1.5 miles. This close catchment would mean that a large majority of pupils would walk/cycle to the school, therefore the predicted number of car trips is likely to be an over estimate of the actual demand.
- 11.42 The primary/secondary school arrival times would be staggered from each other. The secondary school pupils are expected to arrive at the academy between 07:15 - 07:55 with lessons starting at 08:00, whereas the primary school lessons would have a start time of 08:45, with the arrivals expected between 08:00 and 08:45. As such, during the morning, the secondary school parent cars would arrive/park within the local streets at a different time to the primary school cars.
- 11.43 There is a higher turnover of parking associated with secondary school pupils as these older students just need to be dropped off and do not need to be accompanied/walked to the school by the parent.
- 11.44 In the afternoon the primary school pupils would leave the site at 3:50pm, with the secondary students leaving from 4:05pm one class at a time. This would assist in spreading the parental parking demand over a longer period during the afternoon school departure time.
- 11.45 The school curriculum includes after school activities which would reduce the number of departures at the normal school finishing time. It is estimated that this

could equate to approximately 10% of the total vehicle trips during the afternoon pick-up period.

- 11.46 In light of the above information, it is considered that the peak parental parking demand would occur during the afternoon due to primary and secondary parents arriving at similar times and waiting within the local streets for the school to finish. During the morning, the staggered start times would mean that the parental parking demand for the primary/secondary elements would be largely separate from each other, resulting in a reduced number of parent vehicles being parked on-street at the same time.
- 11.47 Site visits carried out in connection with the planning application have revealed that most streets in the locality already accommodate a degree of on-street parking, with certain sections being heavily parked up (e.g. Leopold Street on the approach to Spencer Place). However, the streets are generally very wide and there are a number of connecting side streets which were seen to be less well used for parking purposes (and leading to other wide streets where parking would be possible).
- 11.48 The introduction of the proposed school would likely lead to the nearest streets filling up first with parents cars and then extending into the side roads; and spreading further into the roads beyond during the peak afternoon pick up period. As such, the local streets would become heavily parked up during the school arrival and (particularly) departure times.
- 11.49 However, on balance, it is considered that the parking conditions would be acceptable and the refusal of the application for this reason alone could not be justified. In view of the generous road widths and well connected street pattern, parking on both sides of the carriageway would be possible without obstructing the two way flow of traffic it is also considered that the parking congestion would be relatively short-lived, clearing up quite quickly after the school has started/finished for the day.
- 11.50 Additionally following previous Member comments, details have been received which show draft proposals of a package of traffic management measures along the site frontage with Leopold Street to provide a safe environment for pupils and road users, which include improved traffic calming features, pedestrian crossing points and parking restrictions. Other potential highway improvement measures along Spencer Place to improve an existing (informal) pedestrian crossing point, TROs and the upgrading of two nearby school service bus stops have also been provided. A third bus stop on Roundhay Road in the vicinity of the site is also to be upgraded.
- 11.51 On balance, after taking account of the above points and revisions to the application, it is considered that an objection on the grounds of an unacceptable increase in on-street (parent/visitor) parking would be difficult to justify.
- 11.52 Against this background, on balance given the above factors, it is considered that there are no highway objections to this proposal. Mitigation measures to deliver off site highway improvements including bus stop improvements will help alleviate parking pressures, improve pedestrian safety and promote the use of sustainable travel. Consequently, planning policies T2 and T24 of are therefore satisfied in this regard.

Landscape Issues

- 11.53 A full tree report has been submitted with the application to enable a detailed impact assessment to be undertaken this has also taken into account construction matters and the impact that this will have upon tree cover and their root protection areas.
- 11.54 The site contains a significant number of trees, some of which are protected by a Tree Preservation Order. A large number of trees are located around the site boundaries, and as such have the potential to provide screening to the development, the majority of these trees are to be retained.
- 11.55 The Councils landscape architect has commented on the proposal and initially acknowledged that the development would result in the loss of considerable tree cover and woodland areas across the two sections of the site. The earlier position statement highlighted 5 TPO's across the central belt of the northern site which were shown as being removed. Following a further review, 4 of these are now to be retained. These are mature trees which provide significant visual benefit and provide a positive feature at the entrance to the building rather than an expanse of bare exposed paving. Although elsewhere concerns remain in relation to the removal of extensive groups of woodland / vegetation cover, and this is exacerbated by the removal of further trees to the south west to accommodate the revised location of the building and contractor access, it is considered this can be managed and minimized with a suitable condition requiring a arboricultural method statement.
- 11.56 In addition and in compensation for the loss of trees the applicant is proposing replacement planting in order to provide an overall enhancement to the character of the area. Furthermore, the revised layout also creates a more meaningful landscape strip to the east of the site which will provide the opportunity for extensive screen planting.
- 11.57 The retained trees will be protected through the construction phase through the instalment of protection measures and barriers around the root protection areas. A Tree Protection Method Statement will be provided to confirm how this work will be undertaken and adherence to this statement can be secured by planning condition. These safeguarding measures have already partly been put in place as a result of the works associated with the temporary school classrooms currently under construction.
- 11.58 Although the loss of trees is regrettable, in weighing up the planning balance and taking into account the TPO's now to be retained and the scope to introduce a robust replacement planting strategy, it is considered that the harm of this loss would be limited and as such the removal of these assets would be outweighed by the public benefits delivered by the scheme.
- 11.59 Against this background it is considered that the proposed development will satisfy planning policies P11 and LD1.

Other issues

- 11.60 In respect of air quality, the applicant has produced an air quality report which has been assessed by technical colleagues in environmental and transport studies who conclude that there is no objection to this proposal on the grounds of local air quality. The air quality assessment submitted indicates that air quality at this site is not at risk of falling below the relevant UK standards and no air quality objectives will be breached as a direct result of traffic arising from the development.

11.62 In terms of ecological issues, the applicant has carried out an updated ecological assessment which has been reviewed by colleagues in nature conservation who conclude that there will be substantial losses of locally valuable biodiversity habitats including some 25% of semi-natural woodland, all scrub and all semi-improved grassland. It is considered that in order to help mitigate this loss, planning conditions are imposed to introduce biodiversity improvements to help redress this balance.

12.0 CONCLUSION

12.1 The proposed development is considered to be acceptable in general 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.

12.2 It is considered that the amended design of the building has resulted in positive improvements and is now acceptable in visual terms. Furthermore, it is considered that the amended layout will have no material detrimental impact on the living conditions of existing and future residents. The new school will predominantly serve its local catchment and the increase in comings and goings will therefore be generally confined to the immediate locality. In this context it is considered that the impact upon the existing transport infrastructure will be limited. Measures to improve both pedestrian safety and highway improvements as well as green travel arrangements will help mitigate against any potential traffic impacts should they arise.

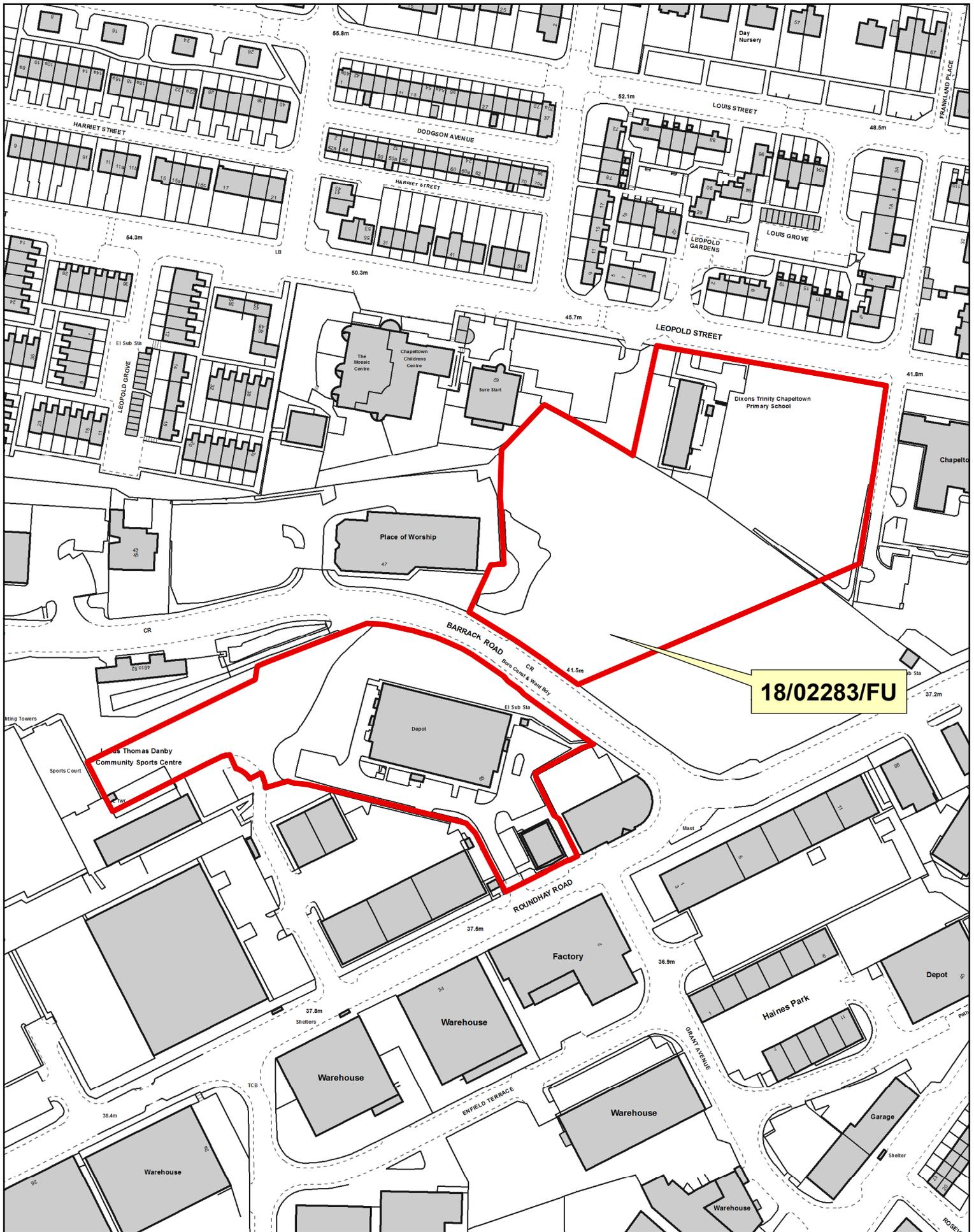
12.3 Colleagues Children's Services support the proposal as it is recognised that a new school is required in this catchment area and there is an absence of other suitable alternative sites. The delivery of a new school is therefore of significant importance and time critical to enable the council to help satisfy its statutory duty in this regard. Significant weight should also be given to the fact that improved benefits to the local community will also arise from enhanced sports facilities as well as wider community use opportunities.

12.4 After careful consideration of all relevant planning matters it is recommended that the application is approved subject to the completion of a S106 relating to a travel plan monitoring fee and bus stop improvements and subject to the conditions set out in this report.

Background Papers:

Application file: 18/02283 /FU

Certificate of ownership: Certificate B



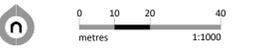
NORTH AND EAST PLANS PANEL

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

SCALE : 1/2000





- To be read in conjunction with tree protection plan & assessment
- Proposed off site highway works shown for context only
- Bitmac (vehicular specification)
- Bitmac (pedestrian specification)
- Concrete block paving type 01
- Concrete block paving type 02
- Concrete flag paving to match existing around changing rooms
- EVCP Parking bay with Electronic Vehicle Charging Point (additional 4no. bays cable enabled)
- Thermoplastic markings to informal play areas
- Concrete hardstand to refuse area, cycle shelters and shed base
- Reinforced Grass
- A: Proposed sub-station enclosure
- B: Proposed water tank enclosure
- Retaining structures
- Cycle / scooter shelter Covered with cycle hoops for bikes and scooters
- Seating terrace
- Existing wall repaired where necessary
- Existing fence repaired where necessary
- Reuse existing fencing panels and posts where possible
- 2.0m high paladin weldmesh fencing with matching gates where indicated
- 1.5m high paladin weldmesh fencing
- 1.8m high closed board timber enclosure around bin store
- 1.2m high timber picket fence with matching gates where indicated
- 1.5m high timber closed board fence with matching gates where indicated
- 3.0m high sports rebound fence with matching gates where indicated
- Existing tree/ vegetation to be retained and protected - see arboriculture report
- Proposed tree - refer to planting strategy for further details
- Existing areas - refer to planting strategy for further details - subject to horticultural works and maintenance
- Proposed shrub planting
- Proposed sports pitch - seed mix
- Proposed ornamental hedges
- Proposed amenity grass - seed mix
- Proposed species rich grass and wildflowers
- Proposed native hedges/ buffer planting
- Proposed woodland understorey planting
- Proposed seating Mix of benches and picnic benches
- Storage Shed to horticulture area

rev P06 date 22/08/18 by RC chx RC
Revised bridge link added

client Willmott Dixon Construction Ltd
project Dixons Trinity Academy

drawing title Site Masterplan

status **PLANNING**
drawing no. DTC-ONE-ZZ-XX-DR-L-1002 revision P06
drawn by KHO checked by JE scale 1:1000 @ A1