



Leeds
CITY COUNCIL

Originator: Jillian Rann

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Report of the Chief Planning Officer

PLANS PANEL EAST

Date: 8th April 2010

Subject: Application 09/05167/FU – Alterations involving re-grading of site to provide improved playing pitches, installation of multi-use games area, extend existing hard playground area and landscaping to school at Brodetsky Primary School, Wentworth Avenue, Alwoodley, Leeds, LS17 7TN

APPLICANT

The Governors, Brodetsky
Primary School

DATE VALID

11/12/09

TARGET DATE

05/02/10

Electoral Wards Affected: Alwoodley

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION:

GRANT PERMISSION subject to the following conditions:

1. CFTL3 – Time limit for full permission.
2. The Multi Use Games Area and playing pitches hereby permitted shall be constructed in accordance with Sport England/National Governing Body Technical Design Guidance Notes to include 'Access for Disabled People 2002', 'Natural Turf for Sport' and 'A Guide to the Design, Specification and Construction of Multi Use Games Areas' unless otherwise agreed in writing by the local planning authority in consultation with Sport England.
3. CLS – Submission of a landscaping scheme
4. CLI – Implementation of landscaping scheme
5. CLPRES – Preservation of existing trees and vegetation.

6. CLPET – Protection of existing trees and vegetation.
7. CCSTUD – Submission of contaminated land information
8. CCAMEN – Remediation statements.
9. CCVERI – Submission of verification report following any remediation works.
10. Development shall not commence until details of works for dealing with surface water discharges from the proposed development, including the control of surface water run-off from the northern and eastern areas of the development, have been submitted to and approved in writing by the local planning authority. The works shall be carried out in accordance with the details thereby approved and no piped discharges of surface water from the application site shall take place until the works thereby approved have been completed.
11. The regraded pitches hereby approved shall not be brought into use until the drain running across the site to which the pitches will drain has been jetted and cleared of debris in accordance with a scheme which shall first be submitted to and approved in writing by the local planning authority, and which shall include details of the length of drain to be cleaned, measures for carrying out the works, and details of how the drain will be kept clear of debris.
12. Development shall not commence until a construction management method statement has been submitted to and approved in writing by the local planning authority. The statement shall include details of provision to be made for the storage, parking, loading and unloading of contractors' plant, equipment and materials, the parking of vehicles of the workforce within the site, measures to prevent mud on local roads and details of routing of construction vehicles to and from the site. The works shall be carried out in accordance with the details thereby approved.
13. Development shall not commence until a parking management scheme for users of the playing pitches has been submitted to and approved in writing by the local planning authority. The scheme shall include details of where parking is to be provided for users of the pitches and how the site will be managed to ensure that such parking remains available. The site shall thereafter be managed in accordance with the scheme thereby approved, unless otherwise agreed in writing by the local planning authority.
14. There shall be no external lighting of the pitches by floodlighting or other means.

Reasons for approval: The application is considered to comply with policies GP5, N6, T2 and T24 of the UDP Review, as well as guidance contained within PPG17 and, having regard to all other material considerations, is considered acceptable.

In addition to the conditions above, an informative note is recommended in relation to condition 14 advising that it should not be assumed that approval for external lighting would be forthcoming in the event that an application were to be submitted, and that any such application would be determined on its own merits.

1.0 INTRODUCTION:

- 1.1 The application is being reported to Plans Panel because of the sensitivity of the proposals. There has been a high level of local concern and objection regarding the

proposals and in view of this, the Chief Planning Officer has decided not to exercise his delegated authority in this instance.

- 1.2 Permission is sought for alterations to the outdoor play areas of Brodetsky School in Alwoodley. The alterations proposed are as follows:
- Regrading of playing fields to provide two level playing pitches.
 - Increase in hardstanding to provide extended playground area.
 - Provision of a Multi-Use Games Area (MUGA).
 - Removal of a number of trees from existing birch copse in the centre of the playing fields and provision of landscaping along the eastern and northern boundaries of the site.

2.0 PROPOSAL:

- 2.1 Permission is sought for alterations to the outdoor play areas and facilities at an existing primary school. The main change proposed relates to the re-grading of the existing playing fields to provide two level playing areas: a larger Under 12/11 pitch, running north-south, in the north western part of the site, and a smaller Under 10/9 pitch, running east-west, in the north east part of the site. A new embankment is proposed sloping downwards from west to east between the two pitches. Levels would generally be increased in the north eastern part of the pitches, and decreased in the western and south western areas.
- 2.2 A number of existing birch trees are proposed to be removed from an existing copse in the middle of the playing fields to accommodate the Under 10/9 pitch. New planting is proposed along the eastern and northern boundaries of the site, to the rear of houses on Primley Park Road and Grange Court respectively. This is intended to compensate for the loss of existing trees, and to provide screening of the pitches for neighbouring residents.
- 2.3 It is proposed to extend part of the existing playground area 5m further to the north, according to the submitted plans. A MUGA pitch is proposed to the north west of the existing playground area. This would consist of a hard surfaced area 22m x 12m in area, enclosed by metal mesh fencing 1m high along the sides and stepping up in height from 2m to 3.3m in height at the ends.
- 2.4 Details submitted with the application indicate that the proposed hours of use of the playing fields would be 8am to 8pm on weekdays and 10am to 4pm on Sundays, with no use on Saturdays. The proposed hours of use for the MUGA would be 8am to 4pm on Monday to Friday, with no use proposed on weekends.

3.0 SITE AND SURROUNDINGS:

- 3.1 The application relates to the playground and playing fields to the north of Brodetsky School. The school itself comprises a number of brick buildings, including a nursery unit and the main school buildings, and is located in the southern part of the site, with hard surfaced outdoor play areas to the west and north, and playing fields to the north. There is a large copse of birch trees to the north east of the school building, within the playing fields. A number of these trees are proposed for removal as part of the alterations to the pitches. There is also an area of woodland to the north west of the school building, which is unaffected by the proposals.
- 3.2 There are two access points into the site: one from Primley Park Road to the east, and one from Wentworth Avenue to the west, and car parking areas to the west, south and east of the school building.

3.3 The playing fields are enclosed by trees along the western boundary, and by timber fencing and metal mesh fencing along the northern and eastern boundaries. The site is located in a residential area, and is surrounded by residential properties on Primley Park Road to the east, Grange Court to the north, Wentworth Avenue to the west and Wentworth Crescent to the south.

4.0 RELEVANT PLANNING HISTORY:

4.1 An application for a detached sports hall and youth centre at the site was withdrawn in January 1998 (application 30/84/95/FU). Previous applications to erect a sports and community centre on the woodland and public open space site to the west of the playing fields were refused in October 1985 and December 1983 (applications H30/76/85/ and H30/301/83/ respectively).

4.2 Extensions and new access points to the existing school building were approved in the late 1970s. Two single storey extensions to the existing nursery were approved in August 2003 (application 30/416/03/FU).

5.0 HISTORY OF NEGOTIATIONS:

5.1 As originally submitted, the application included proposals for 5m high metal mesh fencing to the rear of the goal areas to the two playing pitches, in close proximity to neighbouring properties. Following concerns regarding the appearance of this fencing and the overbearing effect it was likely to have on the outlook from neighbouring dwellings, this was deleted from the proposals. It was suggested that planting along the eastern and northern boundaries of the playing fields would be a more appropriate screen and limit the likelihood of balls being kicked into neighbouring gardens, as well as providing some compensation for the removal of trees from the copse within the existing playing fields. Indicative planting proposals have now been included on the plans.

5.2 Following concerns from local residents regarding existing flooding and waterlogging problems on the pitches and within their properties, further investigations were carried out by the applicants with regard to ensuring that the pitches are appropriately drained. It is proposed to continue to drain the playing fields to the existing drain in the north western corner of the site. The Council's drainage officer suggested that the proposals to regrade the pitches with the lower areas adjacent to existing dwellings to the north and east should be accompanied by appropriate interceptor drainage along the northern and eastern site boundaries to ensure there is no adverse impact on neighbouring dwellings. In the light of this, the applicant's agent and drainage consultant have confirmed that they are confident such an arrangement could be provided, and that they are happy for such an arrangement to be included as a condition of any permission.

5.3 Following concerns from local residents regarding existing on street parking problems on numerous roads around the school, and the impact of any intensification in the use of the pitches in this respect, the applicant's agent has confirmed that the users of the playing pitches outside school hours will be able to park within the site, and that a management scheme will be put in place to ensure that the school gates will be open and manned to allow access.

5.4 In response to concerns from local residents regarding construction traffic, a construction management plan has been submitted. This indicates that the amount of material to be moved would require between 60-80 eight wheeled wagons to visit

the site, resulting in 120-160 vehicle movements overall (60-80 into the site and 60-80 out). Delivery and removal times would be between 9.30am and 2.30pm. It is proposed to operate a 3 vehicle system (one vehicle being loaded, one on an outward journey and one returning empty) to prevent vehicles having to queue or wait on surrounding streets. Wheel washing facilities are to be provided on site.

6.0 PUBLIC/LOCAL RESPONSE:

6.1 The application was originally publicised by site notice. Following the receipt of revised and additional information relating to landscaping and drainage of the site, the application was readvertised by site notice and neighbour notification letter.

Parish Council comments

6.2 In response to the originally submitted plans, Alwoodley Parish Council advised that they objected to the proposals on the following grounds:

- Parking – extended opening hours would lead to an increase in the number of cars parking on nearby streets
- Drainage problems would be exacerbated by the proposed levelling of the land and removal of large trees – potential for later settling of the land following removal of trees.
- New drainage scheme should only be approved subject to approval by Yorkshire Water and the Environment Agency if necessary.
- Replanting scheme is too close to neighbouring properties and is lacking in detail.
- Increased levels on pitches would lead to loss of privacy for adjacent dwellings.

6.3 The Parish Council were re-notified following receipt of the revised plans and advised that while grateful that their previous concerns about the drainage of the site have been addressed, they still have concerns about the proposed tree planting and feel that the parking issues have not been fully addressed.

Other local response

6.4 18 letters of objection and 22 letters of comment were received in response to the plans as originally submitted. The following concerns are raised:

- Impact of 5m high ball stop fencing on visual and residential amenity. *This has now been deleted from the proposals.*
- Raising height of pitches will allow people to see over neighbours' fences – loss of privacy.
- Extending hours of use of pitches into the evenings and weekends will cause noise and disturbance for neighbours.
- Pitches will be brought much closer to neighbours' boundaries than the existing pitches.
- Highway safety – existing on street parking problems, blocking neighbours' drives etc. Security at the school means people cannot park within the school site. Problem will worsen if pitches are used more often and for longer periods, or by community groups. Problems with access for emergency vehicles.
- Construction traffic – the alterations to levels proposed will necessitate very high numbers of large vehicle movements to remove material from the site – congestion on local streets and damage to roads.
- If visiting football teams arrive by coach, where will they park?
- Proposed removal of trees – these are an attractive feature. Climate change concerns, impacts on drainage – trees should be retained and TPOed.

- Insufficient detail regarding new planting – new trees may overshadow neighbouring gardens, impact of trees on TV reception.
- Tree survey out of date.
- Flooding of neighbouring gardens – existing flooding and waterlogging problems in and around the school site, possible springs and unrecorded land drains within the site, poorly draining clay soil, concern that regrading will result in water being redistributed towards neighbouring properties, worsening flooding in their gardens. Pumping of water may be needed.
- Will the Council guarantee that the proposals will not flood neighbouring gardens? Potential implications for getting insurance and ability to sell houses.
- Plans are unclear as to how ground levels will be changed.
- Concerns that floodlighting and additional security lighting will be proposed – impact on neighbouring residents.
- Concern about outside groups using the facilities.
- Local community does not need these facilities, there are sufficient facilities in the area.
- Concerns regarding future plans to develop a sports and youth centre and changing accommodation on the site – there was a proposal for such a development some years ago, with a lot of local opposition.
- Security concerns.
- School failed to notify residents of proposals.
- Insufficient notification by Council.

6.5 A number of the letters of comment received advise that they have no objection in principle to the school improving outdoor play facilities or to them being used by children within school hours, but raise concerns regarding the details of the scheme as proposed. In addition, 3 letters of support have been received, making the following comments:

- Any changes that enhance the facilities of the school for pupils and the surrounding community should be welcomed and supported.
- Play areas are limited at present – the proposals will be of great benefit.

6.6 Following the receipt of revised and additional information regarding construction traffic management, drainage and tree planting, the application was readvertised and 4 further letters of objection and 9 of comment were received. The following concerns are raised:

- Flooding concerns.
- People using the pitches should be able to use the school car park.
- The changes do not address previous comments/concerns in terms of parking.
- Neighbours should be consulted on the choice of trees for the new planting as there are concerns regarding overshadowing and root encroachment. Oak, cherry and birch are not acceptable.
- Proposed tree planting will not absorb water, especially in winter.
- Concerns that the drainage plans now show the outline of a ‘future sports hall’ – is this now part of the application?
- Not all of the information has been provided regarding drainage. [*A further report was received in this respect and has now been made available to view on Public Access*].

7.0 CONSULTATIONS RESPONSES:

Statutory:

Sport England

- 7.1 The reorganisation of the pitches appears to make better use of the playing field and the pitch sizes are appropriate for the age range of the school. No objections to the MUGA, provided that it complies with Sport England's Technical Design Standards. The extended playground area will fill in a gap between the MUGA and the pitches. As the space will not be suitable for any sporting purposes and will not affect the safety margin of the grass pitch, this is considered to be an appropriate use of the space.

Non-statutory:

Highways

- 7.2 No objections, subject to conditions relating to construction traffic management.

Drainage

- 7.3 It is acceptable for the regraded pitches to continue to drain to the existing drainage system, subject to jetting of the drain within the curtilage of the school to remove debris. However, the proposed regrading of the site with lower areas adjacent to existing housing to the north and east must be accompanied by appropriate interceptor drainage along the northern and eastern boundary of the site to ensure that the adjacent dwellings would not be adversely affected. Conditions to this effect are recommended.

Contaminated Land

- 7.4 No objections, subject to conditions.

8.0 PLANNING POLICIES:

Development Plan

- 8.1 The development plan includes the Regional Spatial Strategy to 2026 (RSS) and the adopted Leeds Unitary Development Plan (Review 2006) (UDP). The RSS was issued in May 2008 and includes a broad development strategy for the region, setting out regional priorities in terms of location and scale of development. In view of the relatively small scale of this proposal, it is not considered that there are any particular policies which are relevant to the assessment of this application.

- 8.2 The site is designated as Protected Playing Pitch in the UDP. Trees along the western boundary of the site and in part of the woodland area to the west are protected by a Tree Preservation Order (TPO). The following UDP policies are relevant to the consideration of the application:

GP5 – General planning considerations

N6 – Protected playing pitches

T2 – Highway safety

LD1 – Landscaping

Government Planning Policy Guidance/Statements

- 8.3 PPG17: Planning for Open Space, Sport and Recreation.

9.0 MAIN ISSUES

1. Principle of development
2. Drainage
3. Highway safety
4. Landscaping

5. Residential amenity
6. Other issues

10.0 APPRAISAL

Principle of development

- 10.1 The application relates to changes to existing playing fields at a school. Sport England have advised that they have no objections to the proposals, provided that the pitches and the MUGA would comply with the relevant Sport England guidance. Subject to conditions to this effect, it is considered that the proposed works are acceptable in principle.

Drainage

- 10.2 A number of residents around the site have raised concerns regarding existing drainage problems in and around the application site and the possible implications of the proposed regrading works in terms of worsening existing flooding problems on their properties. An investigation into the existing drainage system at the site has been carried out by the applicant, and has confirmed that there is a drain in the north western part of the site that the pitches will drain to.
- 10.3 The Council's drainage engineer has advised that they have no objection to the proposed drainage arrangements, subject to conditions requiring the drain to be jetted to clear debris, and details of interceptor drainage along the eastern and northern boundaries of the site to be submitted and approved to prevent the regrading works having an adverse impact on neighbouring residents. Further information in this respect has been sought from the applicants, however they have advised that, while they are prepared to incorporate interceptor drainage as suggested, and are confident that this can be achieved, they wish the application to be determined on the basis of the information submitted. In view of the fact that the Council's drainage engineer has raised no objection to the proposals, and confirmed that such matters can be dealt with appropriately by conditions, it is considered on balance that refusal of the application on these grounds could not be justified.

Highway safety

- 10.4 Many of the letters received from local residents in response to the application have raised concerns that the proposals, and in particular the extended hours of use of the site and possible wider use of the pitches by community groups, will worsen existing on street parking problems in the area, and could be detrimental to highway safety. Many of the concerns raised relate to existing on street parking problems associated with the school. While concerns in this respect are acknowledged, it is noted that the school could extend the hours of use of the pitches and allow use by the wider community without requiring planning permission, as is common at many schools. In view of this fallback position, while sympathetic to the concerns of residents in this respect, it is considered that refusal of the application on these grounds could not be justified.
- 10.5 The applicant has confirmed that users of the football pitches outside of school hours will be able to park their vehicles within the school site, and that a management scheme will be put in place to ensure that the gates into the school will be open and the entrance will be manned to ensure that access is maintained. It is recommended, in the event that permission is granted, that a condition be attached

requiring details of a management scheme to this effect to be submitted and approved.

- 10.6 Concerns have also been raised regarding the amount of material which will need removing from the site as a result of the regrading works proposed. A construction management plan has been submitted which advises that the works would require between 60 and 80 eight wheeled wagons to visit the site to remove the materials (120-160 vehicle movements). The management plan advises that the scheme would be managed on a 3 vehicle rotation basis (one vehicle being loaded at the site, one full vehicle travelling away from the site and one empty vehicle returning to the site), to prevent vehicles waiting on local roads to enter the site. It is proposed to carry out such works between 9.30am and 2.30pm, which would avoid the peak traffic times when parents are most likely to be dropping off or collecting children from the school. The highways officer has advised that, subject to an appropriate construction management scheme forming a condition of any approval, they have no objections to the application in this respect.
- 10.7 In light of the above, while it is acknowledged that there are existing on-street parking problems around the school, it is considered on balance that refusal of the application on the grounds of highway safety could not be justified.

Landscaping

- 10.8 It is proposed to remove a number of trees from the copse in the centre of the existing playing fields to accommodate the smaller of the two pitches. The landscape officer has advised that, though undesirable, this reduction is capable of being mitigated by new planting along the eastern and northern boundaries of the site. The plans have now been revised in the light of the landscape officer's comments and suggestions. While it is noted that the existing copse of trees is an attractive feature within the site, it is considered on balance that in view of the benefits in terms of providing improved playing pitch provision for the school and the compensatory planting proposed, that refusal of the application on these grounds could not be justified.
- 10.9 As well as the visual benefits associated with the new planting proposed, it is considered that this part of the scheme would have further benefits in terms of screening the pitches and may help to reduce the potential for flooding, by increasing water uptake through the roots. It is therefore considered, subject to conditions requiring the retained birch trees within the copse to be adequately protected during works on site, and requiring a detailed landscaping scheme for the site to be submitted, including planting along the boundaries and understorey planting within the existing copse, that the application is therefore acceptable in this respect.

Visual amenity

- 10.10 The 5m high ball-proof fencing originally proposed has been deleted from the application following concerns regarding the impact of this on visual and residential amenity. The proposed MUGA pitch would be enclosed by metal mesh fencing of varying heights, up to a maximum of 3.3m. In view of the distance between the proposed MUGA and the boundaries of the site, and the fact that it would be largely screened from public views by existing trees to the west of the site, the school buildings to the south and by the proposed planting scheme along the northern and eastern boundaries of the site, it is not considered that this would detract from the character of the site or the surrounding area.

Residential amenity

- 10.11 A number of residents have raised concerns regarding the increase in levels near to the boundaries, particularly in the north eastern corner of the site, and the likely impact on their privacy as a result of this. It is noted that the elevated levels close to the boundary may result in some increase in overlooking of neighbouring gardens from the pitches. However, it is noted that levels at the boundaries of the site will remain unchanged, and the more significant changes in levels would be some 9 or 10 metres into the site, according to the submitted plans, and between 18 and 25 metres from the rear elevations of neighbouring properties. On balance therefore, subject to the submission of a landscaping scheme providing appropriate screening along the boundaries of the site between the pitches and neighbouring properties, it is considered that any increase in overlooking which may result would be marginal and insufficient to warrant refusal of the application on these grounds.
- 10.12 Neighbours' concerns regarding increased noise and disturbance relating to the proposed extended hours of use of the pitches are noted. As discussed above, the application relates to existing playing fields, and if the changes to levels were not proposed, the school could change the way the pitches are used in terms of extending hours of use or allowing some community use without requiring planning permission, since such uses would be considered incidental to the main use of the site as a school. In view of this, it is considered that refusal of the application on these grounds could not be justified.
- 10.13 A number of neighbours have raised concerns that the extended hours of use of the pitches would mean that floodlighting would be required. As floodlighting or external lighting on and around the pitches could have impacts on the amenities of neighbouring residents, it is recommended that a condition preventing external lighting at the site is included as part of any approval. An informative note is also recommended advising that any application for lighting would be assessed on its merits and that it should not be assumed that planning permission would be forthcoming for such a proposal.

Other issues

- 10.14 Neighbours' concerns regarding the accuracy of some of the submitted details are noted. The application has been assessed following a visit to both the site and to two neighbouring properties. It is considered that the level of information provided, together with the site visit, is sufficient to allow an accurate assessment of the proposals.
- 10.15 Concerns have been raised by a number of residents regarding the possibility of a future proposal for a sports centre at the site, following an application in 1995 for a sports hall and youth centre, which was withdrawn. The current application relates only to the alterations to the playing pitch levels and the provision of the MUGA. Any proposal for further development such as a sports or youth centre would require a separate application to be submitted. Any such application would be publicised locally in accordance with the Council's Statement of Community Involvement and would be considered on its own merits, taking into account relevant policy, guidance and other material considerations at that stage.
- 10.16 Some concern has been raised regarding the publicity of the application. The proposals were publicised by site notice, in accordance with the provisions in the Council's Statement of Community Involvement for applications of this type.

Following the receipt of revised and additional details, the application was readvertised, again by site notice, and letters were sent to any neighbours who had already submitted comments.

- 10.17 The impact of development of property values is not a material planning consideration and has been given little weight in the consideration of the application.

11.0 CONCLUSION

- 11.1 It is considered, on balance that the proposals to change the levels within the playing pitches and to erect a MUGA pitch and extend the existing hard surfaced play area would not detract from the character of the area or the amenities of neighbouring residents. It is considered that concerns regarding construction traffic and drainage of the pitches can be adequately addressed by appropriately worded conditions, and subject to such conditions, it is recommended that the application be approved.

Background Papers:

Application file 09/05167/FU

Certificate of Ownership: Notice served on Education Leeds and certificates signed on behalf of applicant.

Exg 305mm Ø surface water culvert to exg surface water sewer in St Andrews Croft

Exg SW MH
CL: 148.00 apprx
IL: 144.50 apprx

from exg & new SW drainage

Under 12/11 pitch 69x42M

Under 10/9 pitch 50x35M

GRANGE COURT

PRIMLEY PARK ROAD

09 / 05 167



A School
B Woodland

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NEW WOODLAND PLANTING

Extended Playground

New SW drainage connection

LEEDS CITY COUNCIL

Please refer to Decision Notice

10 FEB 2010

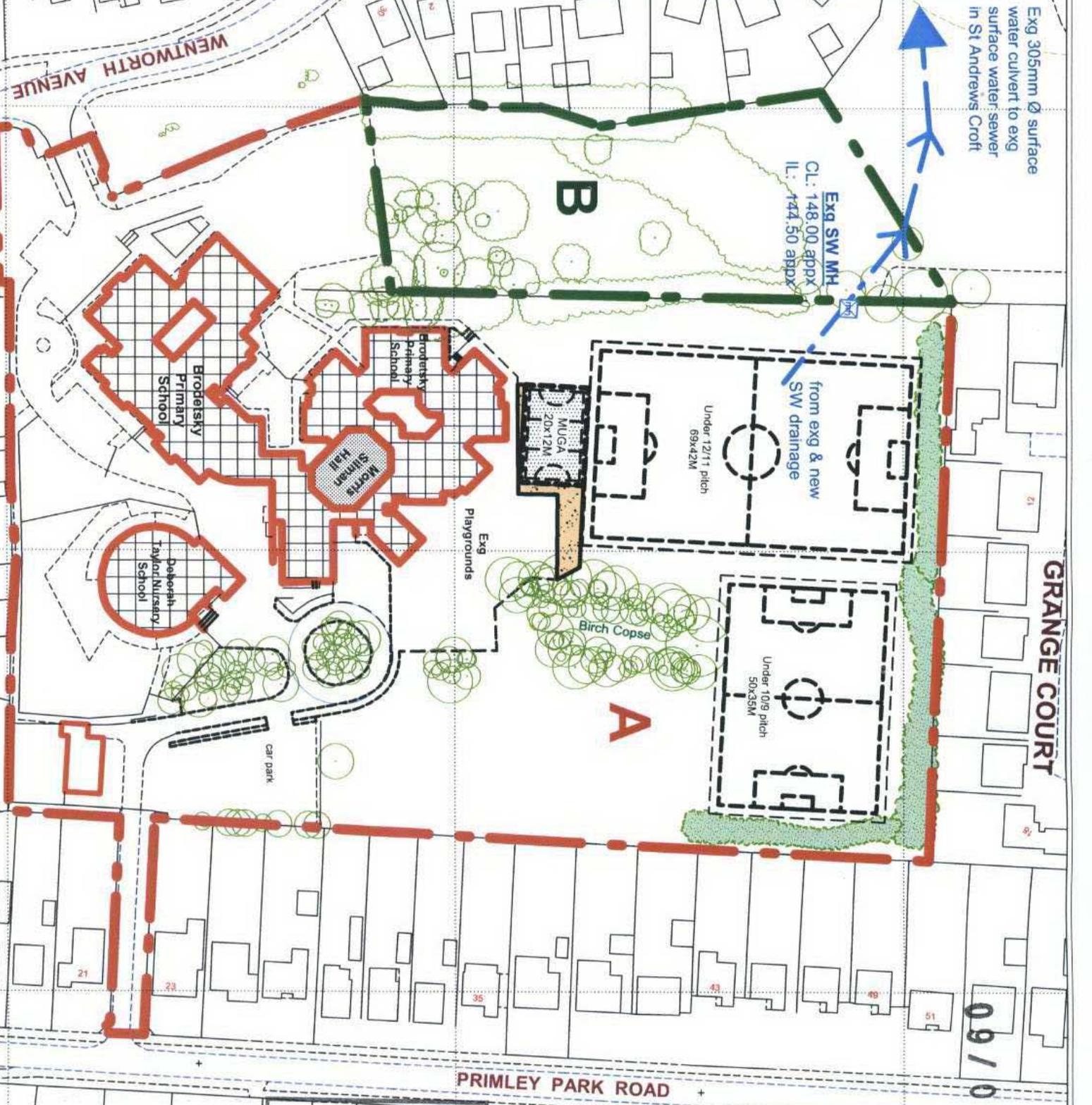
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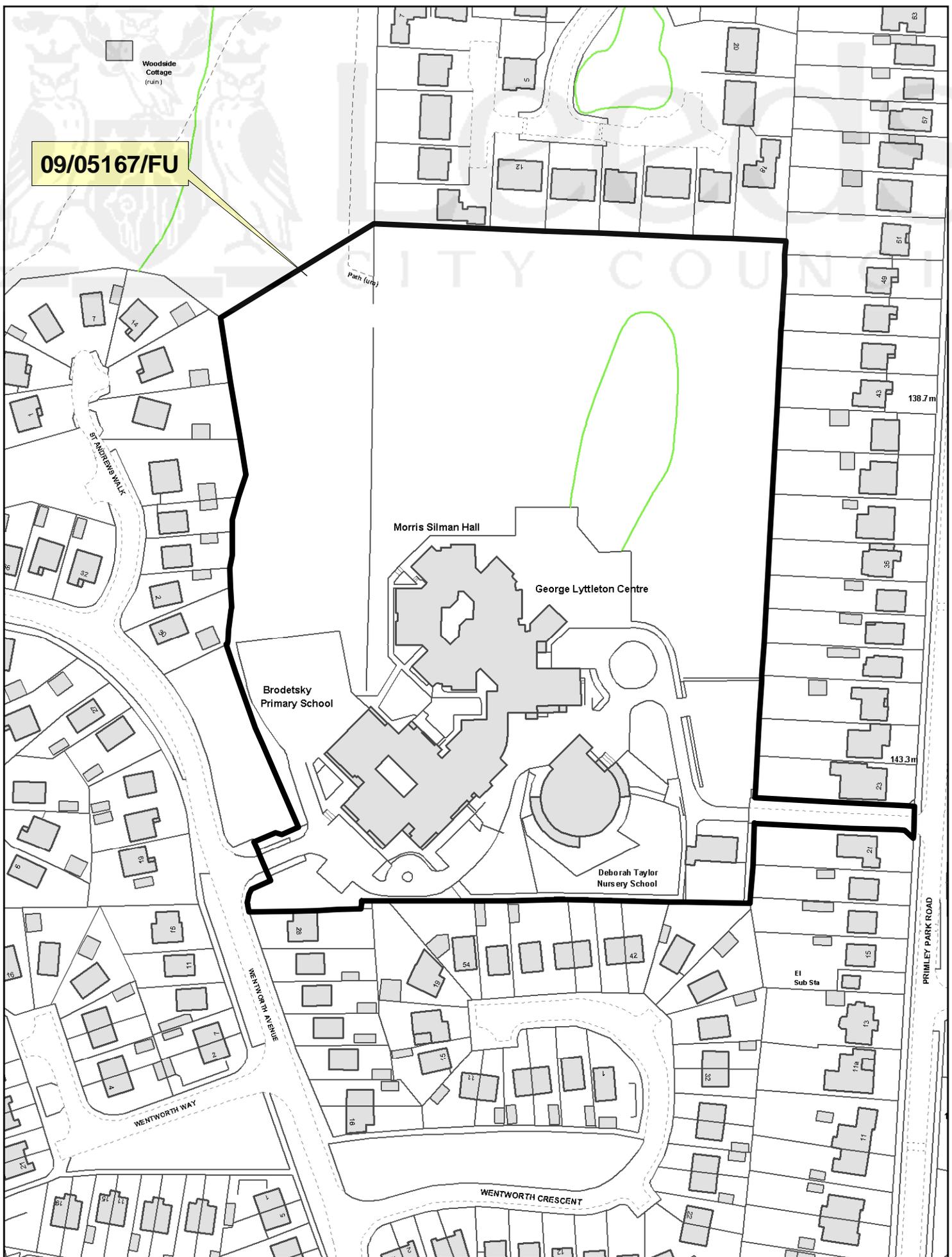
B' Pitches repositioned, additional planting shown
SW drainage shown 08/02/10



Brodetsky Primary School Sports & Recreation
November 2009

288(d) 10B





09/05167/FU

EAST PLANS PANEL

Scale 1/1500