



Vale of Glamorgan Highway Authority Observation Sheet

Planning Application Ref:	2020/00874/RG3
Observations By:	James Aitken
Date:	16 th November 2020
Location:	St Nicholas Church in Wales Primary School
Proposal:	Proposed replacement primary school including additional nursery provision and associated works
Case Officer:	Mrs Emma Watkins

I refer to the above planning application for the demolition and re-development of St Nicholas Church in Wales Primary School, St Nicholas. The existing site currently caters for 128 pupils (enrolled) and 21.5 full time equivalent staff.

The proposals seek to build a new building which will increase the capacity of the school from the current capacity of 126 pupils to 210 pupils plus a new nursery facility consisting of 48 pupils. For the purposes of the Transport Assessment the nursery pupils have been calculated at full time equivalent's therefore 24 FTE pupils are used as there will be a morning and afternoon sessions. Staff numbers are increasing from 21.5 FTE to 24 FTE members of staff and this has been explained within the Transport Assessment.

The highway authority has taken into account all of the information provided, consulted various officers and engineers within Neighbourhood Services and conducted site visits. Further information was provided and re-consulted on 8th October 2020 and the highway authority has considered the revised submissions. In the initial submission of information the highway authority had concerns and various consultations and discussions have been carried out in an attempt to alleviate those concerns. The revised information has provided potential improvements to active travel provision, estimated reductions in possible vehicular movements to/from the school and more up to date public transport information.

The highway authority would comments as follows:-

1. The Proposed Site Layout (SNPS-STL-XX-XX-DR-L-9001) has identified and provided an increased area / allocation for on-site car parking to take place off the local road network to assist with staff parking. The layout identifies 20 parking spaces proposed for teachers and ancillary staff, 3 separate visitor spaces and one disabled space. The highway authority considers this an acceptable level of parking in accordance with the council's SPG – Parking Standards. The school should ensure that visiting and deliveries take place outside of the school start and finish times to maximise the space used for pick up and drop off of children.
2. The initial submission of information for this proposed development suggested that during the AM and PM school peak there would be a 79% modal split for pupils travelling by car to the school which was a worst case scenario. Following concerns raised by the highway authority and after subsequent discussions, additional information has been submitted to provide a better picture of the likely modal splits. The initial TA report provided the modal split for the proposed school based on existing pupil numbers where the vast majority travel from further than 2 miles away. However using yield calculations provided from the Council's SPG, of the increase in pupils, 92 will likely live in the new residential developments. The TA has also estimated that the majority of pupils to reside in the Bonvilston development will travel by car as it is on the edge of the 2km 'preferred maximum' distance. Therefore, there is a 33% increase in vehicular trips (36 additional trips) to/from the school as provided in the revised TA and Addendum. During school drop off and pick up times School Lane is often congested and as a result of an increase in vehicle trips there is a potential for cars turning right from the A48 onto school Lane to be delayed which will likely create queuing traffic along the A48 which is not favoured. Breakfast club provision will be provided at the new school with a maximum uptake of 105 pupils and will begin at 07:50am. The after school clubs could allow for 30 pupils which would mean collection between 16:00 and 17:00. Pupils attending these facilities should act to spread out the trips to/from the school which in turn would possibly reduce congestion in and around the village of St Nicholas however there is still some concern regarding the afternoon pick up. Therefore, the following condition is required:

A scheme for staggering start and finish times shall be submitted to and approved in writing by the local planning authority. The scheme and details shall be agreed prior to beneficial use of the school and must be implemented before occupation of the 127th pupil. The development shall thereafter be implemented, and the school day operated fully in accordance with the approved details.

Reason :- In the interest of highway / Public Safety and the free flow of traffic along the adopted highway network

3. The proposed works improve the existing drop off and pick for parents by making available within the new school development site provision for 5 bays for dropping off and picking up pupils and with the potential for the delivery bay to be

used. However, once capacity is reached any additional pick up and drop off will likely take place on School Lane and within the surrounding village of St Nicholas and it has been observed that there is frequent inappropriate parking. However, the highway authority's main concern is the early arrival of parents in the afternoon to pick up children and the pick-up and drop off area being occupied which will then displace parking in and around the neighbouring streets. This is an existing situation however the expansion of the school will mean more cars travelling to and from the school which in turn with the area at present saturated with parking could cause further congestion issues. In addition to the measures required in point 2 to spread out the traffic the highway authority would require the following condition:

The school shall not be occupied by more than 126 pupils until all the measures forming part of a Traffic Regulation Order to control parking along School Lane and other areas within the village (where appropriate) to prevent indiscriminate parking to maintain free flow of traffic have been implemented. The scheme shall include the 'school keep clear' marking and other restrictions to be agreed. A scheme indicating the extent and full details of the Traffic Regulation Order shall first be agreed with and approved in writing by the Local Planning Authority prior to commencement of development.

Reason: In the interests of ensuring appropriate highway and pedestrian safety and to ensure compliance with Policy MD2 of the LDP.

4. The current site lacks Active Travel provision to allow pupils to walk or cycle to school. There are policies and legislation which sets out the objectives of a modal shift away from the private car. These include Planning Policy Wales 10 (Section 4) and the Active Travel Act 2013. There is a footway along the A48 but from this footway pupils are expected to walk in the carriageway to enable access to the school gates. With the increase in vehicle trips and pedestrians to /from the school this could increase the likelihood of conflict between the two. The applicant has provided information for possible active travel improvements which includes closing off one of the exits from school to allow pedestrians only and improvements to provide a pedestrian route through the village between the A48 and the school. This would likely reduce the potential conflict between vehicles and pedestrians during AM and PM pick up times and if implemented, would allow the Travel Plan to encourage a modal shift to a more sustainable mode of transport which could reduce vehicle trips. It is assumed using yield calculations that 92 new pupils could come from neighbouring developments and a large proportion would walk therefore it is imperative that pedestrian provision through the village is provided.
5. The provisional Travel Plan has identified that a 'walking bus' is proposed in which parents can drop their children off in the Cae Newydd development and then be walked to the school by school staff. Whilst the highway authority favours a walking bus there are a number of issues with using this particular area. The highway Authority requires a condition for the provision of a comprehensive

Travel Plan to be agreed by the LPA / LHA and to include the provision of a walking bus and car share scheme to ensure appropriate and effective management of pedestrian and vehicular traffic accessing the site. The following condition should be applied to satisfy points 4 and 5 above:

Prior to the first beneficial use of the development, a Travel Plan shall be submitted to and approved in writing by the Local Planning Authority, which shall include a package of measures tailored to the needs of the site and its future users, which aims to widen travel choices by all modes of transport, encourage sustainable transport and cut unnecessary car use. The Travel Plan shall include measures to:

- *Provide a suitable active travel route to the school site through the village*
- *Restrict school traffic along the designated active travel route to the school site at peak times (except for resident and emergency access)*
- *Consider options for a walking bus*
- *Consider options for car sharing*
- *Ensure appropriate and effective management of pedestrian and vehicular traffic in accessing the site*
- *A timetable for monitoring and review of the travel plan for a period of not less than 5 years from the date of occupation and shall include any new measures as a result of monitoring*

The Travel Plan shall thereafter be completed/implemented in accordance with the approved details.

Reason:

To ensure the development accords with sustainability principles, in the interests of highway and pedestrian and safety and to ensure that the site is accessible by a range of modes of transport in accordance with Policies SP1 (Delivering the Strategy), MD1 (Location of New Development) and MD2 (Design of New Developments) of the Local Development Plan.

6. There is lack of visibility for vehicles exiting School Lane onto the A48 close to which is proposed to be the exit point for the one way system. This is an historic situation however an increase in vehicles using this junction could exacerbate the potential issue of congestion through the village of St Nicholas and potential for conflict with vehicles travelling along the A48 and exiting School Lane. The following condition should be applied:

Prior to the commencement of the construction of the school building a scheme for warning signage to mitigate intensification of the proposed exit from St Nicholas onto the A48 shall be submitted to and approved in writing by the Local Planning Authority. The signage shall be implemented prior to the beneficial occupation of the school.

Reason :- In the interest of highway / Public Safety

7. The pathway provided for the school frontage should be widened to greater than 2 metres shown on the site layout drawing. This is in accordance with Manual for Streets section 6.3.22 which states that areas fronting schools should be wider than the recommended 2 metre width footways. Either amend the layout to incorporate this or provide a suitably worded condition as below:

Prior to the commencement of the construction of the school building, and notwithstanding the submitted plans, details of the footway (which shall be provided at 3m width) along the site frontage on School Lane shall be submitted to and approved in writing by the Local Planning Authority. The footway shall be constructed in accordance with the approved details prior to the first beneficial use of the school.

Reason: In the interests of ensuring appropriate highway and pedestrian safety and to ensure compliance with Policy MD2 of the LDP.

8. The TA identifies that an advisory/informal one way system will be promoted by the school to reduce the potential conflict between pedestrians and vehicles to positively assist in the management of school traffic. Whilst it is considered that a one-way system would be advantageous in controlling vehicular traffic thereby alleviating concerns regarding the conflict of vehicles and resulting congestion, it is the case that informal one-way systems rely heavily on parent / guardian and other motorists compliance to work effectively and cannot be enforced. The highway authority would require a formal one ways system to be pursued.

A scheme indicating the extent of a Traffic Regulation Order for a proposed one-way system and extents shall first be agreed with and approved in writing by the Local Planning Authority prior to commencement of development. The school shall not be occupied by more than 126 pupils until all the measures forming part of a Traffic Regulation Order to secure the design and implementation of a formal one way system through the village have been implemented.

Reason :- In the interest of highway / Public Safety and the free flow of traffic along the adopted highway network

9. Prior to commencement of development the provision of sheltered scooter pods should be provided and the details to and agreed by the Highway Authority.

***Should the Local Planning Authority be mindful in approving this application the following conditions should be applied.

10. No development shall take place, including any demolition works, until a construction management plan or construction method statement has been

submitted to and approved in writing by the Local Planning Authority. The plan/statement shall provide for:

- *A construction/demolition programme including phasing of works*
 - *24-hour emergency contact number*
 - *Hours of construction / demolition / delivery activity*
 - *Expected number and types of vehicles accessing the site*
 - *Deliveries, waste, equipment, plant, works, visitors*
 - *Size of construction vehicles*
 - *The use of a consolidation operation or scheme for the delivery of materials and goods*
 - *Phasing of works*
 - *Details of any temporary Traffic Regulations required during the construction/demolition period*
 - *Means by which a reduction in the number of movements and parking can be achieved (including measures taken to ensure satisfactory access and movement for existing occupiers of neighbouring properties during construction)*
 - *Programming*
 - *Waste management*
 - *Construction/demolition methodology*
 - *Shared deliveries*
 - *Car sharing*
 - *Travel planning*
 - *Local workforce*
 - *Parking facilities for staff and visitors*
 - *On site facilities*
 - *A scheme to encourage the use of public transport and cycling*
 - *Routes for construction traffic together with warning signage which includes proposals to restrict HGV movements to the site to avoid the AM/PM peak travel and school drop off/pick up times for the existing school site*
 - *Locations for loading/unloading, waiting/holding areas and means of communication for delivery vehicles if space is unavailable within or near the site*
 - *Locations for storage of plant/waste/construction materials (not to be deposited or stored within the limits of the public highway)*
 - *Arrangements for the turning of vehicles, to be within the site unless completely unavoidable*
 - *Arrangements to receive abnormal loads on unusually large vehicles (although this should be avoided)*
 - *Swept paths showing access for the largest vehicles regularly accessing the site and measures to ensure adequate space is available*
 - *Any necessary temporary traffic management measures*
 - *Measures to protect vulnerable road users (pedestrians and cyclists)*
 - *Method of preventing mud being carried onto the highway*
 - *Methods of communicating the Construction Traffic Management Plan to staff, contractors, visitors and neighbouring residents*
- The approved plan/statement shall be adhered to throughout the demolition/construction period.*

Reason:

To ensure that the construction of the development is undertaken in a neighbourly manner and in the interests of highway/public safety and the free flow of traffic along the adopted highway network and to ensure compliance with policy MD2 (Design of New Development) and MD7 (Environmental Protection) of the Local Development Plan.

11. *No development shall take place (including investigation work, demolition, siting of site compound/welfare facilities) until a Condition Survey of the adopted highway has been submitted to and approved in writing by the Local Planning Authority. The extent of the area to be surveyed must be agreed with the Local Highways Authority prior to the survey being undertaken. The survey must consist of:*

- *A plan to an appropriate scale showing the location of all defects identified within the routes for construction traffic as agreed in the Construction Management Plan under condition xx*
- *A written and photographic record of all defects with corresponding location references accompanied by a description of the extent of the assessed area and a record of the date, time and weather conditions at the time of the survey*

No building or use hereby permitted shall be occupied or the use commenced until any damage to the adopted highway has been made good to the satisfaction of the Highway Authority.

Reason:

To ensure that any damage to the adopted highway sustained throughout the development process can be identified and subsequently remedied at the expense of the developer in accordance with Policy MD2 (Design of New Developments) of the Local Development Plan.

12. *Within 1 Month following the completion of the development, a Second Condition Survey along the route agreed under condition XX shall be submitted to and approved in writing by the Local Planning Authority. The Second Condition Survey shall identify any remedial works to be carried out which are a direct result of the development and shall include the timings of the remedial works. Any agreed remedial works shall thereafter be carried out at the developer's expense in accordance with the agreed timescales.*

Reason:

To ensure that any damage to the adopted highway sustained throughout the development process can be identified and subsequently remedied at the expense of the developer in accordance with Policy MD2 (Design of New Developments) of the Local Development Plan.

13. No materials whatsoever shall to deposited or stored within the limits of the adopted highway in the interest of highway / Public Safety and the free flow of traffic along the adopted highway.

Reason:- In the interest of highway / Public Safety and the free flow of traffic along the adopted highway.

In summary, the highway authority has concerns regarding the proposals for the re-development of St Nicholas Church in Wales Primary School. However, a list of measures and conditions to mitigate these concerns have been identified above and it is requested that should the Planning Authority be minded to recommend approval of this application then the requirement of the above conditions should be reported accordingly to Planning Committee for their consideration and approval. Furthermore, The highway authority would welcome revisiting and reviewing the success of the proposed conditioned traffic management proposals and travel plan objectives with the education department and the community council to consider any additional measures that may be required, such as the expansion of after school clubs and any potential for additional pick up and drop off provision at an appropriate time in the future should any traffic issues be identified.