ST ALBANS PRIMARY SCHOOL SITE SEARCH

PLANNING APPRAISAL REPORT FOR SHORT LISTED POTENTIAL NEW PRIMARY SCHOOL SITES

<u>SITE 4: WSE13 - LAND TO THE NORTH OF VERULAM GOLF COURSE, LONDON ROAD, ST ALBANS (REVISED JANUARY 2017)</u>

1.0 INTRODUCTION

- 1.1 This planning appraisal is for the following site which was short listed following a review of potential sites for a new primary school at St Albans:
 - Land to the north of Verulam Golf Course, London Road, St Albans
- 1.2 The appraisal was originally prepared in March 2016 and has been updated to take account of a preliminary access design, Stage 1 Road Safety Audit, and a Design Team Response prepared by Pell Frischmann.
- 1.3 The site is located on the south eastern side of St Albans immediately adjacent to the Core Search Area.
- 1.4 A site visit was carried out on 2nd February 2016.
- 1.5 The site has an area of approximately 2.26ha. This appraisal assesses whether there is potential for the site to accommodate a 2fe primary school.
- 1.6 The following drawings accompany this report:
 - Site Location Plan (drawing 5115/250)
 - Site Identification Plan (drawing 5115/251)
 - Aerial Photograph (drawing 5115/252)
 - Site Appraisal (drawing 5115/253)
 - Development Principles (drawing 5115/254)
- 1.7 The report should be read in conjunction with the Transport Assessment (February 2014), Stage 1 Road Safety Audit (September 2016), and the Road Safety Audit Stage 1 Design Team Response (September 2016) prepared by Pell Frischmann for Hertfordshire CC. A copy of the following drawing (which forms the basis of the Stage 1 Road Safety Audit) accompanies this report (see Appendix):
 - Preliminary Design for Recommended Access to Potential Primary School Site incorporating Golf Club Access – General Arrangements (drawing Q10075-SK-001 0) prepared by Pell Frischmann.

2.0 SITE DESCRIPTION

2.1 The site is located on the southern side of London Road immediately to the west of the railway bridge which crosses over London Road, to the south east of the city centre. It is located to the north of Verulam Golf Course Club House and Verulam Industrial Estate, which share an access.

- 2.2 It is located immediately to the south east of the Core Area of Search approximately 1.2km from the centre of the town (taken to be St Peter's Street).
- 2.3 The site boundaries reflect the site boundary identified by the SLAA and LSH (which was likely to have been based on this) and may need reviewing see below.
- 2.4 It currently comprises an area of car parking, woodland and unused land lying between the club house and industrial estate and a long narrow industrial building to the north. Much of the centre of the site has recently been cleared, with trees and scrub being removed.
- 2.5 The north eastern part of the site (nearest to London Road) comprises an area of woodland and mature trees and is low lying, being some 6m to 7m lower than London Road, which appears to be on an embankment. The north eastern corner near the access to London Road appears to comprise a substantial mound of made ground.
- 2.6 The southern part of the site nearest to the golf club house comprises the main car park for the golf course, part of which has a loose surface and part hard surfaced, with a belt of woodland to the north of this. Aerial photographs show that the central and western part of the site comprised scattered trees, scrub and rough grass, but most of this has very recently been cleared.
- 2.7 Immediately to the north west is a long narrow industrial building, with a relatively recent estate of houses beyond this.
- 2.8 Immediately to the north east is London Road with a substantial brick retaining wall, well treed railway embankment, railway line, and railway bridge, opposite, with residential areas beyond.
- 2.9 Immediately to the east of the site is Verulam Industrial Estate which comprises a small industrial estate of mainly two and three storey industrial buildings, dating back to the 1930's, mainly used for non-industrial activities, including a wine merchant, tile warehouse, yoga club and a roofing materials supplier.
- 2.10 Immediately to the south and south west of the site is Verulam Golf Couse, and related club house and other car parking areas.
- 2.11 **Access/Highways** the site has a frontage to London Road and the access to the golf course but it currently doesn't have an existing vehicular access (apart from the car park which currently forms part of the site).
- 2.12 Pell Frischmann were commissioned by Hertfordshire CC to produce a Transport Assessment to assess the potential transportation impacts of developing a primary school on the site. The assessment, which is dated February 2014, makes the following conclusions:
 - 10.1.1 This report has assessed the suitability for the provision of either a 1FE or 2FE primary school located on the land north of Verulam Golf Course. As part of the process of taking a development forward, the effects of traffic on the local road network generated by either proposal has been analysed. In highway terms, the additional peak time trips generated by a proposed development can be satisfactorily accommodated on the local road network.

- 10.1.2 Moreover recommendations have been put forward to mitigate school traffic and measures that reduce the number of trips generated by either development scenario. These include the provision of SMART measures that seek to reduce single vehicle trips by use of promotion of sustainable school travel and promote the necessity of on-site parental pick-up/drop-off facility.
- 10.1.3 The accessibility of a school situated at this location, notwithstanding which development proposals should be taken forward and the number of trips generated by either a 1FE/2FE school, is a key factor. This report has identified the most realistic options for access to the development site. There are several problems with access to this land; these include achieving the minimum visibility splay, the effects of turning traffic on London Road at peak times, the usage of established accesses and their suitability to be shared with school traffic, the speed of vehicles on London Road, the level differential between the development site and London Road.
- 10.1.4 Given that school establishments should be considered major generators of travel, they should be located to maximise their accessibility by walking, cycling and public transport, and have ease of access. Give the traffic volume on London Road and analysis of accident data it not recommended that cycling is conducted by Primary School Aged children (sic).
- 10.1.5 The presence of the A1081 London Road is a severely constraining factor for the provision of a school at this location. The consequential effects arise from all three aspects of the A1081, its traffic volume near capacity, its safety record particularly for NMUS and the severance effect with a substantial part of the catchment area lying north of the road.
- 10.1.6 The consequences of the first and third factors are that considerable vehicular right-turning traffic and pedestrian crossing movements will be required. Assessment of the right-turn movement, particularly in the consideration to the main-line flow, puts the site at the margins for the requirement of a right-turn lane although it may be noted there would be insufficient space for any such facility. There is also the effect of this right Truing traffic on traffic flow, flow which would be further affected by the frequent school peak time pedestrian crossing movements (sic).
- 10.1.7 Although difficult to quantify precisely there will undoubtedly be a considerable effect upon the through-capacity on London Road at the critical peak time for both and commuter traffic (sic). Depending upon wider considerations (it is noted that other sites do not have right-turn facilities on this road), the highway authority may find the potential degree of obstruction to through-traffic to be of concern given the important heavy commuter traffic that this road serves.
- 2.13 See the report for further information.
- 2.14 Following this a preliminary access design was prepared which was subject to a Stage 1 Road Safety Audit and a Designer's response.
- 2.15 A copy of the access drawing is attached at the Appendix.
- 2.16 The Road Safety Audit identified a number of detailed design issues relating to:
 - Existing pedestrian crossing on London Road should be retained
 - Drop adjacent to proposed footway on southern side of London Road measures will need to be in place, such as fencing, to ensure pedestrian safety.
 - Internal access arrangements need to allow sufficient room for queing vehicles
 - Vegetation needs cutting back
 - Narrow footway on southern side of London road railway bridge use should be discouraged or removed
 - Preliminary access design further swept path analysis is required.

- Lack of cycle infrastructure a controlled crossing should be introduced to London road to allow pedestrian and cycle use.
- Bus stops need relocation so closer to school.
- 2.17 The designer's response agrees most of the audit recommendations. .
- 2.18 The Audit identifies one Audit Problem which needs to be addressed:

Problem 9 Location: Preliminary Design and Proposed Drop Off/Pick Up Area and Staff Parking Area

Summary: Potential Conflicts

The Design Brief asks the verification of whether the layout of the modified staff car parking area and confirm users are able to enter, use and exit this arrangement safely. It is considered there is insufficient information as a staff car parking area and proposed Drop Off/Pick Up Area at the school has yet to be confirmed.

It is felt that this is required as there maybe potential conflicts with regard to movements from vehicles, pedestrians and cyclists and in particular conflicts between school children, staff and parents as well as users of the industrial estate. Once provided a review can be undertaken to identify any potential conflicts.

2.19 It recommends:

A review should be undertaken of the vehicle, pedestrian and cyclist movements between the preliminary design of the proposed access and, when designed, the proposed Drop Off/Pick Up Area and Staff Parking Area for the school in order to understand if there any potential conflicts or issues. This can be undertaken as part of a further Stage 1 RSA.

2.20 The Design Team's Response agrees this recommendation.

Note: The site is unlikely to be of sufficient size to be able to accommodate full staff car parking facilities or provide a drop off/and pick up area at the school. (See Development Principles drawing and Section 5.0 for further discussion of this issue).

- 2.21 Pedestrian / cycle access none at present. It is noted that there is only a very narrow footway on the southern side of London Road next to the site where it passes beneath the railway bridge, which is unpleasant for pedestrians. The Alban Way cycleway / footway runs approximately 75m to the north of the site. It forms part of the National cycle Network (route 61).
- 2.22 **Public transport** bus stops are located approximately 70m (east bound) and 170m (west bound) to the north of the site. London Road is served by four routes 84, 602, 658 and 714. The first three each generally run at least hourly between 0800 and 1800, Mondays to Fridays and the latter runs less often and also does not stop at the bus nearest stops.
- 2.23 **Green Belt** the site is located in the Green Belt.
- 2.24 **Land ownership** site notices and planning application records suggest that the site is owned by Verulam Golf Club.
- 2.25 **Flooding** The Environment Agency website indicates that the site is not within an area at risk of flooding.

- 2.26 **Topography** The site slopes relatively steeply from east to west by approximately 10m. As mentioned above the north eastern part of the site (nearest to London Road) is low lying, being some 6m to 7m lower than London Road, which appears to be on an embankment. The north eastern corner near the access to London Road also appears to comprise a substantial mound of made ground.
- 2.27 **Listed buildings/conservation area** the former London Road railway station approximately 75m to the north of the site is listed (now used as a children's nursery). The site immediately adjoins the south eastern boundary of the St Albans Conservation Area.
- 2.28 **Archaeology** the site is not located in an area of archaeological interest.
- 2.29 Ecology there are no designated areas of nature conservation importance in the vicinity of the site. However, due to the unused use of the site, wooded areas on a significant part of the site, and the scattered trees, scrub and rough grassland which formerly occupied the site it may have ecological value. An ecological assessment and species surveys will be likely to be required to establish whether the site has any interest and if so if any interest is significant (although the recent clearance may have removed any interest).
- 2.30 **Trees** There are a large number of mature trees on the site notably the southern and western parts, which are wooded.
- 2.31 **Tree Preservation Order** the status of the trees has not been investigated at this stage but it is likely that there are trees on the site which would be worthy of a TPO. A tree survey will be required.
- 2.32 **Agricultural land quality** the land is not in agricultural use and does not appear to have been in agricultural use for very many years. Agricultural land classification maps indicate that the general area is classified as other land primarily in non-agricultural use.
- 2.33 **Public Right of Way** a public footpath runs alongside the south western boundary of the site. There are open views into the site from this path.
- 2.34 **Public access / Community Use** the site is not identified as an area of Registered Common Land or Open Access Land or designated as an Asset of Community Value.
- 2.35 **Noise sources** the site adjoins the Midland Mainline / Thameslink railway line, and London Road, which is one of the main routes into the city centre. It is also close to a number of industrial and commercial premises, so the site may be subject to some noise disturbance. A noise assessment is likely to be necessary.
- 2.36 **Size** / **shape** the site comprises a large rectangular parcel of land which is more than the minimum 0.7ha required by this study to accommodate a new primary school (excluding playing field) on a constrained urban site. It is also larger than the minimum 1.99ha site required by BB103 for a new 2FE primary school (including 60 place nursery and playing field) on an unrestrained school site in a non-urban area.

2.37 Other Matters – the mound near London Road may comprise made ground and it is likely that ground condition investigations will be required to check potential contamination and stability issues, especially as the preliminary access proposal is located in this area. There may also be a need for site investigations to assess ground conditions / stability issues related to a possible widening of London Road on the frontage of the site, which is on an embankment, to accommodate a new footway.

3.0 SUMMARY OF RELEVANT LOCAL PLANNING POLICIES

- 3.1 The St Albans District Local Plan was adopted in November 1994 and covers the period 1981 to 2001. A number of policies have been 'saved'.
- 3.2 The Local Plan Proposals Map indicates the following 'saved' designations/policies affecting the site:
 - **Policy 1 Green Belt** the usual presumption against inappropriate development applies.
 - **Policy 114 (St. Albans City Centre, Building Height, Roofscape and Skyline)** site is located in a Zone of Visibility. The site and land to the east are identified as public viewpoints from which there are views of the City Centre skyline. The policy advises, amongst other matters, that proposals shall not obscure or detract from views of the historic roofscape of the Building Height Control Area.
- 3.3 The Local Plan Proposals Map indicates the following 'saved' designations/policies adjoining the site:
 - **Policy 23: Business Use Development** the adjoining land to the north is identified as a potential business use site and a Policy Area where the Council is seeking to concentrate business use development.
 - **St Albans Conservation Area.** Policy 85 advises that the Council will pay attention to the desirability of preserving or enhancing the character of conservation areas, and also provides detailed guidance on proposals within conservation areas.
- 3.4 The Local Plan also contains the following 'saved' policy which are also relevant:
 - **Policy 65 Education Facilities** is particularly relevant to the current proposals, particularly part B (iii) which relates to proposals for new schools in the Green Belt, stating that 'New schools will be permitted only if very special circumstances can be demonstrated. It must be shown that no suitable location is available in areas excluded from the Green Belt and that there is an overriding need for the proposal to cater primarily for children living within the District'.
 - **Policy 69 General Design and Layout** seeks to ensure developments are to a high standard.
 - **Policy 74 Landscaping and Tree Preservation** seeks to retain existing landscaping and provide new landscaping in developments

Policy 102 Loss of Agricultural Land – advises that development that would result in the loss of agricultural land will be assessed against a number of criteria – land quality, and farm economics and management.

Policy 39 Parking Standards, General Requirements sets out the Council's car parking standards.

4.0 PLANNING HISTORY

4.1 As far as we have been able to establish from St Albans DC's on-line planning records there have not been any specific planning applications for the site, although the site has been included in the application sites for a number of golf course related developments, including additions to the club house. [This would suggest that the site belongs to the Golf Course or owners of the golf course].

5.0 ASSESSMENT OF POTENTIAL FOR NEW PRIMARY SCHOOL

Site

- 5.1 The site has an area of 2.26ha, which is significantly more than the minimum 0.7ha size sought for a new 2fE primary school by this study to identify potential new primary school sites (excluding playing field). It would also be larger than the minimum 1.99ha site required by BB103 for a new 2FE primary school (including nursery) on an unrestrained site in a non-urban area.
- 5.2 However, a significant proportion of the site comprises part of the car park for the existing golf course and so is unlikely to be available, part of the frontage to London Road is a steeply sloping embankment, and much of the site is woodland and mature trees. There is also the possibility that areas may have ecological interest and may need to be avoided. The car park and woodland areas comprise approximately one third to half the site.
- 5.3 Even after deduction of these areas the site would be likely to be large enough for the minimum 0.7ha size site sought for a new 2FE primary school but would be unlikely to be large enough for a full BB103 based primary school (including playing field) (ie 1.99ha). Further investigations, including site investigations, would need to be undertaken to establish whether the site would be able to accommodate a playing field as well as a school building. It may be necessary for a detached playing field to be provided elsewhere.
- 5.4 The site slopes down (approx. 10m from east to west) and so would need to be terraced to create level areas for buildings, car parking, and play areas. There are mature trees on the frontage of the site which are important in the street scene and are likely to need to be retained and together with significant changes in level mean that vehicular access would be likely to need to be taken from the existing access road leading to the golf course club house.
- 5.5 The site is located in the green belt and a new school would be contrary to green belt policy. In order to justify a new school in this location, very special circumstances would need to be justified to override the usual presumption against development in the green belt, in particular it would need to be demonstrated that there are no alternative non-green belt sites available which could accommodate the school. It would also be necessary to demonstrate that the impact on the green belt has been minimised. However, if the site

were to be taken out of the green belt by being allocated for educational use by the Local Plan these green belt issues would not need to be addressed, apart from minimising the impact of development on the green belt.

The site is located in a Local Plan designated Zone of Visibility across which there are views from a number of public viewpoints of the St Albans City Centre skyline. Although these 'public viewpoints' are from the golf course, which as far as we are aware is not public, the course is crossed by a public footpath from which there are views. The policy advises, amongst other matters, that proposals shall not obscure or detract from views of the historic roofscape of the Building Height Control Area. This policy mainly relates to developments in the Building Height Control Area itself, which is mainly the city centre, but we would expect it to be an important consideration in any proposals for a new school on the site. However, as the site is at a lower level and screened by the woodland with mature trees, which are likely to be higher than a school building (subject to detailed design), this may not be a significant issue.

Acquisition of additional land

5.7 The only open land adjacent to the site is part of the golf course and so is unlikely to be available to allow the site to be enlarged. It is also separated from the site by a public footpath.

Maximum height of development

5.8 Bearing in mind the green belt location and the location in a Zone of Visibility any buildings should be kept as low as possible and preferably limited to single storey in height, in order to minimise the impact on the green belt and views, although a two storey building may be acceptable as it would be mostly screened by trees. [Note: the 0.7ha site would require a two storey building]

Location relative to area of need

- 5.9 The site is located immediately adjacent to the Core Area which is the optimum location for a new primary school. It is located approximately 1.2km to the centre of St Albans, taken to be St Peter's Street.
- 5.10 Although the site is outside the Core Area it is only just and so it is therefore relatively well located relative to the need. However, the railway line and London Road are barriers to pedestrian / cycle movement from areas to the north of the site (i.e. areas east of the Core Area).

Development principles

- 5.11 The Development Principles drawing illustrates how a 2FE primary school could be accommodated on the site. This is based on a two storey school on a constrained urban site (0.7ha), with a detached playing field although it does include an area for soft play (but would be too small for a pitch), as this is considered to be more appropriate for the site bearing in mind its size and characteristics.
- 5.12 The site would not be able to accommodate full parking for staff, or visitor parking and picking up/dropping off facilities, unless the soft play area were to be reduced / removed, so picking up/dropping off would need to take place

elsewhere. The highway authority may object unless full parking, picking up/dropping off is provided, due to the potential impact on traffic flows and safety on London Road.

Note: The site is too small to be able to accommodate a new primary school (including nursery) based on the area for an unrestrained site in a non-urban area (ie 1.99ha), although it could potentially accommodate a single storey building, car park, and possibly a hard play area, assuming a detached playing field located elsewhere.

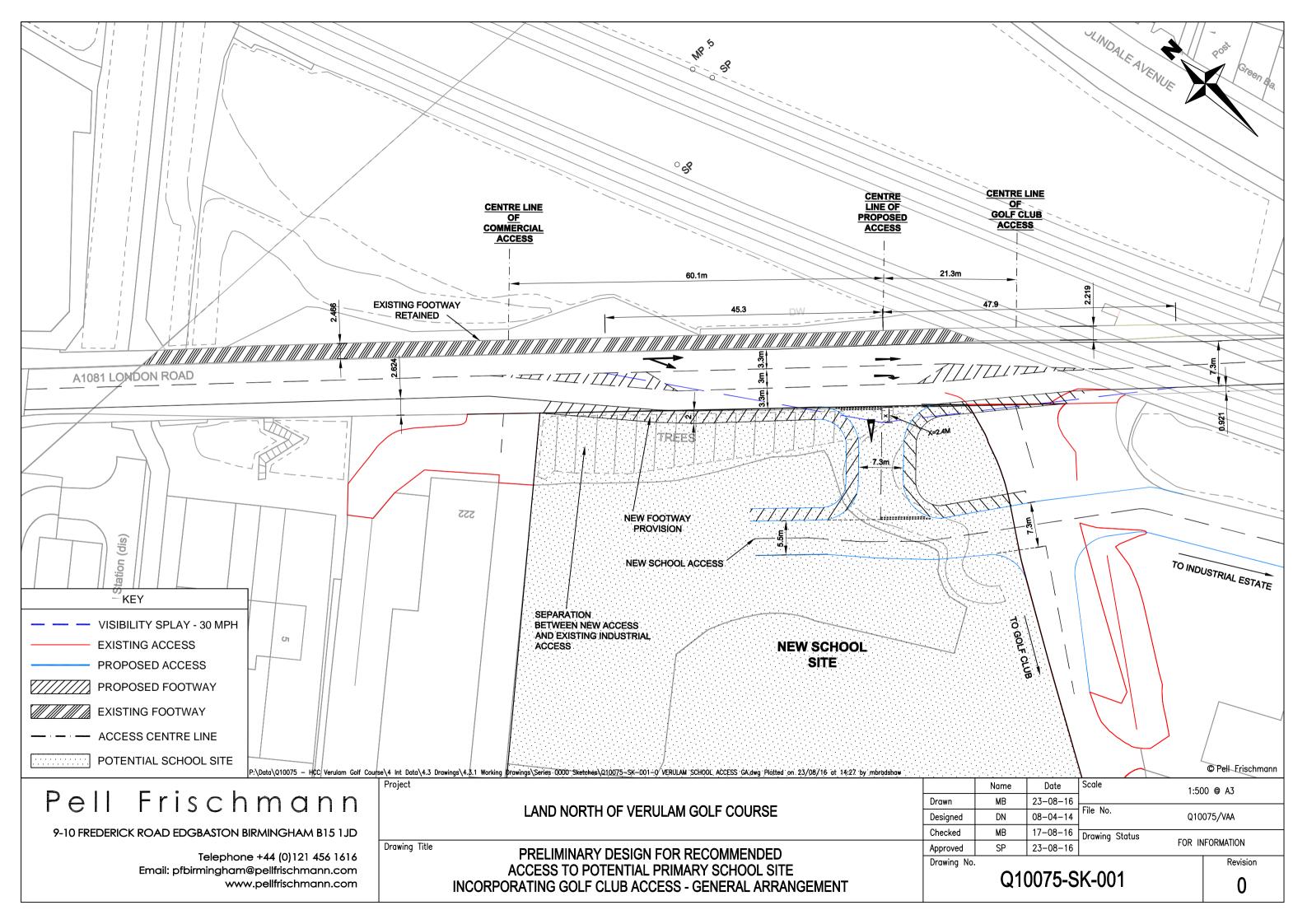
6.0 SUMMARY AND CONCLUSIONS

- 6.1 The main planning and environmental constraints and considerations which would affect the potential use of the site for a new primary school are:
 - Green belt designation
 - Location in a Zone of Visibility across which there are views of the St Albans City Centre skyline
- 6.2 The site is of sufficient size to accommodate a new primary school (based on a 0.7ha site). In theory the site is also of sufficient size to accommodate a school based on a site area of 1.99ha (for an unconstrained site in a non-urban area) but existing site features, notably the trees, and the golf course car park on part of the site, may mean that this cannot be accommodated. If necessary more detailed site investigations would need to be undertaken to establish whether this might be possible. It is likely to be necessary for a detached playing field to be provided, whether the school is based on a 0.7ha or a 1.99ha site.
- 6.3 The site is likely to be in single ownership and is well located relative to the Core Area, which is the optimum location for a new school, although it is just outside the identified area.
- 6.4 The site is currently located in the green belt and so very special circumstances would need to be given to justify a new school on the site, although if the site were to be allocate for a new school and taken out of the green belt, this would not be required.
- 6.5 A new school would also need to be designed to minimise the impact on views of the City Centre Skyline, in particular the cathedral. A visual impact assessment will need to be undertaken to assess this impact. A single storey building would minimise this impact but a 0.7ha site would require a two storey building.
- 6.6 The Transport Assessment prepared by Pell Frischmann indicates that there may be significant difficulties providing a suitable access to the site and that a school may have an unacceptable impact on the highway network. However, the more recent Stage 1 Road Safety Audit indicates that a satisfactory access may be able to provided, subject to resolving a number of detailed design issues. One of the issues identified in the safety audit assumed that full staff parking and dropping off /picking up facilities would be provided, which might not be possible due to the size of the site and what can physically be accommodated on the site.

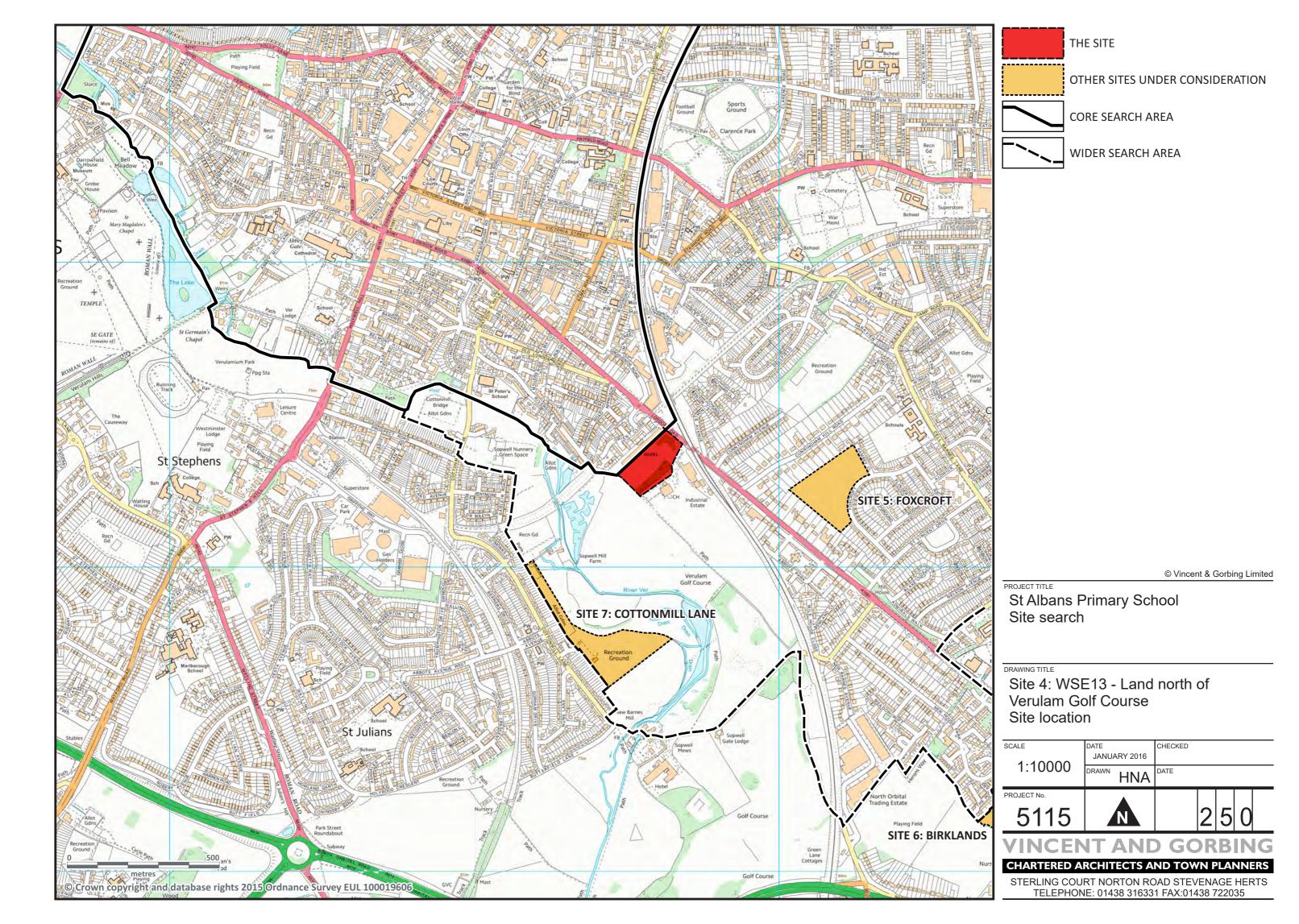
- 6.7 In order to help establish whether or not full car parking and dropping off / picking up facilities can be provided and also establish whether a detached playing field is required it is suggested that a feasibility layout plan be prepared for the school. A topographical survey may be required to inform this exercise.
- 6.8 It is also suggested that discussions take place with the highway authority at the earliest possible opportunity to discuss the potential use of the site for a new primary school, and the implications for the highway network, although their view may be partly based on whether or not full car parking and dropping off / picking up facilities can be provided
- 6.9 The main physical and site constraints and considerations which would affect the potential use of the site for a new primary school are:
 - Topography sloping nature of the site
 - Woodland and mature trees on the site
- 6.10 The topography means that the site is likely to need to be terraced (which would affect any archaeology and retention of trees)
- 6.11 An access should be positioned to avoid or minimise the loss of trees on the frontage of the site which are important in the street scene. It should also take account of possible made ground and significant changes in level. (Note: The preliminary access drawing would result in a significant loss of trees, which might not be acceptable. It may also need to be revised to take account of made ground (which may not be stable) and also differences in levels).
- 6.12 If proposals for a school are to be progressed, following preparation of a feasibility layout plan and discussions with the highway authority, the following studies and technical investigations are likely to be required:
 - Topographical survey
 - Landscape and visual impact assessment in particular an assessment of the implications on Zone of Visibility and views
 - Tree survey
 - Ecological assessment
 - Geophysical / Geotechnical investigations (including contamination and ground stability issues)
 - Transport assessment (already completed, but may need update/revision)
 - Preliminary planning report
- 6.13 A suitable design for providing an access will also need to be provided and agreed with the highway authority avoiding important trees (to be identified by tree survey).
- 6.14 In due course the following studies and technical investigations are also likely to be required:
 - Archaeological desk based assessment
 - Flood Risk Assessment and drainage strategy
 - Alternative site assessment (based on this study) if the site remains in the green belt
 - Utilities report

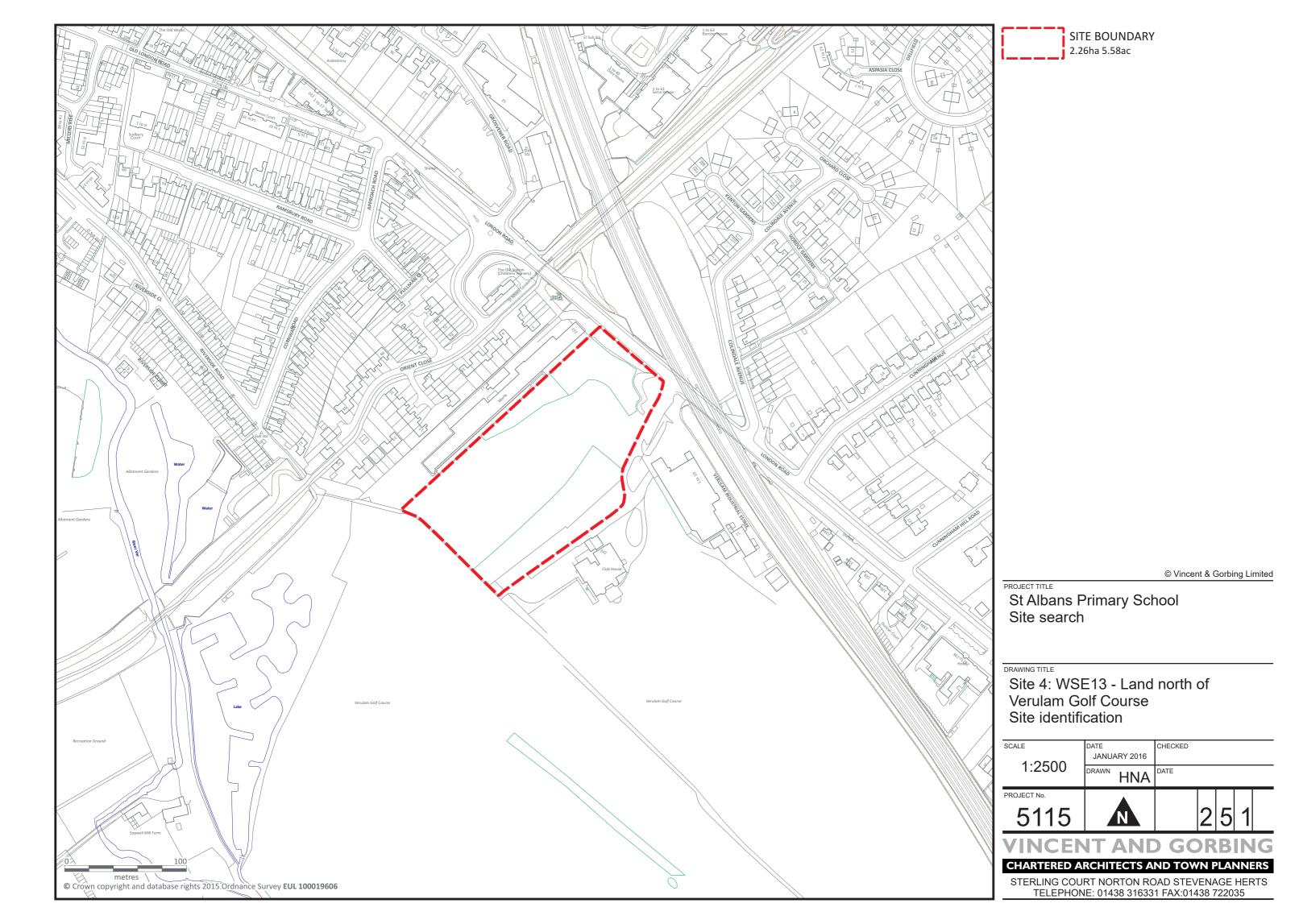
- 6.15 The following may also be required:
 - Archaeological evaluation (excavations) depending on results of geophysical survey
- 6.16 The overall conclusion is that the site is of sufficient size to accommodate a new primary school, based on the area for a constrained urban site (ie 0.7ha), with a detached playing field, and is likely to be in single ownership, which is an advantage. Although it is outside the Core Area it is only just outside the boundary and so is relatively well located relative to the area of greatest need. It is also slightly detached from nearby houses which would help to reduce the impact on residential amenities, which is an advantage.
- 6.17 The main issue, as set out above, is likely to be the Green Belt location, and the need for very special circumstances to justify a school, including the need to demonstrate that there are no alternative non-green belt sites available which could accommodate the school (unless allocated within the Local Plan).
- 6.18 There may also be significant difficulties providing a suitable access to the site and the school may have an unacceptable impact on the highway network. As outlined above it is therefore suggested that a feasibility layout plan be prepared to help establish whether or not full car parking and dropping off / picking up facilities can be provided on site. This would also help establish whether or not a detached playing field is required. If one is required an exercise should be undertaken to identify where this playing field may be (it may need to make shared use of an existing public open space / playing field).
- 6.19 Discussions should also take place with the highway authority to establish whether access and highway issues are fundamental to the potential use of the site for a new primary school.

APPENDIX



DRAWINGS









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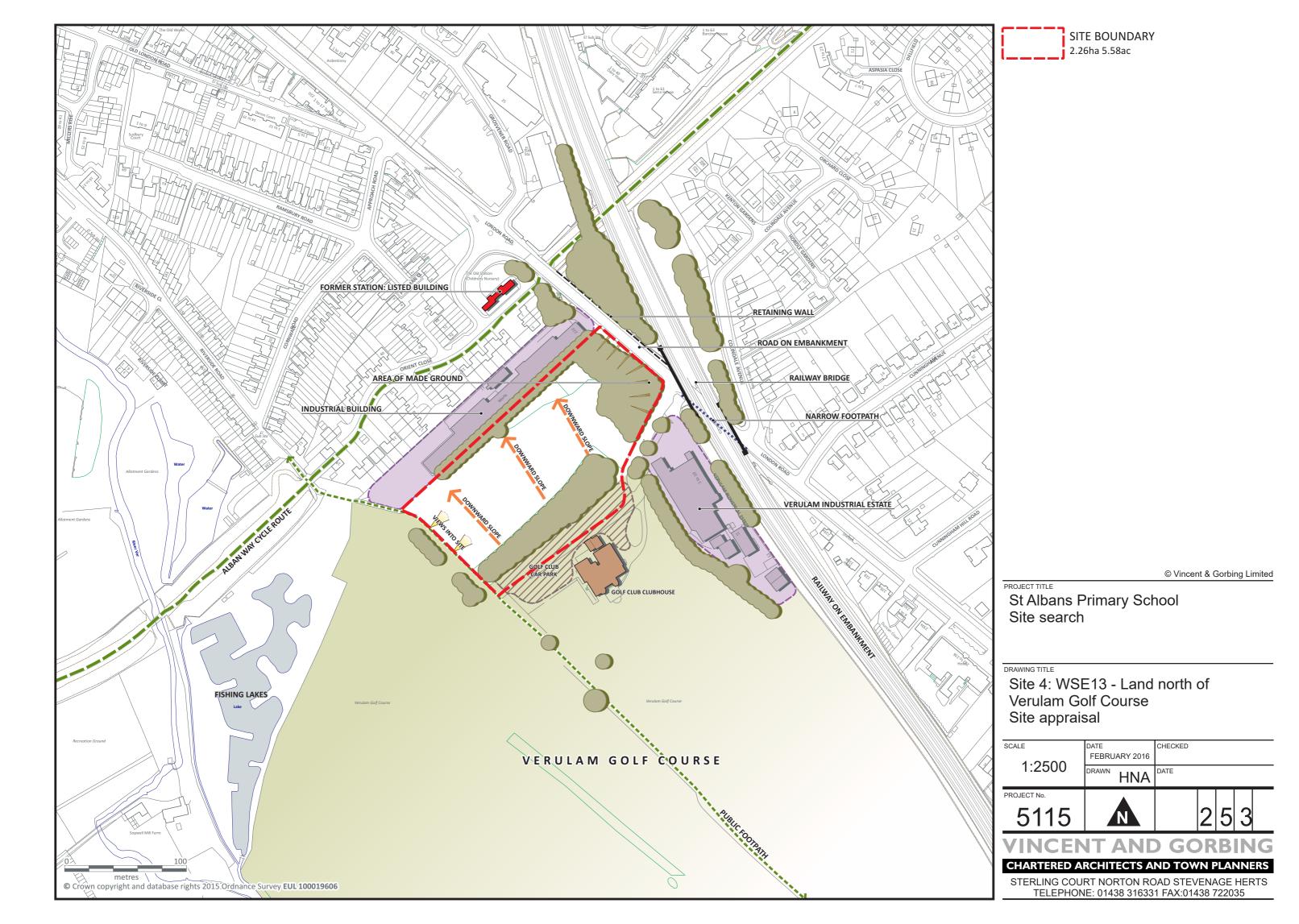
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St Albans Primary School
Site search

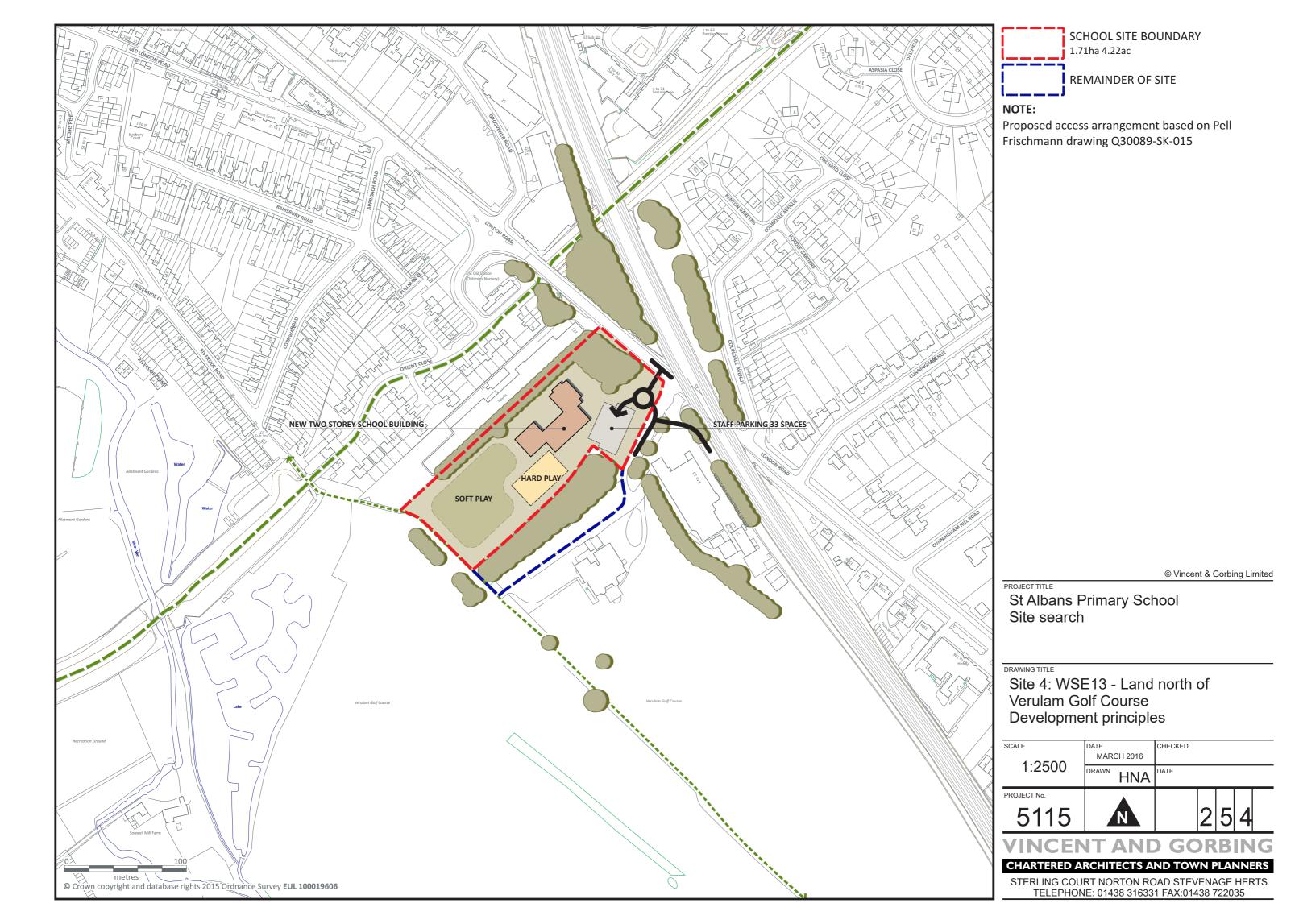
Site 4: WSE13 - Land north of Verulam Golf Course Aerial photograph

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ST ALBANS PRIMARY SCHOOL SITE SEARCH

PLANNING APPRAISAL REPORT FOR SHORT LISTED POTENTIAL NEW PRIMARY SCHOOL SITES

<u>SITE 5: WE6 - LAND WEST OF FOXCROFT (FOXCROFT OPEN SPACE), STALBANS</u>

1.0 INTRODUCTION

- 1.1 This planning appraisal is for the following site which was short listed following a review of potential sites for a new primary school at St Albans:
 - Land West of Foxcroft (known as Foxcroft Open Space), Foxcroft, St Albans
- 1.2 The site is located on the eastern side of St Albans, within the Wider Search Area, approximately 400m east of the Core Search Area.
- 1.3 The site was visited on 2nd February 2016.
- 1.4 The site has an area of approximately 3.56ha. This appraisal assesses whether there is potential for the site to accommodate a 2fe primary school.
- 1.5 The following drawings accompany this report:
 - Site Location Plan (drawing 5115/300)
 - Site Identification Plan (drawing 5115/301)
 - Aerial Photograph (drawing 5115/302)
 - Site Appraisal (drawing 5115/303)
 - Development Principles (drawing 5115/304)
- 1.6 The following report also accompanies this report (see Appendix):
 - High Level Accessibility Appraisal (including drawing ST-2479-02) prepared by Stomor Civil Engineering Consultants.

2.0 SITE DESCRIPTION

- 2.1 The site is located in the eastern part of St. Albans 100m north of London Road approximately 1,600m east of the centre of the City Centre (taken to be St Peter's Street).
- 2.2 It comprises a public open space / park with football pitch, basketball area (single net), and equipped children's playground and surrounding areas of informal open space with trees, mostly mature. It has a frontage to Foxcroft to the east and Ramsey Close to the north east.
- 2.3 The open space is overlooked by detached 1960's bungalows fronting Foxcroft to the east and two storey semi-detached 1950's houses fronting Ramsey Close to the north east. Further to the east is an estate of mainly two storey semi-detached houses dating from the 1950's and 60's.

- 2.4 **Access/Highways** the open space does not have a formal vehicular access but has open unenclosed frontages to Foxcroft and Ramsey Close.
- 2.5 Stomor Civil Engineering Consultants have undertaken a high level transportation and accessibility appraisal for the site, which makes the following conclusions:

The site at Foxcroft is located in a residential area. Existing levels of traffic in the vicinity of the site are currently low, but modelling would be required to simulate the impact of school traffic on the local road network.

The most suitable location for the vehicular access is on the northern channel of Foxcroft and is likely to be via a simple T-junction. There is scope for a one way circulation feature which could utilise multiple access points, potentially via Ramsey Close if required.

Further works would be required for pedestrian facilities, including the construction of a new footway on the north side of Foxcroft as well as a new crossing point.

The main challenge for the site in terms of access is presented from on street parking on Foxcroft and neighbouring roads preventing free flow of two way traffic.

In order to achieve suitable visibility from the proposed access, a proposed pedestrian crossing and to enable reasonable vehicular circulation, fairly extensive parking restrictions will be required. Such restrictions are unlikely to be popular with existing residents who are currently able to park on the roads. It may also be necessary to introduce local road widening or laybys, which may locally mitigate the effect of additional traffic and reduce the extent of parking restrictions required.

A one way operation around Foxcroft would also reduce the extent of parking restrictions required and would avoid the need for road widening. Parking restrictions would be subject to a Traffic Regulation Order with its own supporting consultation process.

Some analysis of how larger vehicles serve the site would also be required, given the narrowness of the local roads.

It is unlikely that the Highway Authority will accept the principle of parents dropping off pupils on Foxcroft and surrounding roads within the public highway. Therefore, on site parking for parents as well as staff would be required. The Client has advised that to minimise the impact on the existing parkland, a proposed smaller school footprint may be considered. If this is the case, there is unlikely to be sufficient space for all the parking required.

The local public transport network is reasonable, providing a sustainable option for travel for accompanied pupils and staff.

Overall it would be possible to achieve a reasonably good level of accessibility for this site for a 2FE primary school, but this is likely to generate quite a substantial impact on the local residents in terms of the highway works required.

- 2.6 A copy of the report, and the accompanying drawing which illustrates the main conclusions, is attached at the Appendix.
- 2.7 **Pedestrian** / **cycle access** the open space does not have a formal pedestrian / cycle access but has an open unenclosed frontages to Foxcroft and Ramsey Close which allows access along the full length of the frontages.
- 2.8 **Public transport** there are no bus routes or bus stops in the immediate vicinity of the open space but London Road to the south is served by four routes 84, 602, 658 and 714. The first three each generally run at least hourly between 0800 and 1800, Mondays to Fridays and the latter runs less often with limited stops. Cell Bares Lane to the north is served by two bus

- routes 84A and S1 (one way). S1 is a hopper bus service serving the Cell Barnes, The Camp, and the city centre area.
- 2.9 **Green Belt** the site is not located in the Green Belt.
- 2.10 **Land ownership** the land is owned by St Albans City and District Council.
- 2.11 **Flooding** the Environment Agency website indicates that the site is not within an area at risk of flooding.
- 2.12 **Topography** The site is generally level with a very gentle slope down from north west to south east.
- 2.13 **Listed buildings/conservation area** there are no listed buildings on the site or in the vicinity of the site and the site is not within or near a conservation area.
- 2.14 **Archaeology** the site is not located in an area of archaeological interest.
- 2.15 Ecology there are no designated areas of nature conservation importance in the vicinity of the site. The site mainly comprises closely cut amenity grassland which is unlikely to have any ecological interest. Any ecological value is likely to be limited to the trees and areas of rough grassland adjacent to the rear boundaries to the west.
- 2.16 Trees there are a number of trees on the site. Apart from a large oak tree at the centre of the open space they are mainly located on the frontages and rear boundaries of the open space.
- 2.17 **Tree Preservation Order** there are two TPOs covering trees on the rear boundary of the open space. TPO 0015 (A1) on the north western corner of the site and TPO 1436 (G1) on the northern boundary.
- 2.18 **Agricultural land quality** not applicable.
- 2.19 **Public Rights of Way** There are no definitive public rights of way (i.e. footpaths or bridleways etc) crossing the site.
- 2.20 **Public access / Community Use** the site is an unenclosed public open space with unrestricted access. It is not registered Common Land or Access Land.
- 2.21 **Noise sources** there are unlikely to be any significant noise issues.
- 2.22 Size / shape the site comprises a medium sized open space which is more than the minimum 0.7ha required by this study to accommodate a new primary school (excluding playing field) on a constrained urban site. It is also larger than the minimum 1.99ha site required by BB103 for a new 2FE primary school (including 60 place nursery and playing field) on an unrestrained site in a non-urban area.
- 2.23 **Other Matters** the site is currently used as an open space and the proposed school would potentially result in the loss of a significant part of the open space. It may also result in the loss of a playing pitch, which Sport England may object to and necessitate a replacement pitch being provided nearby (or alternatively possibly enhancing existing pitches).

3.0 SUMMARY OF RELEVANT LOCAL PLANNING POLICIES

- 3.1 The St Albans District Local Plan was adopted in November 1994 and covers the period 1981 to 2001. A number of policies have been 'saved'.
- 3.2 The Local Plan Proposals Map does not indicate any designations or allocations affecting the site or the immediately adjoining land apart from including them in the built up area of St Albans, which is one of two towns in the district which area excluded from the Green Belt.
 - **Policy 2 Settlement Strategy** advises that development will generally be concentrated in the towns, but proposals should not detract from their essential character, particularly in respect of a number of considerations, including green spaces within settlements (Policy 75).
- 3.3 The Local Plan contains the following 'saved' policies which are of relevance:
 - **Policy 65 Education Facilities** is particularly relevant to the current proposals, particularly part A which relates to proposals for new schools, extensions to existing schools and changes of use to schools within towns and specified settlements. It advises that proposals for new schools (and extensions or changes of use) will be assessed against the following criteria:
 - (i) Where a loss of dwellings is proposed, Policy 10 (iv) shall be complied with;
 - (ii) The impact on the amenity of the surrounding area in terms of visual impact, design, noise and disturbance, road access and traffic generation;
 - (iii) Sufficient on-site parking and servicing shall be provided;
 - (iv) Provision shall be made for the setting down and picking up of pupils, by car or public transport, in a safe and acceptable manner.

[Note: there are no dwellings on the site]

Policy 75 Green Space Within Settlements seeks to protect green space or re-provide it elsewhere if its loss would result in a deficiency of open space in the area. The policy would not permit development if it would destroy the character of any remaining green space. The policy identifies a number of considerations which will be taken into account in determining planning applications for the development of green space within towns. The accompanying explanatory text advises that urban green spaces consist of all open land, irrespective of ownership, which supports trees and other plants in built—up areas, including parks, playing fields, allotments, verges, waste land about public utilities and gardens.

Policy 69 General Design and Layout – seeks to ensure developments are to a high standard.

Policy 74 Landscaping and Tree Preservation – seeks to retain existing landscaping and provide new landscaping in developments

Policy 39 Parking Standards, General Requirements sets out the Council's car parking standards.

4.0 PLANNING HISTORY

4.1 As far as we have been able to establish from St Albans DC's on-line planning records there have been no planning applications for the site.

5.0 ASSESSMENT OF POTENTIAL FOR NEW PRIMARY SCHOOL

Site

5.1 The open space has an area of 3.56ha, which is significantly more than the minimum 0.7ha size sought for a new 2FE primary school by this study to identify potential new primary school sites on a constrained site (excluding playing field). It would also be more than the minimum 1.99ha site required by BB103 for a new 2FE primary school (including 60 place nursery and playing field) on an unrestrained site in a non-urban area.

Acquisition of additional land

5.2 The open space is within the built up area and there is no undeveloped land adjoining which could be added.

Maximum height of development

5.3 Bearing in mind the location a single or two storey building would be appropriate.

Location relative to area of need

5.4 The site is located in the Wider Search Area approximately 400m east of the Core Search Area which is the optimum location for a new primary school, and so is a sub-optimal location. However, it may help meet needs within the Core Search Area.

Other considerations

- 5.5 The site is a relatively attractive public open space with children's play area and football pitch. The proposal would result in the loss of at least some of the open space the amount depending on whether a 0.7ha school (excluding playing field) or a 1.99ha school (with playing field) would be accommodated. These represent 20% and 56% of the open space respectively. If part of the open space were to be used as a playing field for the 0.7ha school the open space would be further reduced (although there could possibly be shared use).
- 5.6 Local Plan Policy 75 seeks to protect Green Spaces, including parks, so there would be a policy objection to the loss of at least part of the open space. It may be necessary to undertaken an assessment to establish whether there is adequate open space provision in the locality and what the implications of the loss of at least part of the open space would be. Depending on the outcome of such an assessment and the view of St Albans City and District Council towards the loss of part of the open space it may be necessary to enhance the remaining area of the open space / provide replacement open space elsewhere / enhance other open spaces to compensate for the loss.
- 5.7 Sport England may object to the loss of at least some of the open space, in particular the football pitch, and may require alternative replacement provision

- to be provided nearby, or existing facilities to be enhanced to make up for the loss, although it might be possible to have shared use of a school pitch.
- 5.8 If this site is to be progressed as a location for a new primary school it is suggested that Sport England be consulted.

Development principles

- 5.9 The Development Principles drawing illustrates how a 2FE primary school could be accommodated on the site. This is based on a new primary school (including nursery) on an unrestrained site (1.99ha) in a non-urban area, and would be a single storey building rather than a two storey school on a constrained urban site (0.7ha), with a detached playing field, as this could be accommodated on the site, although it would result in the loss of more of the open space. However, a key consideration in deciding whether to accommodate a 1.99ha or 0.7ha sized school site is that the high level transportation and access appraisal advises that it is unlikely that the Highway Authority will accept the principle of parents dropping off pupils on Foxcroft and surrounding roads within the public highway and that therefore on site parking for parents (and dropping off / picking up) as well as staff would be required. This could not be accommodated on the smaller site.
- 5.10 The drawing also shows a number of the highway mitigation measures which are likely to be required in order to be able to accommodate a school, including road widening, footways, and one way traffic flows.

6.0 SUMMARY AND CONCLUSIONS

- 6.1 The main planning and environmental constraints and considerations which would affect the potential use of the site for a new primary school are:
 - Loss of existing public open space and playing pitch
 - Impact on views of the open space from residential properties
- 6.2 The open space is of sufficient size to accommodate a new primary school (based on a 0.7ha site) or a school based on a site area of at least 1.99ha (for an unconstrained site in a non-urban area), but this would result in the loss of more of the open space.
- 6.3 The site is located outside the optimum location for a new school, but may help to meet needs within the Core Area, being located in the Wider Search Area. It is also owned by the District Council, which may be an advantage.
- 6.4 The site is relatively free of physical and site constraints and considerations (apart from loss of open space) which would affect the potential use of the site for a new primary school. The main constraint is:
 - Existing trees, mainly on the frontage of the site which would need to be retained.
- 6.5 The high level transportation and accessibility appraisal advises that overall it would be possible to achieve a reasonably good level of accessibility for this site for a 2FE primary school, but this is likely to generate quite a substantial impact on the local residents in terms of the highway works required. This is

- likely to include road widening, new footway and crossing, possible one way arrangement and parking restrictions.
- 6.6 If proposals for a school are to be progressed it is likely to be necessary to undertaken an assessment to establish whether there is adequate open space provision in the locality and the implications of the loss of at least part of the open space. Discussion would need to take place with the Council and with Sport England at the earliest opportunity to establish whether they would object in principle to the proposals and whether replacement open space / playing pitch would need to be provided.
- 6.7 Assuming that proposals are to be progressed the following studies and technical investigations are likely to be required (in addition to the open space assessment):
 - Topographical survey
 - Tree survey
 - Ecological assessment
 - Transport assessment
 - Preliminary planning report
- 6.8 A suitable design for providing a suitable access to the site and mitigating the impact of the school on the surrounding roads will also need to be provided and agreed with the highway authority the access avoiding important trees (to be identified by tree survey).
- 6.9 In due course the following studies and technical investigations are also likely to be required:
 - Archaeological desk based assessment
 - Flood Risk Assessment and drainage strategy
 - Geophysical / Geotechnical investigations
 - Utilities report
- 6.10 The following may also be required:
 - Archaeological evaluation (excavations) depending on results of geophysical survey
- 6.11 The overall conclusion is that although the site is relatively unconstrained, is owned by the District Council, and could help meet needs in the Core Area, it is in a sub-optimum location. However, the main issues are likely to be the loss of a least part of the open space and the implications of this for open space provision in the area and the attitude of the Council and Sport England to the loss, and the impact of the highway mitigation measures which would be likely to be required in order to accommodate a school.

APPENDIX



St Albans Primary School Site Search

High Level Accessibility Appraisal for Site at Foxcroft

This high level access appraisal is to consider the suitability of access for a new 2 Form of Entry (2FE) primary school to the north west of Foxcroft in St Albans. It is to be read in conjunction with Drawing ST-2479-02 attached to the end of this document and refers to site reference WE6.

1. Site Background

1.1 Location

The site is located on an area of existing parkland in the centre of a residential area of connected local access roads. It lies north west of Foxcroft and west of Ramsey Close. The site is situated in the south eastern part of St Albans. Pupils will travel from all directions, arriving at Foxcroft via small residential roads. Pupils from further afield will travel via London Road or Cell Barnes Lane. Discussions with the Client indicate that it is hoped that only part of the existing parkland will be required for the school footprint.

1.2 Local Road Network

Foxcroft is a 30mph looped Local Access Road while Ramsey Close is a small cul-de-sac which is accessed from Foxcroft via a simple T-junction. Both Foxcroft and Ramsey Close are approximately 4.8m wide. Foxcroft connects to Rodney Avenue at a simple T-junction 150m to the east of the site and to St Vincent Drive at a simple T-junction 185m to the south east of the site.

Rodney Avenue connects to Cell Barnes Lane, via Aldwick. Cell Barnes Lane is a 30mph Local Distributor Road, 300m to the east of the site. St Vincent Drive connects to the A1081 London Road at a signal controlled junction 250m to the south of the site and to Cell Barnes Lane to the east of the site. The A1081 is a 40mph Main Distributor Road which connects St Albans City Centre to the north of the site with the A414 North Orbital Road to the south.

1.3 Existing Access

There is no existing vehicular access onto the site and pedestrians are able to walk straight onto the existing parkland at any point along its boundary with Foxcroft or Ramsey Close.

1.4 Existing Conditions

Observations of transport conditions in the vicinity of the site were made in the AM peak period of 14th January 2016 between 8am and 9am. The weather was cold and generally dry. Traffic appeared to be mostly light in the vicinity of the site, although free flow was constrained by numerous parked cars on the narrow roads of Foxcroft and Rodney Avenue. This was also noticable on Aldwick, linking Rodney Avenue with Cell Barnes Lane, where cars were observed to be parked along its entire length throughout the whole AM peak period.

Congestion was observed on Cell Barnes Lane around Cunningham Hill Junior School. This existing junior school is located 250m to the east of the proposed site and is accessed from Cell Barnes Lane



where a school crossing patrol is in operation. Hertfordshire County Council have confirmed that Cunningham Hill Junior School is a 2FE school which ordinarily has approximately 230 pupils aged 7-11, but temporarily has an additional class. The school morning session begins at 8.55am, but parents are able to drop pupils off from 8.40am onwards. There is a pedestrian access from Rodney Avenue to the south of the junior school, however there appeared to be minimal vehicular movements associated with this access.

Minor queuing onto the A1081 London Road was observed at the traffic signals on St Vincent Drive.

1.5 Existing Pedestrian/Cycle Provision

There is no pedestrian footway along the north side of Foxcroft (nor the western side of Ramsey Close) in the vicinity of the site, as the existing parkland runs to the edge of these roads. An approximately 2.4m wide footway, separated from the carriageway by a 2m wide grass verge, runs along the full length of the south side of Foxcroft and east side of Ramsey Close.

There are no pedestrian crossing facilities on any of the local access roads in the immediate vicinity of the proposed site. The A1081 London Road has pedestrian facilities at the signal controlled junction with St Vincent Drive. Cell Barnes Lane has a zebra crossing just north of Aldwick. There is no direct access to the site from Cunningham Hill Road to the north or London Road to the south west.

There appears to be no dedicated cycling provision in the immediate vicinity of the site, although a combined foot/cycleway runs alongside the A1081 London Road. The new St Albans Green Ring walking and cycling route, which forms a loop connecting all of St Albans, runs 600m to the north west of the site.

1.6 Public Transport

There are bus stops along the A1081 London Road on either side, approximately 250m to the south west. Route 84/84A, operated by Metroline, connects St Albans and New Barnet, passing near the site four times per hour. The half-hourly Route 602, operated by Uno, connects Hatfield with Watford via St Albans and London Colney while the hourly Route 658, also operated by Uno, connects Borehamwood with St Albans via London Colney, also stopping on London Road.

A bus stop on Cell Barnes Lane, approximately 350m to the north east of the site serves the aforementioned route 84/84A as well as the local Route S1, operated by Uno, which has services to and from St Albans city centre every 20 minutes.

The nearest major Railway Station is St Albans City, approximately 1 kilometre to the north east of the site, which has regular connections with Harpenden, Luton, London and further afield. St Albans Abbey, an unmanned stop approximately 1.7 kilometres to the west of the site, has connections with Watford Junction approximately every 45 minutes.



2. Access Considerations

2.1 Network Capacity

Parking restrictions and possibly some road widening would be required along Foxcroft as it is a narrow road and two way flow is currently not possible in certain locations due to parked cars. Additionally, due to the tight curve of the road alignment, parked cars may prevent suitable vision from the proposed school access junction.

While Foxcroft is relatively narrow at 4.8m, there is plenty of scope for widening measures in the vicinity of the site due to the open boundary onto the existing parkland on its northern edge and wide verges on either side of the road. The amount of required widening could be reduced if a one way system were to be used along Foxcroft in the vicinity of the site. Analysis of how larger vehicles serve the site would also be required through swept path analysis.

Consideration will also need to be given to increased two-way flows on Aldwick and Rodney Avenue through some localised widening.

Vehicular access to the site would only be possible at Ramsey Close if it was part of a one way circulation feature as the cul-de-sac is too narrow to accommodate two way flow without extensive parking restrictions or widening. There is unlikely to be any advantage in using Ramsey Close for vehicular access as school related vehicles will need to negotiate Foxcroft in any event.

It is unlikely that the Highway Authority will accept the principle of parents dropping off pupils on Foxcroft and surrounding roads within the public highway. Therefore, on site parking for parents as well as staff would be required. The Client has advised that to minimise the impact on the existing parkland, a proposed smaller school footprint may be considered. If this is the case, there is unlikely to be sufficient space for all the parking required.

2.2 General Improvements

A new school development would require a new footway to be constructed on the north side of Foxcroft in the vicinity of the pedestrian access(es). This should be linked into existing footways on the north side of Foxcroft on either side of the site. A pedestrian crossing facility would also be required, with consideration given to the limited vision around the bend of Foxcroft.

There may also be scope to widen footways along the south west section of St Vincent Drive and south east section of Foxcroft to provide a cycle link to the existing cycleway on London Road, if desire line analysis suggests this would be beneficial.

2.3 Proposed Access

The vehicular access point could be at a number of different points along Foxcroft, possibly with a one way internal circulation feature. The access would require a simple T-junction onto the northern channel.

It is likely that pedestrian access to the site would be from Foxcroft.



3. Conclusion

The site at Foxcroft is located in a residential area. Existing levels of traffic in the vicinity of the site are currently low, but modelling would be required to simulate the impact of school traffic on the local road network.

The most suitable location for the vehicular access is on the northern channel of Foxcroft and is likely to be via a simple T-junction. There is scope for a one way circulation feature which could utilise multiple access points, potentially via Ramsey Close if required.

Further works would be required for pedestrian facilities, including the construction of a new footway on the north side of Foxcroft as well as a new crossing point.

The main challenge for the site in terms of access is presented from on street parking on Foxcroft and neighbouring roads preventing free flow of two way traffic.

In order to achieve suitable visibility from the proposed access, a proposed pedestrian crossing and to enable reasonable vehicular circulation, fairly extensive parking restrictions will be required. Such restrictions are unlikely to be popular with existing residents who are currently able to park on the roads. It may also be necessary to introduce local road widening or laybys, which may locally mitigate the effect of additional traffic and reduce the extent of parking restrictions required.

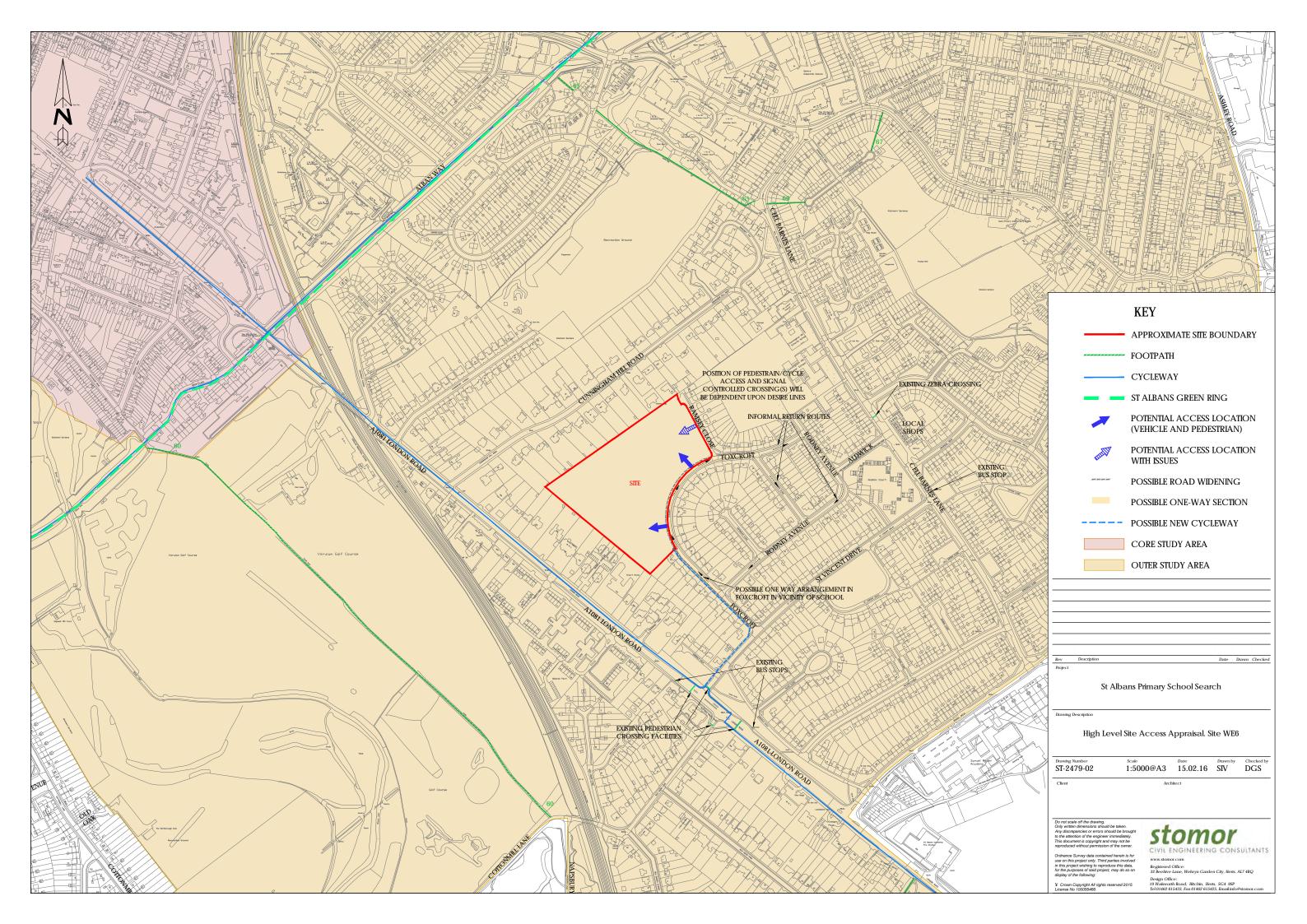
A one way operation around Foxcroft would also reduce the extent of parking restrictions required and would avoid the need for road widening. Parking restrictions would be subject to a Traffic Regulation Order with its own supporting consultation process.

Some analysis of how larger vehicles serve the site would also be required, given the narrowness of the local roads.

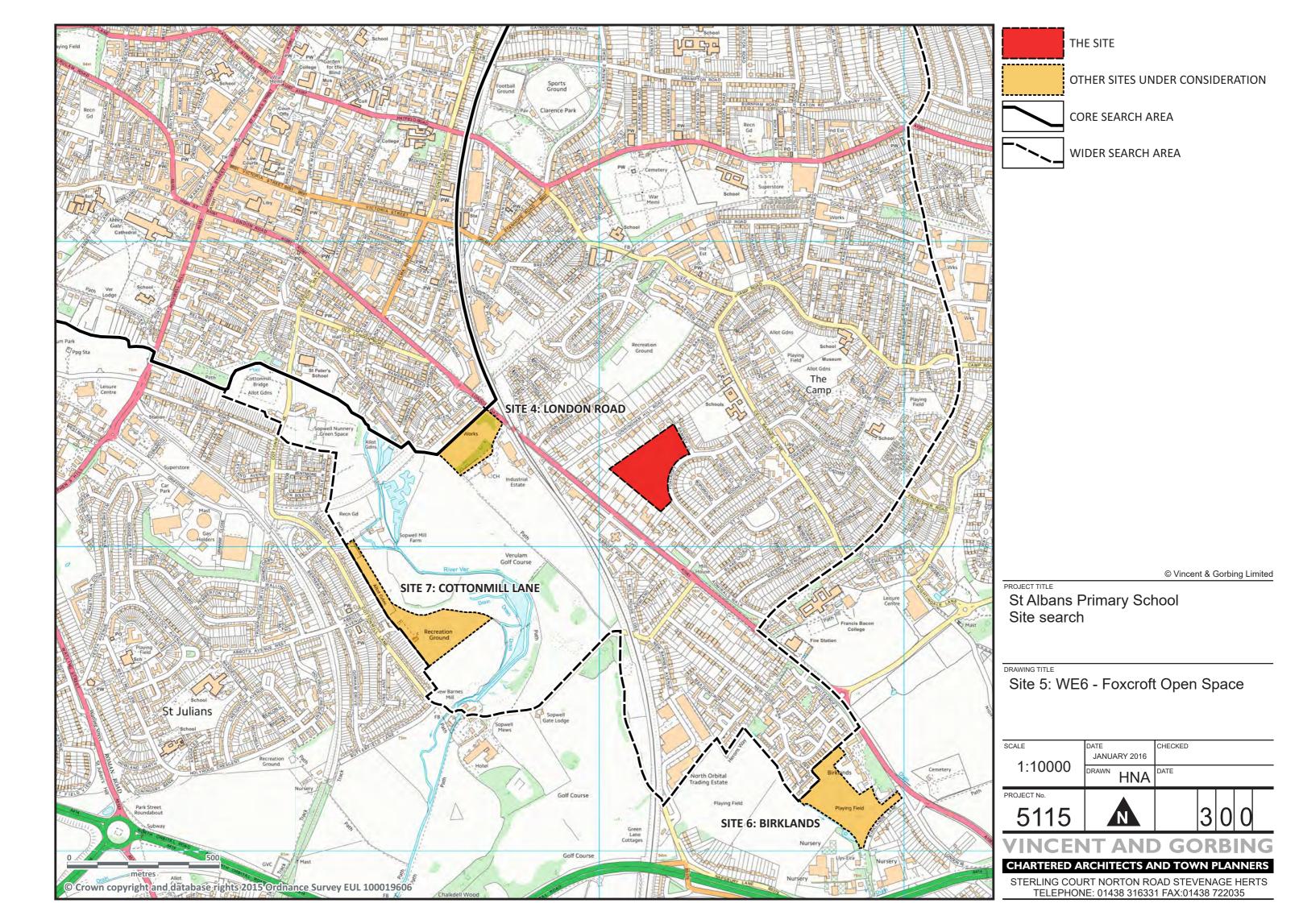
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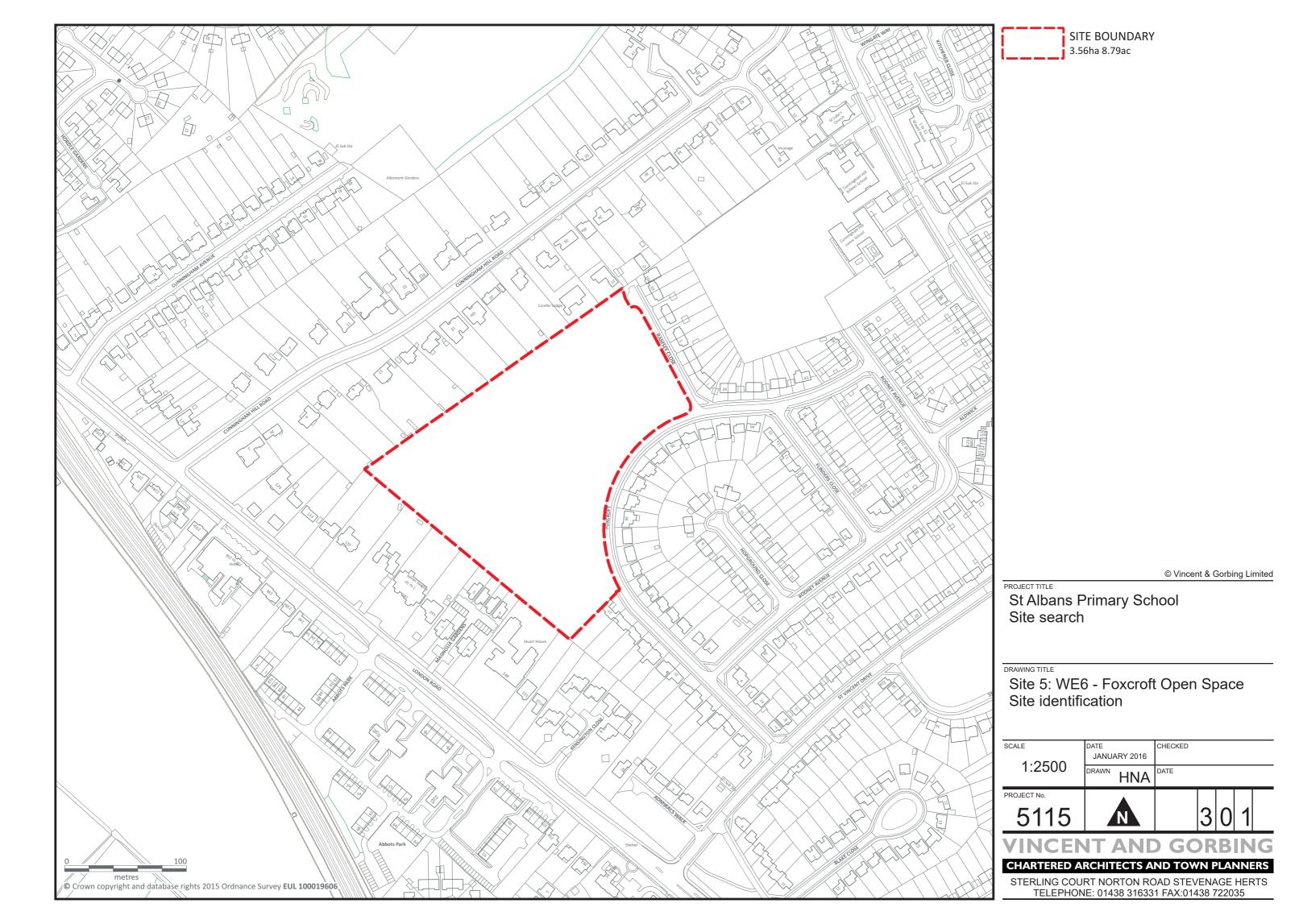
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Overall it would be possible to achieve a reasonably good level of accessibility for this site for a 2FE primary school, but this is likely to generate quite a substantial impact on the local residents in terms of the highway works required.



DRAWINGS









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PROJECT TITLE
St Albans Primary School
Site search

Site 5: WE6 - Foxcroft Open Space Aerial photograph

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