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Response to Planning application from Hertfordshire County Council (T and CP GDP Order 2015)

Director of Planning

Dacorum Borough Council
The Forum
Marlowes
Hemel Hempstead
Hertfordshire
HP1 1DN

District ref: 24/01424/MOA
HCC ref: DA/21461/2024
HCC received: 28 June 2024
Area manager: Alan Story
Case officer: Adam Whinnett

Location

Land At Shaffold Knoll Farm Lower Road Nash Mills Hemel Hempstead HP3 8Rt

Application type

Outline

Proposal

Outline Planning Application for construction of 33 dwellings (Use Class C3) and (up to) a 70 bed care home (Use Class C2), with new access to Lower Road and pedestrian links to canal tow-path (landscaping reserved).

Recommendation

Notice is given under article 22 of the Town and Country Planning (Development Management Procedure) (England) Order 2015 that Hertfordshire County Council as Highway Authority does not wish to restrict the grant of permission subject to the following conditions:

1. Outline Condition

No development shall commence until full details have been submitted to and approved in writing by the Local Planning Authority to illustrate the following:

- a. 5.5m wide carriageway for the internal road for the proposed dwellings within the site;*
- b. Appropriate pedestrian crossing points within the site including raised tables or pedestrian dropped kerbs / tactile paving as appropriate and visibility of 25m in either direction;*
- c. Visibility splays of 2.4m by 43m in either direction from the access point onto Lower Road.*
- d. An indicative plan illustrating double yellow lines on Lower Road fronting the site and extending north to where the existing double yellow lines commence.*
- e. Design, level and siting of cycle parking, including cycle stores for both the dwellings and the care home.*

Reason: To ensure suitable, safe and satisfactory planning and development of the site in accordance with Policy 5 of Hertfordshire's Local Transport Plan (adopted 2018).

2.A: Highway Improvements – Offsite (Design Approval)

Notwithstanding the details indicated on the submitted drawings no on-site works above slab level shall commence until a detailed scheme for the necessary offsite highway improvement works have been submitted to and approved in writing by the Local Planning Authority. These works shall include:

- *Amended vehicle access to create the new vehicle bellmouth access and any associated works including tactile paving and pedestrian dropped kerbs on either side;*
- *Any works associated with construction access into the site.*

B: Highway Improvements – Offsite (Implementation / Construction)

Prior to the first use of the development hereby permitted the offsite highway improvement works referred to in Part A of this condition shall be completed in accordance with the approved details.

Reason: To ensure construction of a satisfactory development and that the highway improvement works are designed to an appropriate standard in the interest of highway safety and amenity and in accordance with Policy 5, 13 and 21 of Hertfordshire's Local Transport Plan (adopted 2018).

3. Provision of Internal Access Roads, Parking & Servicing Areas

Prior to the first use of the development hereby permitted the proposed internal access roads, on-site car parking and turning areas shall be laid out, demarcated, surfaced and drained in accordance with the approved plan and retained thereafter available for that specific use.

Reason: To ensure construction of a satisfactory development and in the interests of highway safety in accordance with Policy 5 of Hertfordshire's Local Transport Plan (adopted 2018).

4. Construction Management Plan

No development shall commence until a Construction Management Plan has been submitted to and approved in writing by the Local Planning Authority. Thereafter the construction of the development shall only be carried out in accordance with the approved Plan. The Construction Management Plan shall include details of:

- Construction vehicle numbers, type, routing;*
- Access arrangements to the site;*
- Traffic management requirements*
- Construction and storage compounds (including areas designated for car parking, loading / unloading and turning areas);*
- Siting and details of wheel washing facilities;*
- Cleaning of site entrances, site tracks and the adjacent public highway;*
- Timing of construction activities (including delivery times and removal of waste);*
- Provision of sufficient on-site parking prior to commencement of construction activities;*

Reason: In order to protect highway safety and the amenity of other users of the public highway and rights of way in accordance with Policies 5, 12, 17 and 22 of Hertfordshire's Local Transport Plan (adopted 2018).

Highway Informatives

HCC recommends inclusion of the following highway informatives to ensure that any works within the public highway are carried out in accordance with the provisions of the Highway Act 1980:

Construction standards for works within the highway (s278 works):

The applicant is advised that in order to comply with this permission it will be necessary for the developer of the site to enter into an agreement with Hertfordshire County Council as Highway

Authority under Section 278 of the Highways Act 1980 to ensure the satisfactory completion of the access and associated road improvements. The construction of such works must be undertaken to the satisfaction and specification of the Highway Authority, and by a contractor who is authorised to work in the public highway. Before works commence the applicant will need to apply to the Highway Authority to obtain their permission and requirements. Further information is available via the website <https://www.hertfordshire.gov.uk/services/highways-roads-and-pavements/business-and-developer-information/development-management/highways-development-management.aspx>

Planning Obligations

A Travel Plan for the Care Home aspect of the application in accordance with the provisions as laid out in Hertfordshire County Council's Travel Plan Guidance, would be required to be in place from the first occupation/use until 5 years post full occupation. A £1,200 per annum (overall sum of £6000 and index-linked RPI March 2014) Evaluation and Support Fee would need to be secured via a Section 106 agreement towards supporting the implementation, processing and monitoring of the full travel plan including any engagement that may be needed. Further information is available via the County Council's website at:

<https://www.hertfordshire.gov.uk/services/highways-roads-and-pavements/business-and-developer-information/development-management/highways-development-management.aspx> OR by emailing travelplans@hertfordshire.gov.uk

Comments / Analysis

The planning application consists of the development of 33 dwellings in addition to a care home with upto 70 bed on land at Shafford Knoll Farm, Lower Road, Nash Mills. Lower Road is designated as an classified C local access road, subject to a derestricted speed limit of 30mph and classified as P1/M2 (inter-urban road)) on HCC's Place and Movement Network.

A Transport Assessment (TA) and Travel Plan (TP) have been submitted as part of the application.

1. Access

a. Highway Works

The proposals include amending the existing access into the site to facilitate access to the residential development in the form a new bellmouth vehicle access as indicated on drawing number 6063/001 D. The location and general design of the access is considered to be acceptable by HCC as Highway Authority.

Visibility splays of 2.4m by 40m are shown to be available in either direction from the access point. In order to be acceptable visibility splays of 2.4m by 43m would need to be illustrated and provided to ensure that visibility levels are provided in accordance with Manual for Streets (MfS) and HCC's recently adopted Place & Movement Planning and Design Guidance (PMPDG) for a 30mph speed limit.

It is recommended that double yellow lines are provided fronting the site and extending north to where the existing double yellow lines commence. These would be necessary to ensure that the necessary visibility splays from the site access are maintained free from any parked vehicles and to ensure that vehicles do not park on part or all of the existing highway footway, which is the main pedestrian route from the site into Nash Mills and Hemel Hempstead, including the nearest public transport provision. There is existing evidence that cars park on parts of the public footway, which would detrimentally impact pedestrian access to and from the site.

It is recommended that the double yellow lines be illustrated on the proposed highway works plan and then can be included as part of any 278 application / 278 technical review process, in addition to the other highway works referred to below (albeit the double yellow lines themselves also needing to be secured by a separate Traffic Regulation process).

The applicant would ultimately need to enter into a Section 278 Agreement with HCC as Highway Authority in relation to the approval of the design and implementation of the necessary works that would be needed on highway land. The works would include:

- Amended vehicle access to create the new vehicle bellmouth access and any associated works including tactile paving and pedestrian dropped kerbs on either side;
- Any works associated with construction access into the site.

The applicant would need to submit a full Stage One Road Safety Audit and Designers Response as part of the 278 application. Please see the above conditions and informatives for more information in relation to applying for the 278.

b. Internal Site Road Layout

The proposed access arrangements are shown on submitted drawing numbers 3185.PLN.101 A and 6063/001 D. The proposals include a 6m carriageway width for the initial stretch of carriageway into the site and a 2m wide pedestrian footway on either side (one footway leading into the care home and one leading to the dwellings), which is considered to be acceptable by HCC as Highway Authority. It would be recommended that the access carriageway for the dwellings is 5.5m to ensure that the proposals are in accordance with design standards for a P2/M1 road class (residential street) as laid out in the P&MPDG Part 3, chapter 1 and 8.

Swept path analysis plans have been submitted as part of the TA (appendix 9) to illustrate that a refuse vehicle and fire tender would be able to use the proposed internal site access arrangements from the highway, turn around on site and egress to the highway in forward gear. Any access and turning areas would need to be kept free of obstruction to ensure permanent availability and therefore consideration would need to be given to preventing vehicles parking on any turning areas and access routes. The aforementioned 5.5m wide carriageway would also assist in ensuring that there is two way vehicle for all vehicles in this respect. The collection method for refuse would also need to be confirmed as acceptable by Dacorum Borough Council (DBC) waste management.

The overall works would need to be built to a design speed of 20mph in accordance with guidelines as documented in MfS and the P&MPDG, which does appear to be the case when taking into account the proposed features at this stage. Crossings points would need to be designed and provided in accordance with Cycle Infrastructure Design: Local Transport Note 1/20 (LTN1/20), 2020 and Inclusive Mobility: A Guide to Best Practice on Access to Pedestrian and Transport Infrastructure (IM), 2021 as necessary.

Visibility splays of 2.4m by 25m would need to be provided and maintained at any internal junctions within the site. This is to ensure that the visibility levels are sufficient for the design speed of 20mph. It would therefore be recommended that such splays are illustrated on a scaled plan.

The Highway Authority does not have any specific concerns in respect to access for emergency vehicles. Nevertheless due to the number of dwellings, as part of the highway authority's assessment of this planning application, we have forwarded to Hertfordshire Fire and Rescue for any comments which they may have. This is to ensure that the proposals are in accordance with guidelines as outlined in MfS, Roads in Hertfordshire; A Design Guide and Building Regulations 2010: Fire Safety Approved Document B Vol 1 – Dwellings (and subsequent updates).

The HA would not agree to adopt any of the proposed internal access roads as the route would not be considered as being of utility to the wider public. However the works would need to be built to adoptable standards to be in accordance with guidelines as documented in HCC's P&MPDG. The developer would need to put in place a permanent arrangement for long term maintenance. At the entrance of the development, the road name plate would need to indicate that it is a private road to inform purchasers of their future maintenance liabilities.

c. Sustainable Travel Options

A 20mph site design would assist in ensuring that pedestrian and cycling access through the site is promoted and maximised. Cycling provision would be on-carriageway which is acceptable for a 20mph speed as laid out in LTN1/20. HCC as HA would be supportive of the proposed pedestrian links to the adjacent towpath footpath adjacent to the Grand Union Canal. The pedestrian links would improve pedestrian permeability in and around the site. It is recommended that the Canal and River Trust is formally consulted for their views on the links to the towpath as it is maintained by them.

The submitted TA states that cycle parking and storage provision would be provided at a level in accordance with DBC's parking standards, which would be necessary and supported by HCC as HA to promote and maximise cycling as a sustainable form of travel to and from the site. Further details on the proposed cycle stores would need to be submitted and approved. Any design should be in accordance with the P&MPDG and LTN1/20.

The nearest bus stops to the site are located on Red Lion Lane, approximately 360m (using the public footway) from the site and therefore within the normal desirable walking distance of 400m. Whilst it is acknowledged that services are limited at present from this stop, there are additional more frequent services from the London Road (A4251) bus stops approximately 450m to 600m from the site (dependent on whether the footway or towpath route is taken) therefore there is potential for bus services to provide a convenient sustainable travel option for future residents. Apsley Railway Station is located approximately 1.2km from the site and therefore within an easy cycling distance and reasonable walking distance for some.

DBC has adopted the Community Infrastructure Levy (CIL). Therefore contributions towards strategic and local transport schemes as outlined in HCC's South West Hertfordshire Growth & Transport Plan (2019) would be sought via CIL or 106 planning obligations as appropriate.

2. Car Parking

The proposals include 74 car parking spaces for the proposed dwellings in addition to 29 car parking spaces for the proposed Care Home. HCC as HA would not have any specific objections in respect to the level of parking. In respect to electric vehicle charging (EVC) provision, the submitted TA states each dwelling will have one active EVC point whilst the care home would have 3 active space and a further 4 provided with passive provision. This would be supported by HCC as HA to ensure that the proposals are in accordance with LTP4, Policy 5h, which states that developments should "ensure that any new parking provision in new developments provides facilities for electric charging of vehicles, as well as shared mobility solutions such as car clubs and thought should be made for autonomous vehicles in the future".

DBC as the parking and planning authority for the district would ultimately need to be satisfied with the overall proposed parking levels on site taking into account DBC's PSSPD, use class, accessibility zone and the local area.

3. Trip Generation

A trip generation assessment has been included in section 6 the TA, the details of which have been based on trip rate information from the TRICS database. This approach is considered to be

acceptable by HCC as Highway Authority. The number of vehicular trips associated with the overall proposed development are estimated to be 22 two-way vehicle movements in the AM peak (0800-0900) and 23 two-way vehicle movements in the PM peak (1700-1800).

From a highways and transport perspective, HCC as HA has assessed the trip generation in the context of paragraph 109, National Planning Policy Framework (NPPF) (update 2023), which states that: "Development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe". In this context and in conjunction with a review of the application and above trip generation, it has been demonstrated that the trip levels would not be significant or constitute a severe impact on the road network.

4. Travel Plan Planning Obligations

A Travel Plan (TP) has been submitted as part of the application for the care home aspect of the site to support the promotion and maximisation of sustainable travel options to and from the site and to ensure that the proposals are in accordance with Hertfordshire's Local Transport Plan and the National Planning Policy Framework (NPPF). Following consideration of the size of the proposed care home, a full updated TP would need to be secured via a Section 106 planning obligation. Developer contributions of £6000 (index-linked RPI March 2014) are sought via a Section 106 Agreement towards supporting the implementation, processing and monitoring of a full travel plan including any engagement that may be needed.

As such, the TP would need to be updated taking into account the following:

- *Reference to Hertfordshire's Active Travel Strategy, as part of the local policy context.*
- *Provide details of an interim travel plan coordinator (TPC).*
- *Add text to say that a secondary contact will be provided to HCC, upon appointment of a TPC.*
- *Estimate time to be allocated to TPC role.*
- *State whether the TPC role will be fulfilled on or off site.*
- *State whether there is an intention to create a steering group.*
- *Name the external partners that will be sought e.g. public transport operators.*
- *Mention Hertfordshire Health Walks in walking measures section.*
- *Consider adding Dr Bike sessions, or cycle training provision via Bikeability cycling measures section.*
- *Update baseline figures, following baseline survey.*
- *Update targets in consultation with HCC, following baseline survey.*
- *Supply, as an Appendix, an example travel survey.*
- *State that, as part of monitoring, multi modal traffic counts will be carried out annually, as per HCC Travel Plan Guidance.*
- *Alter text to say that surveys will be undertaken annually for five years post full occupation (baseline and then five additional years of monitoring).*
- *State that the TP will be updated annually and that a review report will be submitted to HCC within 3 months of surveys having been undertaken.*
- *Insert text to say that the travel plan will be secured by an S106 agreement with a £1200 p/a evaluation and support fee.*

5. Conclusion

Following consideration of the overall application and the associated off-site highway works, HCC as Highway Authority has considered that there would not be sufficient ground to recommend refusal from a highways perspective. The applicant would also ultimately need to enter into a Section 278 Agreement with HCC to cover the technical approval of the design, construction and implementation of the necessary highway and access works. Therefore HCC as Highway Authority would not wish to

object to the granting of outline planning permission, subject to the inclusion of the above planning conditions, informatives and comments in respect to the TP.

Signed

Adam Whinnett

10 July 2024