

Planning Application Number:	S6/2015/1342/PP
Site Address:	Land to the north east of King George V Playing Fields Northaw Road East Cuffley Hertfordshire EN6 4RD
Description:	Outline planning application for residential development of up to 121 dwellings, associated infrastructure and a change of use from agricultural land to an extension of the King George V playing field. All matters reserved except for new vehicular access to serve the site, the provision of surface water discharge points and the levels of development platforms

Recommendation

Planning permission to be granted subject to planning conditions and completion of a Section 106 Agreement between the applicant, Welwyn Hatfield Borough Council and Hertfordshire County Council to secure the following:

- 1 A financial contribution of £333,500 towards junction capacity improvements, public transport enhancements serving the development, measures to encourage walking routes between the site and the village centre, village centre enhancement and to improve safety and address potential rat running.

The financial contribution is made up of two strands which are based on costs associated with delivering,

£215,000 - Station Road Enhancement, and,
Shown in principle on drawing 141386/A/50.1 Rev A

£118,500 – Capacity improvements to either

- Northaw Road East (NRE) / Plough Hill / Station Road
- Northaw Road East (NRE) / Northaw Road West (NRW) / Cattlegate Road
shown in principle on drawing 131386/A/28 and / or 141386/A/27

2. Improvements to the Right of Way Public Footpath 6 £2,500
3. Travel Plan Monitoring Contribution of £6,000

Planning Conditions:

1. Prior to commencement of development, detailed drawings of all highway works including details of the internal road layout and all materials to be used for hard surfaced areas including roads, cycleways, footpaths and car parking shall be submitted to and approved in writing by the Local Planning Authority in consultation with the Highway Authority.

Reason: To ensure that the highways are constructed to the current Highway Authority's specification and that all highway areas are built to adoptable standards.

2. Prior to occupation, visibility splays of 2.4m x 215m to the south and 2.4m x 120m to the north, and for the avoidance of doubt as shown on drawing 141386/A/29 (no rev.) shall be provided and permanently maintained in each direction within which there shall be no obstruction to visibility between 600mm and 2 m above the carriageway level.

Reason: To provide adequate visibility for drivers entering or leaving the site.

3. Construction of the development hereby approved shall not commence until a Construction Management Plan has been submitted to and approved in writing by the local planning authority in consultation with the highway authority. Thereafter the construction of the development shall only be carried out in accordance with the approved Plan. The Construction Traffic Management Plan shall include details of:

- a. Construction vehicle numbers, type, routing;
- b. Traffic management requirements;
- c. Construction and storage compounds (including areas designated for car parking);
- d. Siting and details of wheel washing facilities;
- f. Cleaning of site entrances, site tracks and the adjacent public highway;
- g. Timing of construction activities to avoid school pick up/drop off times;
- h. Provision of sufficient on site parking prior to commencement of construction activities;
- i. Post construction restoration/reinstatement of the working areas and temporary access to the public highway.

Reason: In order to protect highway safety and the amenity of other users of the public highway and rights of way

4. Before first occupation of the development hereby permitted, site access as shown in principle on drawing 131386/A/35 Rev A and incorporating village gateway improvement on drawing 141386/A/34 shall be completed and constructed to the satisfaction of the Local Planning Authority in consultation with the Highway Authority.

Reason: To ensure that the access road can accommodate the vehicular and pedestrian traffic from the development in the interests of highway safety and free flow.

Informatives

It is recommended that the following advisory is included in planning permission documentation to ensure that any works within the highway are carried out in accordance with the provisions of the Highway Act 1980.

AN1.To ensure that work undertaken on the highway is constructed to the current Highway Authority's specification, to an appropriate standard and by a contractor who is authorised to work in the public highway. All works to be undertaken on the adjoining highway shall be constructed to the satisfaction of the Highway Authority and in accordance with Hertfordshire County Council publication "Roads in Hertfordshire - A Guide for New Developments". Before proceeding with the proposed development, the applicant should contact the Mid West Hertfordshire Highways Area Office at Highways House, 41-45 Broadwater Road, Welwyn Garden City, Herts, AL7 3AX to arrange this.

AN2) The applicant is advised that all new roads, unless subject to a S38 agreement secured as part of detailed design associated with this development will remain unadopted and the developer should put in place a permanent arrangement for long term maintenance. At the entrance of the new estate the road name plate should indicate that it is a private road to inform purchasers of their

future maintenance liabilities. Further information is available via the website <http://www.hertsdirect.org/services/transtreets/highways/> or by telephoning 0300 1234047.

AN3) applicant is advised that if it is the intention to request that Hertfordshire County Council as Highway Authority adopt any part of the highways included as part of this application as maintainable at the public expense then details of the specification, layout and alignment, width and levels of the said highways, together with all the necessary highway and drainage arrangements, including run off calculations must be submitted to the Highway Authority. No development shall commence until the details have been approved in writing and an Agreement made under Section 38 of the Highways Act 1980 is in place. The applicant is further advised that the County Council will only consider roads for adoption where a wider public benefit can be demonstrated. The extent of adoption as public highway must be clearly illustrated on a plan. Further information is available via the website <http://www.hertsdirect.org/services/transtreets/highways/> or by telephoning 0300 1234047.

AN4) The Public Right of Way should remain unobstructed by vehicles, machinery, materials, tools and any other aspects of the construction during works.

- The safety of the public using the route and any other routes to be used by construction traffic should be a paramount concern during works, safe passage past the site should be maintained at all times.
- The condition of the route should not deteriorate as a result of these works. Any adverse effects to the surface from traffic, machinery or materials (especially overflows of cement & concrete) should be made good by the applicant to the satisfaction of this Authority.
- All materials should be removed at the end of the construction and not left on the Highway or Highway verges.

If the above conditions cannot reasonably be achieved then a Temporary Traffic Regulation Order would be required to close the affected route and divert users for any periods necessary to allow works to proceed. A fee would be payable to Hertfordshire County Council for such an order.

AN5) The applicant is advised that the storage of materials associated with the construction of this development should be provided within the site on land which is not public highway, and the use of such areas must not interfere with the public highway. If this is not possible, authorisation should be sought from the Highway Authority before construction works commence. Further information is available via the website <http://www.hertsdirect.org/services/transtreets/highways/> or by telephoning 0300 1234047.

AN6) It is an offence under section 137 of the Highways Act 1980 for any person, without lawful authority or excuse, in any way to wilfully obstruct the free passage along a highway or public right of way. If this development is likely to result in the public highway or public right of way network becoming routinely blocked (fully or partly) the applicant must contact the Highway Authority to obtain their permission and requirements before construction works commence. Further

information is available via the website <http://www.hertsdirect.org/services/transtreets/highways/> or by telephoning 0300 1234047.

AN7) Road Deposits: It is an offence under section 148 of the Highways Act 1980 to deposit mud or other debris on the public highway, and section 149 of the same Act gives the Highway Authority powers to remove such material at the expense of the party responsible. Therefore, best practical means shall be taken at all times to ensure that all vehicles leaving the site during construction of the development are in a condition such as not to emit dust or deposit mud, slurry or other debris on the highway. Further information is available via the website <http://www.hertsdirect.org/services/transtreets/highways/> or by telephoning 0300 1234047.

Comments:

The planning application is supported by a Transport Assessment prepared on behalf of Land Improvements by Vectos dated June 2015.

Discussions were held in agreeing the scope of the Transport Assessment to be provided in support of any formal planning application (October 2014 and subsequently discussions held between HCC and the applicants appointed Transport Consultant (Vectos) in December 2014.

The site is located on the southern boundary of Cuffley, adjacent to Tennis Club and fronted by Northaw Road East. The site is bounded to the south by Public Right of Way footpath number 6.

Northaw Road East at this point is the B156, providing a Secondary Distributor within the Hertfordshire road hierarchy. Posted vehicle speeds on Northaw Road East change from national limit (60mph) to 30mph just to the south of the applicant site. Assessed vehicle speeds (85%ile) past the site have been assessed at 39mph.

In the immediate vicinity of the site HCC recognise that a separate application S6/2014/1697/PP, for land known as Land at Northaw Road East is presently placed upon the LPA, and at time of this response undetermined by the LPA in respect of an outline planning application for Residential led mixed use redevelopment comprising up to 513 dwellings (Class C3), 115 retirement properties (Class C2), a 60 bed care facility (Class C2), 1785sqm of retail/community facilities and 1FE Primary School. This separate application is not considered within this response as either committed, nor is it identified within the Boroughs Local Plan.

Trip Rates

The TA seeks to demonstrate likely trips associated with the development, and has utilised TRICS in establishing total person trip rates for private housing.

HCC confirms that pre-application discussions included scoping for the preparation of a Transport Assessment to accompany a formal application, and this discussion included the identification of appropriate methodology for trip generation (October 2014). Use of TRICS was agreed, and sample

selection criteria agreed. The TA has presented this analysis and applied it to the maximum proposed quantum of development (128 dwellings).

It is necessary to observe that the TA is predicated on a quantum of development of 128 dwellings, whereas outline consent for 121 dwellings is sought. The TA is therefore considered a robust assessment, and HCC accept that actual rates may be slightly lower than predicted as a result.

The TA demonstrates to the satisfaction of the County Council as Highways Authority that a residential development of this scale shall reasonably generate 0.232 total people arrivals in the AM peak, and 0.577 in the PM peak (weekday). Total people departures shall be 0.758 in the AM peak, and 0.329 in the PM peak (weekday). A total trip rate (total people) of 0.99 trips / dwelling in the AM peak is therefore expected, and 0.906 in the evening peak.

The TA table 6.1 incorrectly suggests that the trip rates of 0.99 / 0.906 are vehicle trips / dwelling, reference to Appendix K confirms these are total people trips.

The TA has then utilised census 2011 ward data (3 super output areas surrounding / including the site), as agreed in scoping discussions (however updated to 2011, not 2001 as originally agreed). The Travel to Work census data has then been applied to these trips to establish journeys by mode.

Table 6.2 of the TA summarises this assessment, and identifies that 128 dwellings shall generate 83 (rounding) vehicle trips in the AM peak (19 IN, 63 OUT). This demonstrates the bias towards car use for this area of the Borough (69%), noting that borough wide car use (census 2011) is 36%.

In the PM peak vehicle trips are assessed as 48 arrivals, 28 departures.

A daily predicted level of vehicle trips of 334 In, 354 out is predicted (total 688 one way vehicle trips).

The above analysis is considered appropriate.

The TA utilises an older version of TRICS (vers 7.1.2) subsequent communication between the Highways Authority and the applicant has resulted in the analysis re-run to version 7.2.2 however the results are negligible and, for ease, all figures quoted in this response are to the conclusions of the TA (June 2015)

Traffic Distribution

Census 2011 Travel to Work origin / destination has been used to establish where vehicle trips direct, and used this to establish movements from the site access. HCC directed that all trips originating and ending in the application Ward (Northaw and Cuffley) shall be directed to Cuffley (right out of site) noting that limited destinations within the Ward exist on leaving to the west.

HCC consider that the conclusion of 62% of traffic heading west from the site is appropriate (and broadly aligns with that accepted for similar developments in this area (in particular S6/2014/1697/PP).

Local Traffic Impact

Trip rates and distribution have been applied within the TA to local junctions identified at scoping stage. The immediate impacts of the development shall be to junctions;

- Northaw Road East (NRE) / Plough Hill / Station Road
- Northaw Road East (NRE) / Northaw Road West (NRW) / Cattlegate Road

The Highways Authority considers that local junctions already suffer a degree of congestion (2014 base year).

Cattlegate Road / NRW experiences an RFC of 1.029 in the PM peak on the Cattlegate Road arm, resulting in queues forming in the PM peak.

Similarly in the AM peak the junction of Plough Hill / NRE / NRW has an RFC of 1.1572 in the base year on Station Road, again resulting in queues forming and in the PM peak the movement from Northaw Road East into Station Road experiences congestion (RFC 1.024).

The degree of saturation of a junction or road is a measure of how much demand it is experiencing compared to its total capacity.

Identified solutions to addressing the impacts that any development traffic shall have on these junctions include the change of priority to each junction to favour dominant flows. Such proposals have been subject to testing, safety audit, and found acceptable by the Highway Authority. The results of this mitigation relieve the congestion at these junctions and result in the performance of the junction improving, with future year traffic congestion with mitigation being less than existing, even with development flows applied, however the junction remains over capacity.

Possible junction improvements shall be either to change priorities through Station Road / Plough Hill / NRE. Presently traffic on Station Road (B156) is presented with a priority junction with NRE (B156) and Plough Hill (B197). Dominant, existing flows are B156 traffic, and therefore change to priority does not change priorities in respect of road hierarchy.

The identified change to priorities at the Cattlegate Road junction also change to respect dominant flows. It is accepted that flows direct from a classified B road, to an unnumbered Classified Road (C-Road), however the Highways Authority are satisfied that this shall not be prejudicial to traffic flows, residential amenity, or highway safety.

The County Council, as Highways Authority, consider that in order that the development accords with the requirements of the NPPF, there shall be a requirement to address the above concerns, and contribute to highway improvements. A financial contribution of £118,500 is requested via S106 to enable either junction to be addressed. This figure has been calculated based on 'in principle' junction designs for both Station Road / Plough Hill / NRE and NRE / Cattlegate Road.

Traffic impacts associated with the development further beyond the immediate area, i.e. Goffs Lane j/w Lt Ellis Way, Cattlegate Road j/w Coopers Lane Road, Causeway j/w Hatfield Road (respectively max 22 / 21 / 18 vehicles AM peak) are not considered sufficient to require detailed assessment.

Sensitivity Tests

As described above, the adjacent site (known as Land at Northaw Road East (S6/2014/1697/PP)) is subject to a separate, presently undetermined outline planning application. At scoping on this application HCC identified that the TA should consider the impact of the adjacent application (without prejudice to the county councils, or LPAs, decision on such matters) in order to demonstrate that the cumulative impact locally has been assessed.

The modelling in respect of cumulative impacts has only considered the site access, including development flows likely associated with the adjacent application. This demonstrates that the site access operates without problems even with the inclusion of flows associated with the proposals for the adjacent site. Similarly, the access to the adjacent site operates without difficulty including development flows for the proposed site.

Strategic Road Network

The LPA are directed to ensure that Highways England (HE, formerly Highway Agency) are satisfied that traffic associated with the development shall not be considered to have an unacceptable impact on M25 J 24 and J25.

Access

The proposed development proposes a single point of vehicular access, by way of priority junction onto Northaw Road East. (Drawing 141386/A/35 Rev A). The applicant has also provided drawings showing an example of Village Gateway Improvement which will be incorporated into the access design.

Evidence has been submitted that presents Annual Average Daily Traffic two-way flows for Northaw Road East as 12,660. Such an assessment is drawn from surveys between 5/7/14 and 11/7/15 conducted by intelligent Data Collection Ltd. The proposed development represents (across an entire day) 688 two way trips and would marginally increase trips to above 13,000 on NRE. Regard given to DMRB – TD42/95 Volume 6 – Section 2 – Part 6 - 'Geometric Design of Major / Minor Priority Junctions', table 2/2 would suggest that a ghosted right hand turn lane might be appropriate to a development generating the predicted level of trips.

The Transport Assessment has presented that the proposed site access operates with an RFC of 0.03 (IN, AM peak) and 0.21 (OUT, AM peak). PM peak operation is similar. The modelling demonstrates that no queuing is expected.

It is necessary to observe that junctions (existing) along NRE provide for access to similar, or greater levels of housing density without provision of dedicated right hand turn lanes.

The access shall represent 5.5m wide carriageway width, appropriate to Roads in Herts table 4.1.1.1 and sufficient to represent a Major Access. 5.5m is sufficient in width to enable two way vehicle flow without interference. Access is provided with verge and footway both sides, footway width shown to 2m, again in accordance with RiH. Bellmouth radii appears to be 5.5m, and swept path plots are provided that demonstrate the access accommodates fire / refuse vehicles.

HCC accept that a single access may serve up to 300 dwellings and this standard is therefore not exceeded by the proposed density of 121 dwellings.

Visibility as shown on drawing 141386/A/29 (no revision) is to be provided to the NE to a distance of 120m, appropriate for vehicle speeds of 40mph. Visibility to the SW shall be to 215m, appropriate for vehicle speeds of 60mph. Each splay measured from a point 2.4m back from carriageway edge.

Traffic Data provides that 85%ile speeds past the site are 39mph, however given that current highway layout includes change of speed limits in close proximity to the site, it is not unreasonable to require the increased visibility splay in a SW direction.

Rights of Way network

The Hertfordshire Rights of Way Improvement Plan (ROWIP) details the desire for Northaw footpath 6 and Cheshunt footpath 59 to be upgraded to bridleway, in order that cycles and horse riders can reach Cheshunt bridleways 17, 70 and 73 near Burnt Farmhouse,

Regarding costs upgrading of the footpaths to bridleways, this would just be the officer time and advertising costs for the section 25 dedication order, which is £2,500. As the footpath already follows a track, very few works would be required on the ground to make this suitable for bridleway use.

Further, the applicant provides details on drawing 141386/A/51 showing details of a proposed cycleway / footway link between the site and South Drive. Such works fall outside of the red line boundary.

It is understood that the line of this route is existing, and (informally) evident. It is expected that local walkers shall be submitting an application to record a path that was previously used between footpath 6 and South Drive, and it was the recommendation of the County Councils that a connection along this line be provided. The developer provides details of a proposed shared cycleway / footway link however this is not fully within the applicant's control.

The applicant has requested that further clarification is provided on this point. The applicant can deliver the works to their side of the connection but despite being in a position to offer through s106 in-perpetuity rights of access across the entire link they are not able to deliver works on the South Drive side. Drawing no.141385/A/51 shows what can be delivered with the agreement of the third party. The applicant is suggesting that a £15,000 contribution is provided to the highway authority (or Welwyn Hatfield Borough Council) in order to complete works on the South Drive side of the link at a future point in time if the land owner permits.

Therefore, in summary, the applicant has confirmed right of access through to South Drive. Only the works shown on the site side of the link can be carried out by the developer. An offer of £15,000 has been offered to enable remaining works to be carried out at a later date should agreement be reached with the land owner.

Adoption

At this time it is understood that no part of the internal road network shall be offered by the Developer for adoption. Adoption shall only extend to the access, and broadly considered shall extend to the limits shown on drawing 141386/A/35 rev A. The County Councils policy on adoption is that roads serving public utility shall be considered for adoption. Given that illustrative masterplan for the development includes links to the North to Public Footpath 6, the County Council may consider adoption of roads beyond that offered. The developer is encouraged to discuss further with the Highways Authority.

The developer shall be required, for all roads not offered for adoption, to put into place a permanent arrangement for the long term maintenance of such areas, and the use of private road name plates include notification of the private nature of such roads for future potential occupiers of the site.

Travel Plan

A framework Travel plan accompanies the Transport Assessment. The Framework Travel Plan identifies that given the outline nature of the proposals, management arrangements are not fully developed, but does identify the appointment of a Travel Plan coordinator. The Travel Plan includes targets towards encouraging a shift towards non-private car modes of travel, and includes provisions in respect of measures aimed at promoting such modes. As discussed in 'mitigation' below, further off-site measures shall be provided.

The framework travel plan provides that a baseline travel survey shall be undertaken at 75% occupation (this is circa 90 dwellings, and would be around the quantum of development that HCC would require a residential travel plan) and therefore an appropriate stage of development, and that the outputs of this survey shall be used to review targets presented within the framework Travel Plan.

Any grant of consent shall require an obligation towards the implementation of the Framework Travel Plan and subsequent Full Travel Plan.

It is the approach of HCC, within their approved document 'Hertfordshire's Travel Plan Guidance for Business and Residential Development' (available <http://www.hertsdirect.org/docs/pdf/g/greentravelplans.pdf>) to secure a contribution towards the ongoing monitoring, support and review of the travel plan. For a development of this nature and scale a contribution of £6000 shall be required.

Mitigation / S106 obligations / other matters

It is Hertfordshire County Councils policy to seek a planning obligation in respect of Sustainable Transport including for all developments. NPPF promotes accessibility by sustainable means including bus, cycling and walking, and the provisions of S106 of the Town and Country Planning Act allows that planning obligations, governed by the guidance within CIL Regulations may be used to mitigate the impact of development.

Full details on HCC's policy towards planning obligations may be found at the following web address;
<http://www.hertsdirect.org/infobase/docs/pdfstore/planobsjan8.pdf>

Station Road Public Realm Scheme

An indicative proposal for Station Road Public Realm works is shown on drawing no 141386/A/50.1 Rev A and 50.2 Rev A. A financial contribution from this proposal may be used to fund a project of this nature and fully comply with CIL regs. The works may include features such as:-

- Two additional pedestrian crossings along Station Road
- Speed reduction from the station all the way up the road to 20mph
- Raised table crossings to assist pedestrians and discourage rat running
- Carriageway resurfacing and meridian strip running through Station Road
- Enhanced paved mini roundabout at railway station entrance
- Enhanced Gateway feature

The features included in the scheme would improve accessibility to the local facilities and railway station and therefore can be demonstrated to be directly related to the proposed development. However, as the accessibility features have obvious implications to the overall character of the village centre further consultation is required to ensure an appropriate scheme can be delivered. A scheme featuring similar features as shown in principle in drawings no. 141386/A/50.1 Rev A and 50.2 Rev A has a cost estimate of £215,000. Further funding may be required, to provide environmental style enhancements. The final scheme may include improvements to Station Road / Plough Hill / NRE junction, if this is the case it is reasonable to assume both contributions may be combined into a single scheme. However, as previously stated, due to the location and the sensitivity of the village centre location significant further consultation with the local community will be required.