

## Tollgate Road Appeal

Local Highway Authority Proof of Evidence –22<sup>nd</sup> August 2023

### **INTRODUCTION**

1. My name is Chris Carr and I work as a Senior Transport Development Officer with Hertfordshire County Council (HCC) which is the Local Highway Authority (LHA) for St Albans City & District (The District) plus nine other districts. I graduated from the University of Manchester with an Undergraduate Masters in Town and Country Planning in 2006 and I have been in my current role for over 1.5 years with, beforehand, 17 years of experience in Highways and Transport Planning. I am a Chartered Member of the Chartered Institute of Logistics and Transport and a Member of the Transport Planning Society.
2. The APP/B1930/W/23/3323099 appeal has been made against the decision by The District as the Local Planning Authority (LPA) to refuse planning permission for 5/2022/1988 outline application (access sought) for the demolition of an existing house and stables and the construction of up to 150 dwellings including affordable and custom-build dwellings together with all ancillary works, on land to the rear of 42-100 Tollgate Road, Colney Heath, St Albans, Hertfordshire.
3. I raised a final objection on 5<sup>th</sup> May 2023 (on behalf of HCC as Highway Authority) on highway grounds to the application, now Appeal APP/B1930/W/23/3323099 with a recommendation to refuse as outlined in my evidence.

4. I am authorised by HCC to make this appeal statement in support of the objections raised by the LHA in respect of the appeal development and to appear at the inquiry. I confirm that my evidence draws attention to all material facts and highway policies which are relevant and have been taken into account in the formation of my professional opinion; and that I understand and have complied with my duty to the appeal inquiry as an expert witness which overrides any duty to those instructing me. My evidence is given impartially and objectively.

## **BACKGROUND**

5. Pre-application advice was sought by the Appellant with the LHA in respect to the outline application (March 2022). The LHA recommended the transport matters need to be covered in a supporting Transport Assessment (TA) due to more than 80 dwellings being proposed, of which the scope of the details of the TA were discussed in the pre-application meeting. The applicant provided in support of the planning application a TA (CD5.12) and throughout the application process subsequent updates responding to the LHAs formal responses (Formal responses listed in Appendix A of this document).
6. In my latest response, 5<sup>th</sup> May 2023, two specific objections remained on the planning application which are:
  - *'HCC requests in reflection of the cycling audit provided, routes identified as not being safe for users of all abilities removed from the cycling accessibility analysis and also to consider the St Albans Cycle Route Map (2019) and routes identified there as safe/not safe included/excluded. Following this review, the accessibility should be re-*

*assessed (with all users in mind) and confirmation whether the site can offer a suitable cycling alternative to the private car'; and*

*- 'HCC requests the applicant engages with public transport providers to identify whether additional bus services can be implemented or existing services extended to meet with the increase in public transport demand resulting from this development and to demonstrate a meaningful shift away from the private car can be achieved.'*

The formal responses concluded *'The Highway Authority have reviewed the development proposals and wishes to raise an objection in relation to the wider sustainability and public transport access for the site'*

7. My evidence deals with the last objections to the development, as proposed, relating to the relative unsustainable location of the proposed development in Colney Heath and the challenges residents moving into the site will experience not having high quality cycling and public transport connections to amenities outside of the village.
8. In the event the appeal being allowed and planning permission is granted, highway conditions and S106 developer contributions should be imposed as mitigation on any permission granted.

## **SCOPE OF EVIDENCE**

33. The development proposal is an outline application for the demolition of the existing house and stables and the erection of up to 150 dwellings, including affordable and custom-build properties, together with all ancillary works (all matters reserved except access).

34. It is proposed that the development is served by a single access via Tollgate Road at the northwest corner of the site. Pedestrian and cycle access will be via the proposed vehicular access arrangement. The vehicular access will provide cyclists with access to Tollgate Road and 2m wide footways would be provided on both sides of the access and connect to the existing southern Tollgate Road footway. As part of this planning application, approval is only being sought on the access and not the internal road layout which would be a reserved matter.

35. In reviewing and responding to planning applications the LHA is consulted on by LPAs, guiding principles of the National Planning Policy Framework (NPPF, CD1.1) and Hertfordshire's 4<sup>th</sup> Local Transport Plan (LTP4, CD17.1) are applied.

36. The following sections of policy are relevant to the grounds of refusal found by myself, specifically relating to the need for all users of the development to be considered and whether access to all travel modes can be achieved by all.

NPPF (CD1.1)

- Paragraph 110 Section B *'In assessing sites that may be allocated for development in plans, or specific applications for development, it should be ensured that:..b) safe and suitable access to the site can be achieved for all users'*

- Paragraph 111 *'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.'*

- Paragraph 112 *'Within this context, applications for development should:*

*a) give priority first to pedestrian and cycle movements, both within the scheme and with neighbouring areas; and second – so far as possible – to facilitating access to high quality public transport, with layouts that maximise the catchment area for bus or other public transport services, and appropriate facilities that encourage public transport use;*

*b) address the needs of people with disabilities and reduced mobility in relation to all modes of transport;*

*c) create places that are safe, secure and attractive – which minimise the scope for conflicts between pedestrians, cyclists and vehicles, avoid unnecessary street clutter, and respond to local character and design standards..'*

#### LTP4 (CD17.1)

- Policy 1: Transport User Hierarchy; *'To support the creation of built environments that encourage greater and safer use of sustainable transport modes, the county council will in the design of any scheme and development of any transport strategy consider in the following order:*

- Opportunities to reduce travel demand and the need to travel*
- Vulnerable road user needs (such as pedestrians and cyclists)*
- Passenger transport user needs*
- Powered two wheeler (mopeds and motorbikes) user needs*

- *Other motor vehicle user needs'*

- Policy 2: Influencing land use planning; *'The county council will encourage the location of new development in areas served by, or with the potential to be served by, high quality passenger transport facilities so they can form a real alternative to the car, and where key services can be accessed by walking and cycling.'*

- Policy 5: Development Management; *'The county council will to work with development promoters and the district and borough councils to:*
  - a) Ensure the location and design of proposals reflect the LTP Transport User Hierarchy and encourage movement by sustainable transport modes and reduced travel demand.*
  - b) Ensure access arrangements are safe, suitable for all people, built to an adequate standard and adhere to the county council's Highway Design Standards...'*

37. Also relevant is LTP4 (CD17.1) Policy 6 on accessibility where the county seeks to eliminate barriers for the disadvantaged and referencing rural areas identifies *'People living in rural areas are particularly disadvantaged as commercial bus services tend not to operate where passenger numbers are low and a bus service is financially unviable'*. Specifically this development, being set in a rural location, will add to this particular pressure. In addition Policy 8 regarding the county's ambition to deliver a step change in cycling, this site will struggle to meet with this objective as measure implemented by the new

development cannot ultimately be suitable for all users given the rural location and lack of a wide range of amenities within Colney Heath.

38. The Planning Inspectorate appeal case at Bullens Green Lane, Colney Heath (ref: APP/C1950/W/20/3265926) for a residential development close to the proposed development, the inspector concluded on the matter of sustainability that having to travel outside of Colney Heath to reach a wider range of amenities is normal. The evidence brought forward in this document seeks to establish that under current policy and standards the lack of a viable sustainable option for all users is not currently available at this location.
39. The following sections look at the wider sustainability issue, first of all investigating the current level of public transport and cycling provisions, then concluding whether the level of provision is adequate.

#### Public Transport Access to the Proposed Development

40. The LHA and RPS Consulting Services Ltd (on behalf of the applicant) entered into a Statement of Common Ground (SoCG, CD8.2) regarding transport matters. Within the SoCG (CD8.2), both parties agreed on the detail of wheeling and public transport infrastructure as part of an accessibility audit. It was agreed by both parties that the assessment provided for local bus infrastructure (i.e. local bus stops) near the site was agreed. A clear distinction is made in the SoCG (CD8.2) identifying the matter not agreed is the access to an acceptable level of public transport.

41. To gain the most up to date understanding of current public transport provision available to the site, I conducted a review of bus timetables within acceptably walkable bus stops in accordance with Institute of Highway and Transportation (IHT) guidelines<sup>1</sup> and identified six services. The six services are detailed in the table below<sup>2</sup>:

Service	Max Daily Services	Morning Peak 0700-0900 (from the site)	Evening Peak 1600-1800 (to the site)	Saturday Services (from the site)	Saturday Services (to the site)
200 Essendon Mill – Colney Fields	2, only on Mondays	No services	No services	No services	No services
230 Welwyn Garden City – St Albans	2, only on wednesdays	No services	No services	No services	No services
305 Sandridge – Potters Bar	10	One service 07:32	Three services 16:17, 16:44, 17:47	Five Services 07:57, 10:10, 12:35, 15:00,16:00	Five Services 10:08, 12:33, 14:55, 16:18, 17:47
312 Bell Bar, The Firs – Hatfield	2	No services	No services	No services	No services
355 <sup>3</sup> C'hatch – Nicholas B'spear Sch.	2	One service 08:05	No services	No services	No services
356 Winchmore Hill – Oaklands	2	One service 07:57	No services	No services	No services

42. The services cover surrounding settlements in the wider area of both St Albans and Welwyn Hatfield. These include St Albans, Potters Bar, Hatfield and Welwyn City.

43. The above table identifies there is an inconsistent level of service that residents can rely on to make trips on a day to day basis. The 305 provides the only service that runs every day in the week, this runs between St Albans and Potters Bar. Two services are school services, but allow commuters. The other services only operate on either a Monday or Wednesday.

<sup>1</sup> 'The power of a destination determines how far people will walk to get to it. For bus stops in residential areas, 400 metres has traditionally been regarded as a cut-off point' CIHT Planning for Walking, April 2015

<sup>2</sup> Review was conducted for September, during normal school term time and departure times are from bus stops close to the site

<sup>3</sup> Service 355 and 356 are school services, operating only within school term times. Services do allow commuters



44. The 305 service between St Albans and Hatfield offers a limited range of morning peak commuting options with only the one service going towards St Albans in the morning and no option for commuting to Hatfield. It is worth highlighting there is no access to a bus service that operates on a Sunday.

45. In the evening peak period the 305 Service is highly relied upon but supplies only one evening peak service from St Albans to the site (leaving at 17:20 from central St Albans) and from the other areas connections needing to be made with the 16:44 or the 17:47 services otherwise options are limited, resulting in no realistic bus service connection if leaving locations such as Potters Bar and Hatfield after 17:00. Recommended routes using bus service connections after this time are mostly reliant on a long walking connection of at least 20 minutes usually.

46. Institute of Highways and Transportation (IHT) guidelines on Planning for Walking (PfW, CD16.6) identifies under Paragraph 6.4 that people will walk up to 800 metres to gain access to a train station. There is no train station within walking distance within the IHT guidance (800m) (CD16.6). The nearest station is Welham Green which is circa. 3.7 kilometres from the site and therefore the site is highly dependent on a high-quality bus and cycling network to achieve such connections. The bus connections to this train station are poor with planning the journey through Google Maps identifying it is quicker to walk to the train station than take a bus, with the walking route recommended to be via Tollgate Road which in sections has no segregated pedestrian footway or street lighting. The

only bus option provided goes to Hatfield Train Station, from there the wider area can be reached but this journey is reliant on catching the one service at 07:32 on the 305 Service and requires a transfer connection to the 302 Service.

47. During the evening peak the connections from Welham Green Station do not improve with only one direct bus service from the train station to the proposed site. This is again via the 305 Service departing at 16:37.

48. With regards to local services available in Colney Heath these are limited in scope and provision. Manual for Streets (MfS) (CD16.8) at paragraph 4.4.1 discusses walking neighbourhoods which are characterised by having a range of facilities up to 800 metres walking distance. At 6.3.6 it notes that pedestrian routes need to be direct and match desire lines as closely as possible and that permeable networks help minimise walking distances. There is no significant employment, retail, service and or leisure amenities within 800 metres walking distance of the site.

49. Neither is there provision for secondary or further education in Colney Heath. IHT Guidelines for Providing Journeys on Foot (GPJF, CD16.14) published by the IHT in 2000 at Table 3.2 (page 49) advises that for school trips an acceptable journey is 1km and a desirable distance is 500 metres with a maximum journey of 2km.

50. It follows that trips must be made out of Colney Heath to access such key services.

51. HCC recently completed a public consultation for the emerging Planning & Movement Planning and Design Guide (P&MPDG, CD16.15) which sets out standards site promoters are expected to follow to ensure compliance with sustainability and highway specification. Under Part 1 Chapter 5 Paragraph 7.8 it states '*A minimum service provision level of 4 buses per hour peak / 2 buses per hour off peak (06:30 to 22:00) is considered as appropriate for most development with the walking distance to bus stops being no longer than 400m*'. The evidence present here clearly shows the minimum level of service provision is not currently provided at this location, with a significant number of such trips to and from such key services will be made via the only bus service (305) which doesn't offer services on Sundays and has limited peak hour frequency (one service in the morning peak from the site and three in the evening peak towards the site) for commuters during the week and only offers direct connections on routes between St Albans and Potters Bar. Coupled with there being no train service within walking distance of the village, this increases the propensity for trips to employment, retail and leisure uses to be made by private car contrary to NPPF (CD1.1) Para 110 and LTP4 (CD17.1) Policies 1, 2, and 5 which seeks to prioritise sustainable transport modes in new development.

52. In considering the opportunities for establishing a meaningful level of public transport use, this is normally supported by high quality public transport accessibility and as identified in the LTP Policy 2 (CD17.1). The development does not have access to a high-quality public transport service, as per the evidence provided in this document. In the event of the appeal being allowed, contributions towards enhancing the public

transport provision in the area can be secured under Section 106 agreement (details of this are below under the Section 106 Developer Contribution section). The total developer contribution to active travel would be £1,023,900 plus SPONS indexation (£1,449,000 at March 2023 prices). This sum of monies will not alone cover the necessary costs for improving the public transport in this area to bring it in line with the standards detailed within P&MPDG (CD16.15) Part 1 Chapter 5 Paragraph 7.8, specifically '*A minimum service provision level of 4 buses per hour peak / 2 buses per hour off peak (06:30 to 22:00)*'. Therefore, in the event this site is granted permission to go ahead at appeal, whilst the county can put monies towards improving provision, this will not be in place for when this development is built out and residents will not have an established high quality public transport network to use (LTP4 Policy 2, CD17.1), instead gravitating towards the use of the private car.

#### Cycling Access to the Proposed Development

53. Department for Transport Local Transport Note 1/20 on Cycle Infrastructure Design (LTN 1/20, CD16.4) identifies under Chapter 4 the core principles of good cycle connections which are summarised as coherent, direct, safe, comfortable, and attractive. These guiding core requirements will underlie whether it is realistically feasible for cyclists of all capabilities to successfully and safely make cycle connections to a range of amenities from the proposed development. A range of amenities not within Colney Heath as identified by the inspector of the Bullens Green Lane planning appeal includes but is not limited to '*medical facilities, larger scale supermarkets, employment and secondary education*'.

54. In consideration of access to secondary schools from the proposed development, I consulted with the HCCs Growth and Infrastructure Unit to determine what secondary school would be a viable option for residents of the proposed development. They confirmed the only secondary school with vacancies at this time and without barriers to entry is Samuel Ryder Academy. The academy is over six kilometres away, close to the centre of St Albans. To access this school a cyclist would have to cycle, by the quickest route according to Google Maps journey planner, 6.2 kilometres. The route is mostly without dedicated cycling infrastructure and requires riders to utilise the shared space of the highway with motor cars. Of particular concern is the route via Barley Mow Lane which is for the most part identified as 'single track' with passing bays, is unlit and has no road markings. The road is rural by nature with pockets of residential units but predominately farm land. Alternative routes to the secondary school include Coursers Road or via the Alban Way, both of which are longer or again not adequate because of the narrow unlit rural lanes.

55. The reality of whether school children and whether parents will be confident for their children to make a cycle journey to the only secondary school with current vacancies (i.e. Samuel Ryder Academy) is not realistic, with the routes described potentially creating a harmful situation to users, particularly at locations where cars and cyclists will conflict on unlit and narrow rural lanes.

56. Beyond secondary school access, amenities such as employment, retail and leisure are as detailed above not available in Colney Heath and will need to be gained via surrounding settlements such as Hatfield, St Albans, London Colney or Potters Bar. The appellant did present an accessibility analysis that presents potential connections to St Albans and Hatfield but these do not meet all the LTN 1/20 (CD16.4) core principle tests namely they are not coherent or direct.
57. Therefore, my concern is direct route options will be more desirable and from this location this means utilising undesirable routes such as Coursers Road to London Colney and Tollgate Road to Hatfield or Potters Bar where you need to be a confident cyclist due to the unlit, unmarked and narrow nature of these routes.
58. In the applicant's Sustainable Modes of Travel Audit (at Appendix 16 of the TA, CD4.14) under Paragraph 1.10 the applicant states '*Coursers Road is not considered suitable for cycle movements.*' and then continues to state under Paragraph 1.23 regarding cycling to Welham Green station via Tollgate Road '*This route is only suitable for frequent and confident cyclists but does provide the most direct route to the nearest station.*'
59. LTN 1/20 (CD16.4) challenges developers to consider the five core principles of what is a good cycle connection and from the proposed development site in Colney Heath these principles cannot be adhered primarily because of a lack of coherent and direct routes but also alternatives being unsafe and undesirable. Furthermore, NPPF

Paragraph 110 (CD1.1) and LTP4 Policy 5 (CD17.1) identifies development proposals should be inclusive of all users.

60. It therefore concludes cycling accessibility from this location to a wide range of amenities and along safe and desirable routes is not possible and therefore, the actual propensity to cycle from the proposed development to all amenities is low and therefore people will not choose to cycle and instead use the private vehicle.

### **SUMMARY**

61. Within this Proof of Evidence, I have detailed I raised an objection to the development proposals due to the unsustainable location of the development in Colney Heath due to wider sustainability concerns and public transport access for the site.

62. Underpinning these concerns are national and local policy, NPPF (CD1.1) and LTP4 (CD17.1), which identifies development proposals should consider all users and proposals should provide tests for development proposals to provide safe and suitable access for all users, prioritise pedestrians and cyclists ahead of all other modes and then public transport. Development proposals should also be supplied with a high quality public transport service and reflect the county's ambition to promote cycling and public transport use.

63. In the evidence I have detailed that the development proposals are located in an area that does not have a wide access to all amenities. This has been reviewed against minimum accessibility standards detailed in

MfS (CD16.8) for general amenities and IHT guidelines set out in GPJF (CD16.14) for access to secondary schools.

64. The evidence detailed the lack of bus public transport provision in the area, identifying a level of bus provision which is significantly lower than the minimum provision set out in the emerging P&MPDG (CD16.15). Further evidence was supplied identifying the concern relating to there being no railway station in a walkable distance as per IHT guidelines set out in PfW (CD16.6).

65. I have evidenced that the wider cycling accessibility for the proposed development is not in line with guiding principles as set out in DfTs LTN1/20 (CD16.4). I have detailed a particular concern for access to secondary schools, where cycle routes are indirect and unsafe. For other amenities the applicant has identified the most direct routes are unsafe and not fit for all users, meaning less direct and incoherent routes need to be taken.

66. In conclusion, the evidence I brought forward has identified the development proposals fail the tests set out in the NPPF (CD1.1) and LTP4 (CD17.1), and should the development be granted upon appeal the lack of a high quality public transport network available to all users and the lack of direct and safe routes to wider amenities will lead to residents moving into the development relying heavily on the private car.



## **Appendix A – LHA Formal Responses**



Mark Youngman  
Development Management Group Manager  
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SG13 8DE

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

### **Director of Planning**

St Albans City & District Council  
St Peters Street  
St Albans  
Hertfordshire  
AL1 3JE

District ref: 5/2022/1988  
HCC ref: SA/13584/2022  
HCC received: 26 August 2022  
Area manager: Mark Youngman  
Case officer: Chris Carr

### **Location**

LAND TO THE REAR OF 42-100 TOLLGATE ROAD & 42 TOLLGATE ROAD COLNEY HEATH ST ALBANS

### **Application type**

Outline

### **Proposal**

Outline application (access sought) - Demolition of existing house and stables and the construction of up to 150 dwellings including affordable and custom-build dwellings together with all ancillary works

### **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 recommends that Hertfordshire County Council (HCC) Highway Authority wishes to recommend refusal of the planning application until further information is provided. The additional details required are as follows:

- Further assessment and evidence as part of the site selection process for the emerging Local Plan. The site is not currently allocated in the adopted development plan. The site was submitted as part of the call for sites in the emerging Local Plan, site reference CH-37-21. It is recognised that Refusal of planning permission on grounds of prematurity will seldom be justified where a draft plan has yet to be submitted for examination.
- Further review of the St Albans City and District Cycling Map (2019), the emerging Local Cycling and Walking Infrastructure Plan (being developed with HCC), Cycle Infrastructure Design – Local Transport Note 1/20 (2020) and Inclusive Mobility (2021) prior to planning determination.
- Audit of the suitability of the footways and crossings on routes to local facilities on existing streets and design review of the proposed footways and crossings within the proposed development on new streets in accordance with Inclusive Mobility (2021) guidance. Assess likely proposed development trips and propose any necessary mitigation or design changes prior to planning determination.

- Audit of the suitability of the existing cycle routes to local schools and facilities on existing streets and design review of the proposed cycle routes within the proposed development on new streets in accordance with Cycle Infrastructure Design – Local Transport Note 1/20 (2020) guidance and the emerging LCWIP. Assess likely proposed development trips and propose any necessary mitigation or design changes prior to planning determination.
- Audit of the suitability of the existing bus stop facilities and infrastructure identified within the transport assessment in accordance with Bus Infrastructure in Hertfordshire (2011) guidance and Inclusive Mobility (2021) guidance. Assess likely proposed development trips and propose any necessary mitigation prior to planning determination.
- The applicant is required to demonstrate that the proposed site access junction has been designed in accordance with Roads in Hertfordshire Highway Design Guide, including providing visibility as laid out in Manual for Streets and TD42. It is necessary to demonstrate that the site access junction is compliant with the LTP4 (i.e. promoting sustainable travel over car based) and that a crossroad raised junction design is suitable prior to planning determination.
- It is required that any outstanding safety concerns from the Road Safety Audit be addressed (demonstrating cost effective mitigation) prior to planning determination, to ensure that there would not be an unacceptable impact on highway safety because of the proposed development and access junction, which would be grounds for refusal.
- Further consultation with the local bus operators would be required prior to planning determination.
- Further analysis is required to assess trip generation and mode share prior to planning determination.
- Further analysis is required to assess trip distribution and assignment prior to planning determination.
- Further details are required for the Travel Plan prior to planning determination.
- A full Construction Traffic Management Plan will be a condition.
- Further details and plans clearly showing the location of vehicle and cycle parking would be required at detailed design stage and can be addressed at reserved matters. Swept path analysis for a large car would also be required.
- Further swept path analysis will be required at detailed design stage and can be addressed at reserved matters, demonstrating access for a pumping appliance within 45m of all dwellings and manoeuvring around the internal roads of the proposed development which must include turning areas.

#### Proposal Description

The proposed development would comprise up to 150 residential dwellings in a range of sizes, types, and tenures, including 35% (up to 53) affordable dwellings and 6.5% (up to 10) self-build and custom build plots. This would also include provision of green space along the north-western and south-eastern boundaries and an area of public open space in the south-west part of the site.

#### Site Description

The site comprises 7.62ha of land located south of the existing residential area Colney Heath, southeast of North Orbital A414 and west of A1(M). The site is bounded by existing residential dwellings and Tollgate Road to the north, the River Colne to the south. The site is bounded by farmland to the east and west.

#### History

A review of the Council's online record of planning applications has identified no significant planning applications of relevance to this application.

The site was submitted as part of the call for sites in the emerging local plan, site reference CH-37-21.

## Analysis

The following documentation has been submitted in support of this application:

- Transport Assessment (TA)
- Framework Residential Travel Plan (TP)
- Design and Access Statement (DAS)
- Proposed Access Layout
- Planning Statement
- Proposed Masterplan
- Proposed Heads of Terms for Section 106 Agreement

## Policy Review

A review of the following policy documents has been undertaken as part of the Transport Assessment in support of this outline planning application:

- The National Planning Policy Framework (NPPF) (2021)
- Hertfordshire County Council Local Transport Plan 4 (LTP4) (2018)
- St Albans City and District Council Local Plan Review (2020-2038)

Further review of the St Albans City and District Cycling Map (2019), the emerging Local Cycling and Walking Infrastructure Plan (being developed with HCC), Cycle Infrastructure Design – Local Transport Note 1/20 (2020) and Inclusive Mobility (2021) is required, to ensure adequate inclusive accessibility to local facilities including public transport, shops and schools by active travel modes, in accordance with the Government's Gear Change policy agenda and the requirements of the Disability Discrimination Act (2005). Any improvement works to the highway must also be designed in accordance with the Roads in Hertfordshire: Highway Design Guide.

## Review of Transport Assessment

### Accessibility and Inclusive Mobility

#### Walking and cycling

Table 3.1 identifies a number of local facilities within approximately a 15-minute walking distance of the proposed development. However, no audit of the suitability of the footways and crossings on these routes is provided in accordance with Inclusive Mobility (2021) guidance. NPPF paragraph 104c requires opportunities to promote walking, cycling and public transport use be identified and pursued.

Figure 5 demonstrates the cycling time from the site within the local area, based on an average cycling speed of 200 metres per minute (12kph), up to a maximum distance of 5km from the centre of the site. This demonstrates cycling routes to several local facilities. Paragraph 3.18 begins to discuss the existing cycle facilities but appears to cut-off mid-sentence. No audit of the suitability of the existing cycle routes to local schools and facilities is provided in accordance with Cycle Infrastructure Design – Local Transport Note 1/20 (2020) guidance. NPPF paragraph 104c requires opportunities to promote walking, cycling and public transport use be identified and pursued.

No assessment of the likely proposed development cycle trips on these routes is provided. No assessment of any necessary off-site mitigation works to remedy any known shortfalls, or those identified by audits is provided. However, the proposed heads of terms for a S106 agreement notes that for "highways / sustainable transport, the S106 agreement will cover any necessary transport-related items, including provision of any sustainable transport contributions", which is clearly welcome, but imprecise.

Pedestrian and cycle access will be via the proposed vehicular access arrangement. The vehicular access will provide cyclists with access to Tollgate Road and 2m footways will be

provided on both sides of the access and connect to the existing southern Tollgate Road footway.

The emerging LCWIP will identify schemes and opportunities to promote walking and cycling, which need to be identified and pursued within the Transport Assessment.

#### Public Transport

The nearest bus stops are located to the southeast of the proposed site access on Tollgate Road (Fellows Lane). These bus stops are accessible via the footway provision on either side of Tollgate Road. The bus stops are located within an approximate 400m (4-minute short walk) from the centre of the site.

Bus stops are also located on Hall Gardens within approximately 390m (5-minute walk) of the site and provided access to bus service 200. Bus stops located on Roestock Lane are within approximately 480m of the site and provide access to the 305 service that runs between Sandridge and Potters Bar.

Existing bus services are demonstrated to be accessible to most passengers from the proposed development site; however, no audit of the suitability of the existing bus stop facilities and infrastructure in the vicinity of the proposed development is provided, in accordance with Bus Infrastructure in Hertfordshire (2011) guidance, Inclusive Mobility (2021) guidance and the requirements of the Disability Discrimination Act (2005). The existing bus services in Colney Heath operate at limited frequencies and days of the week.

The Bus Service Improvement Plan for Hertfordshire County Council (2021) identifies improvement plans and opportunities to promote public transport, which need to be identified and pursued within the Transport Assessment.

The development provides the opportunity to improve the existing bus services via planning obligations towards sustainable transport improvements. The contribution towards sustainable transport improvements will be in accordance with Hertfordshire County Councils Planning Obligations Guidance – Toolkit for Hertfordshire – January 2008.

The nearest train station is Welham Green circa 3.7km distance from the proposed development and accessible via Tollgate Road / Dixons Hill Road, approximately a 48-minute walk or 20-minute cycle. The station and all trains serving it are currently operated by Govia Thameslink Railway. The station provides services between Welwyn Garden City and Moorgate, London.

It is concluded that further information is required to demonstrate that, in terms of sustainability, the location of the site is conducive to providing future residents with a realistic choice to private car ownership for day-to-day trips associated with employment, education and leisure purposes.

#### Road Safety

A review has been undertaken of road traffic collision data involving personal injury that have occurred on the road network in the vicinity of the site over a five-year period. Collision data has been obtained from HCC Highway Authority for the period 11th May 2017 to 11th May 2022. This shows that within the study area a total of 12 injury collisions were recorded, three of which were serious, and the rest were slight.

There were 8 total incidences recorded on the Dixons Hill Road / Swanland Road junction, of which 7 were slight and 2 were serious. The proposed development would likely result in minimal additional traffic at this junction. The existing operation of this junction will be discussed with HCC

Highway Authority to establish if it is an identified collision reduction site and if there are any mitigation measures proposed.

A Road Safety Audit – Stage 1 audit of the proposed access arrangement and Designer’s Response has been undertaken and is recorded in the submitted Transport Assessment. The audit identifies problems for pedestrian users on Fellowes Lane due to the proposed vehicle access arrangement. The design team’s response relies on recent changes to the Highway Code to protect vulnerable pedestrian users, this seems to be an inadequate response to a safety problem and should be addressed more fully. The design team considers that the problems can be easily covered at the detailed design stage post planning.

In accordance with NPPF: “It should be demonstrated how any significant impacts from the development on the transport network (in terms of capacity and congestion), or on highway safety, can be cost effectively mitigated to an acceptable degree. 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.”

Any outstanding safety concerns from the Road Safety Audit should therefore be addressed (demonstrating cost effective mitigation) prior to planning determination, to ensure that there would not be an unacceptable impact on highway safety because of the proposed development and access junction.

#### Vehicle Access

It is proposed that the development is served by a single access via Tollgate Road at the northwest corner of the site.

The access requires the demolition of property No. 42 Tollgate Road to form a priority junction on the southern side of Tollgate Road. The access has been provided with a 6m carriageway width and 2m footways on both sides that tie into the existing footway provision on the southern side of Tollgate Road. The kerb radii are provided at 6m to accommodate the swept path of the largest design vehicle (refuse collection vehicle).

The site access is located opposite the junction with Fellowes Lane. It is proposed that both the site access and the Fellowes Lane junction are traffic calmed by the provision of a raised table. In addition, a new section of footway is proposed on the north side of Tollgate Road to the west of the junction with Fellowes Lane. This would provide a continuous east / west footway provision on the northern side of Tollgate Road adjacent to the site access.

Drawing JNY11289-RPS-0100-001 Rev A shows that the proposed access would provide a visibility splay of 2.4m x 43m in both directions. This section of Tollgate Road is currently subject to a 30mph speed limit. An Automated Traffic Count (ATC) including vehicle speeds has been undertaken on the Tollgate Road in the vicinity of the proposed access arrangement. The 7-day average total flow 85th percentile speed is 37.2 mph. The results of the ATC are appended to the Transport Assessment and have been used to aid the design of the site access arrangement.

Raised junctions are usually preferable to a series of speed tables on bus routes. However, consultation with the local bus operators should inform the design of the necessary works on Tollgate Road, including the accessibility and facilities at the nearest bus stops.

It has not been demonstrated that the site access junction has been designed in accordance with Roads in Hertfordshire Highway Design Guidance. The visibility requirements for major/minor priority junctions are laid out in Manual for Streets and TD42. Given the Major Road Speed limit and surveyed speed an X distance of 4.5m is expected.

Crossroads are convenient for pedestrians, as they minimise diversion from desire lines when crossing the street. They also make it easier to create permeable and legible street networks. They are not normally used on Secondary Distributor or higher category roads unless they are controlled by traffic signals. Crossroads may be suitable for lower category roads where the traffic volumes are low, such that vehicle conflicts would be minimal. The applicant should demonstrate the suitability of providing a crossroad at the site access junction in this situation within the submitted TA.

Any works within the highway boundary (including alterations to the footway) will need to be secured and approved via a s278 Agreement with HCC.

#### Parking

The TA details that vehicle and cycle parking provision on site will accord with the standards contained within St Albans City and District Council – Revised Parking Policies and Standards January 2002. It is proposed that each dwelling that has a designated parking space will be provided with an electric vehicle charging point. HCC would request that the applicant does not over provide parking to ensure a commitment to sustainable travel.

Further details and plans clearly showing the location of vehicle and cycle parking would be required at detailed design stage. Swept path analysis for a large car would also be required.

#### Servicing, Refuse and Emergency Access

The applicant has provided swept path analysis for a 11.6m long refuse vehicle, which shows the vehicle entering and exiting the site at the proposed site access in forward gear. This is acceptable, however further swept path analysis will be required at detailed design stage showing a refuse vehicle manoeuvring around the internal roads of the proposed development which must include turning areas.

The applicant should refer to the St Albans City and District Council 'Refuse Collection and Recycling Requirements for New Developments and Change of Use' document (updated April 2018).

The applicant has provided swept path analysis for an 8.68m long fire appliance vehicle, which shows the vehicle entering and exiting the site at the proposed site access in forward gear. This is acceptable, however further swept path analysis will be required at detailed design stage demonstrating access for a pumping appliance within 45m of all dwellings and manoeuvring around the internal roads of the proposed development which must include turning areas.

#### Trip Generation

Trip generation has been calculated for people trips using the TRICS database (version 7.9.1), within those calculations vehicle trips have also been identified. The TRICS parameters applied are acceptable. The following total vehicle trips are identified for the development proposal:

- AM Peak (08:00-09:00): 20 arrivals, 46 departures resulting in 66 two-way movements
- PM Peak (17:00-18:00): 44 arrivals, 26 departures resulting in 70 two-way movements
- Daily (07:00-19:00): 318 arrivals, 331 departures resulting in 649 two-way movements

The applicant has derived mode shares for the proposed development from 2011 Journey to Work Census data for the St Albans 015MSOA in Table 5.1 of the Framework Residential Travel Plan. This methodology is acceptable and shows the majority of trips (72%) would be undertaken by privately owned vehicles. However, the mode share has not been applied to the TRICS data within the Transport Assessment to show predicted trip generation by mode. This is necessary to enable the further assessment of the likely proposed development trips and propose any necessary mitigation or design changes to support local sustainable walking, wheeling, cycling and public transport trips.

### Trip Distribution

The distribution of the residential trips has been reviewed based on the 2011 Census database, which provides details of where residents within St Albans MSOA area 015 currently work. This provides an indication of distribution for the primary trip purpose.

National Travel Survey data provides information about trips for other purposes, this has not been considered. The location of the nearest nursery, primary and secondary schools and census data on the distribution of school age children has not been considered. Trips have been assigned to the local highway network based on commuting trips. This methodology is considered unacceptable as it provides no assessment of likely walking, cycling or bus trips and trip purpose from the proposed development, which is needed to assess any necessary mitigation or design changes to the footways/crossings, cycle routes and bus services.

Further analysis of the National Travel Survey data information about trips for other purposes and the location of the nearest nursery, primary and secondary schools is required to assess any necessary mitigation or design changes to the footways/crossings, cycle routes and bus services prior to planning determination.

### Highway Impact

The scope of the TA was agreed with HCC following pre-application discussions. The trip generation and distribution methodology above has been used to predict the future travel demands of the proposed development site and the likely impact on the local highway network.

As part of the TA scoping HCC agreed the following study area:

- A414 North Orbital / High Street – signalised junction;
- High Street, Roestock Lane, Tollgate Road, Courses Road – roundabout junction;
- Tollgate Road / Fellowes Lane – priority junction;
- Dixons Hill Road / Swanland Road – priority junction; and
- A1000 Great North Road / Dixons Hill Road – roundabout junction.

Traffic surveys were undertaken at the above junctions on behalf of RPS by 360 TSL on Tuesday 29th March 2022. The turning count data was collected in 15-minute intervals for the morning and afternoon weekday peak periods (07:00-10:00 and 16:00-19:00).

The traffic survey identified the following peak hours:

- The morning peak hour 08:00-09:00; and
- The evening peak hour 17:00-18:00.

An Automated Traffic Count (ATC) including vehicle speeds has been undertaken on the Tollgate Road in the vicinity of the proposed access arrangement. The results of the ATC have been used to aid the design of the site access arrangement.

The results of the traffic survey indicate that Tollgate Road is relatively lightly trafficked in the morning and evening peak hours. Tollgate Road is a 2-lane single carriageway and has a design capacity in the peak direction of approximately 850 vehicles per hour. The peak directional flow is westbound in the morning peak hour of 391 vehicle movements. Tollgate Road is currently operating at around 46 percent of its peak hour lane capacity, which means that free flow conditions will be normal.

On site observations identified that on-street parking occurs on the northern side of Tollgate Road to the east of the junction with Fellowes Lane. Parking beat surveys were undertaken on Tollgate Road on behalf of RPS by 360 TSL on Tuesday 29th March 2022 to provide a snapshot of parking demand between 12:00-13:00 and 20:00-21:00.



The TA reports a maximum parking stress of 14 vehicles (41% occupancy) occurred in the evening at a time when most vehicles would be parked for the night. The parking survey identifies that there is significant spare on-street parking capacity on the northern side of Tollgate Road to the east of the junction with Fellowes Lane. The gaps in the existing on street parking will provide space for eastbound vehicles to pull in and give way to oncoming vehicles.

A five-year post application (2027) has been assessed and the growth factors derived from TEMPRO. These factors are considered acceptable and will provide a robust assessment of the local highway network.

A capacity analysis of the signalised junction (A414 North Orbital / High Street) has been undertaken using the industry standard LINSIG computer software and the priority and roundabouts junctions with 'Junctions 10' software. The methodology detailed is considered acceptable.

At the A414 North Orbital / High Street – signalised junction, comparisons between the 2027 Base and 2027 Base + Proposed degree of saturation (DoS) and mean maximum queue lengths (MMQ), indicate that overall, the proposed development will have minimal impact during the morning and evening peak periods. The traffic flows and geometries have been checked and a suitably robust assessment has been undertaken, no capacity mitigation is assessed to be necessary at this location.

At the High Street, Roestock Lane, Tollgate Road, Courses Road – roundabout junction, comparisons between the 2027 Base and 2027 Base + Proposed ratio of flow to capacity (RFC) and queue lengths (Q) demonstrate that the existing roundabout will operate within its design capacity with minimal delays experienced. The traffic flows and geometries have been checked and a suitably robust assessment has been undertaken, no capacity mitigation is assessed to be necessary at this location.

At the Tollgate Road / Fellowes Lane – priority junction, results show that the existing priority junction will operate within its design capacity with minimal delays experienced in both the 2022 and 2027 base scenarios. With the proposed Tollgate Road / Fellowes Lane / Site Access – priority junction introduced; the results show the junction will operate within its design capacity with minimal delays experienced for the 2027 base + proposed scenario. The traffic flows and geometries have been checked and a suitably robust capacity assessment has been undertaken.

At the Dixons Hill Road / Swanland Road – priority junction, comparisons between the 2027 Base and 2027 Base + Proposed ratio of flow to capacity (RFC) and queue lengths (Q) demonstrate that the existing priority junction will operate within its design capacity with minimal delays experienced. The traffic flows and geometries have been checked and a suitably robust capacity assessment has been undertaken, no capacity mitigation is assessed to be necessary at this location.

At the A1000 Great North Road / Dixons Hill Road – roundabout junction, comparisons between the 2027 Base and 2027 Base + Proposed ratio of flow to capacity (RFC) and queue lengths (Q) demonstrate that the existing roundabout will operate within its design capacity with minimal delays experienced. The traffic flows and geometries have been checked and a suitably robust capacity assessment has been undertaken, no capacity mitigation is assessed to be necessary at this location.

The impact of the development traffic on Tollgate Road and on-street parking has been modelled using Junctions 10. Junctions 10 provides the ability to simulate situations where traffic in one direction gives way to traffic from the other direction. The simulation provides the delay in seconds and a vehicle queue length for the vehicles travelling north and southbound on Tollgate Road. Comparisons between the 2027 Base and 2027 Base and Proposed delay and queue lengths,

indicate that overall, the proposed development will have minimal impact on the operation of Tollgate Road in the morning and evening peak periods. The traffic flows and geometries have been checked and a suitably robust capacity assessment has been undertaken, no capacity mitigation is assessed to be necessary at this location. On-street parking will remain a cause of local congestion, delay, and safety concern on Tollgate Road.

S106 can be used to develop a residential parking scheme to address these concerns on Tollgate Road.

#### Travel Plan

A Framework Residential Travel Plan (TP) has been submitted as part of the planning application. The Travel Plan does not include the contact details for the Travel Plan Coordinator (TPC) and these should be provided. Secondary contact details to the interim TPC should also be provided. The time allocated to the TPC role (full time or part time) should also be provided.

The TP includes a good set of objectives, a starting point for targets and a good set of measures.

As per HCC Travel Plan Guidance, residential travel pack contributions should be provided for residents. This is usually in the form of Transport or retail vouchers to encourage active and sustainable travel (£50 per flat, £100 per house).

A Statement from the developers to show that they are committed to implementing the travel plan is required.

Details on parking measures (vehicle and cycle) need to be provided in the Travel Plan, including the capacity of the secure cycle parking.

The TP includes a commitment to undertake Travel Surveys on the 1st, 3rd and 5th anniversary of first occupation and biennial Traffic Counts for a minimum period of 5 years. The initial Traffic Count should be conducted by the TPC at an agreed time with HCC. Traffic Counts must be undertaken at all site access points (entry and exit), including pedestrian and cycling routes which lead to a service or amenity.

A travel plan review should occur annually. The TPC should produce a review report which is to be submitted to HCC within three months of traffic count or travel survey completion.

The management arrangement of the TP post 5 years monitoring with HCC should be outlined in the TP.

An evaluation and support fee is required to be paid to HCC (£1,200 per annum for 5 years) to support Travel Plan monitoring and review and would be secured via a Section 106 Agreement. The TP should be drawn up in accordance with the County Council's document 'Hertfordshire's Travel Plan Guidance for Business and Residential Development' as set out at:  
[https://www.hertfordshire.gov.uk/services/highways-roads-and-pavements/business-and-developer-information/development-management/highways-development-management.aspx#DynamicJumpMenuManager\\_1\\_Anchor\\_6](https://www.hertfordshire.gov.uk/services/highways-roads-and-pavements/business-and-developer-information/development-management/highways-development-management.aspx#DynamicJumpMenuManager_1_Anchor_6).

#### Construction

HCC would require a full Construction Traffic Management Plan to ensure construction vehicles would not have a detrimental impact on the highway network. A condition would be required to provide adequate parking for construction vehicles on-site to prevent on-street conflict and impacts to the highway safety.

A Construction Traffic Management Plan would be required for all phases of construction. Measures would also be required to protect users of the local road network from hazards arising from undue damage caused by large numbers of HGVs associated with the construction of the development.

#### Contributions

According to the St Albans New Local Plan Publication Draft (2018), St Albans City and District Council is considering the adoption of Community Infrastructure Levy (CIL) by Spring 2020. It is anticipated that any contributions could be sought via Section 106 Agreement for this development as CIL has not yet been adopted.

Sustainable Transport - In the absence of CIL, if the application is granted planning permission it will be subject to HCC S106 transport contributions. In accordance with the HCC Planning Obligations Guidance (2021), second strand sustainable transport contributions are sought for residential developments on a unit rate basis of £6,826 per dwelling. This is to mitigate adverse pressures generated by the proposed development (as set out in the trip impact section above) to the future operation and safety of the local highway, footway, cycleway and public transport networks. The mitigation will also focus on enhancing and encouraging active travel and public transport use by improving facilities, walking and cycling environments, and improving the safety of trips. The total S106 sustainable transport contribution sought is £1,023,900 [Note this figure is subject to indexation SPONS January 2019]. Relevant schemes under these second strand contributions can be discussed once the reasons for recommending refusal within this response have been addressed.

#### Conclusion

In summary, HCC as the highway authority recommend refusal of the planning application, subject to receipt of additional details as identified herein

**Signed**

Chris Carr

21 October 2022



Mark Youngman  
Development Management Group Manager  
Hertfordshire County Council  
Postal Point CH0242  
County Hall  
Pegs Lane  
Hertford  
SG13 8DE

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

### **Director of Planning**

St Albans City & District Council  
St Peters Street  
St Albans  
Hertfordshire  
AL1 3JE

District ref: 5/2022/1988  
HCC ref: SA/13584/2022  
HCC received: 9 January 2023  
Area manager: Rosemary Chatindo  
Case officer: Chris Carr

### **Location**

LAND TO THE REAR OF 42-100 TOLLGATE ROAD & 42 TOLLGATE ROAD COLNEY HEATH ST ALBANS

### **Application type**

Outline

### **Proposal**

AMENDED PROPOSAL

Outline application (access sought) - Demolition of existing house and stables and the construction of up to 150 dwellings including affordable and custom-build dwellings together with all ancillary works

### **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 recommends that permission be refused for the following reasons:

- An updated site access plan showing pedestrian crossing facilities at the site access.
- A plan showing the location of proposed mitigation measures.
- A Stage 1 Road Safety Audit for the proposed site access (with crossing facilities).

### **Proposal Description**

The proposed development would comprise up to 150 residential dwellings in a range of sizes, types, and tenures, including 35% (up to 53) affordable dwellings and 6.5% (up to 10) self-build and custom build plots. This would also include provision of green space along the north-western and south-eastern boundaries and an area of public open space in the south-west part of the site.

### **Site Description**

The site comprises 7.62ha of land located south of the existing residential area Colney Heath, southeast of North Orbital A414 and west of A1(M). The site is bounded by existing residential

dwellings and Tollgate Road to the north, the River Colne to the south. The site is bounded by farmland to the east and west.

### **History**

A review of the Council's online record of planning applications has identified no significant planning applications of relevance to this application.

The site was submitted as part of the call for sites in the emerging local plan, site reference CH-37-21.

The LHA provided initial comments on this application on 21st October 2022 and requested the applicant provide further information. In response to this request, the applicant submitted a Technical note and also an updated Transport Assessment and Travel Plan. These documents have been reviewed and the LHA are satisfied that outstanding concerns have been addressed.

### **Analysis**

The following documentation has been submitted in support of this application:

- Technical Note – Highway Response (November 2022)
- Transport Assessment (TA), 11th November 2022
- Framework Residential Travel Plan (TP), 11th November 2022
- Design and Access Statement (DAS)
- Proposed Access Layout
- Planning Statement
- Proposed Masterplan
- Proposed Heads of Terms for Section 106 Agreement

### **Policy Review**

A review of the following policy documents has been undertaken as part of the Transport Assessment in support of this outline planning application:

- The National Planning Policy Framework (NPPF) (2021)
- Hertfordshire County Council Local Transport Plan 4 (LTP4) (2018)
- St Albans City and District Council Local Plan Review (2020-2038)

The LHA requested that further assessment and evidence would be required as part of the site selection process for the emerging Local Plan. The applicant has responded that recently published local development timetable assumes Reg 18 in July 2023 and submission for examination by December 2024 and therefore, given the timescales involved, it is clear that the application would need to be determined outside the local plan process.

The LHA also requested that further review of the St Albans City and District Cycling Map (2019), the emerging Local Cycling and Walking Infrastructure Plan (being developed with HCC), Cycle Infrastructure Design – Local Transport Note 1/20 (2020) and Inclusive Mobility (2021) was required, to ensure adequate inclusive accessibility to local facilities including public transport, shops and schools by active travel modes, in accordance with the Government's Gear Change policy agenda and the requirements of the Disability Discrimination Act (2005). The updated TA now includes reference to these documents in relation to the site and this is therefore acceptable.

### **Review of Transport Assessment (TA)**

#### **Accessibility and Inclusive Mobility**

## **Walking and cycling**

Table 3.1 in the TA identifies a number of local facilities within approximately a 15-minute walking distance of the proposed development. It was requested in the LHA response (21st October 2022) that an audit would be required demonstrating the suitability of existing footways, crossings and cycle routes on routes to local schools and facilities. The audit must consider and assessment of the likely proposed development trips and necessary mitigation must be proposed.

The applicant has undertaken a walking and cycling route audit, provided at Appendix 16 of the updated TA, and suggested potential improvements/mitigation on routes leading to local schools and facilities. The walking audit highlights the requirements for pedestrian crossing facilities at the site access to the northern footway on Tollgate Road, refreshing zebra crossing markings at the southern end of the High Street and the provision of tactile paving at Park Lane.

The cycle route audit has identified that the underpass at the A1(M) would benefit from lighting and cosmetic improvements to make it more attractive to cyclists.

Pedestrian and cycle access will be via the proposed vehicular access arrangement. The vehicular access will provide cyclists with access to Tollgate Road and 2m footways will be provided on both sides of the access and connect to the existing southern Tollgate Road footway.

## **Public Transport**

The nearest bus stops are located to the southeast of the proposed site access on Tollgate Road (Fellows Lane). These bus stops are accessible via the footway provision on either side of Tollgate Road. The bus stops are located within an approximate 400m (4-minute short walk) from the centre of the site.

Bus stops are also located on Hall Gardens within approximately 390m (5-minute walk) of the site and provided access to bus service 200. Bus stops located on Roestock Lane are within approximately 480m of the site and provide access to the 305 service that runs between Sandridge and Potters Bar.

Existing bus services are demonstrated to be accessible to most passengers from the proposed development site. The LHA requested an audit of the suitability of the existing bus stop facilities and infrastructure identified within the TA. The result of the audit suggests that improvements should be made to bus stop kerbing at the westbound bus stop, bus stop kerbing and bus cage for the at the eastbound bus stop and also an improved shelter and raised kerb at Roestock Lane eastbound bus stop.

The development provides the opportunity to improve the existing bus services via planning obligations towards sustainable transport improvements. The contribution towards sustainable transport improvements will be in accordance with Hertfordshire County Councils Planning Obligations Guidance – Toolkit for Hertfordshire – January 2008.

The nearest train station is Welham Green circa 3.7km distance from the proposed development and accessible via Tollgate Road / Dixons Hill Road, approximately a 48-minute walk or 20-minute cycle. The station and all trains serving it are currently operated by Govia Thameslink Railway. The station provides services between Welwyn Garden City and Moorgate, London.

The suggested mitigation measures as a result of the pedestrian, cyclist and public transport audits are considered acceptable. Plans of the proposed mitigation measures must be provided.

## **Road Safety**

A review has been undertaken of road traffic collision data involving personal injury that have

occurred on the road network in the vicinity of the site over a five-year period. Collision data has been obtained from HCC Highway Authority for the period 11th May 2017 to 11th May 2022. This shows that within the study area a total of 12 injury collisions were recorded, three of which were serious, and the rest were slight.

There were 8 total incidences recorded on the Dixons Hill Road / Swanland Road junction, of which 7 were slight and 2 were serious. The proposed development would likely result in minimal additional traffic at this junction. The existing operation of this junction will be discussed with HCC Highway Authority to establish if it is an identified collision reduction site and if there are any mitigation measures proposed.

A Stage 1 Road Safety Audit (RSA) of the proposed access arrangement and Designer's Response has been undertaken and is recorded in the submitted Transport Assessment. The audit identifies problems for pedestrian users on Fellowes Lane due to the proposed vehicle access arrangement. As a result of initial comments from LHA, the design teams response has been updated. As part of the detailed design, pedestrian intervisibility will be checked and appropriate splays ensured. If needed, measures to prevent inappropriate parking on the grasscrete will be provided.

The LHA requested that any outstanding safety concerns from the RSA must be addressed. The TA has now been updated and all the RSA recommendations have now been accepted by the applicant and the outstanding concerns would be addressed at detailed design stage. This is considered acceptable.

### **Vehicle Access**

It is proposed that the development is served by a single access via Tollgate Road at the northwest corner of the site.

The access requires the demolition of property No. 42 Tollgate Road to form a priority junction on the southern side of Tollgate Road. The access has been provided with a 6m carriageway width and 2m footways on both sides that tie into the existing footway provision on the southern side of Tollgate Road. The kerb radii are provided at 6m to accommodate the swept path of the largest design vehicle (refuse collection vehicle).

The site access is located opposite the junction with Fellowes Lane. It is proposed that both the site access and the Fellowes Lane junction are traffic calmed by the provision of a raised table. In addition, a new section of footway is proposed on the north side of Tollgate Road to the west of the junction with Fellowes Lane. This would provide a continuous east / west footway provision on the northern side of Tollgate Road adjacent to the site access.

Drawing JNY11289-RPS-0100-001 Rev A shows that the proposed access would provide a visibility splay of 2.4m x 43m in both directions. This section of Tollgate Road is currently subject to a 30mph speed limit. An Automated Traffic Count (ATC) including vehicle speeds has been undertaken on the Tollgate Road in the vicinity of the proposed access arrangement. The 7-day average total flow 85th percentile speed is 37.2 mph. The results of the ATC are appended to the Transport Assessment and have been used to aid the design of the site access arrangement.

Raised junctions are usually preferable to a series of speed tables on bus routes. However, consultation with the local bus operators should inform the design of the necessary works on Tollgate Road, including the accessibility and facilities at the nearest bus stops. The applicant has confirmed that local bus operators have been contacted for comment. The submitted technical note from the applicant states that it should be noted that the bus route already has raised zebra crossing and speed cushions along the High Street so the installation of an appropriately designed raised table

junction is unlikely to be an issue for bus operators. Details of the outcome of these discussions must be provided at detailed design stage.

The LHA requested that the applicant demonstrates that the proposed site access junction has been designed in accordance with Roads in Hertfordshire Highway Design Guide, including providing visibility as laid out in Manual for Streets and TD42.

The updated TA states that Roads in Hertfordshire (RiH) requires 4.5m x 43m visibility splays for a local distributor access. The applicant notes that RiH was last updated prior to the issue of Manual for Streets 2 (MfS2). The TA considers that the assessment of Tollgate Road is within the remit of MfS2 and notes that MfS2 clarifies that longer X distances increase the risk of collisions.

The updated TA states that RiH recommends that crossroads on higher class roads (A or B class) may need to be signalised, but on lower class roads create more permeable and legible street networks for pedestrians and cyclists. The applicant considers that the pedestrian and cycle benefits of the layout outweigh any potential risks with the crossroad junction form. This is compliant with the LTP4 (i.e. promoting sustainable travel over car based).

Any works within the highway boundary (including alterations to the footway) will need to be secured and approved via a s278 Agreement with HCC.

### **Parking**

The TA details that vehicle and cycle parking provision on site will accord with the standards contained within St Albans City and District Council – Revised Parking Policies and Standards January 2002. It is proposed that each dwelling that has a designated parking space will be provided with an electric vehicle charging point. HCC would request that the applicant does not over provide parking to ensure a commitment to sustainable travel.

Further details and plans clearly showing the location of vehicle and cycle parking would be required at detailed design stage. Swept path analysis for a large car would also be required.

### **Servicing, Refuse and Emergency Access**

The applicant has provided swept path analysis for a 11.6m long refuse vehicle, which shows the vehicle entering and exiting the site at the proposed site access in forward gear. This is acceptable, however further swept path analysis will be required at detailed design stage showing a refuse vehicle manoeuvring around the internal roads of the proposed development which must include turning areas.

The applicant should refer to the St Albans City and District Council 'Refuse Collection and Recycling Requirements for New Developments and Change of Use' document (updated April 2018).

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### **Trip Generation**

Trip generation has been calculated for people trips using the TRICS database (version 7.9.1), within those calculations vehicle trips have also been identified. The TRICS parameters applied are acceptable. The following total vehicle trips are identified for the development proposal:

- AM Peak (08:00-09:00): 20 arrivals, 46 departures resulting in 66 two-way movements



- PM Peak (17:00-18:00): 44 arrivals, 26 departures resulting in 70 two-way movements
- Daily (07:00-19:00): 318 arrivals, 331 departures resulting in 649 two-way movements

The applicant has derived mode shares for the proposed development from 2011 Journey to Work Census data for the St Albans 015MSOA in Table 5.1 of the Framework Residential Travel Plan. This methodology is acceptable and shows the majority of trips (72%) would be undertaken by privately owned vehicles.

The updated TA now includes the mode share (taken from the Travel Plan) and this has been applied to the TRICS data within the Transport Assessment to show predicted trip generation by mode. The following sustainable trips are identified for the development proposal:

- Pedestrians: AM Peak 27 trips, PM Peak 16 trips
- Cyclists: AM Peak 4 trips, PM Peak 4 trips
- Public Transport: AM Peak 2 trips, PM Peak 2 trips

### **Trip Distribution**

The distribution of residential trips has been reviewed based on the 2011 Census database, which provides details of where residents within St Albans MSOA area 015 currently work. This provides an indication of distribution for the primary trip purpose.

As requested by the LHA, the updated TA now considers the distribution of trips based on the National Travel Survey data. The TA considers that the majority of pedestrian trips will head west toward the facilities such as the local shop and school. The public transport users will be expected to walk to the nearest bus stops outside the site. For cyclists, there are a number of different destinations in the area so the trips could be distributed over a number of routes. These routes are identified within the walking and cycling audits and the mitigation proposed is considered acceptable.

### **Highway Impact**

The scope of the TA was agreed with HCC following pre-application discussions. The trip generation and distribution methodology above has been used to predict the future travel demands of the proposed development site and the likely impact on the local highway network.

As part of the TA scoping HCC agreed the following study area:

- A414 North Orbital / High Street – signalised junction;
- High Street, Roestock Lane, Tollgate Road, Courses Road – roundabout junction;
- Tollgate Road / Fellowes Lane – priority junction;
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Traffic surveys were undertaken at the above junctions on behalf of RPS by 360 TSL on Tuesday 29th March 2022. The turning count data was collected in 15-minute intervals for the morning and afternoon weekday peak periods (07:00-10:00 and 16:00-19:00).

The traffic survey identified the following peak hours:

- The morning peak hour 08:00-09:00; and
- The evening peak hour 17:00-18:00.

An Automated Traffic Count (ATC) including vehicle speeds has been undertaken on the Tollgate Road in the vicinity of the proposed access arrangement. The results of the ATC have been used to aid the design of the site access arrangement.

The results of the traffic survey indicate that Tollgate Road is relatively lightly trafficked in the

morning and evening peak hours. Tollgate Road is a 2-lane single carriageway and has a design capacity in the peak direction of approximately 850 vehicles per hour. The peak directional flow is westbound in the morning peak hour of 391 vehicle movements. Tollgate Road is currently operating at around 46 percent of its peak hour lane capacity, which means that free flow conditions will be normal.

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The impact of the development traffic on Tollgate Road and on-street parking has been modelled using Junctions 10. Junctions 10 provides the ability to simulate situations where traffic in one direction gives way to traffic from the other direction. The simulation provides the delay in seconds and a vehicle queue length for the vehicles travelling north and southbound on Tollgate Road. Comparisons between the 2027 Base and 2027 Base and Proposed delay and queue lengths, indicate that overall, the proposed development will have minimal impact on the operation of Tollgate Road in the morning and evening peak periods. The traffic flows and geometries have been checked and a suitably robust capacity assessment has been undertaken, no capacity mitigation is assessed to be necessary at this location. On-street parking will remain a cause of local congestion, delay, and safety concern on Tollgate Road.

S106 can be used to develop a residential parking scheme to address these concerns on Tollgate Road.

### **Travel Plan**

A Framework Residential Travel Plan (TP) has been submitted as part of the planning application. The Travel Plan includes the contact details for the Travel Plan Coordinator (TPC) as well as secondary contact details for the interim TPC.

The TP includes a good set of objectives, a starting point for targets and a good set of measures.

As per HCC Travel Plan Guidance, residential travel pack contributions should be provided for residents. This is usually in the form of Transport or retail vouchers to encourage active and sustainable travel (£50 per flat, £100 per house).

A Statement from the developers to show that they are committed to implementing the travel plan is included.

Details on number of vehicle and cycle parking spaces will need to be updated in the Travel Plan at detailed design stage.

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### **Construction**

HCC would require a full Construction Traffic Management Plan to ensure construction vehicles would not have a detrimental impact on the highway network. A condition would be required to provide adequate parking for construction vehicles on-site to prevent on-street conflict and impacts to the highway safety.

A Construction Traffic Management Plan would be required for all phases of construction. Measures would also be required to protect users of the local road network from hazards arising from undue damage caused by large numbers of HGVs associated with the construction of the development.

### **Planning Obligations and Agreements**

All offsite works are to be delivered via a Section 278 agreement. It should be noted that all offsite works are fundamental to make the proposal acceptable in transport terms. All offsite works must be provided by the applicant prior to first occupation in order to mitigate the impact of the proposed development. The offsite works include:

- Pedestrian crossing facilities at the site entrance;
- Refresh of zebra crossing markings at southern end of High Street;
- Tactile paving at Park Lane;
- Lighting and cosmetic improvements to the A1(M) underpass;
- Raised kerb (if possible) for westbound bus stop;
- Raised kerb (if possible) and bus cage for eastbound bus stop; and
- Improved shelter and raised kerb at Roestock Lane eastbound bus stop.

In the absence of CIL, sustainable transport contributions are sought. The Hertfordshire County Council 4th Local Transport Plan (LTP4)<sup>1</sup> has developed strategies and plans for the county and the towns and areas within it which identifies the sustainable transport and accessibility measures for which contributions would be sought.

For new residential developments, a contribution of £6,826 per dwelling is required. Therefore based on the proposed development of 150 dwellings the total developer contribution to active travel would be £1,023,900.

### **Conclusion**

In summary, HCC as the highway authority recommend refusal of the planning application, subject to receipt of additional details as identified herein

### **Signed**

Chris Carr

26 January 2023



Mark Youngman  
Development Management Group Manager  
Hertfordshire County Council  
Postal Point CH0242  
County Hall  
Pegs Lane  
Hertford  
SG13 8DE

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

### **Director of Planning**

St Albans City & District Council  
St Peters Street  
St Albans  
Hertfordshire  
AL1 3JE

District ref: 5/2022/1988  
HCC ref: SA/13584/2022  
HCC received: 19 April 2023  
Area manager: Rosemary Chatindo  
Case officer: Chris Carr

### **Location**

LAND TO THE REAR OF 42-100 TOLLGATE ROAD & 42 TOLLGATE ROAD COLNEY HEATH ST ALBANS

### **Application type**

Outline

### **Proposal**

AMENDED PROPOSAL

Outline application (access sought) - Demolition of existing house and stables and the construction of up to 150 dwellings including affordable and custom-build dwellings together with all ancillary works

### **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 recommends that permission be refused for the following reasons:

- HCC requests in reflection of the cycling audit provided, routes identified as not being safe for users of all abilities removed from the cycling accessibility analysis and also to consider the St Albans Cycle Route Map (2019) and routes identified there as safe/not safe included/excluded. Following this review, the accessibility should be re-assessed (with all users in mind) and confirmation whether the site can offer a suitable cycling alternative to the private car; and

- HCC requests the applicant engages with public transport providers to identify whether additional bus services can be implemented or existing services extended to meet with the increase in public transport demand resulting from this development and to demonstrate a meaningful shift away from the private car can be achieved

### **Comments / Analysis**

#### **Description of Proposal**

The proposed development would comprise up to 150 residential dwellings in a range of sizes, types, and tenures, including 35% (up to 53) affordable dwellings and 6.5% (up to 10) self-build and custom

build plots. This would also include provision of green space along the north-western and south-eastern boundaries and an area of public open space in the south-west part of the site.

### **Existing Site Description**

The site comprises 7.62ha of land located south of the existing residential area Colney Heath, southeast of North Orbital A414 and west of A1(M). The site is bounded by existing residential dwellings and Tollgate Road to the north, the River Colne to the south. The site is bounded by farmland to the east and west.

### **History**

A review of the Council's online record of planning applications has identified no significant planning applications of relevance to this application.

The site was submitted as part of the call for sites in the emerging local plan, site reference CH-37-21.

The LHA provided comments on this application on 21st October 2022 and 9th January 2023 requesting the applicant provide further information. In response to this request, the applicant submitted two Technical note's and also an updated Transport Assessment and Travel Plan. These documents have been reviewed and the LHA are satisfied that outstanding concerns have been addressed.

### **Analysis**

The following documentation has been submitted in support of this application:

- Technical Note – Highways Response 2 (February 2023)
- Technical Note – Highway Response (November 2022)
- Transport Assessment (TA), 11th November 2022
- Framework Residential Travel Plan (TP), 11th November 2022
- Design and Access Statement (DAS)
- Proposed Access Layout
- Planning Statement
- Proposed Masterplan
- Proposed Heads of Terms for Section 106 Agreement

### **Policy Review**

A review of the following policy documents has been undertaken as part of the Transport Assessment in support of this outline planning application:

- The National Planning Policy Framework (NPPF) (2021)
- Hertfordshire County Council Local Transport Plan 4 (LTP4) (2018)
- St Albans City and District Council Local Plan Review (2020-2038)

The LHA requested that further assessment and evidence would be required as part of the site selection process for the emerging Local Plan. The applicant has responded that recently published local development timetable assumes Reg 18 in July 2023 and submission for examination by December 2024 and therefore, given the timescales involved, it is clear that the application would need to be determined outside the local plan process.

The LHA also requested that further review of the St Albans City and District Cycling Map (2019), the emerging Local Cycling and Walking Infrastructure Plan (being developed with HCC), Cycle Infrastructure Design – Local Transport Note 1/20 (2020) and Inclusive Mobility (2021) was required, to ensure adequate inclusive accessibility to local facilities including public transport, shops and

schools by active travel modes, in accordance with the Government's Gear Change policy agenda and the requirements of the Disability Discrimination Act (2005). The updated TA now includes reference to these documents in relation to the site and this is therefore acceptable.

## **Review of Transport Assessment (TA)**

### **Accessibility and Inclusive Mobility**

#### **Walking and cycling**

Table 3.1 in the TA identifies a number of local facilities within approximately a 15-minute walking distance of the proposed development. It was requested in the LHA response (21st October 2022) that an audit would be required demonstrating the suitability of existing footways, crossings and cycle routes on routes to local schools and facilities. The audit must consider and assessment of the likely proposed development trips and necessary mitigation must be proposed.

The applicant has undertaken a walking and cycling route audit, provided at Appendix 16 of the updated TA, and suggested potential improvements/mitigation on routes leading to local schools and facilities. The walking audit highlights the requirements for pedestrian crossing facilities at the site access to the northern footway on Tollgate Road, refreshing zebra crossing markings at the southern end of the High Street and the provision of tactile paving at Park Lane.

Drawing JNY11289-RPS-0100-001- Rev B shows the provision of pedestrian crossing facilities with tactile paving at the proposed site access.

The cycle route audit has identified that the underpass at the A1(M) would benefit from lighting and cosmetic improvements to make it more attractive to cyclists.

Pedestrian and cycle access will be via the proposed vehicular access arrangement. The vehicular access will provide cyclists with access to Tollgate Road and 2m footways will be provided on both sides of the access and connect to the existing southern Tollgate Road footway.

As to wider cycling accessibility, it is noted in the analysis that certain routes, such as Coursers Road are used and this helps improve the accessibility where routes should not be promoted as they are not necessarily safe for riders. It is requested by HCC the analysis reflects the audit provided, with routes identified as not being safe for users of all abilities removed and also the review should reflect the routes identified within the St Albans Cycle Route Map (2019). Following this review, the accessibility should be re-assessed (with all users in mind) and confirmation whether the site can offer a suitable cycling alternative to the private car.

### **Public Transport**

The nearest bus stops are located to the southeast of the proposed site access on Tollgate Road (Fellows Lane). These bus stops are accessible via the footway provision on either side of Tollgate Road. The bus stops are located within an approximate 400m (4-minute short walk) from the centre of the site.

Bus stops are also located on Hall Gardens within approximately 390m (5-minute walk) of the site and provided access to bus service 200. Bus stops located on Roestock Lane are within approximately 480m of the site and provide access to the 305 service that runs between Sandridge and Potters Bar.

Existing bus services are demonstrated to be accessible to most passengers from the proposed development site. The LHA requested an audit of the suitability of the existing bus stop facilities and infrastructure identified within the TA. The result of the audit suggests that improvements should be made to bus stop kerbing at the westbound bus stop, bus stop kerbing and bus cage for the at the

eastbound bus stop and also an improved shelter and raised kerb at Roestock Lane eastbound bus stop.

The nearest train station is Welham Green circa 3.7km distance from the proposed development and accessible via Tollgate Road / Dixons Hill Road, approximately a 48-minute walk or 20-minute cycle. The station and all trains serving it are currently operated by Govia Thameslink Railway. The station provides services between Welwyn Garden City and Moorgate, London.

The suggested mitigation measures as a result of the pedestrian, cyclist and public transport audits are considered acceptable. Drawing JNY11289-00 shows the location of offsite mitigation measures.

As for sustainable access via public transport, the current level of public transport provision does not provide an option to residents for commuting to wider locations without the need for using a car, as there is not a high level of provision particularly in the morning and evening peak periods. HCC requests the applicant engages with public transport providers to identify whether additional bus services can be implemented or existing services extended to meet with the increase in public transport demand in this area.

### **Road Safety**

A review has been undertaken of road traffic collision data involving personal injury that have occurred on the road network in the vicinity of the site over a five-year period. Collision data has been obtained from HCC Highway Authority for the period 11th May 2017 to 11th May 2022. This shows that within the study area a total of 12 injury collisions were recorded, three of which were serious, and the rest were slight.

There were 8 total incidences recorded on the Dixons Hill Road / Swanland Road junction, of which 7 were slight and 2 were serious. The proposed development would likely result in minimal additional traffic at this junction. The existing operation of this junction will be discussed with HCC Highway Authority to establish if it is an identified collision reduction site and if there are any mitigation measures proposed.

A Stage 1 Road Safety Audit (RSA) of the proposed access arrangement and Designer's Response has been undertaken and is recorded in the submitted Transport Assessment. The audit identifies problems for pedestrian users on Fellowes Lane due to the proposed vehicle access arrangement. As a result of initial comments from LHA, the design teams response has been updated. As part of the detailed design, pedestrian intervisibility will be checked and appropriate splays ensured. If needed, measures to prevent inappropriate parking on the grasscrete will be provided.

The LHA requested that any outstanding safety concerns from the RSA must be addressed. The TA has now been updated and all the RSA recommendations have now been accepted by the applicant and the outstanding concerns would be addressed at detailed design stage. This is considered acceptable.

Furthermore, the applicant has confirmed in the second submitted Highways Technical Note (February 2023) that the Audit team have confirmed that the addition of the proposed crossing location at the site access makes no change to the recommendations of the previous RSA1.

### **Vehicle Access**

It is proposed that the development is served by a single access via Tollgate Road at the northwest corner of the site.



The access requires the demolition of property No. 42 Tollgate Road to form a priority junction on the southern side of Tollgate Road. The access has been provided with a 6m carriageway width and 2m footways on both sides that tie into the existing footway provision on the southern side of Tollgate Road. The kerb radii are provided at 6m to accommodate the swept path of the largest design vehicle (refuse collection vehicle).

The site access is located opposite the junction with Fellowes Lane. It is proposed that both the site access and the Fellowes Lane junction are traffic calmed by the provision of a raised table. In addition, a new section of footway is proposed on the north side of Tollgate Road to the west of the junction with Fellowes Lane. This would provide a continuous east / west footway provision on the northern side of Tollgate Road adjacent to the site access.

Drawing JNY11289-RPS-0100-001 Rev A shows that the proposed access would provide a visibility splay of 2.4m x 43m in both directions. This section of Tollgate Road is currently subject to a 30mph speed limit. An Automated Traffic Count (ATC) including vehicle speeds has been undertaken on the Tollgate Road in the vicinity of the proposed access arrangement. The 7-day average total flow 85th percentile speed is 37.2 mph. The results of the ATC are appended to the Transport Assessment and have been used to aid the design of the site access arrangement.

Raised junctions are usually preferable to a series of speed tables on bus routes. However, consultation with the local bus operators should inform the design of the necessary works on Tollgate Road, including the accessibility and facilities at the nearest bus stops. The applicant has confirmed that local bus operators have been contacted for comment. The submitted technical note from the applicant states that it should be noted that the bus route already has raised zebra crossing and speed cushions along the High Street so the installation of an appropriately designed raised table junction is unlikely to be an issue for bus operators. Details of the outcome of these discussions must be provided at detailed design stage.

The LHA requested that the applicant demonstrates that the proposed site access junction has been designed in accordance with Roads in Hertfordshire Highway Design Guide, including providing visibility as laid out in Manual for Streets and TD42.

The updated TA states that Roads in Hertfordshire (RiH) requires 4.5m x 43m visibility splays for a local distributor access. The applicant notes that RiH was last updated prior to the issue of Manual for Streets 2 (MfS2). The TA considers that the assessment of Tollgate Road is within the remit of MfS2 and notes that MfS2 clarifies that longer X distances increase the risk of collisions.

The updated TA states that RiH recommends that crossroads on higher class roads (A or B class) may need to be signalised, but on lower class roads create more permeable and legible street networks for pedestrians and cyclists. The applicant considers that the pedestrian and cycle benefits of the layout outweigh any potential risks with the crossroad junction form. This is compliant with the LTP4 (i.e. promoting sustainable travel over car based).

Any works within the highway boundary (including alterations to the footway) will need to be secured and approved via a s278 Agreement with HCC.

### **Parking**

The TA details that vehicle and cycle parking provision on site will accord with the standards contained within St Albans City and District Council – Revised Parking Policies and Standards January 2002. It is proposed that each dwelling that has a designated parking space will be provided with an electric vehicle charging point. HCC would request that the applicant does not over provide parking to ensure a commitment to sustainable travel.

Further details and plans clearly showing the location of vehicle and cycle parking would be required at detailed design stage. Swept path analysis for a large car would also be required.

### **Servicing, Refuse and Emergency Access**

The applicant has provided swept path analysis for a 11.6m long refuse vehicle, which shows the vehicle entering and exiting the site at the proposed site access in forward gear. This is acceptable, however further swept path analysis will be required at detailed design stage showing a refuse vehicle manoeuvring around the internal roads of the proposed development which must include turning areas.

The applicant should refer to the St Albans City and District Council 'Refuse Collection and Recycling Requirements for New Developments and Change of Use' document (updated April 2018).

The applicant has provided swept path analysis for an 8.68m long fire appliance vehicle, which shows the vehicle entering and exiting the site at the proposed site access in forward gear. This is acceptable, however further swept path analysis will be required at detailed design stage demonstrating access for a pumping appliance within 45m of all dwellings and manoeuvring around the internal roads of the proposed development which must include turning areas.

### **Trip Generation**

Trip generation has been calculated for people trips using the TRICS database (version 7.9.1), within those calculations vehicle trips have also been identified. The TRICS parameters applied are acceptable. The following total vehicle trips are identified for the development proposal:

- AM Peak (08:00-09:00): 20 arrivals, 46 departures resulting in 66 two-way movements
- PM Peak (17:00-18:00): 44 arrivals, 26 departures resulting in 70 two-way movements
- Daily (07:00-19:00): 318 arrivals, 331 departures resulting in 649 two-way movements

The applicant has derived mode shares for the proposed development from 2011 Journey to Work Census data for the St Albans 015MSOA in Table 5.1 of the Framework Residential Travel Plan. This methodology is acceptable and shows the majority of trips (72%) would be undertaken by privately owned vehicles.

The updated TA now includes the mode share (taken from the Travel Plan) and this has been applied to the TRICS data within the Transport Assessment to show predicted trip generation by mode. The following sustainable trips are identified for the development proposal:

- Pedestrians: AM Peak 27 trips, PM Peak 16 trips
- Cyclists: AM Peak 4 trips, PM Peak 4 trips
- Public Transport: AM Peak 2 trips, PM Peak 2 trips

### **Trip Distribution**

The distribution of residential trips has been reviewed based on the 2011 Census database, which provides details of where residents within St Albans MSOA area 015 currently work. This provides an indication of distribution for the primary trip purpose.

As requested by the LHA, the updated TA now considers the distribution of trips based on the National Travel Survey data. The TA considers that the majority of pedestrian trips will head west toward the facilities such as the local shop and school. The public transport users will be expected to walk to the nearest bus stops outside the site. For cyclists, there are a number of different destinations in the area so the trips could be distributed over a number of routes. These routes are identified within the walking and cycling audits and the mitigation proposed is considered acceptable.

## Highway Impact

The scope of the TA was agreed with HCC following pre-application discussions. The trip generation and distribution methodology above has been used to predict the future travel demands of the proposed development site and the likely impact on the local highway network.

As part of the TA scoping HCC agreed the following study area:

- A414 North Orbital / High Street – signalised junction;
- High Street, Roestock Lane, Tollgate Road, Courses Road – roundabout junction;
- Tollgate Road / Fellowes Lane – priority junction;
- Dixons Hill Road / Swanland Road – priority junction; and
- A1000 Great North Road / Dixons Hill Road – roundabout junction.

Traffic surveys were undertaken at the above junctions on behalf of RPS by 360 TSL on Tuesday 29th March 2022. The turning count data was collected in 15-minute intervals for the morning and afternoon weekday peak periods (07:00-10:00 and 16:00-19:00).

The traffic survey identified the following peak hours:

- The morning peak hour 08:00-09:00; and
- The evening peak hour 17:00-18:00.

An Automated Traffic Count (ATC) including vehicle speeds has been undertaken on the Tollgate Road in the vicinity of the proposed access arrangement. The results of the ATC have been used to aid the design of the site access arrangement.

The results of the traffic survey indicate that Tollgate Road is relatively lightly trafficked in the morning and evening peak hours. Tollgate Road is a 2-lane single carriageway and has a design capacity in the peak direction of approximately 850 vehicles per hour. The peak directional flow is westbound in the morning peak hour of 391 vehicle movements. Tollgate Road is currently operating at around 46 percent of its peak hour lane capacity, which means that free flow conditions will be normal.

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At the A414 North Orbital / High Street – signalised junction, comparisons between the 2027 Base and 2027 Base + Proposed degree of saturation (DoS) and mean maximum queue lengths (MMQ), indicate that overall, the proposed development will have minimal impact during the morning and

evening peak periods. The traffic flows and geometries have been checked and a suitably robust assessment has been undertaken, no capacity mitigation is assessed to be necessary at this location.

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A travel plan review should occur annually. The TPC should produce a review report which is to be submitted to HCC within three months of traffic count or travel survey completion.

The management arrangement of the TP post 5 years monitoring with HCC should be outlined in the TP.

An evaluation and support fee is required to be paid to HCC (£1,200 per annum for 5 years) to support Travel Plan monitoring and review and would be secured via a Section 106 Agreement. The TP should be drawn up in accordance with the County Council's document 'Hertfordshire's Travel Plan Guidance for Business and Residential Development' as set out at:  
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A Construction Traffic Management Plan would be required for all phases of construction. Measures would also be required to protect users of the local road network from hazards arising from undue damage caused by large numbers of HGVs associated with the construction of the development.

### **Planning Obligations and Agreements**

All offsite works are to be delivered via a Section 278 agreement. It should be noted that all offsite works are fundamental to make the proposal acceptable in transport terms. All offsite works must be provided by the applicant prior to first occupation in order to mitigate the impact of the proposed development. The offsite works include:

- Pedestrian crossing facilities at the site entrance;
- Refresh of zebra crossing markings at southern end of High Street;
- Tactile paving at Park Lane;
- Lighting and cosmetic improvements to the A1(M) underpass;
- Raised kerb (if possible) for westbound bus stop;
- Raised kerb (if possible) and bus cage for eastbound bus stop; and
- Improved shelter and raised kerb at Roestock Lane eastbound bus stop.

In the absence of CIL, sustainable transport contributions are sought. The Hertfordshire County Council 4th Local Transport Plan (LTP4)<sup>1</sup> has developed strategies and plans for the county and the towns and areas within it which identifies the sustainable transport and accessibility measures for which contributions would be sought.

For new residential developments, a contribution of £6,826 per dwelling is required. Therefore, based on the proposed development of 150 dwellings the total developer contribution to active travel would be £1,023,900.

The Highway Authority will distribute the contributions to the associated schemes to mitigate the impact of the development, typically through schemes identified in HCC's Local Transport Plan (LTP) and its supporting documents, South Central Hertfordshire Growth & Transport Plan. HCC could seek contributions via Section 106 agreement to improve public transport provision along Tollgate Road, for the residents both at the proposed development and for existing residential areas to help promote non-car based journeys to wider areas.

Sustainable transport contributions can be used for, but not limited to, packages including:

- PK30 A414 Highways Improvements (South of St Albans) - To enhance the function of the A414 as a strategic east to west route in south central Hertfordshire through capacity and reliability upgrades. This package includes safety and capacity improvements at A414 Colney Heath Longabout.

A Full Travel Plan will be required to be in place from first occupation until 5 years post full occupation. A £1,200 per annum (index linked RPI May 2014) Evaluation and Support Fee must be secured by Section 106 agreement Under the Town & Country Planning Act 1990 in accordance with Hertfordshire County Council's Travel Plan Guidance.

### **Conclusion**

The Highway Authority have reviewed the development proposals and wishes to raise an objection in relation to the wider sustainability and public transport access for the site

**Signed**

Chris Carr

5 May 2023