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

### Director of Planning

Three Rivers District Council  
Three Rivers House  
Northway  
Rickmansworth  
Hertfordshire  
WD3 1RL

District ref: 25/1020/OUT  
HCC ref: TR/25536/2025  
HCC received: 13 January 2026  
Area manager: Alan Story  
Case officer: Graham Burrell

### Location

Land East Of Oxhey Lane, Oxhey Lane, Carpenders Park

### Application type

Outline

### Proposal

AMENDED PROPOSAL

Outline planning application for up to 256 homes (C3 use class) (including affordable and self/custom build housing), housing with care (C2 use class), a children's home (for looked after children) (C2 use class) together with associated access (including off-site highway works), parking, open space and landscaping (appearance, layout, landscaping and scale as reserved matters)

### 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 reason:

### REASON

The application is considered contrary to Policy 5(f) of HCC's Local Transport Plan 2018 which states that HCC as HA will "Only consider new accesses onto primary and main distributor roads where special circumstances can be demonstrated in favour of the proposals".

Should the LPA be minded to grant planning permission, the following conditions, informatives and planning obligation should be secure against that approval.

## CONDITIONS

1) Prior to the first occupation of the development hereby permitted the accesses shall be completed and thereafter retained as indicated on drawing numbers ITL200107-GA-007 revision B and ITL200107-GA-002 revision E, in accordance with details/specifications to be submitted to and approved in writing by the Local Planning Authority in consultation with the highway authority.

Reason: To ensure satisfactory access into the site in accordance with Policy 5 of Hertfordshire's Local Transport Plan (adopted 2018).

2) Surface Water: Prior to the first use of the development hereby permitted, arrangement shall be made for surface water from the proposed development to be intercepted and disposed of separately so that it does not discharge onto the highway carriageway.

Reason: To avoid the carriage of extraneous material or surface water from or onto the highway in accordance with Policy 5 of Hertfordshire's Local Transport Plan (adopted 2018).

### 3) Highway Improvements

#### Offsite (Design Approval) – Part A

Notwithstanding the details indicated on the submitted drawings, no on-site works above slab level shall commence until a detailed scheme for the offsite highway improvement works as indicated on drawing numbers and descriptives set out below have been submitted to and approved in writing by the Local Planning Authority.

Accessibility improvements as indicated in the applicant's Walking and Cycling Appraisal Improvements drawing supplied within the applicant's "Sustainable Transport Improvements" note dated 7 November 2025 and replicated in Figure 1 of the applicant's Summary of Sustainable Transport Improvements document (January 2026) comprising of:

- (i) Widening to 2.0 metres and repaving of eastern footway.
- (ii) Repaving of footway on south side of Carpenters Avenue.
- (iii) Provision of tactile paving and any necessary amendments to dropped kerbs at locations.

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

#### Highway Improvements – Offsite (Implementation / Construction) – Part B

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

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

4) No development shall commence until full details (in the form of scaled plans and / or written specifications) have been submitted to and approved in writing by the Local Planning Authority to illustrate the following:

- i) Roads, footways.
- ii) Cycleways.
- iii) Foul and surface water drainage.

- iv) Visibility splays
- v) Access arrangements
- vi) Parking provision in accordance with adopted standard.
- vii) Loading areas.
- viii) Turning areas.

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

#### 5) Cycle Parking

Prior to the first commencement of the development hereby permitted, a scheme for the parking of cycles including details of the design, level and siting shall be submitted to and approved in writing by the Local Planning Authority. The approved scheme shall be fully implemented before the development is first occupied, or brought into use, and thereafter retained for this purpose.

Reason: To ensure the provision of cycle parking that meets the needs of occupiers of the proposed development and in the interests of encouraging the use of sustainable modes of transport in accordance with Policies 1, 5 and 8 of Hertfordshire's Local Transport Plan (adopted 2018).

#### 6) Construction Management Plan

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

- a. Construction vehicle numbers, type, routing;
- b. Access arrangements to the site;
- c. Traffic management requirements
- d. Construction and storage compounds (including areas designated for car parking, loading/unloading and turning areas);
- e. Siting and details of wheel washing facilities;
- f. Cleaning of site entrances, site tracks and the adjacent public highway;
- g. Timing of construction activities (including delivery times and removal of waste) and to avoid school pick up/drop off times;
- h. Provision of sufficient on-site parking prior to commencement of construction activities;
- i. Post construction restoration/reinstatement of the working areas and temporary access to the public highway;
- j. where works cannot be contained wholly within the site a plan should be submitted showing the site layout on the highway including extent of hoarding, pedestrian routes and remaining road width for vehicle movements;
- k. Phasing Plan.

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

#### 7) Travel Plan - Residential

At least 3 months prior to the first occupation of the approved development a detailed Residential Travel Plan for the site shall be submitted to and approved in writing by the Local Planning Authority in consultation with the Highways Authority. The approved Travel Plan shall be implemented in accordance with the timetable and target contained therein and shall continue to be implemented as long as any part of the development is occupied subject to approved modifications agreed by the Local Planning Authority in consultation with the Highway Authority as part of the annual review.

Reason: To ensure that sustainable travel options associated with the development are promoted and maximised to be in accordance with Policies 3, 5, 7, 8, 9 and 10 of Hertfordshire's Local Transport Plan (adopted 2018).

#### 8) Travel Plan – Care home

At least 3 months prior to the first occupation/use of the approved development a detailed Travel Plan for the care home shall be submitted to and approved in writing by the Local Planning Authority in consultation with the Highways Authority. The approved Travel Plan shall be implemented in accordance with the timetable and target contained therein and shall continue to be implemented as long as any part of the development is occupied subject to approved modifications agreed by the Local Planning Authority in consultation with the Highway Authority as part of the annual review.

Reason: To ensure that sustainable travel options associated with the development are promoted and maximised to be in accordance with Policies 3, 5, 7, 8, 9 and 10 of Hertfordshire's Local Transport Plan (adopted 2018).

#### 9) Gradient. The gradient of the new access road shall not be steeper than 1 in 20.

Reason: In order to protect highway safety and the amenity of other users of the public highway and rights of way in accordance and to ensure accessibility of the site in accordance with policies 5 and 6 of Hertfordshire's Local Transport (adopted 2018)

#### 10) Visibility splays

Prior to the first occupation of the development hereby permitted visibility splays shall be provided in full accordance with the details indicated on the approved drawing number ITL200107-GA-002 Rev E. The splays shall thereafter be retained at all times free from any obstruction between 600mm and 2m above the level of the adjacent highway carriageway.

Reason: To ensure that the level of visibility for pedestrians, cyclists and vehicles is satisfactory in the interests of highway safety in accordance with Policy 5 of Hertfordshire's Local Transport Plan (adopted 2018).

### INFORMATIVES

HCC as Highway Authority recommends inclusion of the following Advisory Notes (AN) / highway informatives to ensure that any works are carried out in accordance with the provisions of the Highway Act 1980:

AN1) Extent of Highway: Information on obtaining the extent of public highway around the site can be obtained from the HCC website:

[www.hertfordshire.gov.uk/services/highways-roads-and-pavements/changes-to-your-road/extent-of-highways.aspx](http://www.hertfordshire.gov.uk/services/highways-roads-and-pavements/changes-to-your-road/extent-of-highways.aspx)

AN2) Storage of materials: The applicant is advised that the storage of materials associated with the construction of this development should be provided within the site on land which is not public highway, and the use of such areas must not interfere with the public highway. If this is not possible, authorisation should be sought from the Highway Authority before construction works commence.

Further information is available via the County Council website at:

<https://www.hertfordshire.gov.uk/services/highways-roads-and-pavements/business-and-developer-information/business-licences/business-licences.aspx> or by telephoning 0300 1234047.

AN3) Storage of materials: The applicant is advised that the storage of materials associated with the construction of this development should be provided within the site on land which is not public highway, and the use of such areas must not interfere with the public highway. If this is not possible, authorisation should be sought from the Highway Authority before construction works commence.

Further information is available via the County Council website at:

<https://www.hertfordshire.gov.uk/services/highways-roads-and-pavements/business-and-developer-information/business-licences/business-licences.aspx> or by telephoning 0300 1234047.

AN4) Debris and deposits on the highway: It is an offence under section 148 of the Highways Act 1980 to deposit compost, dung or other material for dressing land, or any rubbish on a made up carriageway, or any or other debris on a highway to the interruption of any highway user. Section 149 of the same Act gives the Highway Authority powers to remove such material at the expense of the party responsible. Therefore, best practical means shall be taken at all times to ensure that all vehicles leaving the site during construction of the development and use thereafter are in a condition such as not to emit dust or deposit mud, slurry or other debris on the highway.

Further information is available by telephoning 0300 1234047.

AN5) Avoidance of surface water discharge onto the highway: The applicant is advised that the Highway Authority has powers under section 163 of the Highways Act 1980, to take appropriate steps where deemed necessary (serving notice to the occupier of premises adjoining a highway) to prevent water from the roof or other part of the premises falling upon persons using the highway, or to prevent so far as is reasonably practicable, surface water from the premises flowing on to, or over the footway of the highway.

AN6) Works within the highway (sections 38 and 278): The applicant is advised that in order to comply with this permission it will be necessary for the developer of the site to enter into an agreement with Hertfordshire County Council as Highway Authority under Sections 38, and 278 of the Highways Act 1980 to ensure the satisfactory completion of the access and associated road improvements including areas of adoption which likely arise in respect to the bell-mouth of the new access road. The construction of such works must be undertaken to the satisfaction and specification of the Highway Authority, and by a contractor who is authorised to work in the public highway. Before works commence the applicant will need to apply to the Highway Authority to obtain their permission and requirements. Further information is available via the County Council website at:

<https://www.hertfordshire.gov.uk/services/highways-roads-and-pavements/business-and-developer-information/development-management/highways-development-management.aspx> or by telephoning 0300 1234047.

AN7) Roads to remain private: The applicant is advised that all new roads associated with this development, will remain unadopted (and shall not be maintained at public expense by the highway authority). At the entrance of the new estate the road name plate should indicate that it is a private road, and the developer should put in place permanent arrangements for long-term maintenance.

AN8) Construction Management Plan (CMP): The purpose of the CMP is to help developers minimise construction impacts and relates to all construction activity both on and off site that impacts on the wider environment. It is intended to be a live document whereby different stages will be completed and submitted for application as the development progresses. A completed and signed CMP must address the way in which any impacts associated with the proposed works, and any cumulative impacts of other nearby construction sites will be mitigated and managed. The level of detail required in a CMP will depend on the scale and nature of development. The CMP would need

to include elements of the Construction Logistics and Community Safety (CLOCS) standards as set out in our Construction Management template, a copy of which is available on the County Council's website at:

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

AN9) Travel Plan (TP): TPs, in accordance with the provisions as laid out in Hertfordshire County Council's Travel Plan Guidance would be required to be in place from the first occupation/use until 5 years post occupation/use. A £1,200 per annum (overall sum of £6000 and index-linked RPI May 2014) Evaluation and Support payment for each travel plan would need to be secured via a Section 106 agreement towards supporting the implementation, processing and monitoring of the full travel plans including any engagement that may be needed. Further information is available via the County Council's website at:

<https://www.hertfordshire.gov.uk/services/highways-roads-and-pavements/business-and-developer-information/development-management/highways-development-management.aspx> or by emailing [travelplans@hertfordshire.gov.uk](mailto:travelplans@hertfordshire.gov.uk)

## COMMENTS

HCC provided detailed comments on 6 August and 1 October 2025.

HCC highway comments dated 1 October 2025 noted that some issues raised in its 6 August 2025 comments had been satisfactorily addressed. These included issues related to trip impact, trees and gradient of the internal access road in its approach to Oxhey Lane as noted below.

### **Trip generation, distribution and assignment**

In respect to revisions to the applicant's analysis, HCC comments dated 1 October 2025 noted that "The results of the modelling show that all arms operate within capacity – well below a "Degree of Saturation" of 90%. The results of the modelling were considered acceptable.

### **Trees**

HCC comments dated 1 October 2025 noted the views of the tree consultant (reported in the applicant's response document) that the tree consultants had "reviewed the site access against the access design and identified the footway would lead to 2.22% incursion into the RPA. This is a small incursion which could be mitigated through appropriate construction methods."

This satisfactorily addressed the query raised by HCC highways.

### **Gradient of the internal access road**

HCC comments dated 1 October 2025 noted that the applicant's Response document states that: "the initial 15m of the access road has been designed with a 4% gradient in line with Design Manual for Roads and Bridges (DMRB)" and "The remainder of the access could be designed at a gradient of 6% in accordance with DMRB or 5% in accordance with HCC design guidance."

This confirmed that an HCC condition for maximum gradient of 1 in 20 can be applied to the proposed main access road into the development.

## OUTSTANDING ISSUES

Outstanding issues identified in HCC's highway comments dated 1 October 2025 included agreement of a bus service provision as a necessary "Strand 1" planning obligation, an HCC review

of the submitted road safety audit and designer's response, and agreement of necessary "Strand 1" planning obligations from the walking and cycling audit.

A new document has now been submitted by the applicant. This is entitled "Summary of Sustainable Transport Improvements Ref: PH/RW/ITL200107-010 TN" and is dated 13 January 2026.

### **Bus service provision**

The applicant's transport assessment sought to present the site as having excellent public transport connectivity. HCC comments dated 6 August 2025 challenged this view stating that "Carpenders Park railway station is about 1km from the site. It also noted that "the nearest bus stop is circa 700m." HCC's Place and Movement Planning and Design Guidance 2024 (P&MPDG) states an expectation that all occupied parts of development should be within 400m walking distance of a bus stop or transport hub by public walking route".

Discussions between the applicant and HCC have concluded that the following financial provision, based on a possible "328A" bus service provision will be as follows:

- Year 1 - £153,389.67
- Year 2 - £153,389.67
- Year 3 - £153,389.67
- Year 4 - £76,694.84
- Year 5 - £76,694.84

This results in a total of £613,558.69 over a five-year period. These payments will be index-linked from the date of the provision of the estimate (December 2025) against the Confederation of Passenger Transport's (CPT) Cost Monitoring report in respect to overall costs for buses per km. for English shires. These contributions will need to be secured by way of a Section 106 agreement.

An additional requirement is the need to secure a bus stop in the vicinity of the site in Oxhey Lane, noting that it is not intended for a bus to enter the site. The usual preference for this would be to secure the provision of a bus stop as a planning condition. Noting however that the direction of the new bus service is yet to be finally decided it is accepted that a financial contribution would be the best approach to securing this bus stop. The agreed Strand 1 financial contribution for this bus stop is as follows:

Kassel Kerbing	£8k
Shelter	£15k
RTI Screen	£15k

Total £38,000 to be index-linked by SPONs to the date of the estimate (December, 2025). This contribution will need to be secured by way of a Section 106 agreement.

### **Accessibility Improvements**

The applicant carried out a walking and cycling audit along three routes. Measures to address deficiencies identified by the audit have been identified and presented in the applicant's Walking and Cycling Appraisal Improvements drawing ITL200107 supplied within the applicant's "Sustainable Transport Improvements" note dated 7 November 2025.

The recommended improvements are accepted and should be secured by way of the recommended condition above.

Previous HCC highway comments referenced existing bus stops at "By The Wood". It is noted that, subject to the obligations identified in these comments, works at these bus stops would not be considered necessary for the development.

### **Safety audit**

The applicant arranged for an independent road safety audit to be carried out on their access proposals. The road safety audit and designer's response have been reviewed by HCC's road safety team.

Ten "problems" were identified in the road safety audit. The HCC review of the road safety audit accepted the designer's response for all ten "problems" identified. The issue of inter-visibility at the main access junction was also reviewed and the designer's response was considered acceptable. The review also added an additional two areas of concern. It is noted that many of these issues will be a matter of further scrutiny at detailed design stage which will be the subject of a further (Stage 2) road safety audit and designer's response. In respect to the second issue identified by HCC's safety team the applicant notes (in their 13 January 2026 Summary of Sustainable Transport Improvements document that "This Problem is noted. However, the vehicle tracking is of simultaneous refuse vehicles which is an unlikely event. However, the kerbline within the site can be amended at detailed design stage to accommodate swept path".

## **OTHER MATTERS**

### **Travel Plan**

A framework travel plan was provided with the application. As noted in HCC comments dated 6 August 2025 the framework travel plan was not considered acceptable. Separate travel plans will be required for the residential and care home uses. A Section 106 planning agreement is required to ensure the submission of acceptable travel plans and to provide necessary support and evaluation contributions.

HCC will seek Support and Evaluation payment of £6,000 index linked by RPI to May 2014 for both travel plans, i.e. a total index linked figure of £12,000.

### **Rights of Way**

Any comments on rights of way issues will be provided separately by the HCC Rights of Way team.

### **Section 106 agreement**

HCC seeks the following to be secured by way of a Section 106 agreement.

#### **(i) Travel Plan**

Two support and evaluation payments of £6,000 index linked by RPI to May 2014 are sought for the two travel plans required for the proposed development, i.e. a total index linked figure of £12,000.

#### **(ii) Bus service improvements**

A total of £613,558.69 is sought over a five-year period as detailed above to provide a bus service to access the site. These payments will be index-linked from the date of the provision of the estimate (December 2025) against the Confederation of Passenger Transport's (CPT) Cost Monitoring report in respect to overall costs for buses per km. for English shires.

#### **(iii) Bus stop**

A total £38,000 is sought for a new bus stop in the vicinity of the site to be index-linked by SPONs to the date of the estimate (December, 2025).

**Access**

HCC comments dated 6 August 2025 noted that Policy 5(f) of HCC's Local Transport Plan 2018 states that HCC as HA will "Only consider new accesses onto primary and main distributor roads where special circumstances can be demonstrated in favour of the proposals". In this respect the proposal was considered by HCC's Strategic Transport Infrastructure Board (STIB) on 5 March 2025. The view of STIB was that on the basis that this site does not have Local Plan designation it should not be deemed to have special circumstances at the current time.

HCC comments dated 6 August 2025 stated an objection to the application as it was considered contrary to Policy 5(f) of HCC's Local Transport Plan, 2018. This objection remains.

**Conclusion**

As noted above HCC maintains its objection to the application based on policy 5(f) of its Local Transport Plan, 2018. Should the LPA be minded to approve the application, recommended planning conditions, informatives and Section 106 provisions are provided above.

**Signed**

Graham Burrell

3 February 2026