

<b>Committee date</b>	Wednesday, 6 November 2019
<b>Application reference</b>	19/00507/FULM - 94-98 St Albans Road and 114 St Albans Road
<b>Site address</b>	
<b>Proposal</b>	Hybrid planning application: comprising detailed planning application for the demolition of existing buildings and erection of 1,214 residential units (Use Class C3) and 2,050sqm GEA of flexible commercial floorspace (Class A1, A2, A3, A4, A5, B1, D1, D2), a new energy centre (sui generis) and associated car and cycle parking, landscaping including a new square and highway works including alterations to the existing access road. Outline planning application (all matters reserved except access) for the erection of a 2 form entry primary school and nursery (Use Class D1) of up to 2,910sqm GEA of floorspace, associated car parking and landscaping.
<b>Applicant</b>	Berkeley Homes (North East London) Ltd and HSBC Bank Pension Trust (UK) Limited
<b>Agent</b>	Jones Lang LaSalle
<b>Type of Application</b>	Hybrid planning application
<b>Reason for committee Item</b>	Major development
<b>Target decision date</b>	30 November 2019 (extension of time agreed with the applicant)
<b>Statutory publicity</b>	Public advertisement and site notices
<b>Case officer</b>	Paul Baxter, paul.baxter@watford.gov.uk
<b>Ward</b>	Callowland

## 1. Recommendation

That planning permission be granted as set out in Section 8 of this report.

## 2. Site and surroundings

- 2.1 The site is located on the eastern side of St Albans Road immediately to the north of the main railway line and comprises a retail park with 2 retail warehouse buildings, occupied by The Range, TK Maxx and Office World, and a car wash associated with the Esso petrol station on the St Albans Road frontage. The site is accessed solely from Penn Road which bisects the site running from west to east. A large proportion of the site is occupied by surface level car parking serving the retail warehouses.

- 2.2 The site is rectangular in shape and has an area of 2.56 hectares. It is bordered along its western boundary by St Albans Road which rises to the south as it passes over the railway line. St Albans Road (A412) is a major distributor road into Watford from the north and carries high traffic flows throughout the day. On the opposite side of St Albans Road is the Bedford Street 'triangle' site, part of which is currently under development to provide 149 dwellings in 4 buildings up to 11 storeys in height. To the south and east the site is bordered by land owned by Network Rail used as surface level car parking serving Watford Junction Station, situated a short distance to the south-east. Adjoining the site to the north is the Hille Business Centre comprising various commercial and industrial buildings.
- 2.3 The area surrounding the site is very varied. To the south beyond the railway line is the Clarendon Road/Station Road employment area which comprises the borough's main office zone. To the south-west, north-west and north are the residential areas of Nascot and Callowland wards respectively, characterised by 2 storey Victorian and Edwardian housing. St Albans Road to the north comprises the designated North Watford Shopping Centre, a district centre within the borough's retail hierarchy, extending up to Balmoral Road. To the east, the Abbey Line railway track is sited close to the site boundary and beyond this are railway sidings forming a minerals railhead serving a concrete batching plant (operated by London Concrete). Beyond the Network Rail land is the Imperial Way/Colonial Way employment area which is characterised by a variety of commercial and industrial uses.
- 2.4 The site is not located within a conservation area, however, the Bedford Street 'triangle' site to the west and the residential area to the south-west fall within the Nascot Conservation Area. The site contains no listed or locally listed buildings although there is a listed building on the opposite side of St Albans Road to the west (the Grade II listed Old Station House, the original Watford Station building) within the Bedford Street 'triangle' site. A number of locally listed buildings are sited close to the west and north of the site.

### **3. Summary of the proposal**

#### **3.1 Proposal**

This is a hybrid planning application, comprising a detailed planning application for the demolition of existing buildings and erection of 1,214 residential units (Use Class C3) and 2,050sqm GEA of flexible commercial floorspace (Class A1, A2, A3, A4, A5, B1, D1, D2), a new energy centre (sui generis) and associated car and cycle parking, landscaping including a new public square and highway works including alterations to the existing Penn Road and the junction with St Albans Road. Outline planning application (all

matters reserved except access) is sought only for the erection of a 2 form entry primary school and nursery (Use Class D1) of up to 2,910sqm GEA of floorspace, associated car parking and landscaping, located in the northern part of the site.

3.2 The applicants' vision for the site is *"...to create a community in Watford with the highest quality public realm and architecture, where people will be proud to live, work and play, acting as the catalyst to unlock the wider regeneration of Watford Junction."*

3.3 The proposal involves the following:

- Demolition of the existing retail warehouses, car wash buildings and associated parking and hardstanding;
- Eleven buildings (N1, N2, N3, N4, S1, S2, S3, S4, S5, S6 and the primary school);
- Building heights range between 8 and 28 storeys;
- Provision of 1,214 (Class C3) residential homes;
- Provision of 1,848sq.m (GIA) (Class A1, A2, A3, A4, A5, B1, D1, D2) flexible commercial floorspace;
- Provision of a 2-form entry primary school (420 pupils) and nursery (52 children), of up to 2,567sq.m (GIA) (Class D1);
- Provision of 317sq.m (GIA) Energy Centre (Sui Generis);
- 203 car parking spaces within two podiums;
- 1,366 cycle parking spaces.

3.4 Penn Road is to be retained and upgraded to adoptable standards and will form the only vehicular access to the site, with the existing junction with St Albans Road to be modified and improved. This road bisects the site in two, forming the southern and northern parts of the site.

3.5 The southern part of the site will contain 6 buildings (S1-S6) ranging in height from 9-28 storeys. Each of the buildings comprises a main tower element and a lower shoulder element. The buildings are arranged as 3 pairs across the site with a north-south alignment with the tower elements sited along the northern (Penn Road) and southern boundaries. Buildings S1 and S2 will front St Albans Road. Between the 2 shoulder elements of these buildings will be a pedestrian access to the site leading to The Mews public space. Buildings S3 and S6 will be located in the centre of the site (with the space between buildings S1 and S2 forming The Mews) and buildings S4 and S5 located towards the eastern boundary. Between buildings S3-S6 will be a high level resident landscaped podium serving the 4 buildings, below which will be 2 levels of car parking and ground level servicing.

- 3.6 The tallest building is S4, located at the eastern end of Penn Road, at 28 storeys. The height of the buildings step down towards St Albans Road with S3 at 20 storeys and S2 at the junction with St Albans Road at 17 storeys. The buildings sited along the southern boundary follow a similar pattern with S5, located at the south-eastern corner, at 22 storeys with S6 at 14 storeys and S1 adjacent to St Albans Road at 13 storeys. Buildings S1-S6 will provide 900 dwellings for private sale. Virtually all of the site car parking will be provided underneath the podium, with access from Penn Road.
- 3.7 The Energy Centre will be located below buildings S1 and S6 adjacent to the southern boundary, utilising the change in land levels at this point.
- 3.8 The northern part of the site will contain 5 buildings, residential buildings N1-N4 and the primary school. Buildings N1-N4 vary in height from 8-22 storeys with the primary school at 4 storeys. Building N1 is located on the northern side of the St Albans Road/Penn Road junction and is 9 storeys. The central part of the site is occupied by the primary school, located along the northern boundary, and to the north of building N2 which is at 8 storeys. These 2 buildings are linked by a first floor level podium which provides outdoor playspace for the school. Below the podium is a small amount of car parking for the school and building N2. Buildings N3 and N4 are located along the eastern boundary, with N3 located towards the north-eastern corner at a height of 14 storeys and N4 located south of this building at the eastern end of Penn Road at 22 storeys (opposite the tallest building S4). Buildings N1-N4 will provide 314 dwellings of which 107 will be affordable (buildings N1 and N3) and 207 for private sale (buildings N2 and N4).
- 3.9 In front of N2 facing Penn Road is a public open space, Penn Square, which will provide the main community amenity space for the site with commercial units at ground floor fronting this space. Pedestrian access to the school will be between buildings N1 and N2. Between the school and building N3 is a further open space, the Northern Mews, which will serve both the school and residents of the development.
- 3.10 **Conclusion**  
The proposal is a high density, residential-led, mixed-use development on previously developed land in a highly sustainable location close to Watford Junction Station and a range of local services in the North Watford Shopping Centre. The proposal accords with the policy objectives of the NPPF to meet the housing needs of the Borough; to encourage the effective use of previously developed land; to promote mixed use development; and to make the fullest possible use of public transport, walking and cycling by focusing

significant development in locations which are or can be made sustainable. Furthermore, the scheme accords with the vision and objectives of the Watford Junction Special Policy Area to provide major regeneration of land to the north of the station and will form the first phase of redevelopment that will form the catalyst for the development of the adjoining land within the special policy area.

- 3.11 The proposal will provide substantial planning benefits including, but not limited to, significant regeneration of the site and the provision of 1,214 dwellings towards meeting identified housing need. The proposed development will improve the townscape and environment of the application site through replacing utilitarian retail warehouse buildings and extensive surface car parking with a grouping of buildings of high quality design and well-landscaped public and private open space with new pedestrian linkages. The extensive landscaping would also provide enhancements to biodiversity on site. The buildings will provide greater definition to the streetscape on St Albans Road due to the strong and defined edges of the development.
- 3.12 The design of the buildings are of high quality with a richness of materials and detailing necessary to make high density development successful and sustainable. The proposal will be transformational for the town, being of a scale, density and quality not seen before and will make a permanent and significant change to the skyline of Watford. Although the development exceeds the parameters anticipated by the emerging Watford Junction Draft Development Brief, this has been achieved through the high quality of design embedded in all aspects of the scheme and through a thorough and robust design process. This has also resulted in very limited adverse impacts arising from the proposal.
- 3.13 The proposal would cause no substantial harm to the significance of listed buildings, conservation areas or locally listed buildings in the surrounding areas, however, it would cause less than substantial harm to the nearby Nascot and Estcourt conservation areas by appearing visually prominent in certain views out of the conservation areas along streets, or by appearing above the roof tops of houses. However, in these cases, the significance of the conservation areas is not in their views or setting but in their dense, urban form and their historic growth around the station. In applying paragraph 134 of the NPPF, it is considered that the less than substantial harm to the heritage asset is outweighed by the social, environmental and economic benefits of the regeneration scheme in terms of providing significant new housing and affordable housing; townscape improvements; new public realm with enhanced pedestrian links; enhancements to the biodiversity of the site;

provision of jobs; and investment that would act as a catalyst for further regeneration in the area.

- 3.14 The Council's housing allocations currently do not provide a five year supply of housing land based on the standardised methodology in the NPPF, therefore the relevant policies for the supply of housing should not be considered up-to-date. Accordingly, as stated in the NPPF (paragraph 11), where the policies which are most important for determining the application are out-of-date (this includes situations where the local planning authority cannot demonstrate a five-year supply of deliverable housing sites), planning permission should be granted unless adverse impacts of doing so would 'significantly and demonstrably' outweigh the benefits when assessed against the policies of the Framework taken as a whole. Significant weight therefore needs to be placed on the contribution of the proposal to meeting housing need in undertaking this balancing exercise.
- 3.15 Paragraph 10 of the NPPF highlights that at the heart of the NPPF is a presumption in favour of sustainable development as defined by the 3 interdependent objectives – economic, social and environmental. The proposed development would have considerable economic, social and environmental benefits and constitutes sustainable development. The Environmental Statement submitted with the application assesses the environmental impacts of the proposal and appropriate mitigation measures can be put in place through conditions and s106 obligations to ensure that residual effects are minimal. No significant adverse impacts have been identified which officers consider would outweigh these benefits or justify refusal when considered against the correct balancing exercise in the NPPF. Accordingly, it is recommended that the application should be approved.

#### **4. Relevant policies**

Members should refer to the background papers attached to the agenda. These highlight the policy framework under which this application is determined. Specific policy considerations with regard to this particular application are detailed in section 6 below.

#### **5. Relevant site history/background information**

- 5.1 Planning permission for the erection of the northern warehouse (currently TK Maxx and Office World) was granted in 1981 (ref: 81/00206/FUL), originally as a DIY store. It was sub-divided into two retail warehousing units in February 1996 (ref: 95/00441/FUL) and there have been applications to relax planning conditions to allow unrestricted retail use. A lawful development certificate

confirming unrestricted retail within Class A1 was approved on 23 December 2010 (ref: 10/01100/LDC).

- 5.2 The change of use of a section of the car park to car wash and valeting was approved on 4 March 2010 (ref: 09/01010/COU).
- 5.3 Outline permission for the southern retail warehouse was allowed on appeal in April 1995 (ref: 93/00413/OUT) with reserved matters approval in June 1996 (ref: 96/00441/REM). Applications for a two storey side extension and internal mezzanine floorspace have been approved, but not implemented (refs: 10/01212/FUL and 15/00051/FULM).
- 5.4 An application for an additional Class A1 retail unit on the site was granted permission on 25 July 2014 (14/00569/FUL), however this permission has not been implemented.
- 5.5 Various other minor applications have been granted in relation to the buildings on the site.

## **6. Main considerations**

- 6.1 The application is accompanied by an Environmental Statement prepared under the Town and Country Planning (Environmental Impact Assessment) Regulations 2017 (EIA Regulations). The proposed development falls under Schedule 2, Category 10(b) of the EIA Regulations being an urban development project which includes more than 150 dwellings. Schedule 3 of the EIA Regulations sets out the criteria for determining whether a Schedule 2 development is EIA development. The applicant did not request a formal Screening Opinion from the Council, with both the applicant and the Council of the opinion that the proposed development was EIA development and therefore an Environmental Impact Assessment was required.
- 6.2 The applicant requested a Scoping Opinion on 09 August 2018 to seek the Council's opinion on the scope of the significant effects to be assessed in the Environmental Statement. The Council issued a Scoping Opinion on 26 October 2018. A further Scoping letter was issued by the Applicant on 23 November 2018, noting that some of the parameters in respect of unit numbers and maximum buildings heights had been updated. It was concluded that there would be no change to the scope of the ES as a result of these changes. The Council issued an updated Scoping Opinion on 7 December 2018.
- 6.3 The main issues to be considered in the determination of this application are:

- (a) Principle of development
- (b) Housing mix and affordable housing
- (c) Socio-economic effects
- (d) Heritage, townscape and visual impact assessment
- (e) Layout and design
- (f) Standard of residential accommodation
- (g) Energy & sustainability
- (h) Open space, landscaping and biodiversity
- (i) Air quality
- (j) Noise & vibration
- (k) Microclimate - wind
- (l) Impact on neighbouring properties
- (m) Highways, parking provision and sustainable transport
- (n) Flood risk and sustainable drainage
- (o) Land contamination
- (p) Archaeology

#### 6.4 (a) Principle of development

Policy SS1 of the Watford Local Plan Core Strategy 2006-31 seeks to deliver a minimum of 6,500 additional homes and 7,000 additional jobs between 2006 and 2031, along with other supporting services and facilities. The additional development will be focused in the designated Special Policy Areas which have good access to public transport and local facilities, and are most able to accommodate development without serious harm to character or amenity. The policy states that most development will be focused on previously developed land. Special Policy Areas have been identified for key parts of the borough with more location specific policies, either because of planned regeneration or other issues to be addressed such as the need for physical enhancement and environmental improvement. Much of the new development will be focused on those Special Policy Areas identified as most suitable for high density development, in order to help protect the residential character of the rest of the borough.

- 6.5 The site is located within Special Policy Area 2: Watford Junction which incorporates a significant area of operational railway land and other adjoining commercial land to the north of Watford Junction Station. Policy SPA2 states as its objective “...to create and deliver a sustainable transport hub to meet the travelling needs of the borough the council will support a major mixed use regeneration scheme providing new residential (1,500 units), social, commercial and retail, café and leisure facilities providing in the order of 1,350 to 2,350 new jobs, enhanced rail infrastructure and other supporting facilities.



*The scheme will have at least two key activity nodes; for example one focussed on the enhanced station provision and the other extending and reinforcing the role of the existing district centre.”*

6.6 Across the whole of the Special Policy Area (SPA) the development scheme should include a number of land uses and infrastructure items.

- New station interchange building and access bridge;
- Improvements to the existing station, including accommodating the Croxley Rail Link and Abbey Line improvements;
- Car parking and other transport / access improvements;
- Residential – approximately 1,500 units;
- Offices;
- An appropriate scale of retail (see retail criteria below), café and restaurant floor space;
- Hotel and conference facilities;
- Commercial leisure facilities;
- Social facilities such as general practitioner and adult care services;
- Primary school provision (either on the site or in the vicinity of the site) to support the new population introduced into the area;
- Other commercial uses that are considered suitable for an enhanced district centre and that do not unduly impact on the town centre;
- Communal or district heating systems with the potential to expand the system into adjoining areas; and
- Open space and links to nearby green infrastructure.

6.7 A masterplanning study was undertaken for the SPA in 2016 (Watford Junction Draft Development Brief) which developed further the vision and aspirations of the SPA and which was subject to public consultation in the autumn of 2016. This document did not proceed to adoption and an amended document is currently being prepared, so can be given only very limited weight. However, it sets out the Council’s vision for the SPA as a thriving town centre mixed-use neighbourhood comprising up to 2,777 dwellings, 73,000sqm employment floorspace, 6,000sqm retail floorspace, 2 primary schools, community uses and up to 3,770 car parking spaces (to serve Watford Junction Station and the proposed new development).

6.8 Within the masterplan, the application site is identified as the St Albans Quarter with the following identified for this area:

- Primarily residential development with supporting retail and community uses;
- A primary school will be provided to support the residents of the area;

- Safeguard through route via Penn Road;
- Development could include one taller building of up to 70 metres;
- Building heights should form a gradual transition from the tallest elements in the south, to the low scale development along St Albans Road and to the north;
- Create a multi-purpose public green open space;
- Pedestrian and vehicular routes should be aligned to safeguard potential future connections.

- 6.9 The indicative parameters given are buildings varying in height from 3-20 storeys, residential provision of 634 units, active ground floor uses of 1,694sqm GEA and a primary school of 3,000sqm GEA.
- 6.10 The application proposal accords with a number of the aspirations for the wider SPA, however, as the application site comprises only a part of the SPA and does not include any operational railway land, it does not include any railway infrastructure. The proposal has been informed by the general parameters set for the St Albans Quarter, noting that these are not prescriptive and can only be given limited weight. The proposed development comprises a high density, residential led, mixed-use scheme with small scale commercial and community uses designed to complement and support but not compete with the adjacent North Watford Shopping Area. It provides 1,214 dwellings with 2,050sqm GEA of commercial/community space and a two form entry (2FE) primary school with nursery (2,910sqm GEA), together with a range of public spaces to serve the community. Penn Road is also retained and safeguarded as a through route to the adjoining railway land to the east and further pedestrian links are possible along the eastern and southern boundaries. A temporary landscaped area is proposed at the eastern end of Penn Road.
- 6.11 The scale of buildings and number of dwellings is significantly greater than envisaged in the masterplan for this part of the SPA but it is important to acknowledge that the Core Strategy policies and National Planning Policy Framework (NPPF) seek to encourage the delivery of high density housing in sustainable and accessible locations. Neither Policy SPA2 nor the emerging masterplan seek to restrict housing provision. The proposal accords with the policy objectives of the NPPF to meet the housing needs of the Borough; to encourage the effective use of previously developed land; to promote mixed use development; and to make the fullest possible use of public transport, walking and cycling by focusing significant development in locations which are or can be made sustainable.

- 6.12 Furthermore, up to date evidence on housing land supply for the borough suggests that the housing targets set out in Policies SS1 and HS1 of the Core Strategy (a minimum total target of 6,500 homes from 2006 to 2031, at an average delivery rate of 260 dwellings per annum) are inadequate and significantly below current estimates. Based upon the standardised methodology from the revised NPPF (2019), the housing requirement for Watford at present is 798 dwellings per annum using the Government's methodology. The Council has currently committed to the delivery of 3,682 dwellings over the local plan period. As of 31 October 2018, based upon the Government's methodology, the Council had a 4.52-year housing supply and therefore cannot demonstrate the required 5-year housing land supply.
- 6.13 As stated in the NPPF (paragraph 11), where the policies which are most important for determining the application are out-of-date (this includes situations where the local planning authority cannot demonstrate a five-year supply of deliverable housing sites), planning permission should be granted unless adverse impacts of doing so would 'significantly and demonstrably' outweigh the benefits. Significant weight needs to be placed on the contribution of proposals to meeting housing need in undertaking this balancing exercise. In light of this situation and the requirement to achieve the most efficient use of land, it is logical that more efficient use of the Council's allocated sites be promoted to help meet our housing need and that these proposals should be granted unless there are significant adverse consequences.
- 6.14 Policy TLC1 (Retail and Commercial Leisure Development) of the Core Strategy states that the primary shopping area in Watford town centre will remain the main focus for additional retail floor space, however, some of the floor space will be delivered at other SPAs such as Watford Junction – subject to the proposals being of an appropriate scale of development and there being no significant adverse impact on the vitality and viability of the town centre or the North Watford Shopping Centre. The proposed commercial/retail use is small scale and would serve the development and the local community. It is intended that these facilities would complement the facilities in the North Watford Shopping Centre.
- 6.15 The proposal would result in the loss of employment land, albeit not land currently within the Class B use classes. Furthermore, the application site is not allocated for employment use or retail use in the Core Strategy. The policies of the Core Strategy seek to focus retail warehouse uses within the Lower High Street SPA which has better access to the town centre. The loss of the existing retail warehouse use accords with Policy SPA2.

6.16 Taking all of the above into account, it is considered that the proposed development is acceptable in principle. The development will accord with the vision and objectives of the Special Policy Area and provide substantial planning benefits including, but not limited to, significant regeneration of the site and the provision of 1,214 dwellings towards meeting identified housing need.

6.17 (b) Housing mix and affordable housing

Policy HS2 of the Core Strategy states that the Council will seek provision of a mix of housing types, sizes and tenures at a local level to meet the requirements of all sectors of the community. Policy HS3 states that 35% affordable housing will be sought on major applications of 10 residential units and above. The Policy states that the affordable housing provision should consist of 20% social rent, 65% affordable rent, and 15% shared ownership.

6.18 The proposed development would provide 1,214 dwellings, which would make a very substantial contribution towards meeting the housing need in the Borough and is therefore a material consideration that should be afforded considerable weight. The breakdown of dwellings by size and tenure can be summarised as follows:

<b>Residential Unit Size</b>	<b>No. of Social / Affordable Rented Homes</b>	<b>No. of Intermediate Homes</b>	<b>No. of Private Sale Homes</b>	<b>Total No. of Homes</b>
Studio, 1 person	0	0	47	<b>47</b>
1 bedroom, 1 person	0	0	78	<b>78</b>
1 bedroom, 2 person	7	7	409	<b>423</b>
2 bedrooms, 3 person	12	0	127	<b>139</b>
2 bedrooms, 4 person	11	12	356	<b>379</b>
3 bedrooms, 4 person	0	0	20	<b>20</b>
3 bedrooms, 5 person	54	4	70	<b>128</b>
<b>Total</b>	<b>84</b>	<b>23</b>	<b>1,107</b>	<b>1,214</b>

6.19 The proposed housing mix provides a good mix of studio, one, two and three bedroom units with the broad breakdown by number of bedrooms being – studio 3.9%, 1 bedroom 41.2%, 2 bedroom 42.7% and 3 bedroom 12.2%. As such, 54.9% can be considered larger units suitable for families. Furthermore, the 2 bedroom units include 3 and 4 person units and the 3 bedroom units include 4 and 5 person units, further adding to the variety of unit sizes available. This is considered to be a good mix of dwellings in this highly accessible and sustainable location.

6.20 The proposed development includes 107 affordable units, 8.8% of the proposed dwellings and 13% of the proposed habitable rooms, which takes

into account the greater proportion of larger dwellings allocated for affordable housing, as requested by the Housing team. This is a significant shortfall in the affordable housing provision sought by Policy HS3. The Borough has a significant and identified need for affordable housing, as well as housing in general, and the proposed development would fail to make a substantial contribution towards meeting the requirements of the local community for affordable accommodation. The reduced level of affordable housing provision has been justified through the submission of a detailed viability appraisal by the applicants. This in turn has been subject to a detailed and robust viability review by Carter Jonas, consultants acting on behalf of the Council. In their review report they conclude that, having regard to the costs associated with delivering the primary school and the circa. £1,460,000 in section 106 contributions, the development is not capable of providing a greater level of affordable housing in this case.

- 6.21 The affordable housing tenure mix consists of 19.6% social rented, 58.9% affordable rented and 21.5% shared ownership, which generally accords with the tenure mix in Policy HS3.

<b>Residential Unit Size</b>	<b>No. of Social Rented Homes (N1)</b>	<b>No. of Affordable Rented Homes (N3)</b>	<b>No. of Intermediate Homes (N1)</b>
Studio, 1 person	0	0	0
1 bedroom, 1 person	0	0	0
1 bedroom, 2 people	7	0	7
2 bedrooms, 3 people	0	12	0
2 bedrooms, 4 people	10	1	12
3 bedrooms, 4 people	0	0	0
3 bedrooms, 5 people	4	50	4
<b>Total</b>	<b>21</b>	<b>63</b>	<b>23</b>

- 6.22 A proposed phasing programme has been submitted with the application, with each proposed building (with the exception of the primary school) comprising one phase of the development. The delivery of completed buildings is proposed over a period of 10 years from February 2023 through to November 2033. The affordable housing is provided in two of the buildings, N1 and N3, with N1 proposed for completion in January 2027 and N3 in August 2033.

- 6.23 (c) Socio-economic effects

Community infrastructure is generally funded through the Watford Community Infrastructure Levy (CIL), which was adopted in April 2015. Three Major Developed Areas, including the Watford Junction SPA, are excluded

from the CIL charging schedule and attract nil charge. The Regulation 123 list details the types of infrastructure to be funded by CIL rather than through section 106 planning obligations. Primary and secondary school places in SPA2 Watford Junction are excluded from the list of infrastructure to be funded through CIL. The CIL Regulation 123 list states that in the SPA2 Watford Junction policy area, section 106 planning obligations are likely to be sought for, inter alia, a primary school and social facilities such as GP and adult care services. Policy SPA2 also identifies the need for primary school provision and social facilities within the SPA. The proposal includes a 2 form entry (2FE) primary school (420 pupils) with nursery (52 pupils) of 2,910sqm GEA which is to be constructed by and wholly funded by the applicants. At the present time, and based upon the current development phasing programme, it is anticipated the primary school will open in September 2028. The actual timing for the delivery of the school will need to be agreed with Herts County Council and included within the section 106 agreement.

6.24 Chapter 7 (Socio-economics) of the Environmental Statement calculates child yield from the proposed development based upon the Greater London Authority (GLA) methodology. This predicts 198 primary and 200 nursery school age children and 83 secondary school age children. These figures are disputed by Herts. County Council as the Local Education Authority. Based upon their child yield model for Hertfordshire, they consider the development would generate a peak primary pupil yield of 2.04FE. They have, therefore, required that the applicants construct, fit-out and equip a 2FE primary school with nursery as part of the development to meet the needs of the development. Upon practical completion it is intended that the freehold land and building be transferred to the County Council. This has been agreed in principle and can be secured in the section 106 agreement.

6.25 Although the primary school forms the outline element of the application, with the final detailed design to be the subject of a future 'reserved matters' application, nevertheless, detailed design discussions have been continuing with Herts. County Council. The proposed design of the primary school has been based upon the Government's Building Bulletin 103: Area Guidelines for Mainstream Schools (BB103). The proposed school design will have accommodation over 4 levels:

Ground floor level – Nursery and Reception classrooms with dedicated outdoor play space, school offices and main hall.

First floor level – Years 1, 2 and 3 classrooms, staff room, learning resource rooms, DT room, library and podium open play space.

Second floor level – Years 4 and 5 classrooms, large outdoor multi-use games area (MUGA).

Third floor level – Year 6 classrooms and studio.

Roof level – small outdoor MUGA.

- 6.26 Due to the constraints of the site, it has not been possible for the proposed school to fully comply with the BB103 guidelines in respect of outdoor play space. Although the submitted design shows full compliance for the internal classrooms and spaces, there is a shortfall in outdoor play space within the school site. To help compensate for this, some informal outdoor space will also be provided for the use of the school within the wider development, particularly the open space adjacent to the school in the Northern Mews, sited between the school and building N3. This space will be directly accessible from the school building and it is intended that the school will be able to use this open space during school hours. This space will also be available for use by the wider community outside of school hours. It is also proposed that ‘habitat space’ for the use of the school will be provided with the Green Promenade along the eastern and southern boundaries of the site, on a similar basis.
- 6.27 There is no opportunity to provide outdoor playing fields within the application site. The nearest playing fields to the site are at Callowland Recreation Ground, 900m to the north-west along Leavesden Road. These are in the ownership of the Council and it has been agreed in principle that these playing fields can be used by the school under licence. In order to facilitate the use of these playing fields, the existing changing rooms are to be upgraded at a cost of £45,000, with further improvements undertaken to the playing fields (overseeding, spiking and drainage) at a cost of £5,000, both to be paid for by the applicants. The applicants have also agreed to subsidise the use of a mini-bus for the school for a period of 5 years (at a cost of £117,000) to enable children to be transported to and from the playing fields safely and in good time. All of these provisions can be secured by a section 106 agreement.
- 6.28 The County Council has articulated concerns throughout the pre-application and application process regarding the size of the school site (at just under 0.3 hectare) and whether it meets the educational and associated needs of a fully operational primary school, not being fully compliant with BB103 guidelines. However, the County Council has recognised that this is a very constrained site and has worked constructively with the applicants to identify how suitable outdoor spaces might be provided through good design and creative solutions. In these unusual circumstances, the County Council is willing to consider the proposed design solution as an exception to its normal requirements based upon compliance with BB103 and does not wish to object to the proposed school design, subject to the various planning

obligations referred to above being secured. The County Council will be a party to the section 106 agreement and will, therefore, be able to ensure all their requirements concerning the construction, timing and delivery of the school by the applicants are secured. The Council and County Council will continue to work closely together on the issue of school provision in the emerging local plan and development masterplan for the remaining the wider Watford Junction SPA.

- 6.29 In respect of secondary school provision, which cannot be provided on-site, the peak pupil yield calculated by the County Council is 1.53FE. A financial contribution of £721,257 (to be index-linked) has been agreed with Herts. County Council and it is proposed that this could be used towards the remodelling of Watford University Technical College (based on Colonial Way) to provide a year 7 intake. This can also be secured by a section 106 planning obligation.
- 6.30 The Herts Valleys Clinical Commissioning Group (HVCCG) is responsible for the provision of medical and clinical facilities within Watford. They have reviewed the application and have identified a need for additional GP surgery provision to meet the needs of the future population of the development (estimated at 2,914 additional patient registrations). Each of the 4 nearest GP surgeries to the application site are either at capacity or are operating out of sub-standard accommodation for the number of registered patients (Suthergrey House Surgery, The Elms Surgery, Callowland Surgery and Tudor Surgery). The HVCCG has therefore requested a commuted financial payment of £913,311 towards the provision of additional GP facilities. This figure has been disputed by the applicants based upon their lower predicted population yield (and therefore patient registrations) of 2,539 and a reduced floorspace requirement for each GP based upon the average GP to floorspace ratio of the 4 closest surgeries to the site. They have offered a contribution of £281,925. This is approximately one third of the figure requested by the HVCCG, however, having regard to the viability appraisal, this is considered to be an acceptable compromise in this case. This figure can be secured by the section 106 agreement.
- 6.31 The applicants have had informal discussions with one of the local surgeries to explore the possibility of providing additional GP consulting rooms within the development itself, as a satellite to their existing surgery. This could potentially be within the commercial unit in building S6. These discussions are at a very early stage at present but this remains a potential alternative provision to the requested commuted payment and can be included in the section 106 agreement.



- 6.32 The proposal includes 1,848sqm GIA of flexible commercial floor space (Use Classes A1-A4, B1, D1 and D2). This floorspace is provided in 9 units located at ground floor level in 8 different buildings across the site. Whilst many of these are identified for commercial use (those facing Penn Road and Penn Square), the units in building S6 facing the southern section of The Mews and N3 facing the Northern Mews, would be suitable for community uses and have been identified for potential creative/workshop uses. The range of units and flexible uses proposed would facilitate social interaction by providing opportunities for meetings between members of the community who might not otherwise come into contact with each other. These opportunities would be further significantly enhanced by the high quality open spaces provided across the development.
- 6.33 Chapter 8 of the NPPF seeks safe and accessible environments where crime and disorder and the fear of crime do not undermine quality of life or community cohesion; and safe and accessible developments, containing clear and legible pedestrian routes, and high quality public space, which encourage the active and continual use of public areas. As discussed elsewhere in the report, the proposed development would bring significant townscape improvements and would introduce activity and definition to the street frontage thereby reducing the fear of crime for pedestrians. The development includes new pedestrian routes which would be overlooked by habitable windows, ensuring that there would be high levels of natural surveillance. The public spaces would be well landscaped and would be adjoined by active frontages, which ensures that no dead spaces would be created. Hertfordshire Constabulary Crime Prevention Design Service state that their pre-application comments have been incorporated into the scheme and raise no objection to the proposed development.
- 6.34 The Environmental Statement highlights that the proposal would provide economic benefits in terms of temporary construction jobs over the predicted 14 year construction period and additional permanent employment from the various commercial units, the primary school and nursery, and the on-site concierge and management requirements.
- 6.35 (d) Heritage, townscape and visual impact assessment  
A detailed Heritage Townscape Visual Impact Assessment has been undertaken for the proposed development. This considers the likely significant effects on built heritage, townscape and visual receptors and has been presented as a composite assessment in light of the similarity in the type of receptors and the inter-connected nature of the potential effects arising from the development. This has been undertaken following national guidelines for landscape and visual assessment. The assessment includes

visualisations from 9 strategic viewpoints, 5 contained urban views and 15 townscape viewpoints, all of which were agreed with the Council at pre-application stage. A Heritage Statement also forms an appendix to the assessment.

- 6.36 The site is not located within a conservation area and contains no listed or locally listed buildings. However, there are a number of heritage assets in close proximity to the site. These include:
- Nascot Conservation Area sited to the west and south-west on the opposite side of St Albans Road
  - Old Station House Grade II listed building to the west on the opposite side of St Albans Road
  - Locally listed buildings to the west on the opposite side of St Albans Road – 151, St Albans Road (Prince George PH), 153, St Albans Road (Dunnings Bar) and houses on Bedford Street
  - Locally listed buildings to the north – Elim Church, Hille House, Former Wells Brewery at Hille Business Centre and 134, St Albans Road (Former Post Office)
- 6.37 Two other conservation areas (Civic Conservation Area and Estcourt Conservation Area), other listed buildings and numerous locally listed buildings are located within a 1km radius of the site.
- 6.38 The NPPF advises (paragraph 192) that in determining planning applications, local planning authorities should take account of: the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation; the positive contribution that the conservation of heritage assets can make to sustainable communities including their economic vitality; and the desirability of new development making a positive contribution to local character and distinctiveness.
- 6.39 Paragraph 193 of the NPPF states “When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset’s conservation. This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm.” This includes the setting of a heritage asset.
- 6.40 Paragraph 197 refers to non-designated heritage assets (i.e. locally listed buildings) and states “The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-

designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.”

- 6.41 No heritage assets will be lost or altered as a result of the proposed development, therefore only the impact on the settings of these heritage assets needs to be considered. In respect of the significance of the heritage assets listed above, the locally listed buildings are considered of low significance and the Grade II listed buildings and conservation areas of medium significance. None are of high significance (i.e. Grade I and II\* listed buildings).
- 6.42 In accordance with national policy and guidance, the significance of the effect on heritage assets, townscape character and views is dependent on an assessment of the value of the asset/townscape/view and the magnitude of change.
- 6.43 In respect of the listed and locally listed buildings, none are of significance due to their immediate setting. All are seen in their urban context and are of significance for the intrinsic architectural or historic interest. With regard to the Nascot and Estcourt conservation areas, both are of significance as they represent good examples of mid and late Victorian residential development following the opening of the railway station. However, their significance is not in their setting. In both conservation areas, there are important views out of the conservation areas where the development will appear as a strong visual feature. This is in middle or long distance views along certain streets where the development will be seen above the terraced rooftops and closing off open views at the end of the street. These will have a major or moderate adverse effect. However, these views out of the conservation areas do not contribute directly to their significance and they are only the ‘worst case’ selected views for the purpose of the assessment. Within much of both conservation areas, views of the development will be obscured entirely by the close knit urban form of existing buildings, which is a characteristic of these areas.
- 6.44 It is a similar situation with the townscape character areas around the site. There will be views of the development in the middle or long distance from certain streets and viewpoints within the surrounding character areas but the development will have no adverse impact on the character or value of these areas. For the character area within which the site is situated, Watford Junction, and the adjoining character area, Colonial Way, the development will have beneficial effects in improving the area due to the high quality of the design and materials of the development proposed.

- 6.45 In respect of the views assessed, there are 9 where the effect is considered to be major or moderate. Two of these are strategic views, from The Grove and Bushey Hall Golf Course. In these views towards the town centre, the long and middle distance views respectively are formed by a prominent bank of trees forming the skyline. The proposed development will project above the line of trees and will change the respective views significantly. However, when considered cumulatively, other recently approved tall buildings will also project above the tree line and the development will be considered in this context. The buildings will visually mark the centre of Watford which is not currently evident in the existing views. This is not considered to be harmful. Furthermore, there are other views towards the town centre, from Oxhey Park and Oxhey Hall to the south, where the skyline is marked by a series of tall buildings – the YMCA, Intu, office buildings on Clarendon Road, Watford General Hospital and the football stadium.
- 6.46 One view is a close urban view and this is from within the Estcourt Conservation Area, at the junction of Queens Road and Radlett Road. Although the development will appear visually prominent at the end of the long view down Queens Road it will not impact adversely on the significance of the conservation area as it is not contributing to its setting.
- 6.47 There are 6 townscape views where the proposed development will appear very prominent. In each of these views the proposed development will appear above the roofs of existing two storey houses and/or will close off views at the end of streets. In all these cases, the views will be significantly and permanently changed.
- 6.48 In each case where a major or moderate adverse impact has been identified, it is important to note that this would always have been the case with the proposed high density redevelopment of the land around Watford Junction. The draft development brief proposed a series of tall buildings up to 20 storeys in height. For the application site (St Albans Quarter) this proposed 5 buildings of 10-20 storeys. Although the proposed development includes more tall buildings and at greater heights (8 buildings of 13-28 storeys) and the visual impact is consequently greater, it is unavoidable that the redevelopment of land at Watford Junction would not have at least moderate adverse effects on these views, particularly given the vision for high density, multi-storey development on this site.
- 6.49 In conclusion, the proposed development will have moderate or major adverse impacts on certain views from within the surrounding areas and on some strategic views. However, it is not considered that these impacts are so

harmful that they outweigh the significant planning benefits in redeveloping part of the Watford Junction Special Policy Area in accordance with adopted policy and the objectives of the NPPF which promote high quality, high density development in sustainable locations.

6.50 (e) Layout and design

Chapter 12 of the NPPF is concerned with achieving good design. Paragraph 124 highlights the importance of high quality buildings and places with good design being a key aspect of sustainable development. Developments should be visually attractive as a result of good architecture, layout and appropriate landscaping.

6.51 Paragraph 7.9 of the Skyline SPD states that it is important that the buildings have architectural features which create richness and variety in the townscape and are clearly legible, with strong pedestrian connectivity. Furthermore, paragraph 7.14 states that tall buildings should make a positive contribution to their surroundings through an appropriate form, setback, massing and respond to the prevailing urban pattern.

6.52 The Design and Access Statement details how the design of the proposed development has sought to create a vibrant and varied residential environment through the establishment of different landscape character areas within the scheme (see paragraphs 6.72-6.74 below). The buildings on the site have been designed with a north-south alignment in order to avoid north facing dwellings, ensure good levels of daylight and sunlight penetration into the development, and to maximise pedestrian permeability through the development. The buildings have been sited to allow long views between them through the site. The layout also allows the site to be effectively accessed by vehicles from Penn Road and limits the need for vehicles to enter the rest of the site. This allows pedestrian dominated environments to be created.

6.53 The scale of the buildings has been deliberately designed to increase in height from St Albans Road towards the eastern boundary and also from the south and north towards the centre of the site, culminating in the tallest building being located at the eastern end of Penn Road. Ultimately, this will form the gateway to the adjoining Network Rail land and the wider special policy area.

6.54 The buildings have been designed with brick as their predominant facing material utilising a strong grid format for the facades with deep recessed windows. This approach gives the buildings a robust, industrial feel and reflects the heavily industrial nature of the historic use of the site which has

informed both the design and materials used. The proposed bricks include red, brown, buff and grey bricks used to define and differentiate between the individual buildings. The grid format allows for flexibility and variation in the openings by incorporating recessed side panels in different materials (brick, metal) that allows window sizes to be altered (to reflect the use of the room each window serves), adds variety and interest to the appearance of the buildings, and articulates the lower, middle and upper levels of the buildings as they increase in height.

- 6.55 On top of this façade design, layers of additional detail and interest have been added. These include the use of ribbed brickwork on the piers that form the lower levels of the buildings, projecting headers at the junctions of the façade grid on the upper levels, and the selective introduction of pre-cast concrete cornices. Finally, the roofs of the towers and ‘shoulders’ are further articulated by different design elements which draw upon the industrial typology of the historic buildings on the site. Projecting balconies within the development also incorporate a variety of metal designs. On key buildings such as N2 (which faces onto Penn Square and is the heart of the development with the public open space) and S4 (the tallest building) additional selected features and materials are introduced such as textured concrete and glazed bricks.
- 6.56 Overall, the layout of the site is considered to make effective and efficient use of the land with good permeability and legibility throughout and high quality public and private spaces. The proposed buildings are considered to have a richness in design, materials and texture that will ensure a high quality group of buildings appropriate to the high density nature of the proposal. The high quality of development makes a significant contribution to the sustainable development of the site in accordance with the NPPF.
- 6.57 (f) Standard of residential accommodation  
The floor areas and room sizes of the proposed flats accord with the internal floor areas in the nationally described space standard and the Residential Design Guide. The layout of the development has deliberately been designed with a north-south alignment of the buildings to ensure all the proposed flats have their main orientation facing east, south or west. The design has also sought to maximise the number of flats with dual aspect. There are no single aspect flats that face north in the development.
- 6.58 The spacing between the buildings varies across the site but takes guidance from the Watford Junction Draft Development Brief and good practice in other high density, multi-storey developments. The draft development brief gives guideline distances of 16-20m between buildings facing across internal

roads and pedestrian routes. At one of the applicants' existing developments at Goodmans Fields in Aldgate, London, facing distances between buildings vary from 12.2-29.3m. In the proposed development, the distances between the buildings where habitable room windows face each other generally varies from 15.3-33.5m with the majority of distances between 18.4-27.4m. The Residential Design Guide gives a guideline distance of 22m between facing buildings within a proposed development although this does not acknowledge the high density nature of developments such as the proposed scheme. Overall, the proposed distances accord with the guidelines in the draft development brief and reflect current practice in other, successful high density developments. Having regard to the high density nature of the development, it is considered that the vast majority of the dwellings within the development will benefit from good or acceptable levels of outlook and privacy.

- 6.59 There are two particular 'pinch points' within the development where the distances achieved between facing habitable room windows is less than 15m. One is between buildings N1 and N2 where flats in each building face each other across the pedestrian access to the primary school at a distance of 12m. The flats in N1 are 1 bedroom, single aspect flats and they face 3 bedroom, dual aspect flats in N2. The flats in N2 have their bedrooms facing to the rear overlooking the podium open playspace of the primary school but their main living/dining/kitchen room facing N1 to avoid undue overlooking of the podium open space of the school. There is no mitigation to reduce the level of overlooking between the facing windows. This level of proximity of facing habitable rooms would not normally be considered acceptable. However, the Residential Design Guide is guidance only and there are circumstances where the reduced distances between blocks are unavoidable on constrained sites. At the applicants' Goodmans Fields development, there are several cases where 6-8 storey buildings face each other across a public pedestrian routes through the site at 12.1m and 12.2m respectively. At officer site visits, these relationships did not appear uncomfortable on the ground and the development has proven very popular. Given the relatively small number of flats affected (6 in N1 and 7 in N2) it is not considered that this should merit a reason for refusal in this case as the overall harm is not considered to outweigh the overall benefits of the scheme.
- 6.60 The second 'pinch point' occurs between buildings N3 and N4 which are sited only 6m apart (the southern elevation of N3 facing the northern elevation of N4). This relationship affects 39 flats in total, 26 in N3 and 13 in N4. The flats in N3 are all 3 bedroom, 5 person units and those in N4 are all 2 bedroom, 4 person units and it is important to note that all of the flats are dual aspect. In each of the flats in N3, the main living room faces either due east or west

with an external balcony. In each of the flats in N4, the main living/dining/kitchen rooms also face either due east or due west. The windows that face each other comprise – in N3, windows to a double and single bedroom in 13 of the flats; and a window to the kitchen/dining room in the other 13 flats – in N4, windows to both double bedrooms in each flat. The distance of only 6m would normally be considered unacceptable in respect of the very poor outlook, privacy and natural light to the windows. These adverse impacts have been mitigated to a significant degree through the use of angled windows. Due to the off-set between the two buildings, the angled windows are designed to face towards and beyond the corner of the opposite building, with the windows in N3 facing east and those in N4 facing west. In this way, overlooking between the windows is avoided, maintaining privacy to the rooms, whilst outlook and natural daylight to the rooms is maximised. Within the context of the overall development, and having regard to the fact that the main living rooms of each of the flats face due east and west, this is considered to an acceptable solution.

- 6.61 A detailed internal daylight and sunlight assessment of the proposed development has been submitted with the application, which has been carried out in accordance with guidance in the Building Research Establishment (BRE) publication (2011) *“Site Layout Planning for Daylight and Sunlight. A Guide to Good Practice”*. It is important to note that the BRE guidance states that *“it is purely advisory and the numerical target values within it may be varied to meet the needs of the development and its location”* and *“the advice given here is not mandatory and the guide should not be seen as an instrument of planning policy; its aim is to help rather than constrain the designer...”*.
- 6.62 The method of calculation of daylight for proposed accommodation is known as the Average Daylight Factor (ADF). The minimum recommended ADF levels are: 2% for kitchen or combined kitchen and living space where the kitchen is served by a local window; 1.5% for living room and study; and 1% for bedroom. The guidance states that living rooms and kitchens need more daylight than bedrooms, so where there is a choice it is best to site the living room or kitchen away from obstructions. The design of the scheme and the layout of the flats has evolved to maximise the opportunity for good levels of natural light.
- 6.63 The assessment demonstrates that the proposed scheme has been reasonably optimised for daylight with 87% of all habitable rooms meeting or exceeding the minimum recommended ADF. For a high density scheme such as this, this is considered to be an excellent result by the appointed consultants. Those rooms that do not meet the minimum ADF are mainly



bedrooms where there is a lower expectation for good daylight.

- 6.64 For sunlight, the BRE guidance states *“a dwelling with no main window wall within 90 degrees of due south is likely to be perceived as insufficiently sunlit. This is usually only an issue for flats...The overall sunlighting potential of a large residential development may be initially assessed by counting how many dwellings have a window to a main living room facing south, east or west. The aim should be to minimise the number of dwellings whose living rooms face solely north, north-east or north-west unless there is some compensating factor such as an appealing view to the north”*. In the proposal, 1184 of the 1214 flats (97%) have living room windows that face south, east or west, which is an extremely high proportion for such a high density scheme. Where this has not been possible, balconies have been provided to ensure direct sunlight is still received, particularly when it is often appreciated most during the summer months. As such, the vast majority of the proposed flats would receive sunlight for a part of the day.
- 6.65 The BRE guidance states that interior sunlight levels can be quantified by applying the Annual Probable Sunlight Hours (APSH) test. It recommends that interiors where the occupants expect sunlight should receive 25% of annual probable sunlight hours, including in the winter months between 21 September and 21 March at least 5% of APSH. The guidance recognises that a number of factors will impact on the actual levels of direct sunlight received, including topography, site constraints and the design of the development itself. This latter factor can include not only the scale of the buildings but also the presence of external balconies. In order to mitigate these potential effects, the guidance recommends that buildings are arranged on a north-south alignment to maximise the number of windows facing east or west. This approach has been adopted for the proposed scheme. The assessment demonstrates that up to 60% of windows meet or exceed the minimum criteria for APSH. Having regard to the multiple buildings proposed in a high density urban environment, this is considered to be a good and acceptable result.
- 6.66 With regard to outdoor amenity space, the BRE guidance recommends that at least half of the outdoor amenity areas should receive at least 2 hours sunlight on 21 March. The development proposes open amenity space at 3 levels within the development – public open space at ground level, and private amenity space on the main podium level (between buildings S3-S6) and various roof gardens on the shoulders of the buildings. This private amenity space for residents totals almost 6,000sqm. The assessment shows that all of these areas achieve the minimum BRE criteria, with the only exception being the small, north facing terrace on building N4.

- 6.67 Private amenity space for occupiers is provided in the form of balconies to the flats or, where balconies are not possible, many of the flats have been 'oversized' to incorporate 'internal amenity space' with full height windows. For the taller buildings, open balconies are not possible due to wind and safety issues and these flats incorporate larger internal spaces. In addition to this, various private amenity areas have been provided within the development in the form of the landscaped podium deck and roof gardens.
- 6.68 Play space for young children is provided through 'doorstep' play rather than formal fixed play equipment. The outdoor areas include significant landscaping (as discussed in paragraphs 6.72-6.74 below) and natural play features. In particular, the Green Promenade will contain a trail of different types of play and gym equipment for use by children of all ages and by adults. Whilst the proposal has a high density, overall the level of accommodation is considered to be of a high quality due to the design and layout of the buildings and the provision of high quality open space on the site for residents and visitors.
- 6.69 (g) Energy & sustainability  
Policy SD1 of the Core Strategy states that all new development will be expected to comply with the updated national standards as delivered through the Code for Sustainable Homes and BREEAM standards for non-residential buildings. The Code for Sustainable Homes (CSH) has since been abolished and the energy performance and emissions standards equivalent to the former CSH Level 4 have been incorporated into the Building Regulations.
- 6.70 An Energy Strategy has been submitted with the application and this proposes a communal energy centre to serve the space heating and hot water requirements of the development. A fabric first approach has also been taken to the design of the scheme to minimise the need for space heating. All of the proposed flats will also be fitted with mechanical ventilation with heat recovery (MVHR) systems. As a result of this strategy, it is predicted that the development will achieve a further reduction of 2.55% in carbon dioxide emissions compared to the current Building Regulations. With the Building Regulations due to be updated in 2020, the proposed energy centre has been 'oversized' by design to allow capacity for changes/upgrades to the proposed communal gas boilers, should this be necessary, in order to remain compliant.
- 6.71 All of the non-residential units within the development are designed to achieve a BREEAM rating of Very Good.

6.72 A Sustainability Statement has also been submitted and outlines a range of measures to improve the sustainability of the development. These include water efficiency measures to target a maximum daily water consumption of 105 litres/person, significant biodiversity enhancements, sustainable construction methods, a sustainable surface water drainage scheme that minimises flood risk, and the promotion of a range of sustainable transport options (see paragraph 6.97 below).

6.73 (h) Open space, landscaping and biodiversity

The proposed development incorporates 14,880sqm of open space across the site, of which 8,882sqm would be publicly accessible and 5,998sqm would be for residents' use, and is supported by a comprehensive and detailed Landscape Strategy. The strategy is based upon a hierarchy of open space which comprises public realm, green streets, courtyards, green roofs and educational landscape. The site has been divided into distinct landscape character areas each with a distinct expression through built elements, materials, furniture and plant selection. The main character areas are:

i) Penn Road – This is the gateway to the development with the existing Penn Road being upgraded and enhanced with new paving, street trees, seating and a raised pedestrian crossing.

ii) Penn Square – This is sited on the northern side of Penn Road in front of building N2. It is designed as a community focus for the development, a high quality open space offering flexible space for informal and formal events throughout the year. The ground floor commercial units in buildings N1 and N2 provide activity and the opportunity for outdoor seating, etc. It is the applicants' intention to organise a series of community events through a Community Plan.

iii) Central and Northern Mews – These are designed as pedestrian dominated, green streets with high quality hard and soft landscaping, seating and features to encourage residents to linger and interact. Central Mews is accessed via landscaped steps from the south and west from St Albans Road and from Penn Road to the north and provides a pedestrian route through the development. The Northern Mews will also provide additional outdoor space that can be used by the primary school.

iv) Informal Garden – This is the large courtyard garden on the podium deck above the parking and servicing area, framed by buildings S3-S6. There is access to the garden from Central Mews and the Green Promenade via landscaped steps and also direct access from all 4 buildings. The garden is

landscaped for informal play and recreation, with a variety of seating, grassed mounds, informal play and tree planting.

v) Urban Squares – These are located at the southern end of Central Mews around the steps and at the eastern end of Penn Road. More formal in layout and planting, they offer opportunities for quiet seating and informal play.

vi) Green Promenade – This is a linear promenade that extends along the southern and eastern boundaries of the site with varied features and landscaping. Designed for more active use, it will incorporate fitness stations and play features as well as more secluded gardens and habitat areas for relaxation.

vii) Roof Terraces – These are large roof gardens located on the shoulders of buildings S1-S6, with smaller terraces on buildings N2 and N4. Whilst formal in their layout and landscaping, each is intended to have a different character incorporating a variety of features such as seating, external dining areas, lounge areas, raised vegetable beds and informal play, as well as tree and shrub planting.

viii) Educational Landscape – This forms part of the primary school building although also includes the adjoining space at Northern Mews. The primary school has been designed with open play space on every level that can be used for play as well as outdoor teaching. Included are two multi-use games areas (MUGAs), play courts, formal and informal seating, play equipment and raised planting beds.

- 6.74 A wide variety of high quality hard landscaping materials, furniture and play equipment is proposed to reflect the character and use of the different character areas. This is to be complemented by an extensive selection of soft landscaping, tailored to each area, with over 280 new trees to be planted across the site. Temporary additional landscaping is proposed at the eastern end of Penn Road between S4 and N4 until such time that the Network Rail land comes forward. Penn Road is built to an adoptable standard for the long-term.
- 6.75 In addition to all of the accessible open spaces, the high level roofs which are not accessible will be planted as green and brown roofs, planted with wild flowers and sedums. The current site has very low biodiversity value, limited to isolated trees and perimeter shrub planting within the car parks. The proposed extensive soft landscaping across the site and the green and brown roofs will significantly enhance the biodiversity of the site.

6.76 (i) Air quality

The site is not within an air quality management area (AQMA) but is close to an AQMA on St Albans Road immediately to the north of the site. Saved Policy SE20 of the District Plan states that the Council will have regard to air quality caused by both the operational characteristics of the development and the traffic generated by it. Saved Policy SE21 states, inter alia, that where developments are close to AQMAs, and a significant increase in road traffic is predicted, regard must be paid to air quality pollution concentrations.

6.77 An air quality impact assessment has been undertaken and forms part of the Environmental Statement. This has assessed the potential pollution arising from the demolition and construction phases and the completed operational development. The demolition and construction phases have the potential to adversely impact on air quality, principally through dust and HGV emissions. The assessment has concluded the site is a medium risk due to dust soiling effects. These impacts can be mitigated effectively through the implementation of appropriate measures on-site. These can be secured as part of a comprehensive demolition and construction environmental management plan. Air quality impacts from HGV movements are predicted to be insignificant.

6.78 In respect of the completed development, the submitted transport assessment has predicted a significant reduction in vehicle movements arising from the development compared with the existing retail warehouse uses. The predicted impact on air quality in respect of nitrogen dioxide (NO<sub>2</sub>) and particulate matter (PM<sub>10</sub> and PM<sub>2.5</sub>) is therefore insignificant. No mitigation is required.

6.79 (j) Noise & vibration

A detailed noise and vibration assessment has been undertaken for the proposal, both in relation to demolition and construction impacts and the completed operational development, and forms part of the Environmental Statement. Due to the location and context of the site, the number of existing potentially sensitive receptors (principally residential uses) in proximity to the site are limited. These will, however, increase significantly as the phased development progresses and completed residential buildings and the primary school are occupied. The most significant noise impacts are predicted to arise from the demolition and construction works. Although identified as being temporary and transient in nature, many are considered to be of major significance. These can be mitigated to some degree through the implementation of effective management plans during the demolition and construction phases, to include working practices, timing of works,

specifying attenuated equipment, good site management, etc. Demolition and construction management plans can be secured by condition. Furthermore, it is understood that it is the applicants' intention that off-site fabrication methods are used for significant elements of the development which will further mitigate potential adverse impacts. In respect of vibration, these potential impacts are considered to be insignificant.

- 6.80 In respect of the completed development, noise sources will be limited to building services plant, road traffic on St Albans Road and rail traffic. With the use of appropriately attenuated plant, residual effects from building services plant are predicted to be insignificant. The site has been assessed for its suitability for residential use and primary school use having regard to BS8233:2014 'Guidance on sound insulation and noise reduction for buildings' and Building Bulletin 93 'Acoustic Design of Schools Performance Standards'. Mitigation measures have been proposed for the residential and school buildings in the form of a façade and glazing system with an appropriate acoustic specification and mechanical ventilation. All mitigation measures can be secured by condition.
- 6.81 Environmental Health have undertaken a detailed review of the potential noise impacts to future residents arising from electrical and thermal substations within the buildings and the ground floor commercial units and have requested appropriate conditions to mitigate these. They have also requested conditions to limit the times of use of the outdoor school MUGA (which is intended for community use) and the timing of deliveries to the commercial units. These are considered appropriate and acceptable to mitigate potential impacts.
- 6.82 (k) Microclimate - wind  
Due to the scale of the proposed development, a scale model of the development was subjected to a comprehensive wind tunnel testing exercise to assess the likely significant effects of wind on pedestrian comfort and safety, both at ground level and on the raised podium and roof gardens. Wind tunnel testing is considered to be a well-established and robust means of assessing the pedestrian wind microclimate. The assessment uses the Lawson Comfort Criteria, which have been established for over 30 years, and set out the wind conditions deemed suitable for four pedestrian activities – sitting, standing, strolling and walking. A fifth category is 'Uncomfortable' when wind is considered a nuisance and mitigation is required. The testing was undertaken for the windiest season (December-February) and the summer season (June –August).
- 6.83 The wind tunnel testing highlighted a few areas within the development

where the wind conditions would exceed the relevant comfort criteria. These are principally along the southern part of the site where the prevailing south-westerly winds meet the development buildings. These include the southern entrance to The Mews from St Albans Road, the footpath (part of the Green Promenade) along the southern boundary and the landscaped podium deck between buildings S3-S6. In these locations, the wind conditions can be improved by reducing wind speeds. The proposed mitigation measures are principally the planting of additional 5m high trees along the southern boundary of the site and at the edges of the landscaped podium deck, which will act to reduce wind speeds at pedestrian level (ground level and podium level respectively). There is only one area where wind speeds cannot be adequately mitigated and this is on the high level roof terrace on building S5. This terrace is proposed to have no access to residents.

6.84 (l) Impact on neighbouring properties

Due to the context of the site, the number of properties adjoining the site are relatively limited and a number of these are in commercial use. The eastern boundary adjoins the surface car park serving Watford Junction and the Abbey Line railway. Beyond the railway line is the concrete batching plant operated by London Concrete. The southern boundary adjoins a service road and surface level car parking with the mainline railway tracks beyond. The nearest properties are sited on the southern side of the railway lines and comprise the Egale office buildings fronting St Albans Road and the Holiday Inn Express building. The proposed development will have no adverse impact on these buildings which have an east-west orientation with their flank walls facing towards the site. The northern boundary adjoins the Hille Business Centre which comprises a number of industrial buildings. Two buildings adjoin the boundary with the site but neither has any windows facing the site. The proposed development will have no adverse impact on these buildings.

6.85 The only properties likely to be affected by the proposed development are located on the western side of St Albans Road. These comprise two residential blocks currently under construction on the Bedford Street triangle site (known as Brewery Mews). The main block fronts St Albans Road at 6 and 9 storeys high. The second is sited at right-angles to St Albans Road and is 6 storeys high. Adjacent to these is the Tyre City premises at the junction of Bedford Street. Between Bedford Street and Leavesden Road are the Prince George public house and Dunnings Bar. Both have residential accommodation on their first floor facing the site.

6.86 As part of the Environmental Statement, an assessment has been undertaken on these sensitive residential properties for daylight, sunlight and

overshadowing. The nearest residential properties to the north in Brixton Road, beyond Hille Business Centre, were also assessed. The potential impacts have been assessed using the Building Research Establishment Guidelines 'Site Layout Planning for Daylight and Sunlight: A Guide to Good Practice' 2011. Other relevant guidance and best practice has also been considered relating to high density urban development. The assessment shows that 73% of the rooms assessed meet the minimum requirement for daylight and 88% of the windows assessed meet the minimum requirement for sunlight. The rooms and windows that do not meet the minimum guidelines are located within the Brewery Mews development and on the first floor of the Prince George public house. The effect on these is considered to be minor adverse.

- 6.87 The Brewery Mews development is still in the early stages of construction and, as a result, no existing residents would be affected. Purchasers of flats within the development will be aware of the proposed development opposite. In respect of the public house, this will be short-term accommodation and will be occupied in a different way to most accommodation and experience a different level of amenity due it being part of the public house. Overall, it is considered that the minor adverse impacts on a small number of rooms and windows is acceptable given the overall benefits of the proposed development in delivering housing in the Borough.
- 6.88 With regard to outlook and privacy, the properties in Brewery Mews and on the opposite side of St Albans Road will face towards the site across the busy St Albans Road which comprises 4 lanes at this point. This facing relationship is considered normal and acceptable in an urban environment.
- 6.89 (m) Highways, parking provision and sustainable transport  
i) Vehicular access  
The development will be served by the existing Penn Road, which is to be retained and upgraded to adoptable standards. The existing junction with St Albans Road is to be modified, to include a narrowing of the width of the junction, to improve vehicle movements and pedestrian crossing points. This will be the only vehicular access to the site. The proposed works to modify the junction have been agreed with the Highway Authority based upon the predicted reduction in traffic flows arising from the development.
- 6.90 Penn Road is also to be 'safeguarded' to provide access to the adjoining Network Rail land to the east, which is currently used as the Watford Junction car park, and forms part of the wider masterplan area. This accords with the draft Watford Junction Development Brief. The proposed mechanism to ensure this is for Penn Road to be adopted as public highway



by the Highway Authority as part of a s.106 agreement. It is anticipated that this adoption will take place at the time access to the adjoining Network Rail land is required to facilitate development of this land. This would be subject to the Council's costs being underwritten.

- 6.91 It is acknowledged that the applicants will retain a ransom strip around the southern, eastern and northern boundaries of the site, which means that access to the adjoining Network Rail land can only be physically secured with their agreement. The Council has sought Counsel's advice regarding this matter and has been advised that this is a private matter between the respective landowners. The role of the Council is to ensure that Penn Road is kept free of development so that future access to the adjoining land is not prevented by physical development. This can be secured as part of a s.106 agreement. However, in the event that agreement is not reached between the various landowners for the purchase of the ransom strip, Counsel's advice is that the Council could consider using its compulsory purchase powers to secure this strip of land and access to the adjoining land to facilitate the wider development.
- 6.92 Although the submitted drawings show no physical development along the length of Penn Road, they do show landscaping at the eastern end of Penn Road where it adjoins the site boundary. The applicants have stated that this is intended to be temporary landscaping, placed on the adoptable road, and capable of being removed as and when access to the adjoining Network Rail land is required. This can be also be secured as part of the s.106 agreement and as part of the detailed landscaping of the site.
- 6.93 ii) Pedestrian access  
In addition to the existing pedestrian access along Penn Road, two other pedestrian access points are to be created. One is located between buildings S1 and S2 and gives access from St Albans Road to the Central Mews via steps and a ramped pavement. The second is located at the southern corner of the site and gives access to the southern end of Central Mews, via steps, and the Green Promenade along the southern boundary of the site. The Green Promenade allows pedestrian access around the southern and eastern boundaries of the site. Together with Central Mews, Penn Road and the Northern Mews the development allows a high degree of pedestrian permeability through the site.
- 6.94 From the southern access point, the walking distance from the site to Watford Junction Station entrance is only 320m along Bridle Path. As part of the proposed wider public realm improvement works around Watford Junction, the applicant has proposed a range of potential improvement

measures along the footpath to enhance pedestrian use and safety. A financial contribution of £50,000 towards these works has been agreed and can be secured as a section 106 planning obligation.

6.95 iii) Car parking

The development proposes a provision of 203 car parking spaces to serve the 1,214 dwellings, primary school and commercial units. In respect of the dwellings, this equates to a provision of 0.16 spaces per dwelling. This very low provision is justified by the highly accessible location of the site close to Watford Junction Station and the bus interchange at the station. Many bus services also operate along St Albans Road. The North Watford Shopping Centre is located immediately to the north of the site and the town centre is 750m to the south-west along St Albans Road.

6.96 The majority of the parking spaces (181) are located under the high level podium between buildings S3-S6. These spaces are located on 2 levels with ground level access from Penn Road between buildings S3 and S4. The remaining spaces (22) are located underneath the podium deck of the primary school and to the rear of building N2. These are accessed from the Northern Mews. It is proposed that 10% of the parking spaces will have electric charging points.

6.97 Due to the low parking provision, it is acknowledged the proposal has the potential to give rise to overspill parking on surrounding roads. Roads to the south-west and south are covered by existing controlled parking zones (CPZs). Future residents of the development will have no entitlement to parking permits to park in these roads. The roads to the north and north-west of the site are not currently within a CPZ. However, consultations on the introduction of a CPZ in Callowland ward including these roads has recently commenced. The application site is not included within the proposed boundaries of the proposed CPZ and, therefore, future residents will not be entitled to residents permits to park in these roads in the event of a CPZ being introduced.

6.98 iv) Traffic generation

The current retail park is estimated to generate up to 4,677 car trips per day. The proposed development is predicted to generate only 837 trips per day due to the low level of parking provision. As such, the development will provide a significant highway benefit in reducing traffic flows on St Albans Road.

6.99 v) Servicing and deliveries

Servicing and deliveries to the northern part of the site will take place from

various locations. Building N1 will be serviced from a proposed lay-by on St Albans Road. Building N2 will be serviced from a lay-by on Penn Road adjoining Penn Square, which can also be used to service building N1. Buildings N3 and N4 will be serviced from a turning head in the Northern Mews sited between the buildings with further servicing possible from a turning head at the eastern end of Penn Road (until such time as this road is required to access the adjoining land). The primary school will be serviced from the Northern Mews turning head and from the undercroft parking area.

6.100 Servicing of the southern part of the site will be from a dedicated servicing area underneath the high level podium. This comprises a double height servicing access underneath building S3 allowing large vehicles to enter from Penn Road and exit via the northern part of Central Mews. Building S3 will incorporate a site wide 24 hour concierge facility that will receive deliveries for the development. Servicing by smaller vehicles of buildings S1 and S2 can also take place from the northern part of Central Mews. In addition to the central concierge facility, buildings S1 and S2 also include their own concierge facilities.

6.101 vi) Sustainable transport measures

The application proposes a number of sustainable transport options to encourage non-car travel and to support the low level of parking provision.

1) Travel Plan. It is proposed that comprehensive travel plans will be provided for the residential dwellings and the primary school. These will be monitored by Herts. County Council.

2) Electric car club. It is proposed to establish a car club on the site with up to 5 spaces for electric car club vehicles. The set-up costs will be paid by the applicants and secured through a section 106 obligation. As part of the residential Travel Plan, all new residents will be provided with 1 year's free membership of the car club to encourage the use of these vehicles as opposed to private vehicles.

3) Cycle parking spaces. A total of 1,348 cycle parking spaces are provided across the development, exceeding the requirement for 1 space per dwelling. All cycle spaces will be within secure and weatherproof internal stores. 18 cycle spaces are also proposed within the public realm.

4) Cycle hub. It is proposed to provide a cycle hub within the development, adjacent to the main concierge, to provide basic cycle repair facilities and washdown facilities as well as to organise cycle events such as 'Dr Bike' sessions and cycle training to encourage residents to cycle.

5) Cycle hire. In addition to the cycle hub, it is also proposed to provide cycles for hire. These could include Brompton fold-up cycles suitable for commuting.

6) Bike share scheme. The development will also incorporate a minimum of 15 cycle spaces for the Council procured borough wide bike share scheme which is to be operated by Beryl Bikes and is due to commence operation in 2020.

7) Demand Responsive Transport. This is a new form of public transport to commence operation in 2020, to be operated by Arriva Click. Unlike standard bus services, this is a flexible on-demand service that allows passengers to book pick-up times from specified locations online. The service will commence initially with 7 buses serving the Watford area. The applicants will provide a credit of approximately £90 per dwelling upon occupation, amounting to £109,260 over a 10 year period as the phases of the development progress.

6.102 (n) Flood risk and sustainable drainage

A detailed surface water drainage system has been proposed for the site. This comprises two networks, one serving the southern part of the site and one the northern part. It is based upon the use of green and blue roofs on the buildings and underground attenuation tanks with a restricted discharge to the surface water sewer at the greenfield rate of 5 litres/second. This is a very substantial reduction in the unrestricted peak run-off rate from the current site, predicted to be 730 litres/second. The system has been designed to be future-proof to accommodate a 1 in 100 year storm event with 40% allowance for climate change.

6.103 (o) Land contamination

A desk based study and intrusive ground investigations have been undertaken for the site to establish potential ground contamination that may need to be remediated. Levels of contamination were found to be low or only marginally above threshold levels, and isolated across the site. The main risk identified is to groundwater through the use of piled foundations in the absence of mitigation measures. The Environment Agency considers the development to not be high risk and that groundwater can be protected from further deterioration through not using infiltration based surface water drainage systems (this is not proposed), ensuring piling does not cause preferential pathways for contaminants to the groundwater, and the decommissioning of boreholes. These matters can be secured by appropriate conditions. Affinity Water has also requested similar conditions to protect

the groundwater from potential pollution and turbidity during piling operations. There is considered to be an insignificant risk to the human health of future residents.

#### 6.104 (p) Archaeology

The Historic Environment Unit at Herts County Council has commented as follows with regard to the potential for archaeological remains on the site:

*“While the proposed development is clearly large in scale, and will cover over 2ha, it is within a part of Watford where the ground will have been heavily disturbed by 20th century development. The supplied Archaeological Desk-Based Assessment (DBA) supports this assertion and refers to site investigation works that show modern made ground between 1 and 2.6m deep on site, directly overlying natural deposits. This would suggest that any archaeology that had been present has been truncated.*

*The site also has no specific potential for the presence of archaeological assets of any period, with no known remains pre-dating the later post-medieval period nearby, although this is undoubtedly related to the lack of archaeological work that has been carried out in the surrounding area.”*

No mitigation measures are therefore required in respect of archaeological remains.

### 7. Public Consultation

The applicants undertook wide ranging public consultation prior to the submission of the application and further consultation post-submission. A detailed Statement of Community Involvement has been submitted with the application.

7.1 Two public consultations were held at various stages of the pre-application and design development process. The initial consultation took place during the evolution of the design to ensure that as many local people as possible were aware of the proposal and had the opportunity to provide comments before the detailed design process.

#### 7.2 Event 1 – June 2018

The first round of public exhibitions were held on Wednesday 27 June 2018 3pm – 7pm, at the Church of the Nazarene, Watford and Saturday 30 June 2018 11am – 3pm, at the Holiday Inn Express, Watford. Approximately 10,000 leaflets were hand delivered across the local area around the site and the exhibition was also advertised in the Watford Observer newspaper and website. A total of 100 people attended across the two days of consultation.

7.3 A website, [www.94-98stalbansroad.co.uk](http://www.94-98stalbansroad.co.uk), was launched to allow interested parties to access information online and get in touch with the project team. Engaging the community enabled the project team to identify and address concerns and gain initial feedback on the development proposals. This helped to evolve the proposals to a detailed design stage.

7.4 *Event 2 – November 2018*

A second round of exhibitions to display the updated proposals were held in November 2018. These were held on Tuesday 27<sup>th</sup> November 2018 12pm-6pm at the Holiday Inn, Watford Junction, Thursday 29<sup>th</sup> November 2018 3pm-7pm at The Scroll Church and Saturday 1<sup>st</sup> December 2018 11am-3pm at the Holiday Inn, Watford Junction. Approximately 10,000 leaflets were hand delivered across the local area around the site and the consultation was also advertised in the Watford Observer newspaper and online. The exhibitions were once again well-attended with approximately 118 members of the public attending.

7.5 *Event 3 – June 2019*

A post submission exhibition to display the final submission scheme was held in June 2019. These were held on Wednesday 5<sup>th</sup> June 2019 3pm to 7pm at the Holiday Inn, Watford Junction and Saturday 8<sup>th</sup> June 11am-3pm at the same venue. Approximately 10,000 leaflets were hand delivered across the local area around the site and the consultation was also advertised in the Watford Observer newspaper and online. The exhibitions were once again well-attended with approximately 117 members of the public attending.

**8. Consultation responses received**

**8.1 Statutory consultees and other organisations**

<b>Consultee</b>	<b>Consultee response</b>
Secretary of State for Housing, Communities and Local Government	No comments.
<i>Noted</i>	
Natural England	No objection.
<i>Noted</i>	
Environment Agency	Low risk site. Standard advice issued. Standard conditions requested.
<i>Noted</i>	

Affinity Water	No objection. Conditions requested.
<i>Noted</i>	
Network Rail	Holding objection. Request access to adjoining land is secured from Penn Road.
<i>Noted. Access via Penn Road to the adjoining Network Rail land is discussed in paragraphs 6.89-6.92 of the report.</i>	
Thames Water	Insufficient capacity in existing foul and surface water sewers. Conditions requested to secure capacity survey and necessary upgrades before phased occupation.
<i>Noted. Thames Water has a statutory obligation to provide the necessary infrastructure.</i>	
Cadent Gas/National Grid	Diversion of assets required.
<i>The scheme incorporates the relocation of the existing gas governor on the site.</i>	
Sport England	No objection.
<i>Noted.</i>	
Ministry of Defence RAF Northolt	No response.
<i>Noted.</i>	
UK Power Networks	No response.
<i>Noted.</i>	
Herts Valleys Clinical Commissioning Group	Requested financial contribution towards GP surgery provision of £913,311. Also requested consideration of financial contributions towards acute care and mental health facilities.
<i>The financial contribution towards GP surgery provision is not considered viable in light of the viability review and a reduced contribution of £281,925 has been offered by the applicant. This is been accepted by the LPA as a reasonable compromise in this case and can be secured through a section 106 agreement. This is included in the recommendation.</i>	
Crime Prevention Design Advisor	General compliance with Secured By Design.
<i>Noted.</i>	
Herts County Council – Fire and Rescue Service	Fire hydrant provision required.
<i>Noted and secured through the s.106 agreement. This is included in the recommendation.</i>	
Herts County Council – Lead Local Flood Authority	No objections subject to appropriate conditions.
<i>Noted. These have been incorporated into the proposed conditions.</i>	

Herts County Council – Highway Authority	No objections subject to appropriate conditions.
<i>Noted. These have been incorporated into the proposed conditions.</i>	
Herts County Council – Education Authority	Do not object to the application subject to delivery of a primary school with nursery, a financial contribution towards secondary education and other planning obligations being secured in a s.106 agreement.
<i>Noted and secured through the s.106 agreement.</i>	
Herts County Council – Ecology	Site is limited ecological interest. Conditions requested.
<i>Noted.</i>	
Herts County Council – Public Health	No objection to the application. Health Impact Assessment considered inadequate.
<i>Noted. There is no statutory requirement for the applicant to provide a health impact assessment.</i>	
Herts County Council – Waste and Minerals	No objection to the application. Requested Site Waste Management Plan.
<i>This has been secured by condition.</i>	

## 8.2 Internal Consultees

Planning Policy	Comments regarding townscape and visual assessment. No objection.
<i>Noted. See discussion in paragraphs 6.34-6.48 of the report.</i>	
Housing	Seek improved affordable housing provision and mix.
<i>Noted. The affordable housing provision has been limited by the requirement of the applicant to provide and finance a 2 form entry primary school and nursery on the site.</i>	
Arboricultural Officer	Requested landscaping condition.
<i>This has been included in the recommendation.</i>	
Waste and Recycling	Proposed bin storage facilities and waste management provision is acceptable.
<i>Noted. Bin storage facilities and a waste management scheme have been secured by condition.</i>	
Land Contamination Officer	Requested standard conditions to deal with land contamination.



<i>These have been included in the recommendation.</i>	
Environmental Health	Requested various conditions relating to noise mitigation measures.
<i>These have been included in the recommendation.</i>	

### 8.3 Interested parties

Letters were sent to 2,213 properties in the surrounding area. Responses have been received from 173 properties. These include 162 letters of objection, 3 letters of support and 7 neutral comments. The key issues raised are summarised below, the full letters are available to view online:

<b>Objection Comments</b>	<b>Officer response</b>
Overdevelopment of the site, excessive height of buildings, impact on the skyline. Out of keeping with the area.	See paragraphs 6.4-6.13 and 6.35-6.49 of the report.
Inadequate car parking provision for the development. Local roads at capacity. No controlled parking zone.	See paragraphs 6.95-6.97 of the report.
Increased traffic and congestion. St Albans Road already very congested.	See paragraph 6.98 of the report.
Inadequate local facilities to support the development. Need more health facilities, secondary schools, local facilities.	See paragraphs 6.23-6.32 of the report.
Impact on surrounding properties due to height of buildings – loss of outlook, privacy, daylight and sunlight	See paragraphs 6.84-6.88 of the report.
Increased noise and pollution during construction works.	See paragraphs 6.76-6.81 of the report.
Lack of affordable housing.	See paragraphs 6.17-6.22 of the report.
Lack of green/open space.	See paragraphs 6.73-6.75 of the report.
Inadequate infrastructure to support the development. Watford Junction has no capacity for additional commuters. Inadequate public transport. Improved pedestrian and cycle	Capacity improvements at Watford Junction have recently been approved. Further improvements will be included within subsequent phases of the Watford Junction masterplan. For enhanced sustainable transport

routes required.	measures see paragraph 6.101 of the report.
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<b>Support Comments</b>	<b>Officer response</b>
Will help to regenerate St Albans Road.	Noted.
Supports improvement to town centre.	Noted.
Will provide a good range of housing options of a high quality.	Noted.

## **9. Recommendation**

That planning permission be granted subject to the completion of a legal agreement under section 106 of the Town and Country Planning Act 1990 (as amended) to secure the following planning obligations and subject to the conditions listed below:

### Section 106 Heads of Terms

- i) The provision of 107 units of affordable housing within buildings N1 and N3, comprising a mix of 1, 2 and 3 bedroom flats for social rent, affordable rent and shared ownership.
- ii) Either a financial payment of up to £281,925 (index-linked) towards the provision of GP surgery accommodation within the borough of Watford or the provision of appropriate GP surgery accommodation within building S6 on the site.
- iii) The construction of a fully equipped 2 form entry primary school with nursery on the site.
- iv) A financial payment of £117,000 (index-linked) towards subsidising a minibus for the use of the primary school to transport pupils to and from Callowland Recreation Ground.
- v) A financial payment of £45,000 (index-linked) for the refurbishment of the changing rooms at Callowland Recreation Ground.
- vi) A financial payment of £5,000 (index-linked) for improvements to the playing fields at Callowland Recreation Ground.

- vii) A community use agreement for the use of the school main hall and large multi-use games area (MUGA) by residents of the development and the wider public.
- viii) A financial payment of £721,257 (index-linked) towards the provision of secondary school education serving the borough of Watford.
- ix) A financial payment of £12,000 towards the monitoring of Travel Plans for the primary school and the residential development.
- x) A financial payment of £50,000 (index-linked) towards environmental improvements along Bridle Path between the site and Watford Junction Station.
- xi) The setting up of an electric car club on the site with 5 electric charging car club spaces and a one year annual membership of the car club for each household upon first occupation (total cost of £119,200).
- xii) The provision of a £90 credit (index-linked) for the use of the Council procured demand responsive transport service (operated by Arriva Click or an alternative operator) for each household upon first occupation (total cost of £109,260).
- xiii) The upgrading of Penn Road to adoptable highway standards from St Albans Road to the eastern site boundary and the adoption of Penn Road from St Albans Road to the eastern site boundary by the Highway Authority at a time when Penn Road is required to serve the adjoining Network Rail land to the east.
- xiv) The provision of a minimum of 15 cycle spaces on Penn Road for the Council procured bike share scheme (operated by Beryl Bikes or an alternative operator).
- xv) Provision of fire hydrants to serve the development.

#### Conditions

1. The development to which this permission relates shall be begun within a period of three years commencing on the date of this permission.

Reason: To comply with the requirements of Section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

2. The development (with the exception of the primary school) hereby permitted shall be carried out in accordance with the following approved drawings:

X0001, X0101  
X0551, X0552, X0553  
P0131, P0132A, P0133A  
P0101, P0102A, P0103A, P0104A, P0105A, P0106A, P0107A, P0108A, P0110A  
P0551, P0552, P0553A, P0554A, P0555, P0556, P0557, P0558  
P0201, P0202, P0203, P0204, P0205, P0206, P0207  
P0211A, P0212, P0213, P0214, P0215, P0216, P0217, P0218, P0219  
P0221, P0222, P0223, P0224, P0225, P0226, P0227  
P0231, P0232, P0233, P0234, P0235, P0236, P0237  
P0241, P0242, P0243, P0244, P0245, P0246, P0247  
P0251, P0252, P0253, P0254, P0255, P0256  
P0261, P0262, P0263, P0264, P0265  
P0271, P0272, P0273, P0274  
P0281, P0282A, P0283A, P0284A  
P0291, P0292A, P0293A, P0294A  
P0601, P0602, P0611A, P0612A, P0621, P0622, P0631, P0632, P0641, P0642, P0651, P0652, P0661, P0662, P0671, P0672, P0681A, P0682A, P0691A, P0692A  
P0501, P0502, P0511  
P1001, P1002, P1003, P1004, P1005, P1006, P1007, P1008, P1009, P1010, P1011, P1012, P1013, P1014, P1015, P1016, P1017, P1018, P1019  
P1031, P1032A, P1033A, P1034, P1035

Reason: For the avoidance of doubt and in the interests of proper planning.

3. Approval of the details of the siting, design and external appearance of the primary school and the landscaping of the primary school site (hereinafter called "the reserved matters") shall be obtained from the Local Planning Authority in writing before any development is commenced on the primary school. The details of the reserved matters shall accord with the following parameter plans submitted with the application:

Drawing nos. P0132A, P0133A

Reason: To ensure that the Development is carried out in accordance with the plans and other submitted details, to ensure the Development keeps within the parameters assessed pursuant to the Environmental Impact Assessment for the Development.

4. Application for approval of the reserved matters shall be made to the Local Planning Authority before the expiration of four years from the date of this permission.

Reason: To comply with the requirements of Section 92 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

5. The development of the primary school hereby permitted shall be begun either before the expiration of five years from the date of this permission, or before the expiration of three years from the date of approval of the last of the reserved matters to be approved, whichever is the later.

Reason: To comply with the requirements of Section 92 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

6. No removal of trees, scrub or hedges shall be carried out on the site between 1<sup>st</sup> March and 31<sup>st</sup> August in any year unless a suitably qualified ecologist has previously searched the trees, scrub or hedges and certified in writing to the Local Planning Authority that such works of removal may proceed.

Reason: In order to avoid harm to nesting birds which are protected under the Wildlife and Countryside Act 1981.

7. No demolition works (including ground excavations) shall commence until a method statement detailing the measures to prevent and control the spread of Cotoneaster species during any operations has been submitted to and approved by the Local Planning Authority. The development shall be carried out only in accordance with the approved measures.

Reason: In order to prevent the spread of Cotoneaster species which are listed as an invasive species in the Wildlife and Countryside Act 1981.

8. No demolition works (including ground excavations) shall commence until a detailed demolition environmental management plan has been submitted to and approved in writing by the local planning authority. The plan shall be based upon the Demolition and Construction Environmental Method Statement submitted with the application and include the measures and best practice guidelines contained in Chapters 6, 8 and 9 of the Environmental Statement. The demolition works and ground excavations shall only be carried out in accordance with the approved plan.

Reason: To minimise the impacts of the demolition works on nearby properties and the surrounding area.

9. No demolition works (including ground excavations) shall commence until a detailed site waste management plan has been submitted to and approved in writing by the local planning authority. The plan shall be based upon and include the measures contained in the Outline Site Waste Management Plan by Waterman IE Limited (Ref. WIE14052-101-R-5-2-3-SWMP) submitted with the application. The demolition works and ground excavations shall only be carried out in accordance with the approved plan.

Reason: To minimise the waste generated by the development and ensure the sustainable re-use and management of waste within the county.

10. No construction works (excluding all works associated with demolition) shall commence until detailed finished site land levels and site cross-sections have been submitted to and approved in writing by the Local Planning Authority. The development shall only be constructed in accordance with the approved levels.

Reason: To ensure a satisfactory relationship between the site and the adjoining land levels.

11. No construction works (excluding all works associated with demolition) shall commence until a development phasing plan has been submitted to and approved by the Local Planning Authority. The plan shall include for each phase a site plan delineating the area of the development phase, the number of dwellings to be constructed, the number and location of car parking spaces, access for servicing and delivery vehicles and pedestrian routes to access the building. The development shall be

implemented in accordance with the approved phasing plan, unless otherwise agreed in writing by the Local Planning Authority.

Reason: To ensure each development phase can be adequately accessed and has an acceptable relationship to previous phases of the development.

12. No construction works shall commence in any development phase until a detailed construction environmental management plan has been submitted to and approved in writing by the local planning authority. The plan shall be based upon the Demolition and Construction Environmental Method Statement submitted with the application and include the measures and best practice guidelines contained in Chapters 6, 8 and 9 of the Environmental Statement. The construction works shall only be carried out in accordance with the approved plan.

Reason: To minimise the impacts of the demolition works on nearby properties and the surrounding area.

13. No construction works shall commence in any development phase until a detailed site waste management plan has been submitted to and approved in writing by the local planning authority. The plan shall be based upon and include the measures contained in the submitted Outline Site Waste Management Plan by Waterman IE Limited (Ref. WIE14052-101-R-5-2-3-SWMP). The construction works shall only be carried out in accordance with the approved plan.

Reason: To minimise the waste generated by the development and ensure the sustainable re-use and management of waste within the county.

14. Following demolition of the existing buildings and prior to the commencement of any construction works in each phase of the development, the following components of a scheme to deal with the risks associated with contamination of the site shall each be submitted to and approved, in writing, by the local planning authority:

- i) A supplementary site investigation, undertaken in those areas that were previously inaccessible based on the Preliminary Environmental Risk Assessment prepared by Waterman IE Limited (Report ref. WIE14052-101-R-4-2-1-PERA) and the Geo-environmental and Geotechnical Ground Investigation Report prepared by Fairhurst (Report ref. 125840), to provide

information for a detailed assessment of the risk to all receptors that may be affected, including those off site. This should include an assessment of the potential risks to: human health, property (existing or proposed) including buildings, crops, pests, woodland and service lines and pipes, adjoining land, ground waters and surface waters, ecological systems, archaeological sites and ancient monuments.

- ii) The site investigation results and the detailed risk assessment (i) and, based on these, an options appraisal and remediation strategy giving full details of the remediation measures required and how they are to be undertaken.
- iii) A verification plan providing details of the data that will be collected in order to demonstrate that the works set out in (ii) are complete and identifying any requirements for longer term monitoring of pollutant linkages, maintenance and arrangements for contingency action. Any changes to these components require the express consent of the local planning authority. The scheme shall be implemented as approved.

Reason: To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors.

15. Following completion of measures identified in the approved remediation scheme and prior to the first use or occupation of each phase of the development, a verification report that demonstrates the effectiveness of the remediation carried out must be produced together with any necessary monitoring and maintenance programme and copies of any waste transfer notes relating to exported and imported soils shall be submitted to the Local Planning Authority for approval. The approved monitoring and maintenance programme shall be implemented.

Reason: To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors.



16. If, during development, contamination not previously identified is found to be present at the site then no further development (unless otherwise agreed in writing with the local planning authority) shall be carried out until the developer has submitted a remediation strategy and verification plan to the local planning authority detailing how this unsuspected contamination shall be dealt with and obtained written approval from the local planning authority. The remediation strategy shall be implemented as approved. No occupation of any part of the permitted development shall take place until a verification report demonstrating completion of works set out in the approved remediation strategy and the effectiveness of the remediation shall be submitted to and approved, in writing, by the local planning authority. The report shall include results of sampling and monitoring carried out in accordance with the approved verification plan to demonstrate that the site remediation criteria have been met.

Reason: To protect highly sensitive groundwater resources. The Preliminary Risk Assessment submitted with this application indicates the presence of polluting substances from the previous uses (former petrol filling station now used as MOT & service centre, electrical substations and garages). The site is located within Source Protection Zone 1, indicating that groundwater beneath the site will reach the public drinking water supply within 50 days and is therefore highly sensitive to pollution.

17. The proposed residential development permitted by this planning permission shall be carried out in accordance with the approved drainage strategy as indicated on the Drainage Strategy layout produced by Fairhurst, drawing number 125840-C-4002, revision P7, dated 1 October 2019 and the following mitigation measures detailed within the Flood Risk Assessment (May 2019) unless otherwise agreed in writing by the Local Planning Authority:
  1. Limiting the surface water runoff generated by the critical storm events so that it will not exceed the surface water runoff rate of 8 l/s for Phase 1A; 2 l/s for Phase 1B and 5 l/s for Phase 2 during the 1 in 100 year event including plus 40% of climate change allowance.
  2. Providing storage to ensure no increase in surface water runoff volumes for all rainfall events up to and including the 1 in 100 year plus climate change event providing a minimum of 39.1 m<sup>3</sup> of storage in blue roof structures and 160 m<sup>3</sup> of storage in the proposed underground attenuation tank (or such storage

volume agreed with the LLFA) for Phase 1A; a minimum of 145.5 m<sup>3</sup> of storage in blue roof structures, 420 m<sup>3</sup> of storage in the proposed underground concrete attenuation tank and 420 m<sup>3</sup> of storage in the proposed landscaped podium over car parking with sub-base attenuation (or such storage volume agreed with the LLFA) for Phase 1B; a minimum of 89.3 m<sup>3</sup> of storage in blue roof structures and 296 m<sup>3</sup> of storage in the proposed underground attenuation tank (or such storage volume agreed with the LLFA) for the proposed residential development included in Phase 2.

3. Discharge of surface water from the private drainage network into the public surface water sewer served by Thames Water.

The mitigation measures shall be fully implemented prior to occupation and subsequently in accordance with the timing / phasing arrangements embodied within the scheme, or within any other period as may subsequently be agreed, in writing, by the local planning authority.

Reason: To prevent flooding by ensuring the satisfactory disposal and storage of surface water from the site. To reduce the risk of flooding to the proposed development and future occupants.

18. The proposed school development permitted by this planning permission shall be carried out in accordance with the approved principles of the drainage strategy indicated on the Drainage Strategy layout produced by Fairhurst, drawing number 125840-C-4002, revision P7, dated 1 October 2019 and the following mitigation measures detailed within the Flood Risk Assessment (May 2019) unless otherwise agreed in writing by the Local Planning Authority:

1. Limiting the surface water runoff from the school site generated by the critical storm events so that it will not exceed the surface water runoff rate of 2.6 l/s during the 1 in 100 year event including plus 40% of climate change allowance.
2. Providing storage to ensure no increase in surface water runoff volumes for all rainfall events up to and including the 1 in 100 year plus climate change event providing a minimum of 154 m<sup>3</sup> of storage in the proposed blue roof structure (or such storage volume agreed with the LLFA) for the proposed school development included in Phase 2.
3. Discharge of surface water from the private drainage network into the wider strategic drainage network on the site and then

into the existing public surface water sewer served by Thames Water.

The mitigation measures shall be fully implemented prior to occupation and subsequently in accordance with the timing / phasing arrangements embodied within the scheme, or within any other period as may subsequently be agreed, in writing, by the local planning authority.

Reason: To prevent flooding by ensuring the satisfactory disposal and storage of surface water from the site. To reduce the risk of flooding to the proposed development and future occupants.

19. No development for Phase 1A shall take place until a detailed surface water drainage scheme for the site based on the approved drainage strategy and sustainable drainage principles, has been submitted to and approved in writing by the local planning authority. The scheme shall subsequently be implemented in accordance with the approved details before the development is completed.

The scheme shall include the following:

1. Detailed modelling to demonstrate how the system operates during up to and including the 1 in 100 year critical duration storm event including an allowance for climate change. This should include drain down times for all storage features.
2. Final, detailed drainage plan including the location of all SuDS features, pipe runs, invert levels and discharge points.
3. Full, detailed engineering drawings of all SuDS features including cross and long sections, their size, volume, depth and any inlet and outlet features.

Reason: To prevent the increased risk of flooding, both on and off site.

20. No development for Phase 1B shall take place until a detailed surface water drainage scheme for the site based on the approved drainage strategy and sustainable drainage principles, has been submitted to and approved in writing by the local planning authority. The scheme shall subsequently be implemented in accordance with the approved details before the development is completed.

The scheme shall include the following:

1. Detailed modelling to demonstrate how the system operates during up to and including the 1 in 100 year critical duration storm event including an allowance for climate change. This should include drain down times for all storage features.
2. Final, detailed drainage plan including the location of all SuDS features, pipe runs, invert levels and discharge points.
3. Full, detailed engineering drawings of all SuDS features including cross and long sections, their size, volume, depth and any inlet and outlet features.

Reason: To prevent the increased risk of flooding, both on and off site.

21. No development for Phase 2 for the residential development shall take place until a detailed surface water drainage scheme for the site based on the approved drainage strategy and sustainable drainage principles, has been submitted to and approved in writing by the local planning authority. The scheme shall subsequently be implemented in accordance with the approved details before the development is completed.

The scheme shall include the following:

1. Detailed modelling to demonstrate how the system operates during up to and including the 1 in 100 year critical duration storm event including an allowance for climate change. This should include drain down times for all storage features.
2. Final, detailed drainage plan including the location of all SuDS features, pipe runs, invert levels and discharge points.
3. Full, detailed engineering drawings of all SuDS features including cross and long sections, their size, volume, depth and any inlet and outlet features.

Reason: To prevent the increased risk of flooding, both on and off site.

22. No development for Phase 2 for the school development shall take place until a detailed surface water drainage scheme for the site based on the principles of the approved drainage strategy and sustainable drainage principles, has been submitted to and approved in writing by the local planning authority. The scheme shall subsequently be implemented in accordance with the approved details before the development is completed.

The scheme shall include the following:

1. Detailed modelling to demonstrate how the system operates during up to and including the 1 in 100 year critical duration storm event including an allowance for climate change. This should include drain down times for all storage features.
2. Final, detailed drainage plan including the location of all SuDS features, pipe runs, invert levels and discharge points. If areas are to be designated for informal flooding these should also be shown on a detailed site plan.
3. Exceedance flow paths for surface water for events greater than the 1 in 100 year including climate change allowance.
4. Full, detailed engineering drawings of all SuDS features including cross and long sections, their size, volume, depth and any inlet and outlet features.

Reason: To prevent the increased risk of flooding, both on and off site.

23. Upon completion of the drainage works for each phase in accordance with the phasing arrangements, a management and maintenance plan for the SuDS features and drainage network must be submitted to and approved in writing by the Local Planning Authority.

This shall include:

1. Provision of complete set of as built drawings including the final drainage layout for site drainage network.
2. Maintenance and operational activities for the lifetime of the development.
3. Arrangements for adoption and any other measures to secure the operation of the scheme throughout its lifetime.

Reason: To reduce the risk of flooding to the proposed development and future occupants.

24. No infiltration of surface water drainage into the ground at this site is permitted other than with the express written consent of the Local Planning Authority, which may be given for those parts of the site where it has been demonstrated that there is no resultant unacceptable risk to controlled waters. The development shall be carried out in accordance with the approval details.

Reason: To protect highly sensitive groundwater resources. The Preliminary Risk Assessment submitted with this application indicates

the presence of polluting substances from the previous uses (former petrol filling station now used as MOT & service centre, electrical substations and garages). The site is located within Source Protection Zone 1, indicating that groundwater beneath the site will reach the public drinking water supply within 50 days and is therefore highly sensitive to pollution.

25. No piling (or other foundation designs using penetrative methods) shall take place until a piling method statement (detailing the depth and type of piling to be undertaken and the methodology by which such piling will be carried out, including measures to prevent and minimise the potential for damage to subsurface sewerage infrastructure and groundwater pollution, and the programme for works) has been submitted to and approved in writing by the Local Planning Authority. All piling must be undertaken in accordance with the terms of the approved piling method statement.

Reason: To protect groundwater and underground sewerage utility infrastructure.

26. Prior to the commencement of any superstructure works within each development phase, details and samples of the materials to be used for all the external finishes of the buildings, including walls, roofs, doors, windows and balconies, for the development phase shall be submitted to and approved in writing by the Local Planning Authority. The materials shall be based upon the materials palette in the Design and Access Statement by Lifschutz Davidson Sandilands. The development within each phase shall be carried out only in accordance with the approved materials.

Reason: In the interests of the visual appearance of the site and the character and appearance of the area, in accordance with Policy UD1 of the Watford Local Plan Core Strategy 2006-31.

27. Prior to the commencement of any superstructure works within each development phase, a detailed noise mitigation scheme for the building to achieve satisfactory internal noise levels to each dwelling, in accordance with BS 8233:2014 'Guidance on Sound Insulation and Noise Reduction for buildings', shall be submitted to and approved in writing by the Local Planning Authority. The scheme shall include details of the building fabric, glazing specifications, party walls and floors and mechanical ventilation systems. The noise mitigation scheme shall address potential noise nuisance arising from road traffic, rail

traffic, electrical substations, thermal substations, and all plant and equipment associated with commercial units within the building. The noise from electrical substations shall not exceed the criteria set out in Table 5 of 'A Procedure for the Assessment of Low Frequency complaints' (University of Salford, Manchester, 2009). No dwelling within the development phase shall be occupied until all the approved mitigation measures have been completed.

Reason: To protect the amenities of the future occupiers of the development.

28. No plant and equipment associated with the commercial units shall be installed on any building until a noise impact assessment, including proposed mitigation measures for noise, to achieve satisfactory internal noise levels to the nearest residential dwellings, has been submitted to and approved in writing by the Local Planning Authority. The plant and equipment

Reason: To protect the amenities of the future occupiers of the development.

29. Prior to the commencement of any superstructure works in each development phase that includes a commercial unit(s), full details of the proposed shop front(s) for the commercial unit(s) within that phase shall be submitted to and approved in writing by the Local Planning Authority. The details shall include the following:

- a) Detailed drawings at scale 1:20 including sections of the proposed shop front(s);
- b) Detailed drawings at scale 1:20 of the proposed area for signage;
- c) Details of the proposed materials for the shop front(s);
- d) Details of any proposed security measures; and,

The shop front(s) shall be installed in accordance with the approved details prior to the first occupation of the commercial unit(s) and shall be maintained as such thereafter.

Reason: In the interest of securing sustainable development and to ensure that the resulting appearance and construction of the development is of a high standard and would enhance the public realm, in accordance with Policy UD1 of the Watford Local Plan Core Strategy 2006-31.

30. Prior to the commencement of any superstructure works for each development phase, a landscaping scheme for the treatment of all open spaces, including but not limited to public open space, communal amenity space, children's play space and private amenity space, shall be submitted to and approved in writing by the Local Planning Authority. The landscaping scheme shall be based upon the Landscape Strategy by Gillespies include the following details:

- a) Details of the landscape management scheme;
- b) Details of children's play space , including but not limited to types of play areas, play equipment, how the space is differentiated from communal/public open space and how this fits in with the children's play space strategy for the whole site;
- c) Enclosures: including but not limited to types, dimensions and treatments of walls, fences, screens, barriers, rails, retaining walls and hedges;
- d) Hard landscaping: including but not limited to ground surfaces, kerbs, edges, paving, furniture, bins, lighting, steps and if applicable synthetic surfaces;
- e) Soft landscaping: number and type of species to be planted;
- f) Trees: number and type of species to be planted;
- g) Biodiversity measures, including but not limited to green roofs, brown roofs, bird boxes, bat boxes, invertebrate boxes and bee hives;
- h) Lighting details, including siting, type, height, specification, hours of operation and lux values;
- i) Details of the wayfinding signage and details of the maintenance of any such signs proposed and approved;
- j) Details of how the landscaping features will provide suitable wind mitigation as set out in the Environmental Statement;
- k) Management plan detailing management responsibilities and maintenance schedules for the ongoing maintenance and access for communal amenity areas and public open space; and,
- l) Any other landscaping feature(s) forming part of the scheme.

All landscaping in accordance with the approved scheme shall be completed/planted during the first planting season following practical completion of the development phase. Any trees or shrubs which die within five years of completion of the development phase shall be replaced with the same species, unless otherwise approved in writing, to the satisfaction of the Local Planning Authority.



The development phase shall be carried out strictly in accordance with the approved details and shall be maintained as such thereafter.

Reason: In the interest of biodiversity, sustainability, and to ensure that a high quality of public realm and private amenity space and visual amenity is provided.

31. No dwelling or commercial unit forming part of the development shall be occupied (unless otherwise agreed in writing by the Local Planning Authority as part of a phasing of the development) until the existing junction between Penn Road and St Albans Road has been upgraded and the footpath improvements along Penn Road, as shown in principle on drawing no. 17279-00-201 in the Transport Assessment by Markides Associates, have been completed in full.

Reason: To ensure safe and convenient access into the site for vehicles, cyclists and pedestrians in the interests of public safety.

32. No dwelling or commercial unit within the development shall be occupied until written approval has been provided by the Local Planning Authority that either 1) all wastewater network upgrades required to accommodate the additional flows from the development have been completed; or 2) a housing and infrastructure phasing plan has been approved in writing which specifies the infrastructure works to be undertaken and the number of properties that can be occupied in each development phase. Where a housing and infrastructure phasing plan has been approved, no occupation shall take place other than in accordance with the agreed housing and infrastructure phasing plan.

Reason: The development may lead to sewage flooding and network reinforcement works are anticipated to be necessary to ensure that sufficient capacity is made available to accommodate additional flows anticipated from the new development. Any necessary reinforcement works will be necessary in order to avoid sewer flooding and/or potential pollution incidents.

33. No dwelling or commercial unit within the development shall be occupied until written approval has been provided by the local planning authority that either 1) all surface water network upgrades required to accommodate the additional flows from the development have been completed; or 2) a housing and infrastructure phasing plan has been approved in writing which specifies the infrastructure works to be undertaken and the number of properties that can be occupied in each

development phase. Where a housing and infrastructure phasing plan has been approved no occupation shall take place other than in accordance with the agreed housing and infrastructure phasing plan.

Reason: The development may lead to flooding and network reinforcement works are anticipated to be necessary to ensure that sufficient capacity is made available to accommodate additional flows anticipated from the new development. Any necessary reinforcement works will be necessary in order to avoid sewer flooding and/or potential pollution incidents.

34. No dwelling shall be occupied within any development phase until details of the provision of communal facilities for terrestrial and satellite television reception (eg. aerials, dishes and other such equipment) for the building in the development phase has been submitted to and approved in writing by the Local Planning Authority. Such details shall include the specific size and location of all equipment. The approved details shall be implemented prior to the first occupation of the relevant building and shall be retained thereafter. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (as amended) no other television reception equipment shall be introduced onto the walls or the roof of the building without the prior written approval of the Local Planning Authority.

Reason: In the interests of the character and appearance of the building, in accordance with Policy UD1 of the Watford Local Plan Core Strategy 2006-31.

35. No dwelling or commercial unit within each development phase shall be occupied until the refuse and recycling storage facilities for that phase have been provided in accordance with the approved plans. The storage facilities shall be retained at all times thereafter.

Reason: In the interests of the visual appearance of the site and to ensure satisfactory provision for on-site storage facilities.

36. No dwelling shall be occupied within any development phase until a residential delivery and servicing management plan has been submitted to and approved in writing by the Local Planning Authority. This plan shall include all deliveries to and waste and recycling collections from the residential dwellings.

The development shall be operated strictly in accordance with the approved plan, shall be maintained as such thereafter and no change thereof shall take place without the prior written consent of the Local Planning Authority.

Reason: To ensure that the delivery and servicing arrangements are adequate to service the dwellings and do not impact on the free-flow of traffic and highway safety.

37. No commercial unit within any development phase shall be occupied until details of a delivery and servicing management plan has been submitted to and approved in writing by the Local Planning Authority. This plan shall include all deliveries to and waste and recycling collections from the commercial unit. No deliveries to or collections from any commercial unit shall take place before 7.00am or after 11.00pm on any day.

The development shall be operated strictly in accordance with the details approved, shall be maintained as such thereafter and no change thereof shall take place without the prior written consent of the Local Planning Authority

Reason: To ensure that the delivery and servicing arrangements are adequate to service the commercial units and do not impact on the free-flow of traffic and highway safety.

38. The commercial units shown within buildings S2, S3, S6, N1, N2, N3 and N4 shall only be used for purposes within Use Classes A1, A2, A3, A4, A5, B1, D1 or D2 of the Town and Country Planning (Use Classes) Order 1987 (as amended). Prior to the first occupation of any commercial unit full details of the proposed use, together with hours of operation, shall be submitted to and approved in writing by the Local Planning Authority.

The development shall be operated strictly in accordance with the details approved, shall be maintained as such thereafter and no change thereof shall take place without the prior written consent of the Local Planning Authority.

Reason: To ensure an appropriate balance of non-residential uses are achieved and to ensure the proposed development does not have an adverse impact on neighbouring residential amenity.

39. No commercial unit within buildings S2, S3, S6, N1, N2, N3 and N4 shall be used for purposes within Use Classes A3, A4 or A5 of the Town and Country Planning (Use Classes) Order 1987 (as amended) until details of the means of ventilation for the extraction and dispersal of fumes, including details the extraction, ventilation and filtration equipment and any other external plant or machinery (including ventilation units and air intake louvres) together with details of its method of construction, appearance, finish and acoustic performance has been submitted to and approved in writing by the Local Planning Authority. The use shall not commence until the approved plant and equipment has been installed in full. The approved plant and equipment shall be retained at all times. No further external equipment or plant may be installed without the prior written approval of the Local Planning Authority.

Reason: To safeguard the amenity of the occupiers of adjoining properties by preventing noise and odour nuisance and to ensure a satisfactory appearance.

40. Prior to the first occupation of any building within each development phase a car parking and cycle parking strategy for that phase shall be submitted to and approved in writing by the Local Planning Authority including:
- a) The location and allocation of car parking for commercial and residential users.
  - b) The location of the accessible car parking spaces.
  - c) The number and location of the electric vehicle charging spaces, which should be a minimum of 10% of the total number of car parking spaces provided.
  - d) The location of and number of cycle parking spaces including details of the stands to be used.
  - e) Security and accessibility measures.

No dwelling shall be occupied until the approved car parking and cycle parking strategy for that phase has been implemented in full. The approved car and cycle parking spaces shall be retained as approved at all times.

Reason: To ensure the permanent retention of car parking spaces for occupiers and users of the development and to ensure adequate cycle parking is available and easily accessible on site and to promote sustainable modes of travel.

41. No commercial unit within buildings S2, S3, S6, N1, N2, N3 and N4 hereby permitted shall be occupied until a certificate of compliance from an accredited assessor, confirming that the unit has achieved a BREEAM rating of Very Good, has been submitted to and approved in writing by the Local Planning Authority.

Reason: To ensure that the development is sustainable and makes efficient use of energy and water, in accordance with Policies SD1, SD2 and SD3 of the Watford Local Plan Core Strategy 2006-31.

42. No external multi-use games area (MUGA) within the primary school site shall be used for sporting activities by staff, pupils or members of the public before 9.00am or after 9.00pm on any day.

Reason: To ensure the use of any MUGA does not give rise to noise nuisance to nearby residential occupiers.

43. The primary school shall not be occupied until details of the means of ventilation for the extraction and dispersal of fumes, including details the extraction, ventilation and filtration equipment and any other external plant or machinery (including ventilation units and air intake louvres) together with details of its method of construction, appearance, finish and acoustic performance has been submitted to and approved in writing by the Local Planning Authority. The use of the primary school shall not commence until the approved plant and equipment has been installed in full. The approved plant and equipment shall be retained at all times. No further external equipment or plant may be installed without the prior written approval of the Local Planning Authority.

Reason: To safeguard the amenity of the occupiers of adjoining properties by preventing noise and odour nuisance and to ensure a satisfactory appearance.

44. No lighting shall be installed within the primary school site or on the building until full details of the lighting, including siting, type, height, specification, hours of operation and lux values, have been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the details approved.

Reason: To prevent glare and nuisance to occupiers of adjoining properties.