

PART A

Report of: **DEVELOPMENT MANAGEMENT SECTION HEAD**

Date of Committee: **12th December 2013**

Site address: **Land Off Cardiff Road And Between Wiggshall Road And Willow Lane And Dalton Way/ Oxhey Park**

Reference Number : **13/00971/FULM**

Description of Development: **Demolition of existing Cardiff Road Industrial Estate buildings and structures, construction of a new hospital access road (comprising the Access Road and Link Road) between Dalton Way and Willow Lane comprising new carriageway, footpaths and cycleways, new railway over-bridge (vehicular and pedestrian/cycle), formation of new road junctions with Dalton Way, Willow Lane and Wiggshall Road, embankments, drainage works, ground remodelling and flood compensation works, landscaping (permanent and interim), retention of temporary hospital car parking and provision of replacement temporary hospital car parking areas (temporary access via Vicarage Road) construction compounds, soil remediation facility, utilities and other ancillary works.**

Applicant: **Watford Health Campus Partnership LLP**

Date received: **12th September 2013**

16 week date (EIA): **2nd January 2014**

Ward: **VICARAGE/CENTRAL**

SUMMARY

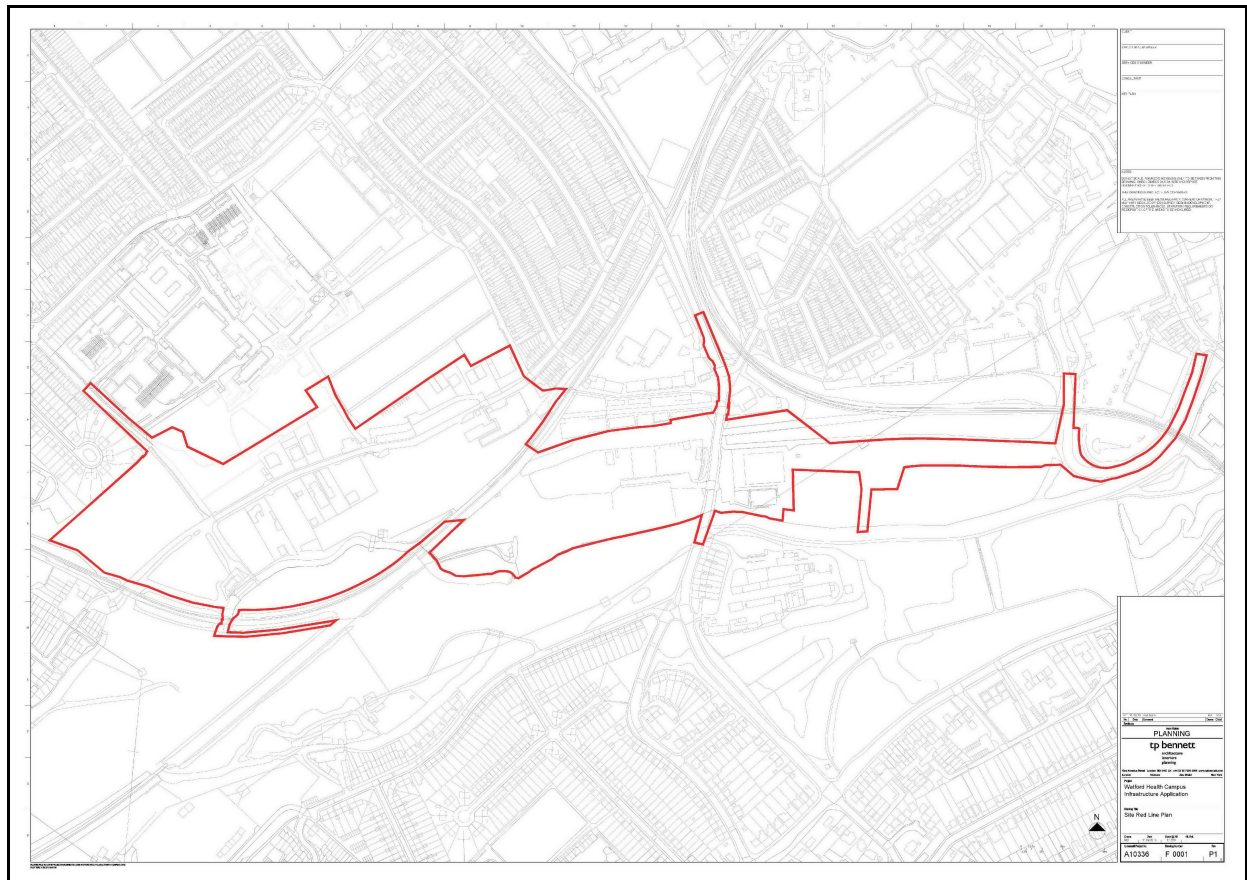
Outline planning permission was granted in 2010 for a masterplan for a major, comprehensive, mixed-use redevelopment of the existing hospital site and adjacent land at Cardiff Road industrial estate and the former Carriage Sheds site as a new Health Campus. This has subsequently been included in the Council's adopted Core Strategy as one of the main elements of the spatial strategy for the Borough as Special Policy Area SPA3. Integral to the approved masterplan was the provision of a new access road from Dalton Way through to the existing hospital site. Although the layout and form of the masterplan is in the process of being reviewed, the need for a new access road to serve both the hospital and adjoining land remains an integral part of the masterplan. This application proposes the new road that will improve access to the existing hospital and facilitate the development of the wider masterplan in due course. Through a detailed environmental impact assessment, the potential environmental impacts of the road have been identified and appropriate mitigation measures proposed, having regard to the nature of the development. In light of this assessment, the proposal is considered to be acceptable.

The Development Management Section Head therefore recommends the application is approved, subject to appropriate conditions, as set out in the report.

BACKGROUND

Site and surroundings

The application site is a linear, irregular shaped site covering approximately 17 hectares which extends from Dalton Way in the west to Willow Lane in the east. It includes part of Dalton Way, part of the Oxhey Park playing fields, part of Wiggshall Road, the former Carriage Sheds site off Wiggshall Road, the Cardiff Road Industrial Estate (including the former Willow Lane allotments), a small part of the Watford General Hospital visitor car park and the southern part of Willow Lane.



Site plan

Proposed development

The main element of the application is the construction of a new access road serving Watford General Hospital and adjoining land which forms the first phase of the future redevelopment of the wider site as a new Health Campus. The access road comprises the following main components:

- A Link Road from Dalton Way to Wiggenhall Road, with a new junction on Dalton Way.
- A new junction on Wiggenhall Road.
- An Access Road from Wiggenhall Road to Willow Lane with a new bridge over the railway line (to be used for the Croxley Rail Link).
- A new roundabout at the southern end of Willow Lane.

The Link Road will run along the northern edge of Oxhey Park playing fields at existing ground level. The Access Road will rise up on a new embankment to cross the railway line via the new bridge before dropping back down to ground level on Cardiff Road Industrial Estate where a roundabout will be formed to serve the adjoining land. It will then rise up on another embankment to join the southern end of Willow Lane at a second roundabout.

In order to facilitate the construction of the road, other operational development is also required to be undertaken. The application also includes operational development in preparation for the early phases of the main Health Campus development. These works can be summarised as follows:

- Demolition of all existing buildings and structures on Cardiff Road Industrial Estate.
- Formation of a new lake as part of the flood compensation measures.
- Remodelling of ground levels and other flood mitigation works.
- Provision of temporary replacement car parking for hospital staff.
- Permanent and temporary landscaping works along the Link Road and Access Road.
- New pedestrian and cycle link to Ebury Way cycle route.
- Formation of a temporary soil remediation hospital for the decontamination of soil and waste arising from the demolition and ground remodeling works.
- Formation of temporary construction compounds (including a compound for the Croxley Rail Link).

Planning history

The redevelopment of the Watford Health Campus site (or parts of) has been under consideration for a number of years. In 2001, two inter-linked planning applications were submitted for the regeneration of the Cardiff Road Industrial Estate and surrounding area. These planning applications were granted planning permission in 2002 but have never been implemented. Opportunities for a wider more beneficial holistic redevelopment project became apparent and as a result the independent development of the Cardiff Road Industrial Estate was not pursued. In 2007, an outline application was submitted for

a new masterplan for the redevelopment of a larger site comprising Watford General Hospital, Cardiff Road Industrial Estate, the former Carriage Sheds site off Wiggshall Road and Oxhey Park playing fields, an area of 26.4 hectares (65.2 acres):

07/00958/OUTM – Outline planning permission for the development of a mixed use Health Campus comprising major acute hospital (Class C2), office and research facilities (Class B1), retail, financial and restaurant uses (Class A1, A2 and A3), hotel (Class C1), residential (Class C3), clinics, crèche and nursery (Class D1), formal leisure facilities (Class D2), combined heat and power plant, lake and informal leisure facilities, access road and bridge from Wiggshall Road and link road from Dalton Way.

This application was considered by the Development Control Committee in December 2007 and May 2008 and was granted outline planning permission in July 2010 following the completion of a Section 106 agreement.

Due to the difficult economic conditions since this planning permission was granted and the changing requirements of the West Hertfordshire Hospitals NHS Trust (WHHT) the approved masterplan has undergone a fundamental reconsideration in order to formulate a new masterplan that is capable of being delivered. In 2012, Kier Project Investment Limited (Kier) was selected as preferred bidder to join the Council in the establishment of a Local Asset Backed Vehicle (LABV) to deliver the new Health Campus project. An application for the new Health Campus masterplan is due to be submitted in February 2014.

Relevant Policies

National Planning Policy Framework

Paragraph 17	Core planning principles
Section 1	Building a strong, competitive economy
Section 4	Promoting sustainable transport
Section 8	Promoting healthy communities
Section 10	Meeting the challenge of climate change, flooding and coastal change
Section 11	Conserving the natural environment

Hertfordshire Waste Core Strategy and Development Management Policies

Document 2011-2026

- 1 Strategy for the Provision for Waste Management Facilities
- 1a Presumption in Favour of Sustainable Development
- 2 Waste Prevention and Reduction
- 12 Sustainable Design, Construction and Demolition

Hertfordshire Minerals Local Plan Review 2002-2016

No relevant policies.

Watford Local Plan: Core Strategy 2006-31

- SS1 Spatial Strategy
- SPA3 Health Campus
- IP1 Croxley Rail Link
- SD1 Sustainable Design
- SD2 Water and Wastewater
- SD3 Climate Change
- SD4 Waste
- EMP1 Economic Development
- T3 Improving Accessibility
- T4 Transport Assessments
- T5 Providing new Infrastructure
- INF1 Infrastructure Delivery and Planning Obligations
- UD1 Delivering High Quality Design
- GI1 Green Infrastructure
- GI3 Biodiversity
- GI4 Sport and Recreation

Watford District Plan 2000

SE7	Waste, Storage, Recovery and Recycling in New Development
SE20	Air Quality
SE22	Noise
SE23	Light Pollution
SE24	Unstable and Contaminated Land
SE26	Watercourses
SE27	Flood Prevention
SE28	Groundwater Quality
SE36	Replacement Trees and Hedgerows
SE37	Protection of Trees, Woodlands and Hedgerows
SE39	Tree and Hedgerow Provision in New Development
T21	Access and Servicing
T22	Car Parking Standards
E1	Employment Areas

CONSULTATIONS

Neighbour notifications

Letters were sent out to 115 individual properties in Wigenhall Road, Cardiff Road, Liverpool Road, Lower High Street, Bridge Place, Willow Lane, Rose Gardens, Vicarage Road, Elfrida Road, Kingsfield Road and Oxhey Road. Eight replies have been received with seven raising the following objections to the application:

- Link Road will result in loss of playing fields, tennis courts and area of open space.
- Link Road will seriously damage the amenity value of the river and its flora and fauna.
- Link Road should not be allowed through the public park. Could set a dangerous precedent for other parks in the future.
- Damage to wildlife through noise, pollution and loss of open space.

- Adverse impact on existing traffic-free cycle route (National Cycle Network Route 6).
- Road is being built to serve commercial development which may not be economically successful. A park should not be destroyed for this.
- Road will serve large housing development. Public services will be put under even more strain.
- Road will not be serving new hospital but commercial development.
- Proposed hedge along southern side of Link Road will only provide limited screening and will have negligible impact on noise.
- Scheme removes footway from the east side of Wigenhall Road. This will result in pedestrians having to cross three roads to continue down Wigenhall Road and incur long delays using light controlled crossings.
- Only the Access Road can be justified to improve access to the hospital, taking hospital traffic away from Vicarage Road and the Hornets.
- Health Campus should be restricted to a new hospital only and a new linear park.
- New road will not improve access to the hospital from the north, south and west. Only 'blue light' traffic will benefit from the east.
- Unacceptable loss of green open space in this area of Watford.
- Loss of Irish Centre as a community facility.
- Should be a left turn from Wigenhall Road on to Link Road. This would enable traffic to avoid Bushey Arches.
- Noise and loss of privacy to property in Rose Gardens.

Advertisements in local paper/ site notices

A public notice was published in the Watford Observer on 20th September 2013 and 19 site notices were put up on the roads surrounding the application site, also on 20th September 2013.

Consultations

National Grid

National Grid exercises its right to place a Holding Objection to the above proposal which is in close proximity to a High Voltage Transmission Overhead Line – ZC and a High Voltage Underground Cable.

[Comment regarding this response: A High Voltage Transmission Overhead Line runs NE-SW across Oxhey Park playing fields with a pylon sited at the foot of the railway embankment. The Link Road will pass underneath this overhead line. A High Voltage Underground Cable runs E-W across the former Carriage Sheds site. The Access Road will run alongside this underground cable but will not cross it. National Grid has not made any specific comments regarding the application proposal but has referred to various guidance documents which set out the technical and health and safety requirements that will need to be adhered to in the detailed design and construction of the proposal.

Consultants acting on behalf of the applicant have been in discussions with National Grid and it has been agreed that neither asset will be affected by the application proposal.]

Highways Agency

Makes no objection to the proposal.

Natural England

Statutory nature conservation sites – no objection

This application is in close proximity to the Croxley Common Moor Site of Special Scientific Interest (SSSI). Natural England is satisfied that the proposed development being carried out in strict accordance with the details of the application, as submitted, will not damage or destroy the interest features for which the site has been notified. We therefore advise your authority that this SSSI does not represent a constraint in determining this application. Should the details of this application change, Natural England draws your attention to Section 28(I) of the Wildlife and Countryside Act 1981 (as amended), requiring your authority to re-consult Natural England.

Protected species

Bats - Natural England does not object to the proposed development. On the basis of the information available to us, our advice is that the proposed development is likely to affect bats through disturbance of a European protected species and the damage or destruction of a breeding site or resting place. We are satisfied however that the proposed mitigation is broadly in accordance with the requirements of the Bat mitigation guidelines and should maintain the population identified in the survey report.

Domestic species

We have not assessed the survey for badgers, barn owls and breeding birds, water voles, or widespread reptiles. These are all species protected by domestic legislation and you should use our protected species standing advice to assess the adequacy of any surveys, the impacts that may result and the appropriateness of any mitigation measures.”

Priority Habitat as identified on Section 41 list of the Natural Environmental and Rural Communities (NERC) Act 2006

The consultation documents indicate that this development includes areas of priority habitat, as listed on Section 41 of the Natural Environmental and Rural Communities (NERC) Act 2006. The National Planning Policy Framework states that ‘when determining planning applications, local planning authorities should aim to conserve and enhance biodiversity. If significant harm resulting from a development cannot be avoided (through locating on an alternative site with less harmful impacts), adequately mitigated, or, as a last resort, compensated for, then planning permission should be refused.’

Network Rail

Has advised that due to the scale of the proposal, the applicant will need to contact the Network Rail Asset Protection Engineer for the area.

Thames Water

Waste Comments

Surface Water Drainage - With regard to surface water drainage it is the responsibility of a developer to make proper provision for drainage to ground, water courses or a suitable sewer. In respect of surface water it is recommended that the applicant should ensure that storm flows are attenuated or regulated into the receiving public network through on or off site storage. Reason - to ensure that the surface water discharge from the site shall not be detrimental to the existing sewerage system.”

There are public sewers crossing or close to [the] development. In order to protect public sewers and to ensure that Thames Water can gain access to those sewers for future repair and maintenance, approval should be sought from Thames Water where the erection of a building or an extension to a building or underpinning work would be over the line of, or would come within 3 metres of, a public sewer.

No impact piling 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 the programme for the works) has been submitted to and approved in writing by the local planning authority in consultation with Thames Water. Any piling must be undertaken in accordance with the terms of the approved piling method statement. Reason: The proposed works will be in close proximity to underground sewerage utility infrastructure. Piling has the potential to impact on local underground sewerage utility infrastructure.

Supplementary comments

This application only refers to the access road. Thames Water requests that a full drainage strategy for the hospital and rest of the site is submitted for consultation.

Environment Agency

We have now reviewed and commented on most of this *[flood]* model data but not on the final outputs associated with the completed scheme. We are continuing to review this data. If this data is verified then it should demonstrate that the proposed works will provide a positive flood risk benefit for the area.

The scheme involves building the road bund through a County Wildlife Site. The provision of an enhanced wetland area can be provided through this application, which will help to ensure that biodiverse habitat is secured through the development proposals. In addition the planting of the bund is proposed as meadow planting, which will also provide habitat linkage. In future the inclusion of features such as brown roofs within the Masterplan development will help to mitigate for the loss of brown field habitat. We support these measures.

There are a few details we do not agree with, such as the planting of non-native trees within the River Colne corridor. Weeping Willows are suggested as replacements for lost trees. However reduced tree cover may be beneficial to the River Colne by removing shade and encouraging marginal and submerged plants within the river. If replacement trees are required then these should be native tree species, such as white willow. This level of detail can be agreed through conditions, and will be subject to our Flood Defence Consent where works are proposed within eight metres of the top of bank of the River Colne.

Overall it appears that this scheme will be beneficial in bringing forward regeneration and securing land remediation that will enable the future sustainable redevelopment of this area of Watford. On this basis we have no objections to the proposed scheme, subject to the following conditions *[10 conditions are listed]*.

Sport England

As the impact of the current scheme on the playing fields is the same as the previous scheme and because the proposed mitigation package is broadly similar to that proposed

before, Sport England's position on the current planning application would be the same as that on the 2007 scheme, i.e. the proposals would be considered to accord with exception E4 of our policy as acceptable replacement playing field provision is proposed. A detailed assessment of the mitigation package and how it relates to our playing fields policy was included in our response to the 2007 planning application. As the majority of the proposed package has not changed, it is not considered necessary to repeat it in this response.

In the context of the above assessment, I am therefore satisfied that, in principle, the package of replacement playing field provision that has been proposed would accord with exception E4 of Sport England's playing fields policy. In conclusion, I can confirm that Sport England has no objection to the planning application as a statutory consultee. However, this position is strictly subject to the following matters being addressed through the completion of an appropriate section 106 agreement (or planning conditions if appropriate):

Securing the package of playing field improvements: a Section 106 agreement will need to be completed which secures a financial contribution that is sufficient for covering the complete cost of the agreed package of playing field mitigation at the Radlett Road Playing Fields, Gammons Lane Playing Fields, Watford Heath and Riverside Recreation Ground sites. The agreed financial contribution would need to be paid to Watford Borough Council and be subsequently ring fenced by the Council towards implementing the agreed package. The agreement should make provision for a timetable for paying the contributions to be secured at an early stage and for the professional fees associated with the design of the proposals to be paid to the Council separately to the capital costs of delivering the package in accordance with the agreed timetable. An approach similar to that taken in the section 106 agreement that was prepared for the 2010 planning permission (section 8.1 of Schedule 2) would be acceptable. In particular, there will be a need for the contributions towards the delivery of the package to be paid at least 18 months prior to the closure of Wiggshall Recreation Ground's playing pitches due to the time it would usually be expected to take to prepare replacement natural turf pitches off-

site so that they are ready for use for users of the existing pitches before they are displaced.

Submission and approval of detailed proposals for implementing the package of playing field mitigation: As detailed specifications/designs for the playing field and tennis court elements of the mitigation package of playing field improvements have yet to be agreed, a section 106 agreement should make provision for the submission and approval (in consultation with Sport England) of the detailed proposals at Radlett Road Playing Fields, Gammons Lane Playing Fields and Watford Heath. Without detailed proposals being submitted for approval by the Council it is not possible for the Borough Council (as the local planning authority) or Sport England to confirm that the new or improved facilities would be acceptable in practice in terms of the quality of the proposed facilities being at least equivalent to the existing facilities that are being displaced at Wiggshall Road Recreation Ground. An approach similar to that taken in the previous section 106 agreement (paragraph 8.1 (b)) would be acceptable as this made provision for Sport England to be consulted on the design of the facilities in the mitigation package.

Phasing and Delivery of the package of playing field mitigation: In terms of the phasing and delivery of the proposed package of improvements (following payment of the financial contributions), exception E4 requires replacement playing field provision to be made prior to commencement of development on an existing playing field in order to ensure continuity in the supply of facilities for the users of playing fields. As Wiggshall Road Recreation Ground is an operational playing field used by several sports clubs, it is considered essential that the agreed package of replacement facilities is implemented and operational before any development commences on the site which would affect the sports facilities in order to ensure continuity in facility provision for existing users. Sport England would prefer the delivery of the mitigation proposals to be secured as part of a section 106 agreement (or planning condition if appropriate). However, if this is not possible, an alternative formal approach for confirming and securing the timescales for phasing and delivering the mitigation package should be discussed and agreed with Sport England in advance of the planning application being approved. As the wording of a section 106

agreement and planning conditions would be discussed and agreed between the relevant parties at a later date if planning permission is forthcoming, I would be happy to provide advice on this when appropriate. It is requested that Sport England be consulted on the wording of a section 106 agreement (or planning conditions) before it is finalised especially if there are any significant differences to the approach taken in relation to the previous outline planning permission.

If your Authority decides not to address the above issues through a section 106 agreement (or planning condition(s)), Sport England would wish to lodge a statutory objection to this application. If this scenario arises, in accordance with The Town and Country Planning (Consultation) (England) Direction 2009, and the DCLG letter of 10 March 2011, the application should be referred to the National Planning Casework Unit.

[Comment regarding this response: The Council has been in detailed correspondence with Sport England regarding the proposed package of replacement recreation facilities to replace those lost as a result of the proposal (specifically the Link Road). The conclusion of Sport England's formal response is given below. It has since been agreed with Sport England that the replacement facilities will be secured by the imposition of Grampian style conditions rather than by a Section 106 agreement. Suggested conditions have been received from Sport England and they have confirmed their position that, subject to the imposition of these conditions, they would have no objection to the proposal.]

Hertfordshire County Council (Highway Authority)

The County Council as local highway authority has given a very detailed response to the Transport Assessment accompanying the application and has raised no objections to the proposal, subject to the imposition of appropriate conditions on any grant of permission. Some of these detailed comments will be referred to in the report.

Hertfordshire County Council (Planning Archaeologist)

Before we were consulted on this planning application, this office was contacted directly by an archaeological contractor acting for AECOM. They told us that they have been

asked at short notice to monitor geotechnical test pitting that was being carried out at Unit 3 Cardiff Road Industrial Estate by AECOM. We asked that an archaeological method statement be submitted for these observations. Initial results of the first few pits showed recent made ground which is unlikely to contain significant heritage assets. However we have not been sent a report describing all the observations so I cannot say that these results represent a meaningful sample of the site.

The Historic Environment Record notes that the Colne Valley has potential for human occupation/use from the prehistoric period. The proposed development is therefore likely to have an impact on heritage assets, and I recommend that the following three archaeological conditions be attached, should you be minded to grant consent:

- A. No demolition/development shall take place/commence until an Archaeological Written Scheme of Investigation has been submitted to and approved by the local planning authority in writing. The scheme shall include an assessment of archaeological significance and research questions; and:
1. the programme and methodology of site investigation and recording;
 2. the programme and methodology of site investigation and recording as suggested by the archaeological evaluation;
 3. the programme for post investigation assessment;
 4. provision to be made for analysis of the site investigation and recording;
 5. provision to be made for publication and dissemination of the analysis and records of the site investigation;
 6. provision to be made for archive deposition of the analysis and records of the site investigation;
 7. nomination of a competent person or persons/organisation to undertake the works set out within the Archaeological Written Scheme of Investigation.
- B. The demolition/development shall take place/commence in accordance with the programme of archaeological works set out in the Written Scheme of Investigation approved under condition A.

- C. The development shall not be occupied/used until the site investigation and post investigation assessment has been completed in accordance with the programme set out in the Written Scheme of Investigation approved under condition A and the provision made for analysis and publication where appropriate.

I believe that these recommendations are both reasonable and necessary to provide properly for the likely archaeological implications of this development proposal. I further believe that these recommendations closely follow the policies included within Policy 12 (para. 141, etc.) of the National Planning Policy Framework.

Environmental Health

Noise and vibration – No objections. Proposed acoustic barrier at southern end of Willow Lane should be conditioned.

Land contamination – No comments received.

Air quality – No objections.

APPRAISAL

In accordance with s.38 of the Planning and Compulsory Purchase Act 2004, the Development Plan for Watford comprises:

- (a) *Watford Local Plan Core Strategy 2006-31*;
- (b) the continuing “saved” policies of the *Watford District Plan 2000*;
- (c) the *Hertfordshire Waste Core Strategy and Development Management Policies Document 2011-2026*; and
- (d) the *Hertfordshire Minerals Local Plan Review 2002-2016*.

The East of England Plan 2008 and the “saved” policies of the Hertfordshire Structure Plan 1991-2011 were revoked on 3rd January 2013.

Environmental Impact Assessment Scoping Opinion

The development constitutes an urban infrastructure project within Schedule 2, Class 10(b) of the Town and Country Planning (Environmental Impact Assessment) Regulations 2011 and involves the development of a site exceeding 0.5 hectares within an urban area. The proposal therefore falls within Schedule 2 of the Regulations and was therefore considered against the criteria in Schedule 3. Having regard to the criteria in Schedule 3 and the provisions of Circular 2/99 it was concluded that an Environmental Impact Assessment was required in this case.

A Scoping Opinion was issued by the Council on 19th July 2013. It was agreed that the following topic areas could be ‘scoped out’ of the environmental statement and would not, therefore, require further assessment:

- i) Impacts on Geology;
- ii) Land Use and Community impacts.

A full Environmental Statement was submitted with the application containing an evaluation of the key environmental issues, potential adverse impacts and proposed mitigation measures relating to the proposed development. That Statement has been taken into account in assessing the proposed development.

Principle of development

The outline planning permission granted in 2010 established the principle of a major, comprehensive redevelopment of the site to form a new Health Campus. This has subsequently been included in the Council’s adopted Core Strategy as one of the main elements of the spatial strategy for the Borough as a Special Policy Area (Policies SS1 and SPA3). Integral to the approved masterplan was the provision of a new access road from Dalton Way through to the existing hospital site. Although the layout and form of the

masterplan is in the process of being reviewed (to be the subject of a new application in February 2014) the need for a new access road to serve both the hospital and adjoining land at the former Carriage Sheds site and Cardiff Road Industrial Estate remains paramount. The road is still required to provide improved access to the hospital, particularly a 'blue light' route for ambulances from the M1 and the east, and to ease congestion on Vicarage Road and surrounding roads in West Watford. Notwithstanding this, the alignment and design of the access road has also been subject to a thorough review to address the following issues:

- i) to minimise the loss of open space at Oxhey Park playing fields - the routing of the Link Road through the open space was the most contentious aspect of the previous masterplan;
- ii) to reduce the span of the bridge over the railway line which was deemed to be excessive and prohibitively costly to build;
- iii) to facilitate better access to adjoining land within the Cardiff Road Industrial Estate which would have been more difficult from the previously proposed bridge.

In total, 13 alternative alignments for the consented road were considered before the preferred alignment, now forming this application, was chosen. As a result of this review, the alignment and design of the road has changed in the following ways:

- a) The Link Road is now positioned along the northern edge of Oxhey Park playing fields, as close to the foot of the railway embankment as possible. It should be noted, however, that the road still has to circumvent the electricity pylon also sited at the foot of the embankment. However, the new alignment now proposed significantly reduces both the loss of open space and the impact of the road on Oxhey Park.
- b) The span of the new bridge has now been reduced to only 45m (from a previous span of approximately 140m), significantly reducing the cost of this element of the scheme.

- c) The Access Road drops down to ground level from the bridge where a roundabout will allow access to the adjoining land. In the short term, this will allow improved access to the temporary staff car parking for the hospital, which will be provided on the industrial estate. As part of the new masterplan, this will allow access to development zones to the north and south of the Access Road.

The application proposal remains integral to the delivery of a new Health Campus at the hospital site and adjoining land and forms the necessary first phase in the delivery of a comprehensive development of the site.

Highway design

The detailed design of the road has evolved having regard to the technical requirements of Hertfordshire County Council as set out in their Highways Design Guide 'Roads in Hertfordshire', the constraints of the site itself and the need to minimise environmental impacts.

Both the Link Road and Access Road have been designed as single carriageways to Local Distributor Road standards with a width of 7.3m from kerb to kerb, with the Link Road marked at 6.75m. In order to minimise the land take of the Link Road, this will not incorporate any footways or cycle paths, with pedestrians and cyclists being able to use the existing footpath/cycle route along the northern bank of the River Colne and the bridge over the river linking to the footpath/cycle route on the southern bank. In order to minimise the potential for light pollution within the park, the Link Road will have no street lights. The Link Road will be constructed at existing land levels across the playing fields but will slope down at the junctions with Dalton Way and Wiggshall Road which are both at slightly lower land levels. The Dalton Way junction will comprise left turn slip-roads to enable traffic to enter and leave the Link Road without causing congestion. This will also entail the relining of Dalton Way.

The junction at Wiggshall Road is designed to restrict vehicle movements to and from the Link Road. All vehicles can travel ahead only when entering and leaving the Link Road, with no left or right turn movements to or from Wiggshall Road. This is to discourage drivers from using the Link Road as a short cut and thereby generating increased traffic flows on Wiggshall Road. The footpath on the eastern side of Wiggshall Road is also to be removed. This is necessary to widen the road to accommodate right turn movements from Wiggshall Road on to the Access Road. No replacement footpath has been provided due to third party landownership (the BP petrol station) and also to discourage pedestrians from attempting to walk down the Link Road.

The Access Road arm of the Wiggshall Road junction will allow all right and left turn movements to and from Wiggshall Road. The junction will be fully traffic light controlled with controlled pedestrian crossings across all arms of the Access Road.

The Access Road and the bridge over the railway line will include footpaths on both sides and incorporate street lighting and will be able to be used by cyclists. This will provide a new pedestrian and cycle link between Wiggshall Road to the east and Vicarage Road to the north-west. The road will rise up to the level of the bridge on embankments not exceeding a gradient of 1 in 20. The height of the bridge is determined by the required clearance for the Croxley Rail Link. This section of the Access Road, between Wiggshall Road and the bridge, will have two minor junctions serving plots of land to the north and south of the road (to be included within the new masterplan).

The western section of the Access Road between the two roundabouts will rise up on an embankment not exceeding a gradient of 1 in 20 to the level of Willow Lane, which is approximately 16m higher than Cardiff Road. This section will have restricted vehicle access and will be managed as an emergency 'blue light' route only. This is to ensure the Access Road and Link Road do not become a 'rat-run' between West Watford and the M1. It is intended that this section of the road will be controlled by an automated number plate recognition (ANPR) system to avoid the need for any physical barriers that would delay emergency vehicles. This section of the road will remain fully accessible to pedestrians and cyclists.

Environmental Assessment

Transport

Access strategy

The key principles for highway infrastructure to serve the emerging Watford Health Campus masterplan remain as with the consented scheme, namely:

- a) to provide safe and efficient access for all users associated with the site by all modes of travel including the mobility impaired;
- b) to provide a reliable route for ambulances to the hospital;
- c) to provide a reliable route for emergency drop-offs to the hospital;
- d) to provide linkages and infrastructure which enhance the accessibility of the site by public transport and other sustainable modes of travel as well as by private car;
- e) to provide pedestrian and cycle routes which fully integrate with the wider area;
- f) to facilitate legible way-finding with the hospital and the other land uses;
- g) to facilitate bus movements through the site;
- h) to prevent 'rat-running' through the site and the adjacent residential areas such as Willow Lane and Cardiff Road from the surrounding area;
- i) to be flexible to facilitate access to the evolving hospital redevelopment proposals and any changes of use of the allotments if they are re-located; and
- j) to minimise the impact of the development on the wider local highway network.

Plans for the future Watford General Hospital are still evolving based on the development of a new clinical strategy. The Highway Infrastructure Works have therefore been designed to provide flexibility for future hospital development.

There will be no connection from Cardiff Road to the Access Road nor will any hospital parking be accessed from this route.

Traffic and transport impact

As this application does not include any changes to land use, the proposed infrastructure is considered in relation to the approved masterplan. However, to ensure that the proposed infrastructure is able to accommodate traffic flows predicted from both the approved masterplan and the emerging masterplan, the following scenarios have been modelled:

- 2015 – Year of opening for the highway infrastructure works
- 2023 – Approved masterplan traffic flows on the approved road alignment
- 2023 – Approved masterplan traffic flows on the proposed road alignment
- 2023 – Emerging masterplan traffic flows

To support the case for the highway infrastructure needs set out in the Transport Assessment, a comprehensive series of traffic surveys were commissioned. These consisted of 21 automatic traffic counts and pedestrian/cyclist counts traffic surveys, manually classified turning counts at 15 junctions and pedestrian counts at 6 locations. In combination with information supplied by the County Council on the operation of traffic lights around the site, an assessment was made of the operation of the local road network. In addition road collision data was studied to identify trends and areas that might be impacted adversely by the proposals.

The junction that stands out in respect of both forms of analysis is the Hornets gyratory where significant queuing occurs in both peaks and where there have been more than 2 incidents per year over the last 5 years. This is explained by the fact that the gyratory is a collection of 6 individual junctions and it is their closeness which causes the congestion and the conflicting movements as vehicles seek to change lanes while high numbers of pedestrians also make their way between west Watford and the town centre.

The network capacity assessments for the year of opening (2015) show that all new and existing junctions would operate within capacity. A separate application with supporting junction capacity assessments for the emerging masterplan will be included as part of a

forthcoming hybrid application for the emerging masterplan due to be submitted in February 2014.

Road geometry

i) Dalton Way junction

A new junction to be created on the outside of the right-hand bend of the Dalton Way gyratory system. In the consented scheme the Link Road would depart in a westerly direction more or less tangentially to the bend. Section 4.6 in the Transport Assessment describes the physical constraints on site including the short length of the River Colne and pedestrian and cycle route. It has been concluded that the junction could operate safely further north (nearer the railway embankment), that the lane gain option would provide the safest form of access as well as helping to minimise delays to emergency vehicles and that an uncontrolled pedestrian and cycle crossing is appropriate.

ii) Wiggenhall Road junction

The Wiggenhall Road / Link Road / Access Road junction has been analysed in great detail as part of the preparation of this scheme. The consented form of the junction has these features:

- Signal controlled cross roads with banned turns to and from the Link Road from Wiggenhall Road. The restricted movements at this junction are fundamental to the function of the Link Road as an emergency blue light route.
- The consented junction would be expected to be operating close to capacity scheme (as assessed in the consented Transport Assessment) with the full development of the Watford Health Campus. A review has been made considering potential improvement to the capacity.
- The junction layout incorporates two ahead lanes from the Link Road and separate ahead-right and left-turn lanes from the access road, with separate right and left turns to the access road from Wiggenhall Road.

The junction design proposed in this application is the result of extensive investigation and analysis as well as discussion with the County Council. The junction therefore incorporates limited widening on the Wiggenhall Road approaches and also incorporates multiple lanes from the Access Road such that capacity from the Access and the Link Roads is maximised. It offers the following advantages over the previously approved junction design:

- Provision of a staggered pedestrian island across the Access Road to facilitate signal controlled pedestrian crossing phases which will allow safe crossing of the Access Road.
- Addition of an island on Wiggenhall Road (north) to facilitate a separately signalled right turn.
- Modifications to the island on Wiggenhall Road (south) arm to accommodate heavy goods vehicle swept paths and secondary signals.
- A new island on Wiggenhall Road to the north of Lammas Road to aid pedestrians crossing Wiggenhall Road to join the western footway.

The improvement of pedestrian crossing facilities was assessed as part of the traffic modelling. The approved Wiggenhall Road junction design proposed an active traffic phase into the Access Road in every traffic light green phase thereby raising safety concerns for pedestrians crossing the Access Road arm. Modelling showed that the junction capacity of the new arrangement with the approved masterplan 2023 traffic flows is reduced slightly but remains within the theoretical maximum.

The possibility of providing wider area relief using this junction and the Link Road as an Eastbury Road/Bushey Arches bypass was also considered. The Access Road/Wiggenhall Road/Link Road Junction will act as the primary access to the future Health Campus site but its capacity is limited by the existing single carriageway of the Wiggenhall Road corridor which is already operating at close to capacity. There is no realistic prospect, due to site constraints, of the extensive widening that would be required to

provide the additional link capacity for a right turn into the Link Road from Deacons Hill, for instance.

In summary the scheme under consideration would offer the following benefits over the roads in the approved masterplan:

- reducing the visual impact and cost of the infrastructure by significantly reducing the length of the bridge structure over the Croxley Rail Link;
- minimising the severance of the Link Road through Oxhey Park by taking a more northerly alignment which retains significantly more of the open space;
- the precise details of the future hospital development are still emerging and therefore the proposed road infrastructure has been designed to provide flexibility to serve the Acute Admissions Unit in its existing location or elsewhere in the site served by the new Willow Lane roundabout;
- providing access to future housing development from the Willow Lane roundabout;
- facilitating access to development at the end of Cardiff Road from either the new internal access roundabout or as an extension to Cardiff Road;
- introducing a “no through route” section of the access road between the Willow Lane roundabout and the internal access roundabout that would be limited to emergency vehicles, cyclists and potentially buses.

Cyclist and pedestrian provision

Uncontrolled crossing facilities are provided at the Dalton Way/Link Road junction, where vehicle speeds will be constrained by the junction geometry and lighting is provided. The existing pedestrian/cycle routes link into the signal controlled crossing over Wiggshall Road. In order to minimise the impact on the amenity and setting of Oxhey Park the Highway Authority has agreed that the Link Road would not have footways. Pedestrians and cyclists travelling parallel to it would be linked through to the existing facilities alongside the River Colne.

The Wiggenhall Road/Link Road/Access Road junction has been reviewed and the previously approved arrangement improved in these ways:

- provision of staggered pedestrian islands across the Access Road to facilitate signal controlled pedestrian crossing phases to allow safe crossing of the Access Road;
- new island on Wiggenhall Road to the north of Lammas Road to aid pedestrians crossing Wiggenhall Road to join the western footway.

The Access Road between Wiggenhall Road and the internal access roundabout has a shared footway on the southern side linking into the existing pedestrian/cycle facilities along Ebury Way. A footway will be provided on the northern side linking into the pedestrian facilities along Wiggenhall Road north of the Wiggenhall junction. The railway bridge will be designed with a 2 metre footway on the northern side and 3 metre footway/cycle way on the south side to link into the wider pedestrian and cycle connections.

The section of the Access Road between the internal roundabout and the Willow Lane roundabout has a footway on both sides of the road and incorporates street lighting. Prior to the development of the Health Campus masterplan, sections of this road will be on a high embankment and therefore vehicle restraint barriers are provided, where appropriate. Temporary fencing along the edge of the embankment is also included along this section of the Access Road to provide pedestrian protection.

Pedestrians and cyclists will continue to be able to access the site via Willow Lane. On-street links to the Croxley Rail Link station on Vicarage Road will be improved as part of the Croxley Rail Link Public Realm project currently being undertaken by the County Council.

Passenger transport

As this highway infrastructure works application does not include any trip generators, existing passenger transport services and infrastructure will continue to be used as present. A significant change since planning permission for the masterplan was granted has been the granting of the Transport & Works Act Order for the construction of the Croxley Rail Link. The new station at Vicarage Road will significantly improve non-car access to the Health Campus site.

Conclusion

Overall, it is considered that the proposal will accord with policies T2, T3, T4 and T5 of the Core Strategy and Policy T21 of the District Plan.

Flood risk and drainage

The proposed road is located immediately to the north of the River Colne and part of the Access Road crosses a small tributary of the river currently within a culvert. The site falls partly within Flood Zones 1, 2 and 3 where there is a low, medium and high risk of flooding respectively. The Link Road that crosses Oxhey Park playing fields is partly within Flood Zone 3b which forms part of the functional floodplain of the river (1 in 50 year flood event). The construction of the road and embankments has the potential to impact significantly on the River Colne and the flood plain.

The Link Road and the embankments of the Access Road have the potential to impact on the flood plain by causing loss of flood storage capacity and interrupting overland flow paths. This has the potential to increase flooding both on and off the site. To assess these impacts a detailed Flood Risk Assessment has been undertaken. The impact of the Link Road has been assessed for its construction at existing ground level and at a raised level. The former would have a negligible impact on the floodplain but would leave the road liable to flooding in the 1 in 50 year flood event, albeit still passable for emergency vehicles. To raise the road out of the flood plain on a low embankment would result in a significant loss of flood plain capacity which would need to be mitigated elsewhere. Overall, it is considered that the construction of the Link Road at existing ground level is to be preferred.

The Access Road embankment to the west of the railway line will be built within a part of the flood plain that experiences flooding in a 1 in 100 year + climate change flood event. In order to mitigate the impact of the embankment on the flood plain, the existing 1.5m diameter culvert that is crossed by the road is to be opened up and widened for a length of 120m to increase its capacity. This will pass beneath the embankment via a new 3m diameter culvert. As such, the impact of the embankment on the flood plain is considered negligible.

With regard to surface water drainage, this has the potential to cause pollution to groundwater and to increase flows and potential for flooding of the River Colne. These potential impacts are to be mitigated by a sustainable drainage system for the road. For each section of the road, surface water will drain into impermeable, vegetated swales and ponds alongside the road which will help to trap sediment and assimilate any contaminants. Water collected in the drainage ponds will then be attenuated and released into the River Colne via new headwalls at greenfield run-off rates.

These measures are considered sufficient to ensure that any impacts on the flood plain, groundwater and River Colne are negligible.

The wider site works being undertaken in preparation for the early phases of the Health Campus masterplan also include the excavation and creation of a new wetland area, referred to as Colne Island, in the south-western part of the site between the northern loop of the River Colne and the railway embankment. This will form new flood plain storage capacity and will also form part of the sustainable drainage system for the wider site.

Overall, the proposal accords with Policies SD1, SD2 and SD3 of the Core Strategy and Policies SE24, Se26 and SE27 of the District Plan.

Land contamination

The likelihood of contaminated land being present on the site is considered to be high due to the current and former known uses of the land, particularly in the western part of the site, and the evidence from historic ground investigations. The whole of the Access Road is sited on brownfield land that is currently used for a range of industrial purposes, including scrap metal recovery, manufacturing, vehicle repairs, commercial storage and civil engineering depots. The former Carriage Sheds site was used as railway sidings for the maintenance of trains and the Cardiff Road Industrial Estate was previously the site of a power station. It is also known that some of the buildings on the Cardiff Road Industrial Estate contain asbestos, and invasive species such as Japanese Knotweed are present on the site. It is considered that there may also be a risk of unexploded ordnance on the site.

The site adjoins the River Colne and is partly within the functional river flood plain (Flood Zone 3b). Furthermore, the majority of the site fall within a groundwater source protection zones (SPZ 1 Inner Zone) where any contamination of the groundwater could reach a public drinking water abstraction point within 50 days.

All relevant information and evidence has been collated for the site to develop a conceptual site model which identifies potential sources of contamination, pathways for the movement of these contaminants and the potential receptors. This has been used to identify and categorise the significance of the predicted effects arising from the construction of the development and its end use and inform a range of mitigation measures to address these effects. A number of moderate adverse impacts have been identified relating to the construction phase. Many of these can be successfully mitigated through the adoption of high standards of health, safety, management and hygiene on the site and the use of best practice. A framework Construction Environmental Management Plan and Site Waste Management Plan have been developed which can be secured by appropriate conditions.

The most significant mitigation measure to be adopted during the construction phase is for the treatment on the site itself of all contaminated waste arising through the demolition of buildings and ground works. This will take place within a 'soil hospital' where soil stabilisation will take place using cement and lime to make the waste geotechnically and geochemically suitable for use. This stabilised waste material will then be used to build the embankments required for the Access Road. In this way, all contamination on the site will be removed and treated and the residual waste reused, thus avoiding any need for the removal and disposal of waste off-site and also minimising the need to import additional materials. It is also proposed to treat all invasive species on site.

For the operational phase, there is potential for some contamination of the River Colne and groundwater from surface water run-off which may include minor spillages and leaks of fuel, deposition of metals from exhaust emissions and salt de-icers used on the road. This potential source of contamination will be mitigated by the use of lined and vegetated swales and drainage ponds that form part of the sustainable drainage system for the road. These will help to trap and assimilate contamination and prevent sediment from entering the river.

Following the implementation of the proposed mitigation measures, it is predicted that the overall impact of the development will be neutral or slight beneficial. The proposal will therefore accord with Policies SE24, SE25, SE26 and SE28 of the District Plan and Policy SD1 of the Core Strategy.

Ecology and green infrastructure

The site does not contain any statutory designations for nature conservation; however, the Lairage Land, a Local Nature Reserve, is located immediately to the south of the site. There are also two non-statutory designated County Wildlife Sites located along the southern site boundary of the site, the Croxley Green Junction Sidings (on part of the former Carriage Sheds site) and the Oxhey Park River Margins (located along the River Colne). Outside of the areas of industrial land and buildings, the main habitat types are broad-leaved semi-natural woodland, scrub, semi-improved neutral grassland, wet

woodland, tall ruderal and riparian vegetation. With regard to invasive species, Himalayan balsam is present along the River Colne corridor with Japanese knotweed also located along the corridor and on bunds across the site. These habitats were identified in an Extended Phase 1 Habitat Survey which also included an assessment of these habitats for their potential to support, and evidence of, protected species.

Habitats

The proposed road will result in the loss of significant areas of habitat across the site as well as having other potential impacts:

- loss of a large number of individual trees including mature trees;
- loss of broad-leaved semi-natural woodland;
- loss of semi-improved neutral grassland;
- loss of habitat designated for its wildlife potential;
- direct and indirect deterioration of habitat through increased recreational use and vandalism;
- potential for direct and indirect pollution and siltation of the River Colne;
- potential for spread of non-native invasive species.

Some of these habitat losses will arise as a result of works being undertaken in preparation of the early phases of the Health Campus (site clearance, flood plain remodeling, ground remediation, etc) as part of the application proposal.

Bats

Transect and emergence surveys for bats were undertaken across the site in 2006, 2012 and 2013. No bats were seen emerging from any of the buildings surveyed. Low levels of activity by common pipistrelle, soprano pipistrelle and noctule were recorded across the site. In addition, brown-long eared bats have been recorded in the woodland area to the south-west of the site. The bat activity of the site is considered to be low.

The River Colne is likely to be a key commuting and foraging corridor and there is potential for tree roosts in the weeping willow to the southeast of the site along the northern bank of the River Colne and within the densely wooded area to the north of the site. Construction and operational light pollution and loss of potential roosting and foraging habitat, along with direct mortality during the operational phase due to road traffic accidents, will all potentially have significant adverse impacts on bats.

Breeding birds

The habitat available on site would support a number of common breeding bird species, in particular the woodland, trees and dense scrub. Direct mortality and habitat loss are significant adverse impacts on breeding birds.

Reptiles

Reptiles have been surveyed in 2006 and 2012 and slow worm and grass snake have been found to be present within the site boundary. Much of the site has the capacity to support reptiles, particularly high populations of slow worm in the semi-improved neutral grassland. Direct mortality and loss of habitat are significant adverse impacts on populations of these reptiles.

Badgers

A single annex badger sett was found during the 2006 surveys. This was subsequently declared disused during the 2012 surveys. Mammal paths were located within the site boundary during the 2012 survey; however, no signs indicating that they belonged to badger were found. In the most recent survey, no signs of badger were recorded on site and no setts were discovered. Badgers are likely to be using the railway embankment and habitat to the south of the site for foraging and setting. There may be a disused outlier sett within the Croxley Green Rail Sidings Area (from previous survey information) which may be lost during the demolition works, but as no foraging signs have been noted throughout the site then its disused status is likely to have persisted and there should be no adverse effects.

Water Vole and Otter

Surveys conducted in 2006 and 2012 failed to find evidence for water vole or otter inhabiting the River Colne and/or the brook. Additionally, the water flow and water quality of the River Colne is poor and evidence of American mink was found during the 2006 surveys rendering the presence of water vole unlikely.

Great Crested Newts

Results from great crested newt (GCN) surveys carried out in April 2010 on a pond located approximately 300m from the proposed WHC boundary determined that no great crested newts were present. The pond was also considered to be in an isolated location and therefore with low potential to support part of any GCN presence. GCN have therefore been scoped out from further assessment.

Dormice

Dedicated surveys for dormice were carried out in 2006 within the woodland and scrub habitats within the site boundary, no signs of dormouse were recorded and they were not considered to be present.

Habitats Directive

Paragraph 116 of ODPM Circular 06/2005 *Biodiversity and Geological Conservation – Statutory obligations and their impact within the planning system* points out that, when dealing with cases where a European protected species (which includes bats) may be affected, the local planning authority has a statutory duty in accordance with the requirements of the relevant regulations (now the Conservation of Habitats and Species Regulations 2010 (as amended) (“the Habitats Regulations”)) to have regard to the provisions of EC Directive 92/43 on the Conservation of Natural Habitats and of Wild Fauna and Flora (“the Habitats Directive”).

Article 12 of the Habitats Directive contains a range of prohibitions seeking to protect certain species (European Protected Species). The species protection provisions of the Habitats Directive, as implemented by the Habitats Regulations, contain three "derogation

tests" which must be applied by Natural England when deciding whether to grant a licence to a person carrying out an activity which would harm a European protected species, which licence is normally obtained after planning permission has been obtained. The three tests are that:

- the activity to be licensed must be for imperative reasons of overriding public interest or for public health and safety;
- there must be no satisfactory alternative; and
- favourable conservation status of the species must be maintained.

The Supreme Court, in *R (on the application of Vivienne Morge) v Hampshire County Council* [2011] UKSC 2 and [2011] UKSC 2 considered the duty of the Local Planning Authority in exercising its duty under regulation 9 of the Habitats Regulations. In his leading judgment in the Supreme Court Lord Brown said "I cannot see why a planning permission (and, indeed, a full planning permission save only as to conditions necessary to secure any required mitigation measures) should not ordinarily be granted save only in cases where the Planning Committee conclude that the proposed development would both (a) be likely to offend article 12 (1) and (b) be unlikely to be licensed pursuant to the derogation powers."

The Local Planning Authority must therefore consider whether the carrying out of the development for which permission has been applied for, even if it were to be conditioned, would be likely to breach Article 12(1), by causing the disturbance of a species. If it is concluded that there would be such a breach, the Local Planning Authority must then consider the likelihood of a licence being granted by Natural England.

In this case, in the light of the survey work and analysis carried out as referred to in the preceding sections of this report, it can be concluded that the proposed development would not be likely to harm a European protected species. Consequently, the three tests set out above do not apply in this case, and the issue of a licence by Natural England does not arise.

Mitigation measures

Many of the habitat losses will be incurred through works in preparation for the early phases of the Health Campus masterplan, such as site clearance, land remediation and flood plain remodeling, whilst the opportunities for mitigation along the line of the road itself are very limited. An overall landscape strategy and ecological mitigation strategy is being prepared for the wider site and some of the mitigation measures will be implemented as part of the highways and infrastructure works. The habitat mitigation measures forming part of this application include:

- the excavation and formation of the Colne Island wetland - this forms a significant part of the floodplain remodeling but will also provide a valuable new wetland habitat on the site;
- the formation of vegetated swales and drainage ponds along the road as part of the sustainable drainage system for the road;
- the planting of a mixed, native hedge along the length of the Link Road which will also provide visual screening to the road;
- seeding the road embankments with species rich grassland;
- tree and shrub planting adjacent to the Wighenhall Road junction where the disused railway embankment will be partially removed;
- the implementation of a Non-Native Invasive Species Strategy for the eradication of Japanese knotweed and Himalayan balsam from the site.

With regard to species mitigation, this has been focused on the translocation of slow worms and grass snakes from the site due to the loss of habitat that will occur. Individual animals have been translocated to the Lairage Land local nature reserve, immediately to the south of the site, and the former Brightwell Farm site on Vicarage Road. Some individuals have also been translocated to a nature reserve at the University of Hertfordshire.

Further mitigation measures and biodiversity enhancement will be undertaken as part of the various phases of the Health Campus masterplan. However, it is recognised that there will be residual significant adverse effects arising from the loss of individual trees, woodland and species rich grassland from the site. This can only be mitigated through off-site provision. Although no specific measures have been proposed at this stage, it is considered appropriate that new tree and woodland planting should take place within the Colne Valley Linear Park within the Borough. This can be secured by a Grampian style condition. Overall, notwithstanding these adverse residual effects, it is considered that appropriate mitigation has been incorporated into the scheme, in accordance with Policies GI1 and GI3 of the Core Strategy.

Landscape and visual impacts

The topography of the site is very varied with land levels along the River Colne valley bottom at 50-53m above ordnance datum (AOD) rising to over 70m AOD towards Vicarage Road at the top of the valley side. The quality of land is also very varied with high quality land at Oxhey Park and very poor quality land at the former Carriage Sheds site and Cardiff Road industrial estate. The existing substantial hospital buildings and football stadium dominate the skyline visually. Overall, the landscape character is predominantly urban fringe with significant areas of degraded land and poor townscape. Views of the site are predominantly from the south and south-west, in particular the higher land at Oxhey Park on the southern side of the river valley, although views are restricted in many places by existing mature trees.

Many aspects of the proposed scheme will visually impact on the landscape: the Link Road through Oxhey Park playing fields, the road bridge over the railway line, and the western section of the Access Road as it rises up on an embankment.

Link Road

The Link Road will result in a permanent loss of open space and have an adverse impact on the openness and tranquility of the remaining open space. This will be particularly evident from the footpaths/cycle paths either side of the River Colne and from the higher

ground to the south where elevated views of the road will be possible. Measures proposed to help mitigate these adverse impacts include moving the alignment of the road to the northern edge of the open space, not providing any street lighting on the road, and the planting of a native hedge along the southern side of the road to provide visual screening. However, the impacts of the Link Road through loss of open space, visual intrusion and noise are unavoidable and will give rise to a major adverse effect.

Access Road (eastern section)

The section of Access Road between Wiggshall Road and the railway line is sited on the poor quality land at the former Carriage Sheds site. The construction of this section of road will have a negligible effect.

Road bridge

The road bridge over the railway line will have an overall height of 7.8m above ground level and will represent a new elevated feature in the landscape. This will also be lit with street lights which will make the bridge a prominent feature at night. The adverse landscape impacts of the bridge are unavoidable but have been mitigated by reducing the length and height of the bridge to the minimum possible and through the use of grassed embankments on the approach to the bridge. The visual impact of the street lighting can be mitigated by the careful use of low pollution luminaires. Views of the bridge from the south are more distant and, overall, the bridge is considered to have a minor adverse impact.

Access Road (western section)

This section of the Access Road rises from 55m AOD at the lower roundabout to 66m AOD where it joins the southern end of Willow Lane, on an embankment with a gradient of 1 in 20. The embankment increases in height to a maximum of 8m at the mid-point of the road. The road and embankment will be particularly visible from the Cardiff Road industrial estate, Farm Terrace allotments to the east and from the hospital site. More distant views are very limited. Due to the significant difference in levels across this part of the site, many of the visual impacts are unavoidable. The road will also be lit with street lights which will

make it a prominent feature at night. The only feasible mitigation has been through the use of grassed embankments. The visual impact of the street lighting can be mitigated by the careful use of low pollution luminaires. The industrial estate is poor quality land and the road and embankment will have a minor adverse impact on the landscape.

Conclusion

The minor adverse effects arising from the proposal will ultimately be seen in the context of the new masterplan for the site which will give rise to significant levels of change in the built form of the site. As a first phase of the wider masterplan, it is considered that the proposal accords with Policy UD1 of the Core Strategy in that it will facilitate a high quality development of the site through the emerging masterplan.

Waste

Because of the nature of the proposal, the operation of the completed road will not result in the generation of waste. The generation, storage, recovery and recycling of waste therefore only needs to be considered in respect of site preparation and the construction of the road.

It is estimated that the total volumes of demolition and construction waste will be 27,492m³ or 31,955 tonnes, of which demolition waste will constitute approximately 85% and construction waste 15%. Approximately 97% of all waste is expected to comprise soil, concrete, bricks, timber and biodegradable green waste. All of this is able to be reused or recycled. Only hazardous wastes such as asbestos are expected to be removed and disposed of off-site. A framework Site Waste Management Plan (SWMP) has been prepared to promote waste minimisation at all stages and maximise recovery and recycling of materials. Based upon this framework SWMP, it is predicted that 99.63% of the total waste generated during the construction phase can be reused, recycled and/or recovered.

Contaminated waste materials will be treated on-site at a 'soil hospital' where soil stabilisation will take place using cement and lime to make the waste geotechnically and

geochemically suitable for use. This stabilised waste material, together with other non-contaminated inert waste, will then be used to build the embankments required for the Access Road. It is intended that any excess waste not required for the construction of the road will be stored on site for use in the construction of the early phases of the wider masterplan for the Health Campus.

Based upon the predicted level of 99.63% of waste being reused and recycled, it is considered the proposal will have a temporary but minor adverse impact on the local waste management infrastructure. The SWMP will ensure the proposal complies with the objectives of Policies SD1 and SD4 of the Core Strategy.

Archaeology and cultural heritage

An Historic Environment Desk-Based Assessment has been undertaken for a study area comprising the application site and a 500m buffer zone around the site. This assessment examines the known archaeology and built heritage within the study area as well as considering the potential for previously unrecorded archaeological remains. The archaeological monitoring of geotechnical investigations undertaken within the site was also undertaken.

The application site does not contain any designated heritage assets although the wider study area does contain 11 listed buildings, mainly located along the High Street. There are a total of 88 previously recorded heritage assets within the study area which cover all periods from Prehistoric (to 43 AD) to Modern (1900 to present). The majority of these will not be affected by the proposed road and were not considered further. Some sites could have their setting affected by the proposed road in which case those where setting contributes to their significance were considered within the assessment.

The proposed route of the road primarily avoids known heritage assets with the exception of some buried 19th and 20th century industrial sites and a World War II heritage asset. The most significant potential impact is on some World War II anti-tank cubes sited adjacent to Wighenhall Road. The loss of these would have a moderate adverse effect but

this could be mitigated by relocating the anti-tank cubes elsewhere on the site. Although they would no longer be in their original position this would ensure their protection and retention as examples of these assets. The 19th and 20th century industrial sites relate to former sewage works, electricity works and power station, all of which have been demolished. It is considered that even if subsurface structures remained, their cultural value would be low or negligible. The only proposed mitigation works for known heritage assets, therefore, is the relocation of the World War II anti-tank cubes.

With regard to the possibility of discovering previously unrecorded archaeological remains, the greatest potential is considered to be along the route of the Link Road as there is no evidence of the Oxhey Park playing fields having been previously developed. The recommended mitigation is for intrusive trial trenching along this route before construction works commence, with archaeological monitoring to take place along the route of the Access Road. A written scheme of archaeological investigation can be secured by condition, in accordance with Policy UD2 of the Core Strategy.

Noise

A noise survey was carried out to determine the ambient noise within the study area from road traffic and other sources. This allows comparison with the predicted noise levels from the completed development. Noise monitoring was undertaken at 8 noise sensitive receptors within the vicinity of the proposed road, 7 of which were residential properties. Detailed noise assessments were then undertaken in accordance with the Design Manual for Roads and Bridges (published by the Highways Agency), which is the recommended method for assessing noise and vibration impacts from new road schemes, in order to predict noise levels both during construction and when the completed road is operational.

For the construction phase, 10 different scenarios were modelled to predict noise levels at 9 noise sensitive receptors (all residential properties). The 10 scenarios related to 10 different phases of construction incorporating all elements of the proposal. The predicted noise levels were then assessed against national guidance on noise from construction sites (BS 5228). For each scenario, the worst case was modelled with all relevant

equipment operating at the point closest to each noise sensitive receptor. In each case, the predicted noise levels are below the recommended maximum levels in the national guidance and the noise impacts are therefore considered to be insignificant. As such, no specific noise mitigation measures are proposed for the construction phase although a framework Construction Environmental Management Plan has been submitted that contains measures to minimise noise through good working practices.

For the operational phase of the road, scenarios were modelled for the same 9 noise sensitive receptors (all residential properties) at the opening of the road (2015) for the short term significance of impacts and after 8 years for the long term significance of impacts (2023). At the opening of the road, one property is predicted to experience a large/very large adverse impact (De Beers House, 56 Willow Lane –situated at the southern end of Willow Lane and adjacent to the roundabout) and four properties a slight/moderate adverse impact. In the long term assessment, one property (De Beers House) experiences a large/very large adverse impact, one property a moderate/large adverse impact (44, Stripling Way) and two properties a slight/moderate adverse impact. In the case of 44, Stripling Way, however, although the predicted impact is moderate/large, the absolute noise levels are relatively low.

The sample property assessment involving the 9 noise sensitive properties was then used to predict potential noise level changes for all dwellings within a 600m catchment area, in order to provide a broader view of potential noise impacts. As before, assessments were made for the opening of the road (2015) and after 8 years of operation (2023) based upon a 1dB (short term) or 3dB (long term) increase in noise levels at the façade of each property, calculated as the arithmetic mean over an 18 hour period (06.00 to 24.00 hours). This is the standard index used to describe traffic noise. These assessments show that in the short term, 1244 dwellings will experience minor to major increases in noise levels and in the long term, 707 dwellings will experience minor to major increases (out of 6145 dwellings). This arises due to a redistribution of traffic on the highway network in the surrounding area. However, as well as the increase in noise levels, the absolute noise level predicted also needs to be considered against the maximum noise level at the

façade of the property, which is 59.5dB (calculated as the arithmetic mean over an 18 hour period). This equates to the free field noise level set by the World Health Organisation (WHO) above which mitigation measures should be considered.

The conclusion of these assessments is that there is only one property that would experience façade noise level above 59.5dB in the short term and the long term. This property is De Beers House, 56 Willow Lane which was also identified from the sample property assessment. As a result, mitigation measures are proposed for this property comprising an acoustic barrier 2m high and approximately 20m long adjacent to the southern boundary of the property. The effect of this acoustic barrier will be to reduce the noise level at the façade from a predicted level of 59.9dB to a level of 54.1dB. This would ensure that the increase in noise levels experienced would not exceed the WHO maximum recommended level. The proposal therefore complies with Policy SE22 of the District Plan.

Air quality

Previous assessments of local air quality by the Council have identified concerns with two air pollutants within the Borough. These are NO₂ (nitrogen dioxide) and PM₁₀ (particulate matter). NO₂ is produced by all combustion processes, and as such, road transport is a key emitter of this pollutant. Particulate matter is composed of a wide range of materials arising from a variety of sources. PM₁₀ is the particle size that has been adopted by European air quality standards as the standard for the assessment of fine particulate matter. Air quality monitoring is undertaken within the Borough at 18 sites providing a measure of annual mean concentrations of NO₂.

An operational phase assessment was undertaken in accordance with the methodology outlined in the Design Manual for Roads and Bridges (published by the Highways Agency). Concentrations of NO₂ and PM₁₀ were predicted at 22 discrete receptors representing positions on the façades of properties close to the application site. Results for predicted concentrations of NO₂ show that the scheme leads to a slight beneficial impact at for two receptors on Vicarage Road and a slight adverse impact predicted for

two receptors at Lower High Street. However, the overall the significance of the scheme is considered to be negligible.

The impact of the proposed development on annual mean PM₁₀ concentrations is less than 0.4 µg/m³ at all modelled receptor locations in the base year and the opening year of the proposed development. This corresponds to an imperceptible magnitude of change. The overall significance of the impact of the proposed development on annual mean PM₁₀ concentrations is negligible.

The construction phase of the proposed development has the potential to generate emissions of dust and PM₁₀ within the boundaries of the construction areas. Whilst the majority of this dust would be contained within the boundaries, some will be transported in the air to sites outside the construction areas, potentially giving rise to short-term adverse impacts.

No mitigation measures are proposed for the operational phase of the proposed development, with predicted NO₂ and PM₁₀ contributions considered negligible. There are a number of mitigation measures that can be employed to lessen the nuisance and human-health impacts of the dust and PM₁₀ generated during construction activities. Such measures include those relating to communication with receptors, site management and maintenance, dust monitoring, waste management, and best practices relating to all construction activities. These measures have been included in the framework Construction Environmental Management Plan which can be secured by condition.

No residual impacts are anticipated from construction phase impacts, with dust concentrations/deposition rates returning to their existing levels once the construction of the proposed development is complete. During the operation of the road, NO₂ and PM₁₀ concentrations are predicted to be within the relevant Air Quality Strategy objective levels. The proposal therefore accords with Policy SE20 of the District Plan.

Sport and recreation

The Link Road will result in the loss of existing sports facilities at the Oxhey Park playing fields. These currently comprise a Gaelic football pitch and a single football pitch, the use of changing rooms in the Irish Centre building, and a fenced hard court games area used for tennis and basketball. Although the alignment of the Link Road has been moved further to the north, which allows a greater area of the playing fields to be retained, these facilities will still be lost. As part of the previous planning permission granted in 2010, these facilities were to be replaced as follows:

- new Gaelic football pitch and changing rooms at Radlett Road playing fields;
- new football pitch at Gammons Lane playing fields;
- resurfacing of existing tennis courts at Watford Heath;
- new multi-use games area (MUGA) to be provided adjacent to the Irish Centre building.

These replacement facilities were to be secured through a s.106 agreement and were to be provided before works commenced on the Link Road. This replacement provision was considered acceptable by Sport England to mitigate the loss of the existing facilities. Sport England still consider the same package of replacement facilities to be necessary to mitigate the loss of the existing facilities and to accord with their policies. The provision of the replacement facilities still forms part of the application although these will now all be provided off-site:

- new Gaelic football pitch and changing rooms at Radlett Road playing fields;
- new football pitch at Gammons Lane playing fields;
- resurfacing of existing tennis courts at Watford Heath or Gammons Lane playing fields;
- new multi-use games area (MUGA) to be provided at Riverside Road recreation ground (this was granted planning permission on 21st November 2013).

With the exception of the Gaelic football pitch and changing rooms at Radlett Road playing fields, the new facilities can be provided by April 2014 when construction work on the Link Road is scheduled to start. The Gaelic football pitch and changing rooms at Radlett Road playing fields cannot be provided by April 2014 but will be provided by April 2015. For the 2014 season, a temporary replacement pitch will be provided at Cassiobury Park. This revised package of facilities has been agreed with Sport England and satisfies Policy GI4 of the Core Strategy.

Due to the Council being a partner in the Local Asset Backed Vehicle (LABV) that is to deliver the Health Campus masterplan, including the road, a s.106 agreement is no longer an appropriate mechanism to secure these replacement facilities. It has therefore been agreed with Sport England that they will be secured by appropriate Grampian style planning conditions.

Hospital car parking

The Watford General Hospital currently has a total of 695 car parking spaces for staff located on the Cardiff Road industrial estate. The alignment of the bridge over the railway and the western section of the Access Road will result in the loss of 585 of these spaces. Also, 73 spaces will be lost from the visitors' car park. In order to mitigate these losses, new temporary parking spaces will be provided for hospital staff and visitors during the construction phase and on completion of the Access Road. These temporary spaces will remain in place until permanent car parking facilities are provided as part of the masterplan. The proposed temporary facilities will ensure there is no overall loss of spaces as a result of the construction of the new Access Road and accords with Policy T22 of the District Plan.

Consideration of objections received

Objections	Officer's response
Link Road will result in loss of playing fields, tennis courts and area of open space.	The principle of the Link Road passing through Oxhey Park playing fields has been established through the 2010 planning permission. However, the road has been moved further north to minimise the loss of open space.
Link Road will seriously damage the amenity value of the river and its flora and fauna.	It is not considered that the Link Road will have any direct, adverse impact on the River Colne.
Link Road should not be allowed through the public park. Could set a dangerous precedent for other parks in the future.	The principle of the Link Road passing through Oxhey Park playing fields has been established through the 2010 planning permission.
Damage to wildlife through noise, pollution and loss of open space.	No direct adverse impacts through noise, pollution and loss of open space have been identified.
Adverse impact on existing traffic-free cycle route (National Cycle Network Route 6).	Although the junction of the Link Road with Dalton Way will cross NCN Route 6, appropriate crossing points and central island will be provided to ensure there will be no adverse impacts on the use of this route.
Road is being built to serve commercial development which may not be economically successful. A park should not be destroyed for this.	The proposed road will serve the existing hospital as well as the emerging masterplan for the Health Campus, comprising a redeveloped hospital and commercial, retail and residential uses.
Road will serve large housing development. Public services will be put under even more strain.	The impact of the emerging masterplan on existing services will need to be assessed as part of the planning application for the emerging masterplan.

<p>Road will not be serving new hospital but commercial development.</p>	<p>The proposed road will serve the existing hospital as well as the emerging masterplan for the Health Campus, comprising a redeveloped hospital and commercial, retail and residential uses.</p>
<p>Proposed hedge along southern side of Link Road will only provide limited screening and will have negligible impact on noise.</p>	<p>It is accepted that that the proposed hedge will not be able to provide total visual screening and is not intended to mitigate traffic noise.</p>
<p>Scheme removes footway from the east side of Wiggenhall Road. This will result in pedestrians having to cross three roads to continue down Wiggenhall Road and incur long delays using light controlled crossings.</p>	<p>This arrangement formed part of the design principle approved as part of the 2010 masterplan. This is necessary to widen the road to accommodate right turn movements from Wiggenhall Road on to the Access Road. No replacement footpath has been provided due to third party landownership and to discourage pedestrians from attempting to walk down the Link Road.</p>
<p>Only the Access Road can be justified to improve access to the hospital, taking hospital traffic away from Vicarage Road and the Hornets.</p>	<p>The Link Road has always formed an integral part of the new road proposals to serve the hospital site (existing and future).</p>
<p>Health Campus should be restricted to a new hospital only and a new linear park.</p>	<p>Policy SPA3 of the Core Strategy sets out the key objectives for the Health Campus.</p>
<p>New road will not improve access to the hospital from the north, south and west. Only 'blue light' traffic will benefit from the east.</p>	<p>The proposed road will give access to the hospital for staff and visitors from the east. This will relieve some of the congestion on Vicarage Road which is currently the only access to the hospital.</p>

Unacceptable loss of green open space in this area of Watford.	The principle of the Link Road passing through Oxhey Park playing fields has been established through the 2010 planning permission. However, the road has been moved further north to minimise the loss of open space.
Loss of Irish Centre as a community facility.	The Irish Centre has already closed for reasons unrelated to the proposed road. Indeed, as part of the 2010 masterplan the Irish Centre was to remain.
Should be a left turn from Wiggenhall Road on to Link Road. This would enable traffic to avoid Bushey Arches.	The Access Road/ Wiggenhall Road/ Link Road Junction will act as the primary access to the Health Campus site but its capacity is limited by the existing single carriageway of the Wiggenhall Road corridor which is already operating at close to capacity. There is no realistic prospect, due to site constraints, of the extensive widening that would be required to provide the additional link capacity for a left turn into the Link Road from Wiggenhall Road.
Noise and loss of privacy to property in Rose Gardens.	The environmental impact assessment has identified that one property, De Beers House in Willow Lane (to the rear of Rose Gardens), will experience an adverse noise impact from traffic on the Access Road. An acoustic barrier is therefore proposed to mitigate this impact.

Conclusion

The outline planning permission granted in 2010 established the principle of a major, comprehensive redevelopment of the site to form a new Health Campus. This has subsequently been included in the Council’s adopted Core Strategy as one of the main

elements of the spatial strategy for the Borough as Special Policy Area SPA3. Integral to the approved masterplan was the provision of a new access road from Dalton Way through to the existing hospital site. Although the layout and form of the masterplan is in the process of being reviewed the need for a new access road to serve both the hospital and adjoining land remains an integral part of the masterplan. The application proposes the new road that will improve access to the existing hospital and facilitate the development of the wider masterplan in due course. Through a detailed environmental impact assessment, the potential environmental impacts of the road have been identified and appropriate mitigation measures proposed, having regard to the nature of the development. In light of this assessment, the proposal is considered to be acceptable.

HUMAN RIGHTS IMPLICATIONS

The grant of planning permission subject to conditions will have no adverse impact on the human rights of the applicants to develop and use their land or on the rights of third parties to use their land or enjoy their homes.

RECOMMENDATION

That planning permission be granted subject to the following conditions:

Time limit

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.

Approved drawings

2. The development hereby permitted shall be carried out in accordance with the following approved drawings:

All drawings prefixed with 60288684-

TR-EL-01

TR-GA-01 P2, TR-GA-02 P2, TR-GA-03 P2, TR-GA-04 P2,

TR-GA-05 P2, TR-GA-06 P2

TR-CD-01 P2, TR-CD-02 P2, TR-CD-03 P2, TR-CD-04 P2,

TR-CD-05 P2, TR-CD-06 P2,

TR-LS-01 P2 P1, TR-LS-02 P1, TR-CS-02 P1

TR-SD-01 P1, TR-SD-02 P1, TR-WL-01 P3, TR-DM-01 P3,

TR-PL-01 P3

TR-PA-01 P1, TR-PA-02 P2, TR-PA-03 P2

BR-GA-01 P3, BR-GA-02 P1

IN-DR-01 P2, IN-DR-02 P2, IN-DR-03 P2, IN-DR-04 P2,

IN-UI-03 P2, IN-UI-04 P1, IN-FC-01 P1, IN-UI-02 P2

GO-GA-01 P2, GO-GA-02 P2, GO-GA-03 P2, GO-GA-04 P2,

GO-GA-05 P2

LS-LA-01 P1, LS-LA-02 P2, LS-LA-03 P2, LS-LA-04 P2,

LS-LA-05 P2, LS-LA-06 P2, LS-LA-07 P1, LS-LA-08 P2,

LS-LA-09 P1

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

Construction Environmental Management Plan

3. (i) No works of development comprising site preparation (including but not exclusively demolition of buildings and structures, ground works, ground remediation and service diversions) shall commence until a Construction Environmental Management Plan (based upon the framework CEMP in the Environmental Statement dated 11th September 2013) has been submitted to and

approved in writing by the Local Planning Authority. This Plan shall include (but not exclusively) details of the operation of the Considerate Contractors Scheme; a contact procedure for complaints; the routing of construction vehicles; the management of deliveries to avoid peak times; the management of contractors parking; hours of noisy operation; hours for deliveries; air, noise and dust monitoring around the boundaries of site; the siting and demarcation of compounds within the site; the siting and type of fencing to protect all trees, hedges and habitats to be retained and all watercourses; safe access to site offices; and wheel washing facilities at all exits from the site. The Plan as approved shall be implemented throughout the period of works unless otherwise agreed in writing by the Local Planning Authority.

(ii) No works of development comprising the construction of the Link Road, Access Road, bridge over the railway line or new road junctions shall commence until a Construction Environmental Management Plan (based upon the framework CEMP in the Environmental Statement dated 11th September 2013) has been submitted to and approved in writing by the Local Planning Authority. This Plan shall include (but not exclusively) details of the operation of the Considerate Contractors Scheme; a contact procedure for complaints; the routing of construction vehicles; the management of deliveries to avoid peak times; the management of contractors parking; hours of noisy operation; hours for deliveries; air, noise and dust monitoring around the boundaries of site; the siting and demarcation of compounds within the site; the siting and type of fencing to protect all trees, hedges and habitats to be retained and all watercourses; safe access to site offices; and wheel washing facilities at all exits from the site. The Plan as approved shall be implemented throughout the period of works unless otherwise agreed in writing by the Local Planning Authority.

Reason: To minimise the impacts of site preparation and construction activities on surrounding properties, the local environment and the local highway network during the time the development is being undertaken.

Archaeological investigation

4. (i) No works of development comprising site preparation (including but not exclusively demolition of buildings and structures, ground works, ground remediation and service diversions) or construction shall commence until an Archaeological Written Scheme of Investigation has been submitted to and approved in writing by the Local Planning Authority. The scheme shall include an assessment of archaeological significance and research questions and:
 1. the programme and methodology of site investigation and recording;
 2. the programme and methodology of site investigation and recording as suggested by the archaeological evaluation;
 3. the programme for post investigation assessment;
 4. provision to be made for analysis of the site investigation and recording;
 5. provision to be made for publication and dissemination of the analysis and records of the site investigation;
 6. provision to be made for archive deposition of the analysis and records of the site investigation;
 7. nomination of a competent person or persons/organisation to undertake the works set out within the Archaeological Written Scheme of Investigation.

- (ii) The demolition/development shall take place/commence in accordance with the programme of archaeological works set out in the Written Scheme of Investigation approved under condition 6(i).

- (iii) The development shall not be occupied/used until the site investigation and post investigation assessment has been completed in accordance with the programme set out in the Written Scheme of Investigation approved under condition 6(i) and the provision made for analysis and publication where appropriate.

Reason: To ensure that any archaeological remains on the site can be evaluated and recorded, in accordance with Policy UD2 of the Watford Local Plan Core Strategy 2006-31.

Land contamination

5. No works of development comprising site preparation (including but not exclusively demolition of buildings and structures, ground works, ground remediation and service diversions) or construction shall commence until a scheme that includes the following components to deal with the risks associated with contamination of the site has been submitted to, and approved in writing, by the Local Planning Authority:

1) A preliminary risk assessment which has identified:

- all previous uses
- potential contaminants associated with those uses
- a conceptual model of the site indicating sources, pathways and receptors
- potentially unacceptable risks arising from contamination at the site.

2) A site investigation scheme, based on (1) to provide information for a detailed assessment of the risk to all receptors that may be affected, including those off site.

3) The results of the site investigation and detailed risk assessment referred to in (2) 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.

4) A verification plan providing details of the data that will be collected in order to demonstrate that the works set out in the remediation strategy in (3) 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 written consent of the local planning authority. The scheme shall be implemented as approved.

Reason: To protect the quality of the water environment, in accordance with Policies SE24, SE26 and SE28 of the Watford District Plan 2000 and Policy SD1 of the Watford Local Plan Core Strategy 2006-31.

6. 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 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.

Reason: To protect the water environment, in accordance with Policies SE24, SE26 and SE28 of the Watford District Plan 2000 and Policy SD1 of the Watford Local Plan Core Strategy 2006-31.

7. No occupation of each phase of development (or such other date or stage in development as may be agreed in writing with the Local Planning Authority) 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 the water environment by ensuring the remedial work for each phase of the development is complete and has been successful, in accordance with

Policies SE24, SE26 and SE28 of the Watford District Plan 2000 and Policy SD1 of the Watford Local Plan Core Strategy 2006-31.

8. No development other than that necessary for remediation of contaminants (or such other date or stage in development as may be agreed in writing with the Local Planning Authority) should take place until a long-term monitoring and maintenance plan in respect of contamination including a timetable of monitoring and submission of reports to the Local Planning Authority, shall be submitted to and approved in writing by the Local Planning Authority. Reports as specified in the approved plan, including details of any necessary contingency action arising from the monitoring, shall be submitted to and approved in writing by the Local Planning Authority. Any necessary contingency measures shall be carried out in accordance with the details in the approved reports. On completion of the monitoring specified in the plan a final report demonstrating that all long-term remediation works have been carried out and confirming that remedial targets have been achieved shall be submitted to and approved in writing by the Local Planning Authority.

Reason: To protect the quality of the water environment, in accordance with Policies SE24, SE26 and SE28 of the Watford District Plan 2000 and Policy SD1 of the Watford Local Plan Core Strategy 2006-31.

Reason: To prevent the pollution of groundwater and the River Colne, in accordance with Policies SE24, SE26 and SE28 of the Watford District Plan 2000.

Site Waste Management Plan

9. (i) No works of development comprising site preparation (including but not exclusively demolition of buildings and structures, ground works, ground remediation and service diversions) shall commence until a Site Waste Management Plan (SWMP) (based upon the approved framework SWMP dated 6th September 2013) for all aspects of waste management during site preparation has been submitted to and approved in writing to the Local

Planning Authority. The development shall be undertaken in accordance with the agreed Plan unless otherwise agreed in writing by the Local Planning Authority.

- (ii) No works of development comprising the construction of the Link Road, Access Road, bridge over the railway line or new road junctions shall commence until a Site Waste Management Plan (SWMP) (based upon the approved framework SWMP dated 6th September 2013) for all aspects of waste management during construction works has been submitted to and approved in writing to the Local Planning Authority. The development shall be undertaken in accordance with the agreed Plan unless otherwise agreed in writing by the Local Planning Authority.

Reason: To ensure measures are in place to minimise waste generation and maximise the on-site and off-site reuse and recycling of waste materials, in accordance with Policy SD4 of the Watford Local Plan Core Strategy 2006-31.

Flood plain compensation measures

10. The development permitted by this planning permission shall be carried out in accordance with the approved Flood Risk Assessment (FRA) prepared by AECOM Ref: 60288684/001 Rev 0 dated September 2013 and any necessary compensatory flood storage measures arising from the design flood model. 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 an additional risk of flooding on site and elsewhere by ensuring that compensatory storage of flood water is provided, in accordance with paragraph 102 of the National Planning Policy Framework and Policy SD2 Watford Local Plan Core Strategy 2006-31.

Non Native Invasive Species Strategy

11. No works of development comprising site preparation (including but not exclusively demolition of buildings and structures, ground works, ground remediation and service diversions) shall commence until a detailed method statement for removing or the long-term management/control of Japanese Knotweed and Himalayan Balsam has been submitted to and approved in writing by the Local Planning Authority. The method statement shall include proposed measures that will be used to prevent the spread of Japanese Knotweed and Himalayan Balsam during any operations e.g. mowing, strimming or soil movement. It shall also contain measures to ensure that any soils brought to the site are free of the seeds/root/stem of any invasive plant covered under the Wildlife and Countryside Act 1981, as amended. Development shall only be carried out in accordance with the approved method statement.

Reason: To prevent the spread of Japanese Knotweed and Himalayan Balsam, which are invasive non-native species found throughout the site, and pose a long term risk to biodiversity if they are not controlled, in accordance with Policy GI2 of the Watford Local Plan Core Strategy Policy 2006-31.

Soil hospital and height of stored materials

12. No works of development comprising site preparation (including but not exclusively demolition of buildings and structures, ground works, ground remediation and service diversions) shall commence until the following details have been submitted to and approved in writing by the Local Planning Authority for each phase of the development:
 - (i) the site of the proposed soil hospital;
 - (ii) the site(s) for the storage of untreated and treated waste materials;

- (iii) the maximum height and dimensions of stored waste materials;
- (iv) the measures to prevent any environmental impacts arising from the storage of waste materials.

The development shall be carried out in accordance with the approved details at all times.

Reason: To prevent the pollution of groundwater and the River Colne, in accordance with Policies SE24, SE26 and SE28 of the Watford District Plan 2000.

Services Strategy

13. No works of development comprising site preparation (including but not exclusively demolition of buildings and structures, ground works, ground remediation and service diversions) shall commence until a Services Strategy, setting out all existing services on the site to be removed or diverted and all new services to be provided, has been submitted to and approved in writing by the Local Planning Authority. The development shall be implemented in accordance with the approved Strategy unless otherwise agreed in writing by the Local Planning Authority.

Reason: To ensure these works do not have any adverse impacts on the local environment.

Tree and shrub removal

14. No trees, scrub or hedges on the site shall be lopped, topped, felled, grubbed up or otherwise removed from the site between 1st March and 31st August in any year unless a suitably qualified ecologist has previously surveyed the trees, scrub or hedges and certified in writing to the Local Planning Authority that such works of removal will not harm nesting birds or any protected species.

Reason: To prevent harm to nesting birds and other protected species during the breeding season.

Hospital temporary parking arrangements

15. (i) No works of development comprising site preparation (including but not exclusively demolition of buildings and structures, ground works, ground remediation and service diversions) shall commence until details of the temporary car parking provision for the hospital during the site preparation phase, including siting, number of spaces, access routes, surface finishes, drainage and lighting, have been submitted to and approved in writing to the Local Planning Authority. For the avoidance of doubt, there shall be no access to any hospital car parking from Cardiff Road at any time. The parking provision shall be provided in accordance with the agreed details during the site preparation phase unless otherwise agreed in writing by the Local Planning Authority.
- (ii) No works of development comprising the construction of the Access Road, bridge over the railway line or new road junction at Willow Lane shall commence until details of the temporary car parking provision for the hospital during the construction phase, including siting, number of spaces, access routes, surface finishes, drainage and lighting, have been submitted to and approved in writing to the Local Planning Authority. For the avoidance of doubt, there shall be no access to any hospital car parking from Cardiff Road at any time. The parking provision shall be provided in accordance with the agreed details during the construction phase unless otherwise agreed in writing by the Local Planning Authority.
- (iii) No part of the Access Road shall be brought into use until details of the temporary car parking provision for the hospital following completion of the Access Road, including siting, number of spaces, access routes, surface finishes, drainage, lighting, measures to prevent vehicles travelling through

the hospital site from Vicarage Road to the Access Road, and a Car Parking Management Strategy to prevent unauthorised use of the car parking, have been submitted to and approved in writing to the Local Planning Authority. For the avoidance of doubt, there shall be no access to any hospital car parking from Cardiff Road at any time. The parking provision shall be provided in accordance with the agreed details unless otherwise agreed in writing by the Local Planning Authority.

Reason: To ensure adequate parking facilities and access arrangements are provided at all times for staff and visitors to the hospital.

Landscape and Management Strategy

16. No works of development comprising the construction of the Link Road, Access Road, bridge over the railway line or new road junctions shall commence until a detailed Landscape and Management Strategy has been submitted to and approved in writing by the Local Planning Authority. This Strategy shall include details of all permanent and temporary tree, hedge, shrub and grass planting (native species only within the river corridor and wetland areas); maintenance schedules; and management responsibilities. The approved Strategy shall be carried out in the first available planting and seeding season following the completion of each part of the development and shall be maintained in accordance with the approved Strategy at all times unless otherwise agreed in writing by the Local Planning Authority.

Reason: To mitigate habitat loss as a result of the development, enhance biodiversity and to mitigate the visual impact of the development, in accordance with Policies GI3 and UD1 of the Watford Local Plan Core Strategy 2006-31.

Fencing

17. No works of development comprising the construction of the Link Road, Access Road, bridge over the railway line or new road junctions shall commence until

details of all temporary and permanent fencing to the Link Road and Access Road, permanent fencing to the railway line and all boundary treatments (both permanent and temporary) have been submitted to and approved in writing by the Local Planning Authority. No part of the development shall be opened for use until the approved works have been implemented in full unless otherwise agreed in writing by the Local Planning Authority.

Reason: In the interests of the security, safety and visual impact of the development, in accordance with Policy UD1 of the Watford Local Plan Core Strategy 2006-31.

Culvert details and buffer strips to watercourses

18. No works of development comprising the construction of the Link Road, Access Road, bridge over the railway line or new road junctions shall commence until such time as a scheme to:

- fully detail the opening up of culverted watercourses;
- fully detail the design of new open channel sections;
- fully detail buffer strips adjacent to watercourses;

has been submitted to, and approved in writing by, the Local Planning Authority. The scheme shall be fully implemented and subsequently maintained, 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 reduce the risk of flooding to the proposed development and future users, and to secure biodiversity enhancements, in accordance with the Policy SD2 of the Watford Local Plan Core Strategy 2006-31.

Surface water drainage scheme

19. No works of development comprising the construction of the Link Road, Access Road, bridge over the railway line or new road junctions shall commence until a detailed surface water drainage scheme for the site, based on the agreed Flood Risk Assessment (FRA) prepared by AECOM Ref: 60288684/001 Rev 0 dated September 2013 has been submitted to and approved in writing by the local planning authority. The drainage strategy shall include a restriction in run-off and surface water storage on site as outlined in the FRA. No infiltration of surface water drainage into the ground shall be 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. No part of the development shall be opened for use until the approved scheme has been implemented in full.

Reason: To protect the water environment and to prevent an increased risk of flooding, in accordance with the Policy SD2 of the Watford Local Plan Core Strategy 2006-31.

Details of road bridge

20. No work shall commence on the construction of the bridge over the railway line until full details of the external materials and appearance of the bridge have been submitted to and approved in writing by the Local Planning Authority. The construction of the bridge shall be implemented in accordance with the approved details unless otherwise agreed in writing by the Local Planning Authority.

Reason: In the interest of the appearance of the bridge and its visual impact on the wider locality, in accordance with Policy UD1 of the Watford Local Plan Core Strategy 2006-31.

Method of piling

21. No works of development comprising the construction of the Link Road, Access Road, bridge over the railway line or new road junctions shall commence until the method for piling of foundations has been submitted to and approved in writing by the Local Planning Authority. The development shall be implemented in accordance with the approved details unless otherwise agreed in writing by the Local Planning Authority.

Reason: To avoid any damage to underground services and infrastructure within the site and to protect the quality of the water environment, in accordance with Policies SE24, SE26 and SE28 of the Watford District Plan 2000 and Policy SD1 of the Watford Local Plan Core Strategy 2006-31.

Replacement sports provision

22. No construction works on the Link Road shall commence until details of (or a scheme for) a replacement football pitch at Gammons Lane Playing Fields have been submitted to and approved in writing by the Local Planning Authority and the replacement football pitch has been provided in accordance with the approved details (or scheme).

Reason: To ensure the satisfactory quantity, quality and accessibility of compensatory provision which secures a continuity of use, in accordance with Policy GI4 of the Watford Local Plan Core Strategy 2006-31.

23. No construction works on the Link Road shall commence until details of (or a scheme for) tennis court enhancements at Gammons Lane Playing Fields or Watford Heath have been submitted to and approved in writing by the Local Planning Authority and the enhanced tennis courts have been provided in accordance with the approved details (or scheme).

Reason: To ensure the satisfactory quantity, quality and accessibility of compensatory provision which secures a continuity of use, in accordance with Policy GI4 of the Watford Local Plan Core Strategy 2006-31.

24. No construction works on the Link Road shall commence until the multi-use games area (MUGA) at Riverside Road Recreation Ground, permitted by planning permission ref.13/00671/FUL dated 21st November 2013, has been constructed and made available for use.

Reason: To ensure the satisfactory quantity, quality and accessibility of compensatory provision which secures a continuity of use, in accordance with Policy GI4 of the Watford Local Plan Core Strategy 2006-31.

25. No construction works on the Link Road shall commence until details of (or a scheme for) a temporary replacement hurling pitch and changing facility provision have been submitted to and approved in writing by the Local Planning Authority and the approved details (or scheme) have been implemented and made available for use.

Reason: To ensure the satisfactory quantity, quality and accessibility of temporary compensatory provision which secures a continuity of use, in accordance with Policy GI4 of the Watford Local Plan Core Strategy 2006-31.

26. No construction works on the Link Road shall commence until details of (or a scheme for) a permanent replacement hurling pitch and changing facility provision have been submitted to and approved in writing by the Local Planning Authority. The approved permanent replacement hurling pitch and changing facility shall be constructed as approved and brought into use before the new Link Road is opened for use or before 1st January 2016, whichever is the earlier.

Reason: To ensure the satisfactory quantity, quality and accessibility of compensatory provision which secures a continuity of use, in accordance with Policy GI4 of the Watford Local Plan Core Strategy 2006-31.

Street lighting

27. No street lighting shall be installed along the Access Road or on the road bridge until full details of the siting, height, design and type of lighting and details of ground lux levels have been submitted to and agreed in writing by the Local Planning Authority. For the avoidance of doubt, no street lighting shall be installed along the Link Road. No part of the Access Road or the road bridge shall be opened for use until the street lighting has been installed in accordance with the approved details.

Reason: To ensure light pollution is minimised in the interests of the River Colne and local ecology and the visual impact of the development, in accordance with Policies GI3 and UD1 of the Watford Local Plan Core Strategy 2006-31.

Colne Island and Ebury Way Link

28. No works of development comprising the construction of the Colne Island wetland and the footpath/cycle link to Ebury Way shall commence until full details of the profile of the wetland; a landscaping scheme and management strategy for the wetland; the design, materials and construction of the footpath/cycle route, boardwalk and seating at Colne Island; details of all bridges over the watercourse; and details of the footpath/cycle link to Ebury Way, as shown in principle on drawing nos. 60288684-LS-LA-01 and LS-LA-09, have been submitted to and approved in writing by the Local Planning Authority. The development shall be undertaken in accordance with the approved details unless otherwise agreed in writing by the Local Planning Authority.

Reason: To ensure the details of this new habitat are acceptable, enhance biodiversity of the site and are accessible to the public, in accordance with Policies GI3, T3 and UD1 of the Watford Local Plan Core Strategy 2006-31.

Access Strategy

29. No part of the Link Road or Access Road shall be brought into use until an Access Strategy for the site, which shall include pedestrian routes, cycle routes, public rights of way and links to the existing highway network, has been submitted to and approved in writing by the Local Planning Authority. The development shall be undertaken in accordance with the approved Strategy unless otherwise agreed in writing by the Local Planning Authority.

Reason: To ensure the development provides for sustainable modes of travel, in accordance with Policy T3 of the Watford Local Plan Core Strategy 2006-31.

Noise barrier to De Beers House

30. No part of the Access Road shall be brought into use until details of the siting, dimensions, design and acoustic performance of an acoustic barrier at the southern end of Willow Lane adjacent to De Beers House, 56 Willow Lane, have been submitted to and approved in writing by the Local Planning Authority and the barrier has been installed as approved. Thereafter the barrier shall be retained at all times.

Reason: To mitigate the impact of noise to this property arising from the use of the Access Road, in accordance with Policy SE22 of the Watford District Plan 2000.

ANPR system

31. No part of the Access Road shall be brought into use until details of the proposed automatic number plate recognition system or other control system to restrict the use of the western part of the Access Road between the two roundabouts to emergency vehicles only have been submitted to and approved in writing by the

Local Planning Authority and the control system has been installed as approved.
The control system shall be operated at all times that the road is open for use.

Reason: To prevent the Access Road from becoming a 'rat-run' between Vicarage Road and Wiggshall Road.

Replacement Habitat Strategy

32. No part of the Link Road or Access Road shall be brought into use until details of a Replacement Habitat Strategy, to provide replacement tree and woodland planting within the River Colne Linear Park or other appropriate areas within the Borough, has been submitted to and approved in writing by the Local Planning Authority. The Strategy shall include the following details:

- (i) the locations for the planting of groups of trees including the creation of new woodland habitat;
- (ii) the numbers, species and size of trees to be planted;
- (iii) a phasing programme for planting;
- (iv) a management programme for a 5 year period.

Reason: To mitigate habitat loss as a result of the development, enhance biodiversity and to mitigate the visual impact of the development, in accordance with Policies GI3 and UD1 of the Watford Local Plan Core Strategy 2006-31.

Informatives

1. For the avoidance of doubt, site preparation works shall not include the removal of trees and shrubs from the site or works comprising the erection of site hoarding for security and safety reasons.
2. Before commencing the development the applicant shall contact Hertfordshire County Council Highways (0300 123 4047) to obtain i) their permission/

requirements regarding access for vehicles involved in the construction of the new roads; ii) a condition survey of any adjacent highways which may be affected by construction vehicles together with an agreement with the highway authority that the developer will bear all costs in reinstating any damage to the highway.

3. Works to be undertaken on the adjoining Highway will require an Agreement with the highway authority. Before commencing the development the applicant shall contact Hertfordshire County Council Highways (0300 123 4047) to obtain their permission and requirements. This is to ensure that any works undertaken in the highway are constructed in accordance with the specification of the highway authority and by a contractor who is authorised to work in the public highway.
 4. It is envisaged that the Highway Authority would adopt the Link Road in its entirety and the Access Road from the junction on Wiggshall Road as far as the internal access roundabout including the bridge over the Croxley Rail Link. In order to set this process in train the applicant shall contact Hertfordshire County Council Highways (0300 123 4047) to obtain their permission and requirements. This is to ensure that any works undertaken are designed and constructed in accordance with the specification of the highway authority.
 5. All species of bat are European Protected Species. A licence is required in order to carry out any works that involve certain activities such as capturing the animals, disturbance, or damaging or destroying their resting or breeding places. Note that damage or destruction of a breeding site or resting place is an absolute offence and unless the offences can be avoided through avoidance (e.g. by timing the works appropriately), it should be licensed. In the first instance it is for the developer to decide whether a species licence will be needed. The developer may need to engage specialist advice in making this decision. A licence may be needed to carry out mitigation work as well as for impacts directly connected with a development.
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