

Matter 7 – Residential Site Allocations

Issue 11 – Urban Car Parks and Garage Sites

16. The following car parks and garage sites are allocated in Part B of the Local Plan:

- UC1 (Sainsbury's Supermarket, St Albans)
- UC2 (Civic Close Car Park, St Albans)
- UC3 (London Road Car Park, St Albans),
- UC4 (Car Park Rear of Upper Marlborough Road, St Albans)
- UC5 (18-20 Catherine Street, St Albans)
- UC9 (Keyfield Terrace Car Park, St Albans)
- UC14 (Waitrose Car Park)
- UC15 (Bowers Way East Car Park)
- UC22 (Car Park rear of Hatfield Road, St Albans)
- UC48 (Car Park adjacent to Adelaide Street, St Albans)
- UC50 (Southview Carpark, Lower Luton Road)
- UC54 (Harpenden Railway Car Park)
- UC10 (Garages rear of Hughenden Road, St Albans)
- UC12 (Garages between Hughenden Road and The Ridgeway, St Albans)
- UC16 (Garages west of Thirlestane, St Albans)
- UC17 (Garages off Cotlandswick, London Colney)
- UC18 (Garages to front of Riverside Road, St Albans)
- UC21 (Garages off Chapel Place, St Albans)
- UC23 (Garages adjacent to Verulam Road, St Albans)
- UC26 (Garages at Malvern Close, St Albans)
- UC29 (Garages off Noke Shot, Harpenden)
- UC30 (Garages between Abbots Avenue West and Abbey Line, St Albans)
- UC31 (Garages Rear of Tudor Road, St Albans)
- UC32 (Garages off Creighton Avenue, St Albans)
- UC33 (Land Rear of Snatchup, Redbourn)
- UC34 (Garages Rear of Hill End Lane, St Albans)
- UC40 (Land rear of New House Park Shops, St Albans)
- UC41 (Garages at Grindcobbe, St Albans)
- UC42 (Garages off Thirlmere Drive, St Albans)
- UC44 (Garages off Millford Hill)
- UC45 (Garages off Watling View, St Albans)
- UC49 (Garages rear of Furse Avenue, St Albans)
- UC51 (Garages south of Abbots Park, St Albans)
- UC52 (Garages off Tallents Crescent)
- UC56 (Garages rear of Portman House, St Albans)

Q1 What is the justification for allocating existing car parks and garages which remain in use? Are the sites available for development?

What is the justification for allocating existing car parks and garages which remain in use?

- 1.1 The justification is that they are considered to meet the relevant tests for 'developable' sites in the NPPF. Also, as advocated in the NPPF, they are a realistic source of provision of homes in sustainably located urban areas.

- 1.2 Paragraph 69(b) of the 2023 NPPF says that:

[Planning policies should identify a supply of:] specific, developable sites or broad locations for growth, for the subsequent years 6-10 and, where possible, for years 11-15 of the remaining plan period.

- 1.3 The Glossary of the 2023 NPPF defines 'developable' as:

To be considered developable, sites should be in a suitable location for housing development with a reasonable prospect that they will be available and could be viably developed at the point envisaged.

- 1.4 These site allocations are also justified because they follow the submitted Plan's spatial strategy which locates growth to make the most sustainable use of land in urban areas and develop brownfield land.

- 1.5 As stated in introduction to Part B of the draft Local Plan:

The Government's policy test for allocation of each of these potential sites is that they have a 'reasonable prospect' of being delivered at some point before 2041. This is significant as this is not just about immediate or short term delivery, but about what is appropriate by almost the middle of the 21st century.

As such, in this time frame it is considered that there is a reasonable prospect for the redevelopment of garage court sites and surface car parks in our new Local Plan.

- 1.6 Nine of the proposed allocations of car parks or garage courts are in private ownership. All nine private car parks / garage courts have the support of the site owner, all of whom responded to the HELEA process in 2022/23 saying that the site was available for development. This support continues in follow-up correspondence in 2025.

- 1.7 As stated in introduction to Part B of the draft Local Plan:

Allocations that are in use as an SADC owned public car park would necessarily involve changing use of either some or all of the site. The allocation of a public car park as a site does not necessarily mean the loss of all parking provision, with design options that retain car parking to include:

a. Building on only part of the site;

- b. Allowing car parking on the ground floor while building above (sometimes called 'podium parking'); or*
- c. Introducing multi-storey or underground parking.*

- 1.8 Allocations that are garage courts owned by St Albans City and District Council (SADC) have been put forward as being available by SADC's property services. These have gone through an extensive process of 'check and challenge' internally with SADC officers and councillors and are the result of a 'whittling down' process that originally started with a much longer list of sites under consideration. A significant number of existing SADC-owned garage courts in the District have already secured planning permission for redevelopment, or have been redeveloped already, demonstrating that other such sites can reasonably be considered developable. Details regarding the proposed new sites are set out in Table 1 below.
- 1.9 On a rolling basis, the Council undertakes a strategic review of its property portfolio through an Asset Challenge Programme. This initiative ensures that only assets essential for operational or strategic purposes are retained, while surplus or underutilised assets are identified for potential disposal or alternative use. In parallel with its brownfield housing developments, the Council is progressing a series of asset disposals across the District, including surplus land, buildings, garage sites, and other property holdings. These disposals support the Council's broader objectives of optimising land use and unlocking opportunities for housing and community benefit. The current phase includes fourteen sites, some of which are being sold as potential development sites. The Council will continue to identify sites which meet the above criteria for disposal.
- 1.10 The Council has a strong track record of delivering homes on its own land. It is actively progressing several brownfield sites to provide over 120 homes in the 12 months from late 2024 to late 2025, with several projects completed or near completion. The Jubilee Square development has been completed (late 2024), providing 93 new flats (60 for shared ownership and 33 for social rent) and has been sold to Watford Community Housing Trust. The Hedges scheme was completed in April 2025, delivering 12 new homes (a mix of 6 flats and 6 houses). The King Offa development is expected to complete in October 2025, providing 14 new homes (13 houses and 1 bungalow). Meanwhile, Abbots Avenue West (UC30) has secured planning permission, with construction due to start in Autumn 2025 and completion expected by Autumn 2026.

Are the sites available for development?

- 1.11 Yes, all of the sites are available for development.
- 1.12 All of the car parks and garage courts owned by SADC are either available now for development, or there is a reasonable prospect that they will be available for development such that the site can be fully developed before 2041.

- 1.13 The owners of the nine private car parks and garage courts allocated in the Local Plan have all confirmed in 2022 that the site is available for development, or there is a reasonable prospect that they will be available for development such that the site can be fully development before 2041.
- 1.14 All car park and garage court allocations were included in the Regulation 18 consultation on the emerging draft Local Plan. All have been discussed at the Council's Planning Policy and Climate Committee, as well going through Regulation 18 and Regulation 19 stages, enabling potential issues regarding availability to be raised. No significant issues of availability have been raised.
- 1.15 Details of the availability status for all car park and garage court sites are set out in Table 1 below:

Table 1: Availability status of car park and garage court allocations in the draft St Albans Local Plan

	Site	Ownership	Availability status	Anticipated first housing completions
1	UC1 (Sainsbury's Supermarket, St Albans)	Privately owned	Site proposed and stated as available by landowner on 27.04.23 and confirmed in summer 2025	2036/37
2	UC2 (Civic Close Car Park, St Albans)	SADC owned	SADC active project to redevelop existing car park for parking and residential dual use.	2038/39
3	UC3 (London Road Car Park, St Albans),	SADC owned	No overriding constraints identified and there is a reasonable prospect that they will be available for development such that the site can be fully development before 2041	2037/38
4	UC4 (Car Park Rear of Upper Marlborough Road, St Albans)	Privately owned	Site proposed and stated as available by landowner in summer 2022	2033/34
5	UC5 (18-20 Catherine Street, St Albans)	Privately owned	Site proposed and stated as available by landowner in summer 2022	2029/30

	Site	Ownership	Availability status	Anticipated first housing completions
6	UC9 (Keyfield Terrace Car Park, St Albans)	SADC owned	SADC active project	2037/38
7	UC14 (Waitrose Car Park)	Privately owned	Site proposed and stated as available by landowner in summer 2022	2033/34
8	UC15 (Bowers Way East Car Park)	SADC owned	No overriding constraints identified by SADC Property Services and there is a reasonable prospect that they will be available for development	2037/38
9	UC22 (Car Park rear of Hatfield Road, St Albans)	SADC owned	No overriding constraints identified by SADC Property Services and there is a reasonable prospect that they will be available for development	2032/33
10	UC48 (Car Park adjacent to Adelaide Street, St Albans)	SADC owned	No overriding constraints identified by SADC Property Services and there is a reasonable prospect that they will be available for development	2031/32
11	UC50 (Southview Carpark, Lower Luton Road)	SADC owned	No overriding constraints identified by SADC Property Services and there is a reasonable prospect that they will be available for development	2031/32

	Site	Ownership	Availability status	Anticipated first housing completions
12	UC54 (Harpenden Railway Car Park)	Privately owned	Site proposed and stated as available by landowner in April 2023. Landowner has entered pre-application discussions regarding the site	2029/30
13	UC10 (Garages rear of Hughenden Road, St Albans)	Privately owned	Site proposed and stated as available by landowner in summer 2022 and re-confirmed in summer 2025	2033/34
14	UC12 (Garages between Hughenden Road and The Ridgeway, St Albans)	Privately owned	Site proposed and stated as available by landowner in summer 2022	2033/34
15	UC16 (Garages west of Thirlestane, St Albans)	SADC owned	No overriding constraints identified by SADC Property Services and there is a reasonable prospect that they will be available for development	2033/34
16	UC17 (Garages off Cotlandswick, London Colney)	SADC owned	No overriding constraints identified by SADC Property Services and there is a reasonable prospect that they will be available for development	2031/32
17	UC18 (Garages to front of Riverside Road, St Albans)	SADC owned	No overriding constraints identified by SADC Property Services and there is a reasonable prospect that they will be available for development	2033/34

	Site	Ownership	Availability status	Anticipated first housing completions
18	UC21 (Garages off Chapel Place, St Albans)	SADC owned	No overriding constraints identified by SADC Property Services and there is a reasonable prospect that they will be available for development	2033/34
19	UC23 (Garages adjacent to Verulam Road, St Albans)	SADC owned	SADC active project	2032/33
20	UC26 (Garages at Malvern Close, St Albans)	SADC owned	No overriding constraints identified by SADC Property Services and there is a reasonable prospect that they will be available for development	2032/33
21	UC29 (Garages off Noke Shot, Harpenden)	SADC owned	No overriding constraints identified by SADC Property Services and there is a reasonable prospect that they will be available for development	2032/33
22	UC30 (Garages between Abbots Avenue West and Abbey Line, St Albans)	SADC owned	SADC active project with planning permission	2029/30
23	UC31 (Garages Rear of Tudor Road, St Albans)	SADC owned	No overriding constraints identified by SADC Property Services and there is a reasonable prospect that they will be available for development	2032/33

	Site	Ownership	Availability status	Anticipated first housing completions
24	UC32 (Garages off Creighton Avenue, St Albans)	SADC owned	No overriding constraints identified by SADC Property Services and there is a reasonable prospect that they will be available for development	2031/32
25	UC33 (Land Rear of Snatchup, Redbourn)	SADC owned	No overriding constraints identified by SADC Property Services and there is a reasonable prospect that they will be available for development	2031/32
26	UC34 (Garages Rear of Hill End Lane, St Albans)	SADC owned	SADC active project (jointly with UC24, pre-application advice for 12 homes between the 2 sites in 2024)	2032/33
27	UC40 (Land rear of New House Park Shops, St Albans)	Privately owned	Site proposed and stated as available by landowner in summer 2022 and re-confirmed in summer 2025	2032/33
28	UC41 (Garages at Grindcobbe, St Albans)	SADC owned	No overriding constraints identified by SADC Property Services and there is a reasonable prospect that they will be available for development	2032/33

	Site	Ownership	Availability status	Anticipated first housing completions
29	UC42 (Garages off Thirlmere Drive, St Albans)	SADC owned	No overriding constraints identified by SADC Property Services and there is a reasonable prospect that they will be available for development	2032/33
30	UC44 (Garages off Millford Hill)	SADC owned	No overriding constraints identified by SADC Property Services and there is a reasonable prospect that they will be available for development	2031/32
31	UC45 (Garages off Watling View, St Albans)	SADC owned	No overriding constraints identified by SADC Property Services and there is a reasonable prospect that they will be available for development	2031/32
32	UC49 (Garages rear of Furse Avenue, St Albans)	SADC owned	No overriding constraints identified by SADC Property Services and there is a reasonable prospect that they will be available for development	2031/32
33	UC51 (Garages south of Abbots Park, St Albans)	Privately owned	Site proposed and stated as available by landowner in summer 2022	2031/32

	Site	Ownership	Availability status	Anticipated first housing completions
34	UC52 (Garages off Tallents Crescent)	SADC owned	No overriding constraints identified by SADC Property Services and there is a reasonable prospect that they will be available for development	2031/32
35	UC56 (Garages rear of Portman House, St Albans)	SADC owned	No overriding constraints identified by SADC Property Services and there is a reasonable prospect that they will be available for development	2032/33

Q2 What is the justification for requiring surveys of car park usage before proceeding with development proposals as set out in Part B of the Plan? Has any evidence been provided at this stage to determine usage and consider the consequences of redevelopment on the availability of parking, highway safety, the living conditions of local residents and impacts on local businesses?

What is the justification for requiring surveys of car park usage before proceeding with development proposals as set out in Part B of the Plan?

2.1 No surveys of car park usage have been conducted as part of the preparation of the Local Plan. As stated in the introduction to Part B of the draft Local Plan:

The allocation of a car park as a site does not necessarily mean the loss of all parking provision, and, therefore, the principle of redevelopment of a car park can be established, with design options that retain car parking to include:

- a. Building on only part of the site;*
- b. Allowing car parking on the ground floor while building above (sometimes called 'podium parking'); or*
- c. Introducing multi-storey or underground parking.*

2.2 Undertaking a survey of car park usage as part of the planning application process will enable an up to date position to be taken on the exact amount of car parking to be retained on a site.

Has any evidence been provided at this stage to determine usage and consider the consequences of redevelopment on the availability of parking, highway safety, the living conditions of local residents and impacts on local businesses?

- 2.3 Transport Impact Assessments (INF 09.01 – INF 09.12 inclusive) have been carried out for all sites, in collaboration with Hertfordshire County Council, to ascertain impacts on highway safety. The conclusions of the assessments is set out in Table 2 below.
- 2.4 The capacities of sites have been adjusted to take into account potential impact on the amenity of local residents.
- 2.5 No evidence has been provided at this stage to determine usage or to consider the consequences of redevelopment on the availability of parking and impacts on local businesses. These matters would be covered by the survey of car park usage required as part of the planning application process.

Table 2: Conclusions of Transport Impact Assessment on highway safety for car park and garage court allocations in the draft St Albans Local Plan

	Site	Access strategy from Transport Impact Assessment	Transport Impact Assessment found in...
1	UC1 (Sainsbury's Supermarket, St Albans)	The site has direct access onto Griffiths Way. A Local Transport Plan (LTP) compliant access strategy allowing safe access for all modes is deliverable.	INF 09.06
2	UC2 (Civic Close Car Park, St Albans)	The site has direct access onto Bricket Road. A Local Transport Plan (LTP) compliant access strategy allowing safe access for all modes is deliverable.	INF 09.06
3	UC3 (London Road Car Park, St Albans),	The site has direct access onto London Road. A Local Transport Plan (LTP) compliant access strategy allowing safe access for all modes is deliverable.	INF 09.06
4	UC4 (Car Park Rear of Upper Marlborough Road, St Albans)	The site has direct access onto Upper Marlborough Road. A Local Transport Plan (LTP) compliant access strategy allowing safe access for all modes is deliverable.	INF 09.06
5	UC5 (18-20 Catherine Street, St Albans)	The site has direct access onto Catherine Street. A Local Transport Plan (LTP) compliant access strategy allowing safe access for all modes is deliverable.	INF 09.06

	Site	Access strategy from Transport Impact Assessment	Transport Impact Assessment found in...
6	UC9 (Keyfield Terrace Car Park, St Albans)	The site has direct access onto Keyfield Terrace. A Local Transport Plan (LTP) compliant access strategy allowing safe access for all modes is deliverable.	INF 09.07
7	UC14 (Waitrose Car Park)	The site has direct access onto Leyton Road and Leyton Green. A Local Transport Plan (LTP) compliant access strategy allowing safe and suitable access for all modes is deliverable/developable.	INF 09.03
8	UC15 (Bowers Way East Car Park)	The site has direct access onto Bowers Way. An LTP compliant access strategy allowing safe and suitable access for all modes is deliverable.	INF 09.03
9	UC22 (Car Park rear of Hatfield Road, St Albans)	The site has direct access onto St Paul's Place. Access to the rear of properties to the south and another car park to the west must be provided. A Local Transport Plan (LTP) compliant access strategy allowing safe access for all modes is deliverable.	INF 09.07
10	UC48 (Car Park adjacent to Adelaide Street, St Albans)	The site has direct access onto Adelaide Street. A Local Transport Plan (LTP) compliant access strategy allowing safe access for all modes is deliverable.	INF 09.07
11	UC50 (Southview Carpark, Lower Luton Road)	The site has direct access onto Southview Road and Lower Luton Road. An LTP compliant access strategy allowing safe and suitable access for all modes is deliverable.	INF 09.03
12	UC54 (Harpenden Railway Car Park)	The site has direct access onto Station Road. A Local Transport Plan (LTP) compliant access strategy allowing safe access for all modes is deliverable.	INF 09.03
13	UC10 (Garages rear of Hughenden Road, St Albans)	The site has direct access onto Hughenden Road. A Local Transport Plan (LTP) compliant access strategy allowing safe access for all modes is deliverable.	INF 09.07
14	UC12 (Garages between Hughenden Road and The Ridgeway, St Albans)	The site has direct access onto Orton Place and Wycombe Way. A Local Transport Plan (LTP) compliant access strategy allowing safe access for all modes is deliverable.	INF 09.07

	Site	Access strategy from Transport Impact Assessment	Transport Impact Assessment found in...
15	UC16 (Garages west of Thirlestane, St Albans)	The site has direct access onto Thirlestane. A Local Transport Plan (LTP) compliant access strategy allowing safe access for all modes is deliverable.	INF 09.07
16	UC17 (Garages off Cotlandswick, London Colney)	The site has direct access onto Cotlandswick. A Local Transport Plan (LTP) compliant access strategy allowing safe access for all modes is deliverable.	INF 09.04
17	UC18 (Garages to front of Riverside Road, St Albans)	The site has direct access onto Thirlestane. A Local Transport Plan (LTP) compliant access strategy allowing safe access for all modes is deliverable.	INF 09.07
18	UC21 (Garages off Chapel Place, St Albans)	The site has direct access onto Chapel Place. The proposal must retain appropriate access for the properties to the rear. A Local Transport Plan (LTP) compliant access strategy allowing safe access for all modes is deliverable.	INF 09.07
19	UC23 (Garages adjacent to Verulam Road, St Albans)	The site has direct access onto Verulam Road. An overarching approach to design and access will be needed to UC23 & UC13. There is a reasonable prospect that a Local Transport Plan (LTP) compliant access strategy allowing safe access for all modes is deliverable.	INF 09.07
20	UC26 (Garages at Malvern Close, St Albans)	The site has direct access onto Malvern Close. Access from the site to the footpath to the north must be facilitated. A Local Transport Plan (LTP) compliant access strategy allowing safe access for all modes is deliverable.	INF 09.07
21	UC29 (Garages off Noke Shot, Harpenden)	The site has direct access onto Noke Shot. The track that connects the site to Noke Shot Drive is narrow and proposals must demonstrate adequate access and egress. There is a reasonable prospect that a suitable scheme can be devised and that an LTP compliant access strategy allowing safe and suitable access for all modes is deliverable.	INF 09.03
22	UC30 (Garages between Abbots Avenue West and	The site has direct access onto Abbots Avenue West. A Local Transport Plan (LTP) compliant access strategy allowing safe access for all modes is deliverable.	INF 09.07

	Site	Access strategy from Transport Impact Assessment	Transport Impact Assessment found in...
	Abbey Line, St Albans)		
23	UC31 (Garages Rear of Tudor Road, St Albans)	The site has direct access onto Tudor Road. Good access is expected and both access roads into the site are to be retained. A Local Transport Plan (LTP) compliant access strategy allowing safe access for all modes is deliverable.	INF 09.07
24	UC32 (Garages off Creighton Avenue, St Albans)	The site has direct access onto Creighton Avenue. A Local Transport Plan (LTP) compliant access strategy allowing safe access for all modes is deliverable.	INF 09.07
25	UC33 (Land Rear of Snatchup, Redbourn)	The site has direct access onto Snatchup. The track that connects the site to Snatchup is narrow and proposals must demonstrate adequate access and egress. There is a reasonable prospect that a Local Transport Plan (LTP) compliant access strategy allowing safe access for all modes is deliverable.	INF 09.05
26	UC34 (Garages Rear of Hill End Lane, St Albans)	The site has direct access onto Frobisher Road. The track that connects the site to Frobisher Road is narrow and proposals must demonstrate adequate access and egress. An overarching approach to design and access will be needed for UC24 and UC34. There is a reasonable prospect that a Local Transport Plan (LTP) compliant access strategy allowing safe access for all modes is deliverable.	INF 09.07
27	UC40 (Land rear of New House Park Shops, St Albans)	The site has direct access onto New House Park. Access to the adjacent Herons Way route must be facilitated from within the site. The proposal must retain rear access for the properties and shops. There is a reasonable prospect that a Local Transport Plan (LTP) compliant access strategy allowing safe access for all modes is deliverable.	INF 09.07
28	UC41 (Garages at Grindcobbe, St Albans)	The site has direct access onto Grindcobbe. A Local Transport Plan (LTP) compliant access strategy allowing safe access for all modes is deliverable.	INF 09.07

	Site	Access strategy from Transport Impact Assessment	Transport Impact Assessment found in...
29	UC42 (Garages off Thirlmere Drive, St Albans)	The site has direct access onto Thirlmere Drive. The track that connects the site to Thirlmere Drive is narrow and proposals must demonstrate adequate access and egress. There is a reasonable prospect that a Local Transport Plan (LTP) compliant access strategy allowing safe access for all modes is deliverable.	INF 09.07
30	UC44 (Garages off Millford Hill)	The site has direct access onto Millford Hill. The track that connects the site to Millford Hill is narrow and proposals must demonstrate adequate access and egress. There is a reasonable an LTP compliant access strategy allowing safe and suitable access for all modes is deliverable.	INF 09.03
31	UC45 (Garages off Watling View, St Albans)	The site has direct access onto Watling View. A Local Transport Plan (LTP) compliant access strategy allowing safe access for all modes is deliverable.	INF 09.07
32	UC49 (Garages rear of Furse Avenue, St Albans)	The site has direct access onto Furse Avenue. The track that connects the site to Furse Avenue is narrow and proposals must demonstrate adequate access and egress. Access to the play area to the south should be facilitated. There is a reasonable prospect that a Local Transport Plan (LTP) compliant access strategy allowing safe access for all modes is deliverable.	INF 09.07
33	UC51 (Garages south of Abbots Park, St Albans)	The site has direct access onto Abbots Park. A Local Transport Plan (LTP) compliant access strategy allowing safe access for all modes is deliverable.	INF 09.07
34	UC52 (Garages off Tallents Crescent)	The site has direct access onto Tallents Crescent and Lower Luton Road. An LTP compliant access strategy allowing safe and suitable access for all modes is deliverable.	INF 09.03
35	UC56 (Garages rear of Portman House, St Albans)	The site has direct access onto Therfield Road. A Local Transport Plan (LTP) compliant access strategy allowing safe access for all modes is deliverable.	INF 09.07