

25 January to 5pm 8 March 2021
'Call for Sites 2021' Site Identification Form

St Albans City and District Council is in the process of preparing a new Local Plan 2020-2038. The 'Call for Sites' is an early opportunity for individuals, landowners and developers to suggest sites within the District for development over the next 15-20 years. The site suggestions received by us will be used to inform the preparation of the new Local Plan 2020-2038.

You are invited to put forward any new sites that you would like the Council to consider in its Housing Economic Land Availability Assessment (HELAA). These should be capable of delivering 5 or more dwellings, or economic development on sites of 0.25 hectares or more (or 500 square metres of floor space or more). The Council will take account of the Strategic Housing Land Availability Assessment (SHLAA) submissions previously received since 2009 and therefore there is no need to resubmit these unless circumstances have changed. Sites from previous SHLAAs will form part of the Council's assessment. Proposed land uses can include:

- Housing
- Gypsy & Traveller Housing
- Mixed Use
- Employment
- Renewable and low carbon energy and heat
- Biodiversity Improvement / Offsetting
- Green Belt Compensatory Land
- Land for Tree Planting
- Other

To enable sites to be mapped digitally, please provide GIS shapefiles of your site, where possible.

The consultation period runs for six weeks between Monday 25 January to 5pm on Monday 8 March 2021.

Unfortunately, we cannot treat any of the information you provide as confidential.

It is important to note that not all sites received through the 'Call for Sites' will be appropriate for consideration as part of the Housing Economic Land Availability Assessment (HELAA). As a general rule:

We encourage you to submit sites that are likely to become available for development or redevelopment between now and 2038.

Please do not submit sites that:

- Are already included as a housing allocation in the St Albans District Local Plan Review (November 1994) – i.e. sites that are listed in 'saved' Policies 4 and 5.

- Have already been submitted to the Council for consideration via previous 'Call for Sites' and Strategic Housing Land Availability Assessment (SHLAA) processes (unless information is updated/changed).
- Already have planning permission for development, unless a new and different proposal is likely in the future; or
- Are situated outside St Albans City and District's administrative area.

If you wish to update information about a site previously submitted please complete the form below.

Please return the **form and site location plan** to the Spatial Planning and Design Team. We strongly encourage digital submissions via our online portal.

By online consultation portal:

<http://stalbans-consult.limehouse.co.uk/portal/>

By e-mail to: planning.policy@stalbans.gov.uk

By post to: St Albans Council Offices, St Peters Street, St Albans, Hertfordshire, AL1 3JE

Due to COVID-19; offices being shut and officers working from home; submissions by post are discouraged.

| Your Details | |
|----------------------|--|
| Name | Hayden Todd |
| Company/Organisation | Aitchison Raffety |
| Address | 154 High Street |
| Postcode | HP4 3AT |
| Telephone | |
| Email | |
| Your interest | <input type="checkbox"/> Site Owner <input checked="" type="checkbox"/> Planning Consultant <input type="checkbox"/> Registered Social Landlord <input type="checkbox"/> Local Resident <input type="checkbox"/> Developer <input type="checkbox"/> Community <input type="checkbox"/> Other |

| Site Details | | | | | |
|--|--|----------|--|----------|--|
| Requirements: <ul style="list-style-type: none"> • Delivers 5 or more dwellings or; • Provides economic development on sites of 0.25 hectares or more (or 500 square metres of floor space or more) | | | | | |
| Site address/location (Please provide a map showing the site boundary) | Redundant land adjacent to 98 Harper Lane, Radlett | | | | |
| Site area (in hectares) | 2 hectares | | | | |
| Coordinates | <table border="1"> <tr> <td>Easting</td> <td></td> <td>Northing</td> <td></td> </tr> </table> | Easting | | Northing | |
| Easting | | Northing | | | |
| Site Location Plan Attached | <input checked="" type="checkbox"/> Yes <input type="checkbox"/> No | | | | |
| GIS mapping shapefile attached (in .shp file format) | <input type="checkbox"/> Yes <input type="checkbox"/> No | | | | |
| Landownership (please include contact details if known) | Mr L Jaffa (C/O Agent) | | | | |
| Current land use | None | | | | |
| Condition of current use (e.g. vacant, derelict) | Derelict | | | | |
| Suggested land use | <input checked="" type="checkbox"/> Housing <input type="checkbox"/> Gypsy & Travellers <input checked="" type="checkbox"/> Mixed Use (housing and business) <input checked="" type="checkbox"/> Employment <input type="checkbox"/> Renewable and low carbon energy and heat <input type="checkbox"/> Biodiversity Improvement / Offsetting <input type="checkbox"/> Green Belt Compensatory Land <input type="checkbox"/> Land for Tree Planting <input type="checkbox"/> Other (please specify) | | | | |
| Reasons for suggested development / land use | Please refer to Statement | | | | |

| | |
|---|--|
| Likely timescale for delivery of suggested development / land use | <input checked="" type="checkbox"/> 1-5 Years <input type="checkbox"/> 6-10 Years <input type="checkbox"/> 11-15 Years <input type="checkbox"/> 15+ Years |
|---|--|

| | | |
|------------------|---|--|
| Site Constraints | Contamination/pollution issues (previous hazardous land uses) | <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No |
| | Environmental issues (e.g. Tree Preservation Orders; SSSIs) | <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No |
| | Flood Risk | <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No |
| | Topography affecting site (land levels, slopes, ground conditions) | <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No |
| | Utility Services (access to mains electricity, gas, water, drainage etc.) | <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No |
| | Legal issues (For example, restrictive covenants or ownership titles affecting the site) | <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No |
| | Access. Is the site accessible from a public highway without the need to cross land in a different ownership to the site? | <input checked="" type="checkbox"/> Yes <input type="checkbox"/> No (If no please provide details of how the site could be accessed. Without this information the site will not be considered to be deliverable). |

| | | |
|-----------------|---|---|
| | Other constraints affecting the site | <input type="checkbox"/> Yes (If yes, please specify) <input checked="" type="checkbox"/> No |
| Planning Status | <input type="checkbox"/> Planning Permission Granted <input type="checkbox"/> Planning Permission Refused <input type="checkbox"/> Pending Decision <input type="checkbox"/> Application Withdrawn <input type="checkbox"/> Planning Permission Lapsed <input type="checkbox"/> Pre-Application Advice <input checked="" type="checkbox"/> Planning Permission Not Sought <input type="checkbox"/> Other Please include details of the above choice below (for example planning reference numbers and site history) | |
| Other comments | Refer to Statement | |

NOTES:
 This drawing is the property of Boast Associates and is issued on the condition that it is not reproduced, disclosed or copied to any unauthorised person without written consent.
 No dimensions are to be scaled from this drawing. All stated dimensions are in millimetres and must be verified on site. The Architect must be informed of any discrepancies immediately.
 This drawing is to be read together with the specification and related drawings.
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REVISIONS:

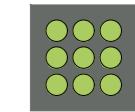
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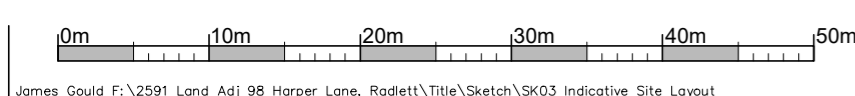
Project:
 Land Adj 98 Harper Lane
 Radlett

Title:
 Indicative Layout
 For Affordable Housing

| | | | | |
|----------------------------|----------------------------|--------------------------|------------------------|--------------------|
| Drawn: JG | Checked: RB | Date: 21.02.18 | Scale: 1:500 | Size: A2 |
| Project No: 2591 | Drawing No: SK03 | Revision: | | |



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**TOWN AND COUNTRY
PLANNING ACT 1990**

**Call for Sites 2021
Housing Economic Land
Availability Assessment**

**Redundant land adjacent
98 Harper Lane
Radlett
WD7 9HL**

March 2021

**Statement on behalf of
Mr L Jaffa
by
Hayden Todd
BRP (Hons) MRTPI**

**154 High Street
Berkhamsted
Hertfordshire
HP4 3AT**

**Telephone:
Email:**



CHARTERED TOWN PLANNING CONSULTANTS

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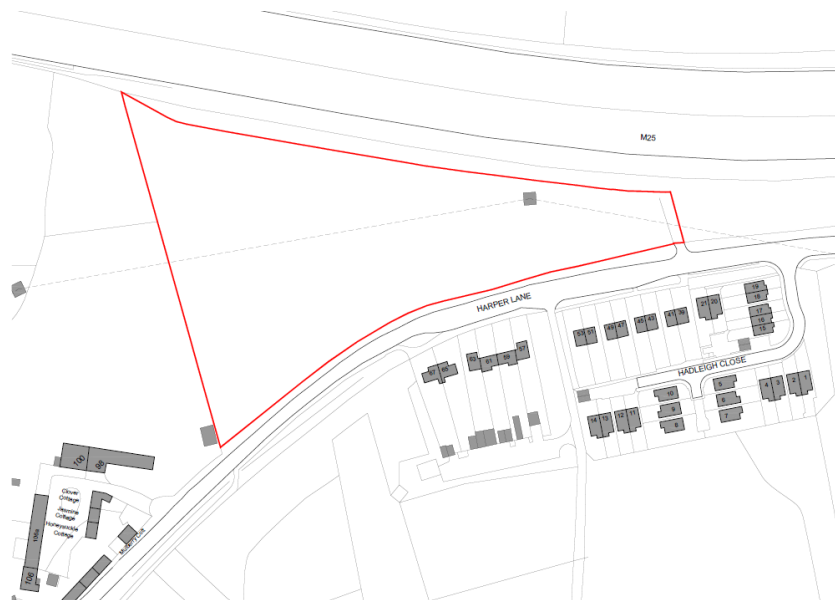
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1. INTRODUCTION

- 1.1 My name is Hayden Todd and I am an Associate Director at Aitchison Raffety, Chartered Town Planning Consultants. I have a Bachelor's Degree in Environmental and Resource Planning (Hons) and am a Member of the Royal Town Planning Institute.
- 1.2 This representation has been prepared in response to the 'Call for Sites 2021' to be considered in the Council's Housing Economic Land Availability Assessment.
- 1.3 The representations are made of behalf of Mr L Jaffa, the freehold owner of the redundant land adjacent to 98 Harper Lane, Radlett. The land is free from restrictions and is available now for development.
- 1.4 It is considered that this unique site would be suitable for a residential development comprising a mixture of flats and dwellings. This residential scheme could include an allocation for 100% affordable housing. Alternatively, with its excellent links to the motorway it could provide an employment site, serving the surroundings settlements.
- 1.5 This statement sets out why the development of this unique site for housing or employment use would be desirable in planning terms. Additional information could be submitted to elaborate on any of the points raised, if required by the Council.

2. SITE DESCRIPTION AND SURROUNDINGS

- 2.1 This unique site is 2 hectares in size and broadly triangular in shape. It is located on the north side of Harper Lane and directly to the south of London Orbital Motorway (M25). The site is positioned within an existing cluster of residential development near the Harperbury Hospital redevelopment. It is situated in the Green Belt between London Colney and Radlett.



Land adjacent 98 Harper Lane (shown edged in red)

- 2.2 The site is derelict and consists predominantly of low quality shrubs and overgrown grass. Mature planting extends along the highway frontage, concealing the site from public and private viewpoints. A pylon and the associated lines extend through part of the site. There are some areas of hardstanding and there is evidence that the site has been used for burning of trash, fly tipping and other anti-social activities.



Street view illustrating the vegetation that extends along Harper Lane frontage, screening the site from the public realm

- 2.3 There is a crossover and gated vehicle access onto Harper Lane.
- 2.4 An established row of residential dwellings is located directly opposite the site. A recently constructed development is also located on the opposite side of Harper Lane. A collection of converted farm buildings adjoins the site to the west. The former Harperbury Hospital site, which is subject to on-going residential development, is located further to the west. This large scale major development has resulted in improvements to the highway and bus network in this area.
- 2.5 The site lies within the Metropolitan Green Belt. It is in Flood Zone 1 and therefore at low risk of flooding. There are no topographical constraints that would restrict development.

3. PROPOSED DEVELOPMENT

- 3.1 The proposal seeks the removal of the site from the Green Belt and the allocation of the land for housing or, alternatively, employment generating uses.
- 3.2 An indicative drawing of an attractive housing scheme is attached demonstrating how the site could be developed for this purpose. The indicative scheme would provide twelve 2-bedroom flats, six 2-bedroom dwellings, eight 3-bedroom dwellings and three 4-bedroom dwellings. The 29 properties would be set in well landscaped gardens and informally arranged around a cul-de-sac. Extensive areas of open space would be provided in the centre of the site, resulting in a spacious, verdant and attractive layout. An acoustical barrier would be constructed along the boundary with the M25 to minimise noise and ensure an acceptable standard of environment would be achieved. Vegetation could be planted along the two highway

boundaries, which would reduce noise further, conceal the development from public viewpoints and create a visually attractive setting for the new housing development.



Indicative layout demonstrating an attractive housing scheme that could be achieved if the site were allocated for housing

- 3.3 The land at Harper Lane is suitable for residential or commercial uses and should be excluded from the Green Belt to meet the District's needs. This can be achieved with minimal harm to the Green Belt, which would be clearly and convincingly outweighed by the associated planning gains.

4. RELEVANT PLANNING HISTORY

Harperbury Hospital, Harper Lane, Shenley

- 4.1 An application for the comprehensive redevelopment including demolition and removal of existing buildings, structures and hardstanding and erection of 206 dwellings with associated internal access roads, amenity areas, car parking and landscaping and engineering works to form access via a new roundabout together with associated drainage and services at the land at Harperbury Hospital, Harper Lane, Shenley (5/2015/0990) was granted conditional permission on 25 May 2017.
- 4.2 Various applications to discharge conditions associated with the redevelopment of Harperbury Hospital have been approved. These include works associated with improvements to the highway and bus service (5/2020/1520) that were approved on 18 August 2020.

Land to rear of 39 to 53 Harper Lane, Shenley, Radlett

- 4.3 An application for twenty one residential units, associated access, parking and landscaping on a former commercial site to the rear of 39 to 53 Harper lane (5/2005/00859) was granted conditional permission on 19 July 2005.

5. PLANNING POLICY FRAMEWORK

- 5.1 Central Government advice is contained within the National Planning Policy Framework. The most relevant aspects of the Framework are summarised below.
- 5.2 The purpose of the planning system is to contribute to the achievement of sustainable development. At a very high level, the objective of sustainable development can be summarised as meeting the needs of the present without compromising the ability of future generations to meet their own needs.
- 5.3 Achieving sustainable development means that the planning system has three overarching objectives, which are interdependent and need to be pursued in mutually supportive ways. Paragraph 8 identifies the three dimensions to sustainable development, which are economic, social and environmental.
- 5.4 Paragraph 11 sets out the presumption in favour of sustainable development as the central aspect of planning policy and decision taking. In terms of plan making, this means that:-
- a) plans should positively seek opportunities to meet the development needs of their area, and be sufficiently flexible to adapt to rapid change;
 - b) strategic policies should, as a minimum, provide for objectively assessed needs for housing and other uses, as well as any needs that cannot be met within neighbouring areas, unless:
 - i. the application of policies in this Framework that protect areas or assets of particular importance provides a strong reason for restricting the overall scale, type or distribution of development in the plan area; or
 - ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.
- 5.5 Section 3: 'The plan making framework' confirms that development plans must include strategic policies to address priorities for development and use of land. Paragraph 20 states that policies should set out an overall strategy for the pattern, scale and quality of development, and make sufficient provision housing (including affordable housing), employment and other commercial development.
- 5.6 Paragraph 23 states that strategic policies should provide a clear strategy for bringing sufficient land forward, and at a sufficient rate, to address objectively assessed needs over the plan period, in line with the presumption in favour of sustainable development.

- 5.7 Paragraph 35 relates to the examination of local plans and notes that they are ‘sound’ if they are:-
- a) Positively prepared – providing a strategy which, as a minimum, seeks to meet the area’s objectively assessed needs;
 - b) Justified – an appropriate strategy, taking into account the reasonable alternatives, and based on proportionate evidence;
 - c) Effective – deliverable over the plan period, and based on effective joint working on cross-boundary strategic matters; and
 - d) Consistent with national policy – enabling the delivery of sustainable development in accordance with the policies in the Framework.
- 5.8 Section 5: ‘Delivering a sufficient supply of homes’, at paragraph 59 confirms the Government’s objective of significantly boosting the supply of homes. It refers to the importance of a sufficient amount and variety of land coming forward where it is needed. To achieve these aims local authorities are required to use their evidence base to ensure that local plans meet the full objectively assessed needs of their area. The revised NPPF introduces new housing delivery tests and consolidates other mechanisms to boost housing supply. It places an even greater emphasis on meeting housing needs and imposes additional penalties if targets are not achieved.
- 5.9 Paragraph 68 identifies the importance of small and medium sized sites in contributing to meeting the housing requirement of an area, and notes they are often built-out relatively quickly.
- 5.10 Section 6 ‘Building a strong, competitive economy’ confirms policies and decisions should help create the conditions in which businesses can invest, expand and adapt. It notes that significant weight should be placed on the need to support economic growth and productivity, taking into account both local business needs and wider opportunities for development.
- 5.11 Section 11 ‘Making effective use of land’ confirms that planning policies and decisions should promote an effective use of land in meeting the need for homes and other uses, while safeguarding and improving the environment and ensuring safe and healthy living conditions. It notes that policies should promote and support the development of under-utilised land and buildings, especially if this would help to meet identified needs for housing where land supply is constrained and available sites could be used more effectively.
- 5.12 Section 12 ‘Achieving well-designed places’, at paragraph 124 states that the creation of high quality buildings and places is fundamental to what the planning and development process should achieve. It notes that good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities.
- 5.13 Section 13 ‘Protecting Green Belt land’, states that the Government attaches great importance to Green Belts. The fundamental aim of Green Belt policy is to prevent urban sprawl by keeping land permanently open; the essential characteristics of Green Belts are their openness and their permanence.

- 5.14 Paragraph 134 identifies the five key purposes of the Green Belt:-
- To check the unrestricted sprawl of large built-up areas
 - To prevent neighbouring towns merging into one another
 - To assist in safeguarding the countryside from encroachment
 - To preserve the setting and special character of historic towns
 - To assist in urban regeneration, by encouraging the recycling of derelict and other urban land
- 5.15 Paragraph 136 confirms that once established, Green Belt boundaries should only be altered where exceptional circumstances are fully evidenced and justified, through the preparation or updating of plans. Strategic policies should establish the need for any changes to Green Belt boundaries, having regard to their intended permanence in the long term, so they can endure beyond the plan period.
- 5.16 Paragraph 139 refers to defining new Green Belt boundaries and advises that local planning authorities should:
- ensure consistency with the development plan's strategy for meeting identified requirements for sustainable development;
 - not include land which it is unnecessary to keep permanently open;
 - where necessary, identify areas of safeguarded land between the urban area and the Green Belt, in order to meet longer-term development needs stretching well beyond the plan period;
 - make clear that the safeguarded land is not allocated for development at the present time. Planning permission for the permanent development of safeguarded land should only be granted following an update to a plan which proposes the development;
 - be able to demonstrate that Green Belt boundaries will not need to be altered at the end of the plan period; and
 - define boundaries clearly, using physical features that are readily recognisable and likely to be permanent.

6. PLANNING APPRAISAL

Residential Development - Housing Supply

- 6.1 The NPPF places great weight on the need to provide housing. Local authorities are required to objectively set out the housing needs for their area and then to identify land to meet these needs. St Albans City and District Council only have 2.4 years housing land supply, which is a significant shortfall in relation to national guidance. The Council is therefore unable to demonstrate the 5 year supply of housing and, as such, has failed to significantly boost the supply of housing as required by the NPPF.
- 6.2 The site provides an ideal and unique opportunity to deliver much needed attractive housing on derelict land that does not serve any identifiable purpose and has been subject to anti-social behaviour. The site is positioned within a cluster of existing residential properties, adjacent to the M25 and near the large scale Harperbury Hospital redevelopment. In addition, the site falls within an area (31) identified in the Green Belt Review Sites and Boundaries Study as having strong urban influences with limited aesthetic value. With reference to this, the Study stated the following:

“Strategic Parcel GB31 only contributes significantly towards one of the five Green Belt purposes: maintenance of the existing settlement pattern. In terms of landscape character and physical openness the sub-area identified is subject to significant urbanising influence. Assessed in isolation, the sub-area to the south and southwest of London Colney makes a limited or no contribution towards the primary role of the Green Belt to maintain the local gap between settlements. This is mainly because of the configuration of the urban edge in relation to adjoining Green Belt and the character of the landscape and relationship to the M25, which disrupts the countryside and acts as a major physical barrier. Given the scale and nature of the local gap, which contains the M25, a limited reduction in the size of the Strategic Parcel would not significantly compromise the physical separation of any settlements or primary role of the Green Belt.” (authors emphasis)

- 6.3 The allocation of the site for residential development would therefore provide much needed new housing, for which there is a clear and significant need, without compromising landscape value or the purposes of the Green Belt. The allocation of this site would contribute positively towards the social role of sustainable development, as defined in paragraph 8 of the NPPF. This requires the planning system to support ‘*strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations*’.
- 6.4 The site could provide an attractive small to medium sized development addressing an identified need for a certain housing type. This could include affordable housing, retirement housing or supported living units. Paragraph 68 of the NPPF identifies the importance of small and medium sized sites in contributing to meeting the housing requirement of an area, and notes they are often built-out relatively quickly. The site is free from ties and available now for development, ensuing it could be development in a timely manner to address the pressing and urgent need for new housing.
- 6.5 The Council’s Green Belt Study recognised the potential of small-scale boundary changes, which it confirmed could be implemented without compromising the overall function of the Green Belt. This point was reiterated in the findings of the Examining Inspectors who criticised the overly narrow focus taken in the preparation of the withdrawn draft Local Plan. The Examining Inspectors noted the Council had failed to appropriately consider small sites, which would have had less impact on the purposes of the Green Belt than the selected large strategic allocations. With reference to this point, the Inspectors stated the following:
- “Overall, although previously recognised as a source of housing to be identified at some stage, smaller sites have been disregarded as part of the plan making process. It is our view that this approach has ruled out an important potential source of housing that may have been found to have a lesser impact on the purposes of the Green Belt than the sites selected without sufficient justification.”*
- 6.6 In summary, St Albans has a significant shortage of all housing types and the allocation of this site for housing could help address the identified substantial need for new homes without compromising the purposes of the Green Belt.

Visual enhancement

- 6.7 The site is a vacant triangular shaped plot of land on the north side of Harper Lane and to the south of London Orbital Motorway (M25). The site adjoins, and is viewed within the context of, an existing cluster of residential development. It is also near the Harperbury Hospital

redevelopment and situated between the large sustainable settlements of London Colney and Radlett. Vegetation extends along the boundaries, concealing the site from the public realm and creating a soft green corridor along the highway frontage.

6.8 The allocation of this unique site for residential development provides an opportunity to complete the existing cluster of development in this area and provide a viable and important use for this derelict land. It is clear when carefully appraising the site and surrounding area that an attractive residential scheme, such as the one prepared, could be constructed that would respond appropriately to the existing development and enhance the visual amenity of the area. The indicative scheme would provide new dwellings and flats constructed along an informal cul-de-sac type layout, creating an attractive and unique development with a well-defined sense of place. The flats and dwellings would be set in generously sized and well landscaped gardens, providing a high quality design and residential environment. A substantial area of open landscape could be provided in the centre of the site for recreational purposes, promoting social interaction and creating a safe family environment. This area could be open to the public and provide a well-appointed play area with slides, swings and climbing frames to serve the surrounding residents.

6.9 The vegetation along the highway frontage and boundaries could be supplemented with native planting which, together with the high-quality design and layout, would create an attractive verdant setting for the housing scheme, enhancing the visual amenity of the site and wider landscape. In addition, the new native planting and landscaping would provide an opportunity for net biodiversity gains, contributing positively towards the natural environment.



An attractive residential scheme could be constructed that would enhance the character and appearance of the area



Landscaping could be enhanced, concealing the proposed dwellings from the public realm



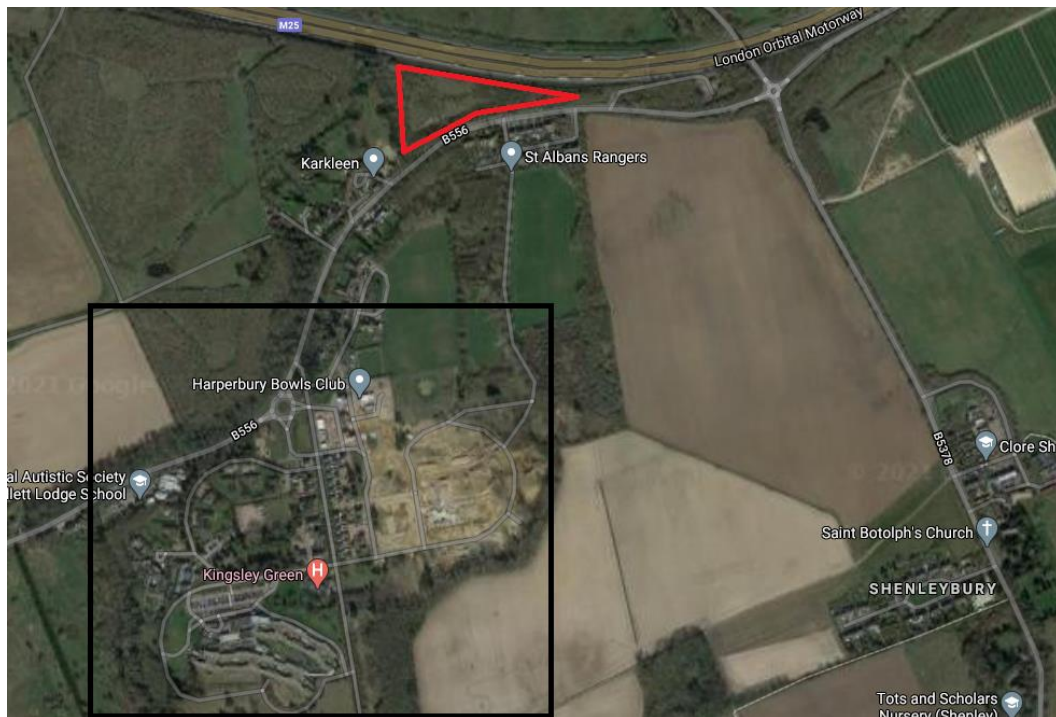
The site adjoins, and would complete, an existing cluster of residential development



The site is viewed within an existing cluster of residential development (opposite)



The site is viewed within the context of a recent development opposite

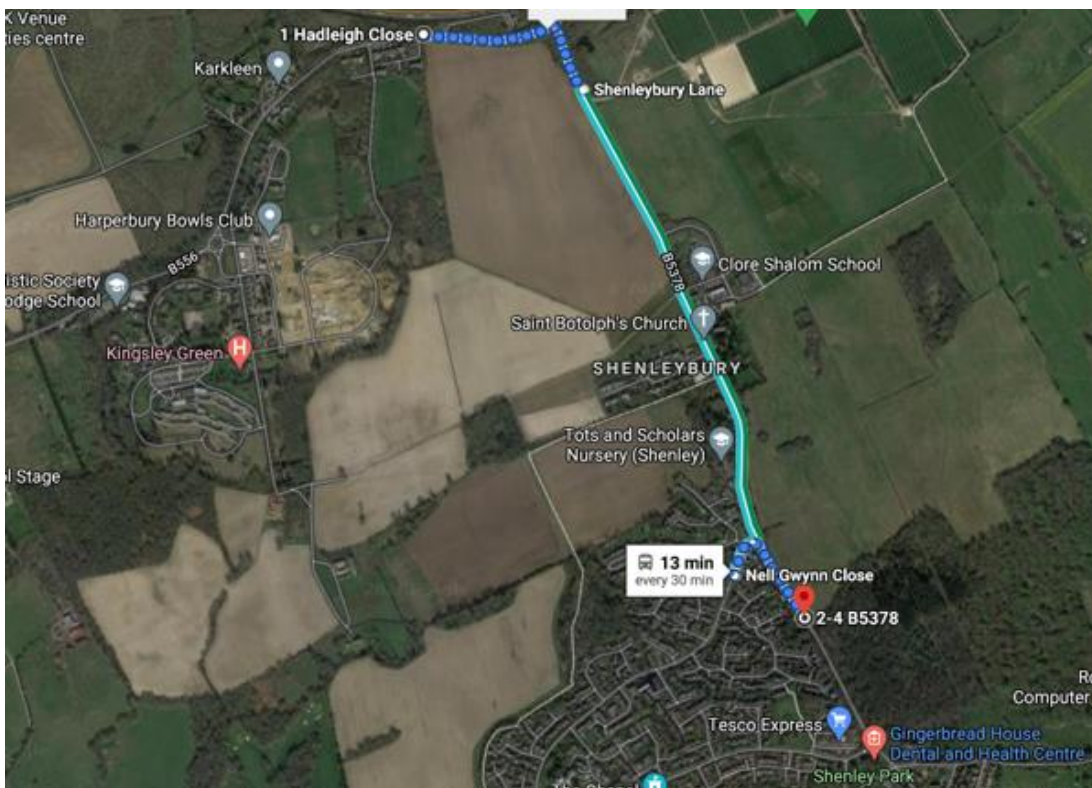


The site is located near Harperbury Hospital redevelopment that has resulted in improvements to the highway and bus network.

- 6.10 The site is derelict and adjoins an existing cluster of residential development. It is positioned directly opposite other residential properties and near the Harperbury Hospital redevelopment. The site is therefore well integrated with this existing cluster of residential development and its allocation for housing would not conflict with the purposes of the Green Belt.

Appropriate location of the site for new housing

6.11 The site is located near the sustainable settlements of London Colney, Shenley and Radlett, which have a wide range of facilities, services and employment opportunities that serve the local communities and surrounding rural area. With reference to this, the site is approximately a 25 minute walk or short bus ride from either London Colney or Shenley. Radlett is also a short bus journey away or can be reached on cycle within 20 minutes. As such, the future residents would not be reliant on private motor vehicles and there are sustainable public transport options available.



The site is a 25 minute walk or short bus ride to London Colney or Shenley

- 6.12 The site is located near the Holiday Inn and London Colney shopping park, which together with the other nearby commercial premises would provide employment opportunities for the future residents. It is noted that the Council did not raise any sustainability concerns when approving the housing development on the opposite side of the highway.
- 6.13 Furthermore, the site is located within an existing cluster of residential development and near the Harperbury Hospital redevelopment that resulted in improvements to the highway and bus network. The allocation of this site for housing would allow for future improvements to bus services in this area, improving sustainable transport options for the existing and future residents.
- 6.14 Having regard to the above, it is considered that the site at Harper Lane should be brought forward for residential development by way of a formal housing allocation.

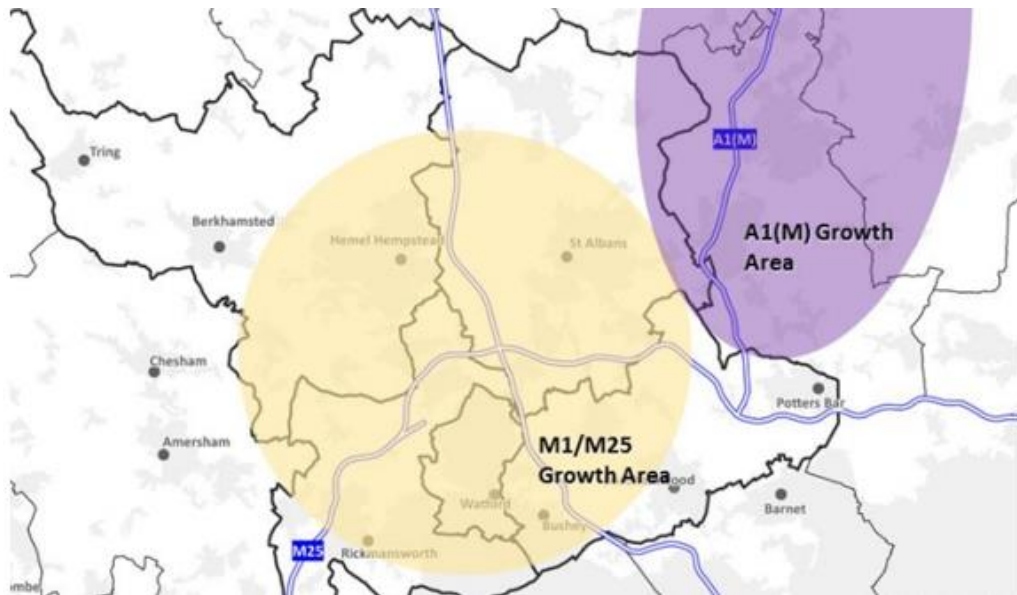
Employment Land

- 6.15 The National Planning Policy Framework (NPPF) has at its heart the achievement of sustainable development, which has economic, social and environmental dimensions, to be sought simultaneously. The key economic objective expressed in the NPPF, is to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right place and at the right time to support growth, innovation and improved productivity. Paragraph 80 of NPPF requires councils to create the conditions in which businesses can invest, expand and adapt. It advises that significant weight should be placed on the need to support economic growth and productivity, taking into account both local business needs and wider opportunities for development.
- 6.16 The Hertfordshire London Arc Jobs Growth and Employment Land Study (GELS) reviewed all employment land in the district and found that there is ‘virtually no land for net growth in employment uses’ and insufficient business class land to meet current and future needs. The provision of employment land has been in decline, which is a trend only likely to continue with changes in permitted development legislation and rising house prices. The shortage of suitable employment land has contributed to the high levels of out-commuting the district experiences. Out-commuting is having adverse implications on the local economy and sustainability, increasing the environmental footprint of the district. If St Albans is to achieve its aims and vision of creating a vibrant, unique and prosperous district, which is an outstanding place to work and live, this shortfall and trend needs to be addressed.
- 6.17 ‘The South West Herts Economic Study Update’ (SWHES) reiterates the findings of the GELA and confirms that there is a strong and growing demand for office floor space in the study area. The SWHES identifies St Albans as an important sub-regional office location and notes that availability of office space is critically low, which is acting as a ‘significant’ barrier to local growth and investment. It confirms that vacancy rates are now so low that any further losses are likely to result in the displacement of jobs and businesses. With reference to these points, the SWHES states the following:

*“The availability of office space is now at very low levels; 5.8% of office space is currently available but this has fallen by 11 percentage points since 2010 and is at critically low levels in St Albans and Hertsmere. The very limited supply of office space is now acting as a **significant barrier to growth and investment**, and will make it increasingly difficult to attract and retain growing businesses. The fall in supply has been driven by a combination of growing demand*

and a significant fall in the stock of office space, with some data sources indicating this has fallen by as much as 20% in the last decade.”

- 6.18 The withdrawn draft Local Plan identified a serious shortfall in available employment land. It recognised that it will not be possible to address this shortfall and associated travel patterns without the allocation of Green Belt land for business use. This local need for employment land constitutes the exceptional circumstances required by the NPPF for changes to the Green Belt boundary. The NPPF requires the changes to the Green Belt boundaries to be done having regard to their intended permanence in the long term, so that they should be capable of enduring beyond the plan period. As such, the allocation of this site would provide an opportunity to help address the serious shortfall in employment land without compromising the purpose of the Green Belt.
- 6.19 High priority should be given to the economy in the plan making process which forms a key part of sustainable development. It is essential that a diverse range of employment sites are provided in various locations to cater for the needs and desires of a growing number of small to medium sized businesses. This cannot be achieved through the allocation of a few large business parks as previously proposed. The reliance on large business park sites being delivered within the required timeframe is also flawed and problematic given the complexity and uncertainty of such developments.
- 6.20 Small to medium size businesses make significant contributions to the economy and require high quality, smaller sized premises in strategic locations that are secure and well connected to highway networks and built up areas. The site at Harper Lane is an ideal location and provides an opportunity to help address the serious shortfall in employment land and add to the diversity of the allocated sites. The site is available now and deliverable for this purpose.
- 6.21 The Harper Lane site is located on the B556 near the M25 and, as such, is well positioned in terms of access to the highway network. The site is strategically positioned between the built-up areas of Radlett, Shenley, London Colney, Bricket Wood and St Albans. The development of this site would provide an ideal opportunity for employment growth to support the surrounding settlements, reducing the need for residents to commute outside the district. It would be an ideal replacement for the commercial property opposite that was recently redeveloped to provide new family dwellings. The site could provide nearby employment opportunities for the future residents of the recently approved redevelopment of Harperbury Hospital and any other nearby sites that may be coming forward as part of this process.
- 6.22 Furthermore, the site is ideally positioned within one of the three key Growth Areas (M1/M25 Growth Area) which were formed by the Hertfordshire LEP as areas defined spatially around key transport corridors and Hertfordshire’s new towns that were chosen due to their significant potential for economic growth.



Hertfordshire Growth Areas

- 6.23 The site is bounded by Harper Lane, the M25 and residential properties, resulting in an almost peripheral urban character. These uses, structures and paraphernalia result in the site having a stronger visual connection with a built-up settlement than the higher quality countryside/landscape, which is typically associated with the Metropolitan Green Belt and worthy of protection. Allocation of this site adjacent to the M25 and adjoining residential properties would therefore provide an ideal location for much needed employment floor space that would not harm the purposes of the Green Belt.
- 6.24 The site is well contained and has a dense row of trees/vegetation located along the highway frontage, which conceals the site from most public viewpoints, mitigating any potential visual impact of development. The trees are predominantly located around the edge of the site where they could be retained, protecting wildlife habitats and restricting outside views of any potential development. The centre of the site largely consists of open and unkempt grassland and, as such, is expected to have a low ecological value. The exclusion of this site from the Green Belt would therefore result in minimal harm which would be clearly and convincingly outweighed by new employment opportunities for the district.
- 6.25 The proposed allocation of this site therefore provides a unique opportunity to address employment land shortages on a strategically positioned derelict site without causing any harm to visual or residential amenity.

7. CONCLUSION

- 7.1 The allocation of this concealed and unique site would provide an ideal opportunity for development in the district, creating several significant planning gains, such as helping to address housing shortages or providing much needed employment generating floor space, without harming visual amenity or conflicting with the purposes of the Green Belt. It is therefore requested that this site be allocated for development.

Telephone

Email

Your interest . Planning Consultant

Site address/location (Please provide a map showing the site boundary)

Land in and Around Former Aerodrome Site, North Orbital Road, Upper Colne Valley, St Albans, Hertfordshire.

Site area (in hectares)

The site covers eight separate parcels of land (Areas 1 to 8) with a total area of 419 hectares.

Easting

515611

Northing

203479

Site Location Plan Attached Yes

Upload Site Location

Site Location Plan (2)
Site Location Plan

GIS mapping shapefile attached (in .shp file format) No

Land ownership (please include contact details if known)

Hertfordshire County Council, Gorhambury Estate, Tarmac.

Current land use

Land within Area 1 was used for the Former Radlett Aerodrome which extends from the Midland Mainline Railway at its eastern boundary to the edge of the settlement of Frogmore in the west. Use of this land as an airfield ended in 1970 following which the southern half was quarried for gravel from 1992 to 1997.

The predominant use of the former runway area is now low grade agricultural/grazing. The remaining parcels of the site outside Area 1 are mainly in agricultural use.

Condition of current use (e.g. vacant, derelict)

In agricultural use.

Suggested land use Other (please specify)

Strategic Rail Freight Interchange (SRFI) comprising intermodal terminal and road and rail served distribution units within Area 1, with associated road, rail and other infrastructure facilities and works within Areas 1 and 2 (including a Park Street/ Frogmore relief road) and associated landscaping and further landscaping and other works within Areas 3 to 8 inclusive to provide public open land and a community forest. In more detail, the proposed land use is as follows:

Area 1: SRFI and the creation of a visitor information centre in the vicinity of Hedges Farm, landscape, and a conservation grazing regime to manage grassland and to enhance habitats.

Area 2: Associated road rail and other infrastructure facilities. Mitigation area for Great Crested Newts and reptiles, mitigation area for grassland habitat and provision of other species rich habitats.

Area 3: Managed conservation grazing and cutting regime to enhance Ver Valley Meadows Local Wildlife Sites, manage the watercourse vegetation for increased biodiversity and nature enhancements and screen planting to the A412 and new east – west connectivity for PROW.

Area 4: New footpath with potential to provide link along Ver Valley Walk, management and structured conservation grazing and cutting regime with mixed livestock to enhance habitat and local wildlife.

Area 5: Creation, enhancement, and management of ground nesting bird habitat, manage existing woodland, provision of accessible informal recreation space and routes providing trim trails, managed/conservation grazing regime.

Area 6: Managed grazing and cutting regimes to enhance Moor Mill South Local Wildlife site.

Area 7: Managed grazing and cutting regimes to enhance Local Wildlife site.

Area 8: Creation, enhancement and management of ground nesting and wetland bird habitats, structured conservation grazing and cutting regime to manage the grassland and enhance habitats

Reasons for suggested development / land use

Planning permission has been granted and development has commenced onsite, which demonstrates the commitment in delivering the development (see planning status section below).

It is important to reiterate that the implementation of the SRFI at Radlett enables the diversion of freight from road to rail and plays a vital role in achieving the Government's commitment to sustainable development. The transfer of freight from road to rail (modal shift) has a vital role to play in a low carbon economy and helps to address climate change thus contributing to the Government's economic, strategic and environmental objectives.

The Planning Inspectors who held the 2020 SADC Local Plan Review EIP identified the SRFI as a strategic priority for the district as it delivers an important piece of national infrastructure, and thus should be accommodated.

In addition, the development will provide a Park Street/ Frogmore relief road, a publicly accessible country park which will provide a range of benefits including enhanced facilities for bird watching, fishing, horse related activities and informal recreational facilities, environmental improvements within Park Street, improvements to 4 junctions in the surrounding strategic road network, improvements to Park Street station and the Abbey branch line, and improvements to the local footpath network.

Likely timescale for delivery of suggested development / land use 6-10 Years

Contamination/pollution issues (previous hazardous land uses) No

Environmental issues (e.g. Tree Presentation Orders; SSSIs) No

Flood Risk No

Utility Services (access to mains electricity, gas, water, drainage ect.) No

Legal issues (For example, restrictive covenants or ownership titles affecting the site) No

Access. Is the site accessible from a public highway without the need to cross land in a different ownership to the site? Yes

Other constraints affecting the site No

Planning Status

Planning Permission Granted

Please include details of the above choice below (for example planning reference numbers and site history)

Planning permission was granted by the Secretary of State on 14th July 2014, ref: 5/2009/0708. The planning permission was for, "Construction of a Strategic Rail Freight Interchange (SRFI) comprising an intermodal terminal and rail and road served distribution units (331,665m² in Use Class B8 including ancillary B1/B2 floorspace) within Area 1, with associated road, rail and other infrastructure facilities and works within Areas 1 and 2 (the Development Site), (including earth mounds and a Park Street/Frogmore relief road) in a landscaped setting, and further landscaping and other works within Areas 3 to 8 inclusive to provide publicly accessible open land and community forest".

This planning permission was subject to a number of pre-commencement conditions which have all been discharged (reference numbers can be provided upon request). Work will shortly commence on preparing applications to discharge all of the pre-occupation conditions.

Reserved matters applications have been submitted and approved for the whole of the development site ref: 5/16/3006 (i.e. buildings, intermodal, car parks and internal roads), landscaping ref 5/17/1995 (those specified in condition 15 of the OPP), and infrastructure works ref 5/17/1938 (i.e. the bypass, northern gateway, southern access and rail chord).

The Landscape reserved matters approval was also subject to a number of pre-commencement conditions which were discharged prior to the works being carried out (reference numbers can be provided upon request).

The planning permission was also subject to a condition requiring the development to be commenced either before the expiration of five years from the date of the permission or before the expiration of two years from the date of approval of the last of the reserved matters to be approved, whichever is the later. The last of the reserved matters was approved on 16th May 2018 meaning the development must be commenced before 16th May 2020. Works have been carried out in accordance with the planning permission following the discharge of the pre-commencement conditions and prior to the 16th May 2020.

The Planning Inspectors who held the 2020 SADC Local Plan Review EIP identified the SRFI as a strategic priority for the district as it delivers an important piece of national infrastructure, and thus should be accommodated.

Other comments

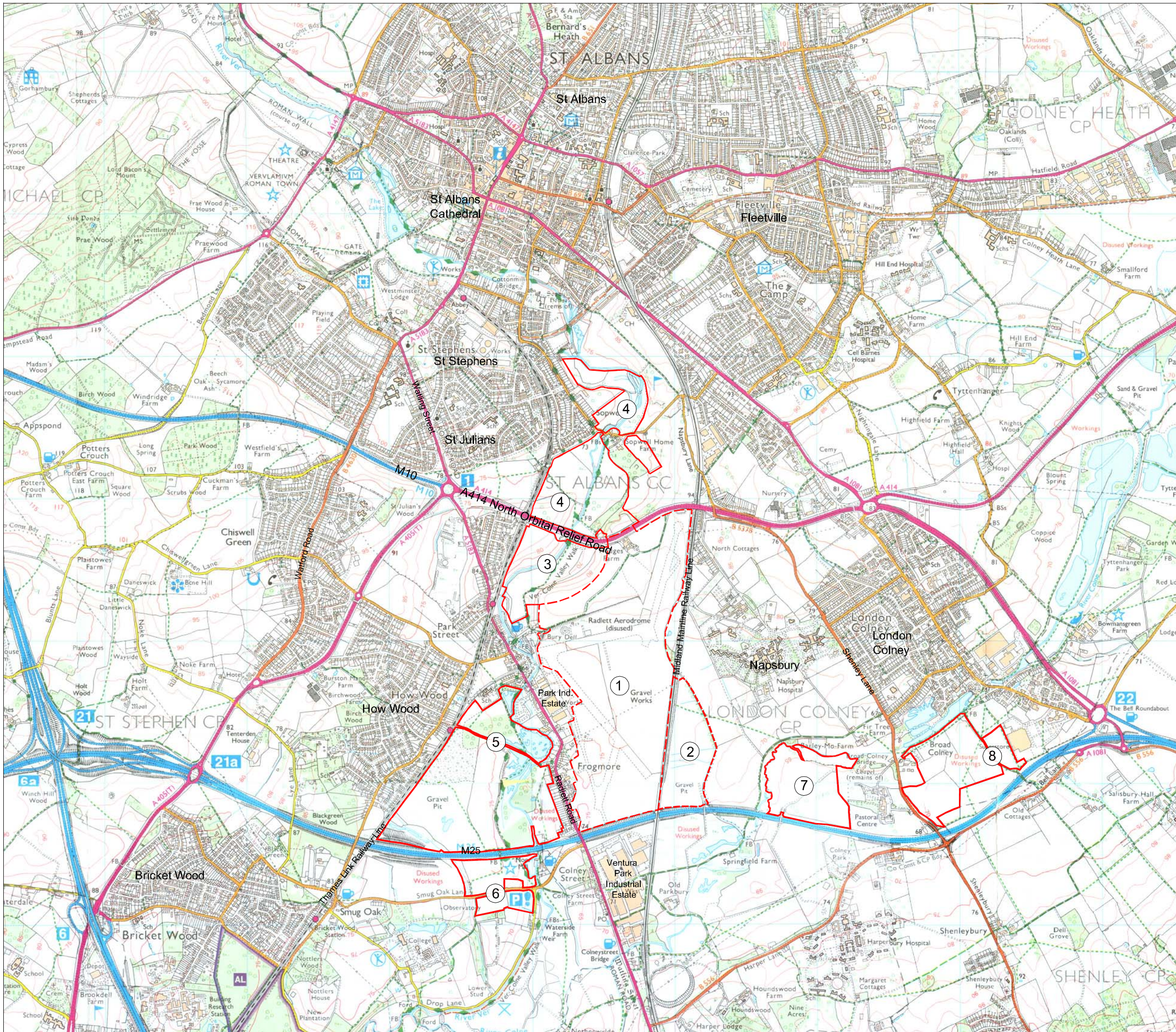
Helioslough expects to acquire all of the required land, through negotiation with the three landowners. It has an exclusive option with one of the landowners over the northern access land.

HCC has been repeatedly advised by its own Queen's Counsel that it would have no legal choice but to sell for the development of the SRFI. Helioslough has recently sought to update all three landowners on the progress of the project and has conveyed that it has aspirations to acquire the land as soon as possible.

In relation to site constraints, all issues have been addressed and resolved through the planning application process. Earthmoving works will be required to level parts of Area 1, and for the construction of an acoustic bund around the SRFI. Area 1 is also crossed by a major oil-pipeline, but the approved design for the SRFI makes provision for a limited diversion of the pipeline within the site.

Any contamination issues which are relevant to the site have been addressed through the conditions

which have been applied to the planning permission to ensure that suitable mitigation measures are implemented.
We envisage that the entire scheme will be completed within a 10 year period from March 2021.
This submission has been made to update the information on the site provided in previous submissions.



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LEGEND

-  Strategic Rail Freight Interchange Site Boundary
-  Country Park Boundary
-  Land Parcel



| Rev | Date | By | Notes |
|-----|------|----|-------|
| | | | |

Client

Helioslough Ltd

Project

Former Aerodrome Site, North Orbital

Drawing Title

Location Plan

Drawing Status

For Planning

| Scale | Date | Drawn |
|-------------|--------|-------|
| 1:25 000@A3 | Dec'08 | JG |

| Drawing No | Checked | Approved |
|----------------|---------|----------|
| 394503-DSD-001 | DG | RMK |

CAPITA LOVEJOY

land planning by design

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Email

Your interest

Planning Consultant

Site address/location (Please provide a map showing the site boundary)

Land North of Napsbury Park, off The Drive, Napsbury, AL2 1FR

Site area (in hectares)

8.4 hectares

Easting

516238

Northing

204382

Site Location Plan Attached

Yes

Upload Site Location

Location Plan
Location Plan

Upload GIS Shapefile(s)

North of Napsbury Hospital Advice heritage note
North of Napsbury Hospital Advice heritage note

Land ownership (please include contact details if known)

Current land use

Vacant

Condition of current use (e.g. vacant, derelict)

Vacant

Reasons for suggested development / land use

During the last few years I have acted for the landowner and made submissions to previous Call for Sites and Local Plan representations whilst I was employed at Countrywide and also Lambert Smith Hampton (LSH).

The last time I wrote to you about the site was on 18th August 2020, and a copy of the letter is attached. Since then, I have left LSH and set up my own planning consultancy, PJB Planning. I continue to be retained by my client, the landowner of this site, as their planning consultant. Please can you alter your records in relation to any future correspondence that should be addressed to myself at PJB Planning.

Whilst the current Call for Sites is primarily an opportunity for other sites to be highlighted to the Council, this is an opportunity to provide an update on the site north of Napsbury Park.

The planning submissions that have been made previously about the site and which you already have copies of set out the planning case for including the site as a housing allocation within the new Local Plan. This supporting case is still valid and should be taken into account in considering the site. In addition, the following supporting information for the development of the site has been submitted to yourselves to consider through the Local Plan process:

- a) Site location plan
- b) Illustrative Masterplan
- c) Wider Context Illustrative Masterplan
- d) Masterplan Concept Document
- e) High Level Landscape Appraisal
- f) Transport Screening Note
- g) Ecological Desk Assessment

Through this initial stage of site review, it was highlighted through our previous submissions that the site had a potential capacity of approximately 200 dwellings, 50 elderly persons units, Doctor's surgery and open space.

It has also been suggested that the site could potentially provide a railway station on the old historic siting of the original Napsbury railway station.

An EIA Screening Opinion application was submitted to the Council in June 2020 (ref: 5/2020/1324). The decision notice issued by the Council on 31st July 2020 confirmed that an Environmental Statement is not required for the development of the site.

A pre-application submission was submitted to the Council in August 2020 and a meeting held with officers, which presented the opportunity to discuss the scheme and development potential. The LPA reference number is PRE/2020/0109.

The pre-application response from the Council made the following comments (summarised):

- Concerns about the impact of the amount of development on the Green Belt and openness. This view was however based on current adopted Development Plan policies and guidance, which seeks to prevent inappropriate development within the Green Belt.
- It was questioned by officers whether the site was in a sustainable location and whether the development would result in the loss of high quality agricultural land.
- Concerns were also raised about the harm to the Napsbury Estate historic park and garden and setting of the Conservation Area.
- Overall, it was considered by officers that the density of development and the layout of the development would need to be reconsidered to reflect the Green Belt location and edge of Napsbury Location.

Taking on board these comments raised through the pre-application submission and particularly the

comments raised about the impact on the historic park and setting of the Conservation Area, the landowner of the site commissioned a heritage review of the site by HCUK Group. A copy of HCUK's Heritage Constraints and Opportunities advice note is attached. This heritage note sets out the historic context of the site and describes the site as existing. It reviews the significance of the setting of the Napsbury Conservation Area and Napsbury Hospital with its grade II registered park and garden. The note then goes on to consider the contribution of the site, and constraints and opportunities from a heritage perspective.

In summary, the heritage note from HCUK Group states:

"24. In summary, although the conservation area appraisal considers the sense of openness on the Site to be important and a restriction on further development, the assessment of the specific qualities of this space contained within this note suggests that development could be acceptable. Further development may have an impact on openness, but this might not give rise to any specific further erosion of heritage values subject to the specific design proposed. The proposed site for new housing is currently not making a meaningful contribution to the character and appearance of the area and its development would allow for improvements to heritage character as well as securing maintenance of the area, permeability and connectivity and with careful design the retention and inclusion of the existing mature tree planting.

25. Public open green space could be provided to give a sense of the former kitchen gardens and footpaths/a road could demarcate the former railway siding. These would also allow a continued sense of openness.

26. There are opportunities for the enhancement of this piece of land and for its former historic function and relationship to the hospital site to be better revealed, understood and appreciated. The degraded nature of this part of the site means that, subject to the careful consideration of heritage matters identified above, this site could be developed to some degree without further erosion of heritage values."

These conclusions by HCUK Group are to be taken on board in a review of the Masterplan concept that will be resubmitted within the next month to further support the promotion of the site, and to emphasise the suitability of the site as a housing allocation within the local plan.

It will also be shown through this review how the site is in a sustainable location, where cycle and footpath links can be promoted from the site through to the Napsbury Estate, the new secondary school proposed to the south of the Estate, and to London Colney as well as St Albans.

Through the pre-application submission it was confirmed by officers that a new doctor's surgery is being provided in London Colney, which should have the capacity for a development of this site. As such, a doctor's surgery is now not proposed for this site.

Call for Sites submission 2021

At this stage and taking into account the comments received through the pre-application process and further supporting work undertaken, this Call for Sites submission has been altered to reflect a lower density development at land north of Napsbury Estate to approximately 150 No. dwellings and 50 elderly person units.

A copy of the location plan showing the boundary of the site is attached to this submission.

The overall site area is 8.4 hectares and based on an approximate developable area of 4.5 hectares the density of the 150 residential dwellings (excluding the 50 elderly persons units) would be in the region of 25 to 30 dwellings per hectare. A lower density development than previously proposed on the site.

The review of the masterplan for the site will consider further the capacity of the site, and the number and density of units, incorporating more open space and retaining historic features, such as the route of the original railway sidings leading through to the hospital and the orchard.

Please can you therefore accept this revised Call for Sites submission and consider the site for housing within the new Local Plan.

| | |
|--|--------------------------------|
| Likely timescale for delivery of suggested development / land use | 1-5 Years |
| Contamination/pollution issues (previous hazardous land uses) | Yes |
| Environmental issues (e.g. Tree Presentation Orders; SSSIs) | Yes |
| Flood Risk | No |
| Topography affecting site (land levels, slopes, ground conditions) | No |
| Utility Services (access to mains electricity, gas, water, drainage ect.) | No |
| Legal issues (For example, restrictive covenants or ownership titles affecting the site) | No |
| Access. Is the site accessible from a public highway without the need to cross land in a different ownership to the site? | Yes |
| Other constraints affecting the site | Yes - (If yes, please specify) |

Part of Napsbury Estate Historic Park

Planning Status

Pre-Application Advice

Please include details of the above choice below (for example planning reference numbers and site history)

EIA screening opinion 5/2020/1324 - Confirmed Environmental Statement is not required for the site.

Other comments

HCUK note - Heritage Constraints and Opportunities

North of Napsbury Hospital

5 March 2021

Introduction

1. This heritage advice note has been prepared by Heritage Collective, part of HCUK Group on behalf of Trans Link London Ltd. It is intended to provide heritage related advice to consider if, and to what extent, the proposed land North of Napsbury Hospital can be developed and identify any constraints or opportunities. The site is under consideration by St Albans City and District Council for inclusion as a strategic site for development in its Local Plan and this note will assist in providing initial heritage information to assist in their process. Further information and advice will be provided should any scheme for the site be developed in more detail.

Context

2. The proposed site is located to the north of Napsbury Hospital. The whole site is c.100ha and is bounded to the east and north by Shenley Lane, to the west partly by the main London to St Albans railway line and on the other sides by former agricultural land that formed part of the hospital site.

3. The site is within the Napsbury Hospital, a grade II Registered Park and Garden. It falls outside but immediately north of the Napsbury Conservation Area. There is no built form currently on the site, which historically formed an area of kitchen gardens and orchard. A modern housing development was built from c.2002 - 2008 to accommodate 550 new houses within the former hospital grounds and abuts the site to the south.

Historic Context of the Site

4. The proposed site formed part of the Napsbury Hospital grounds. Napsbury Manor Farm was purchased in 1898 for the construction of a new asylum. It was designed by Rowland Plume (n.d) in 1900 to serve Middlesex. The design of the new hospital was based upon visits conducted by Plume to Scotland to consider a new type of design for asylums which was inspired by the continental colony system. This included the use of detached villas in addition to the more traditional echelon plan main buildings. The original hospital was designed to house 1,152 patients.

5. Some of the farm buildings were repurposed for hospital use and the farm land was utilised to provide therapy for the inmates of the hospital.

6. An arrangement was made with the Midland Railway Company to provide a station on the Company's line. A new branch line was built to provide access to the main buildings and a siding included near to the boiler house to bring coal.

7. The grounds of the asylum were designed by William Goldring (1854-1919). These were laid out with consideration to guidance contained within the "Suggestions and Instructions of the Commissioners in Lunacy" (revised 1898). This suggested the inclusion of wide paths, garden shelters, lawns and orchards. The layout of informal paths can be seen on the Ordnance Survey (OS) Map of 1922-3 (Figure 2).

8. To the north of the hospital, the area of the proposed site is shown as two parcels of land (the northern a triangular shape, the southern more rectangular with a building on the east) divided by a broad strip with parallel rows of trees indicated. The railway station on the main line is clear with the sidings providing access for supplies to be delivered to the hospital gently curving across the site area towards the south and east. There is no longer any evidence of the sidings and station on the site. It is interesting to note that the map shades an area of land to the east of the approach road from the north with a map convention for 'parkland'. Contrast between the ostensibly open area of the site and the much more wooded areas around the hospital buildings are also striking.

Site as Existing

9. Currently the site is an area of scrub with mature trees sporadically around it. There are views to the nearest housing built to the north of the asylum in 2002-2008 from within the southern part of the site, and views to the roofs from the more northerly region. There are views to the village of Napsbury from within the north of the site.

10. There is very limited evidence on the ground of the railway siding appreciable within the site. It is not raised up or otherwise visible on the ground, and no readily apparent evidence of the former use as a kitchen garden, though the generally overgrown condition of the site may be screening features. The former orchard is largely gone, though a fence line appears to replicate its northern edge. The following photographs (figures 6-9) demonstrate the current character of the site. With a google earth image at Figure 10 indicating that in aerial view some features remain legible even where they are not apparent at ground level.

11. At present the site is undeveloped and open in nature. This contributes to the green, semi-rural character which was an important consideration of the new housing development to the south when it was built in 2002-2008. The site was originally intended to be used as a kitchen garden and to provide access for the railway to the main hospital. Its historic function was not one of specifically undeveloped land intended to provide a purely green backdrop to the asylum, it was not overtly open pasture or parkland; it had a more functional and practical use, including a railway line, which is no longer obvious.

Significance of the Napsbury Conservation Area

12. St Albans City and District Council have produced a detailed Conservation Area Appraisal for Napsbury Park (February 2019). It summarises the significance of this asset as:

- Its history as a hospital site with large buildings, formal layouts and extensive parkland;
- Mature trees within the parkland which have been retained despite the recent housing development;
- Mature landscape setting of the surroundings;
- Relationship between the hospital buildings and the landscape;
- The modern housing development has retained a sense of the original Victorian development in the materiality and layout; and
- Views noted in the conservation area appraisal are to the south where there are long views to the countryside beyond.

13. In summary the character and appearance of the conservation area is dependent upon its relationship with the former hospital buildings and the mature landscape both within the conservation area and within its setting. The recent housing development which dates to c.2002-2008 is an important element of the current built form which has respected the original character of the hospital buildings. Its design and layout has ensured the new buildings are grounded in the landscape with a strong green character, mature tree planting and a semi-rural appearance.

Napsbury Hospital RPG

14. Napsbury Hospital is a grade II registered park and garden, first designated on 26 August 1998. A summary of its significance is provided below:

- William Goldring designed the grounds in an informal style incorporating the existing mature trees into the design to create an established landscape. There is associative interest with him as a garden designer;
- The main building is the Echelon styled mental asylum, designed in 1900 by Roland Plume (n.d) and opened in 1905, surrounded by grounds in

informal style designed c.1902 by William Goldring;

- One of only two known public landscapes designed by Goldring and his only surviving hospital landscape design giving it rarity value;
- Buildings within the site which contribute to its architectural and historic interest include the original hospital accommodation which includes the main building, central administrative and service block and the water; and
- Landscaped airing courts were principally to the south of the two main buildings and incorporated recommendations by the Commissioners in Lunacy including the use of gardens, orchards and lawns with shelters and wide paths.

15. The former kitchen gardens, orchard and glasshouses which were located to the north of the hospital buildings have since been largely lost or hidden beneath mature vegetation – evidential and illustrative values that these areas once had are heavily eroded today. They are identified within the list description as follows: KITCHEN GARDEN/FARM The former kitchen garden and farm buildings lie along the west side of the north drive. The kitchen garden, surrounded by hedges and now derelict, lies 400m north of the main asylum, the southern section containing derelict glasshouses. An orchard runs along the north side of the former kitchen garden, extending from the railway to the north drive, with an open field to the north.

Contribution of the Potential Site

16. At present the site is overgrown and unmanaged with mature vegetation which appear to be an invasive species (scrub including hawthorn) of no overt historic merit. It is now difficult on the ground to gain any appreciation or experience of the kitchen gardens or railway sidings that used to be on the site as seen by the historic map (Figure 4). There is some mature tree planting, perhaps some being remnants of the former orchard, but means of understanding historic character and function on the ground is today heavily compromised and eroded.

Contribution to the RPG

17. Within registered park and garden, the proposed site has a notably different character from that described in historic sources and surviving areas of better preserved historic landscape elsewhere within the designated areas. It does not have a parkland aspect, there is no real means of appreciating or understanding the former railway sidings or station from the ground. Almost all legible evidence of the presence of the orchard and kitchen gardens have been lost.

18. The current site, although undeveloped and relatively open, is considered a neutral or very low contributor to the heritage values of the RPG. Its former function is no longer clearly legible and this has eroded any contribution to historic values. The only architectural features legible within this area or its immediate surroundings are later residential development to the north and south, not the designed hospital buildings. It does not facilitate or enable means of appreciating or experiencing either the historic built forms or the more formal surviving landscape attributes that survive to a greater degree to the south and offers very limited means of appreciating the historic character or function of this area.

19. The site today does not reflect the historic situation to any great degree and because of the loss of this past character, it now makes little or no contribution to the heritage values of either the registered park or the conservation area's setting. The evidence for the kitchen garden areas and the important transportation links to the railway are now best reflected in the historic maps and other documentary evidence, or aerial views to a degree. The site's neglected character does not make a positive contribution to the overall character and

appearance of the conservation area. Though westward views from Lovatt Road, which cross the southern part of the proposed site, are highlighted within the conservation area appraisal as being 'extensive', they are not particularly long or distant and the flat topography here and elevated line of the main railway line, combined with the poor quality of the land itself, make them markedly lower quality than the truly 'extensive' views afforded down the sloping topography of mature and well maintained parkland to the south of the hospital.

Contribution to the Conservation Area

20. The site makes up part of the setting of the conservation area but enables no 'experience' of the historic core of the hospital complex at all. Neither does it offer means of understanding the historic railway access or kitchen garden history. It has become separated from the legibility of the core part of the conservation area. The modern housing to the south, which although part of the conservation area, is partly visible and appreciable from the site but this is an experience of the latest element of the former hospital's history rather than its key historic elements. Similarly views of the rear of properties to the north suggest that the proposed site is not open or pristinely rural as other areas of the setting are (those areas to the south of the hospital for example). As an area that has historic links and functional association with the hospital the Site is of interest, but because of the low survival of these elements it offers limited means of understanding those links and associations. It does not currently better reveal or reinforce a sense of the historic character and appearance of the core of the conservation area. Nor does it conform to the character of the wider setting, identified as being a mature rural landscape. This area is ostensibly neglected, poorly maintained scrub with little sense of either long term agricultural use and no sense of the historic kitchen garden role reflected in documentary evidence.

21. The site today makes up a neutral element of the setting of the conservation area because of the known historic links and associations. If the documentary evidence were not in place to explain the links to the main hospital site, the current condition of the area alone might lead to it being viewed as a detracting element of setting.

Constraints and Opportunities

Constraints and Design Guidance

22. Given the parkland character and the importance of landscape setting to the hospital buildings, conservation area and registered park and garden, any new development on the site will need to respect the characteristics which contribute to their heritage interest. The following constraints will need to be considered for any future development:

- Openness – The conservation appraisal document notes the importance of openness within the conservation area and identifies the value of the semi-rural setting. The north western character area of the conservation area has 'outward views' for the houses on the perimeter, some of which are over the proposed site, and there are also substantial open landscaped areas within this corner of the development too. At present the site is overgrown and the views there are, are relatively poor. Any future development on the site will need to consider how a sense of openness can be maintained within the design, much as openness was built into the previous development to the north of the historic hospital.
- Quantity and Density – The quantum of development would need to be carefully considered to ensure that mature tree planting, landscaping and a sense of historic features were all preserved or even enhanced in the future proposals and that density and scale of housing or other development is appropriate within the historic context;

- Layout - The historic maps and current aerial views give evidence of historic features and land parcels within this area that are much less obvious today. Despite this erosion of historic character, respecting those landscape division constraints is likely to be more respectful of historic layout and better reveal its character.
- Design and material constraints – There is a commonality of materials and building heights in the conservation area and these would need to be respected for any future development. Buildings would need to relate to the predominant two storey-built form in red brick with private gardens, wide paths and sensitively arranged parking; and Trees – While evidence of the former orchard and kitchen garden character of the plot has largely been lost, there are mature hedgerows and trees which should be incorporated into any future design, the majority of these are protected by a tree preservation order and any future layout will need to respect these as they form an integral part of the character of the area.

Opportunities

23. The above constraints give a clear indicator of how to approach new development on this site in a positive way to reinforce the special characteristics that could secure a strong sense of place here, and to avoid issues that could further erode or harm the character of the Registered park or setting of the conservation area. The following points could be positive elements to reinforce and build upon with any proposed development for this area.

- Re-establishing the railway sidings in the site – the new housing to the south already incorporated the historic route of the railway siding as ‘Sidings way’. Continuing this feature would not only re-establish and better reveal something of the historic layout of the site but also offers opportunities for new development to successfully blend with the existing creating a coherent and positive sense of place. Within the conservation area appraisal, it is noted that there is a lack of connectivity through the grounds in the north west character area. There is an opportunity at this site to assist with this;
- It is noted within the conservation area appraisal that the continued maintenance of the grounds is important for the upkeep of the area. The proposed site at present is overgrown with no maintenance. Any future development could help to ensure the maintenance of this area;
- There is the potential for higher quality open green spaces to be incorporated into any future design and to reinstate character or functional areas that reflect or reinstate elements of productive garden redolent of the former kitchen gardens or orchards that were located here; and
- An opportunity for presentation boards could be explored to help explain the history of the site and provide context to the site and wider development. This would enable intellectual access to the historic past of the site and its relationship to the asylum.

Summary

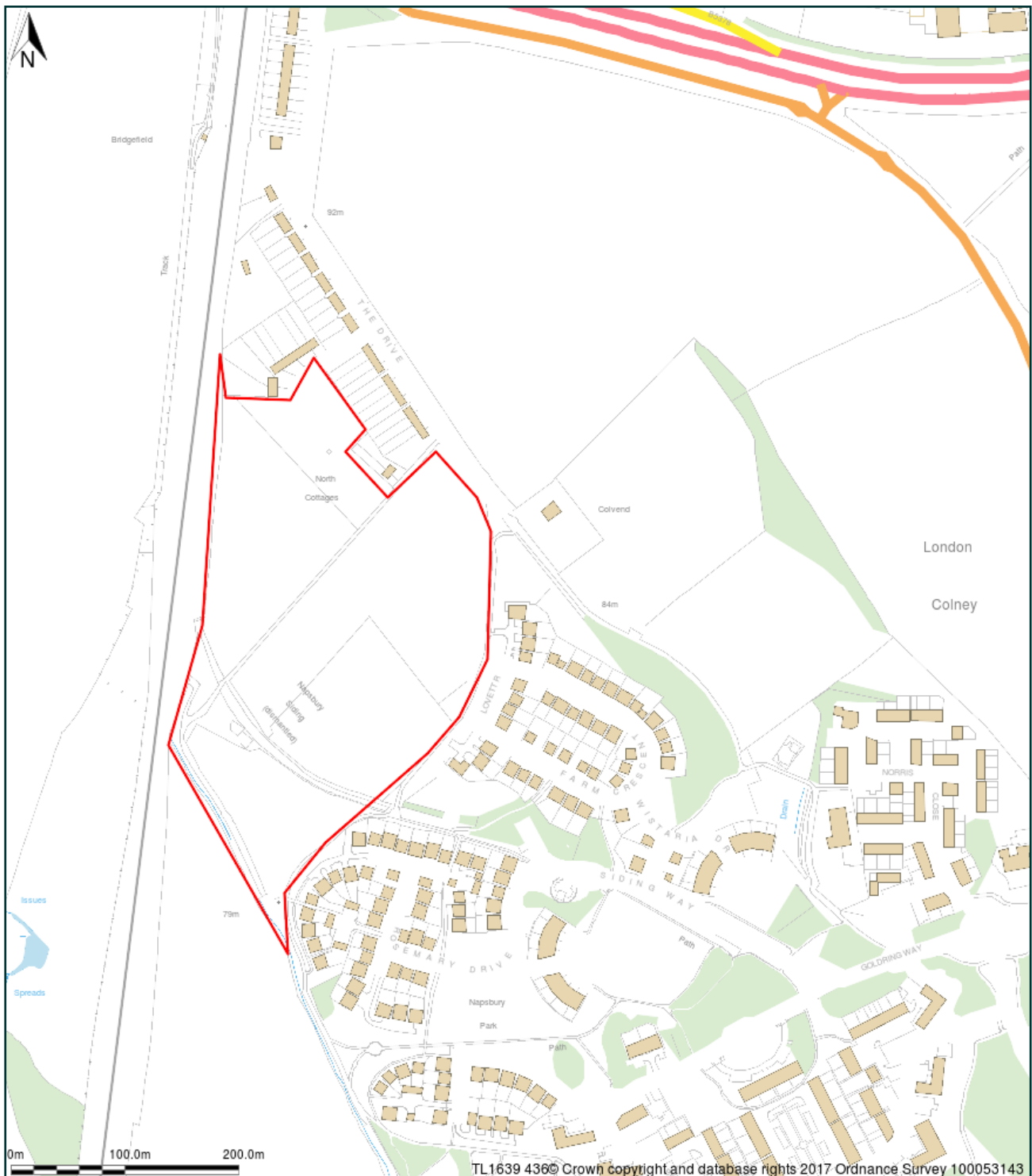
24. In summary, although the conservation area appraisal considers the sense of openness on the Site to be important and a restriction on further development, the assessment of the specific qualities of this space contained within this note suggests that development could be acceptable. Further development may have an impact on openness, but this might not give rise to any specific further erosion of heritage values subject to the specific design proposed. The proposed site for new housing is currently not making a meaningful contribution to the character and appearance of the area and its development would allow for improvements

to heritage character as well as securing maintenance of the area, permeability and connectivity and with careful design the retention and inclusion of the existing mature tree planting.

25. Public open green space could be provided to give a sense of the former kitchen gardens and footpaths/a road could demarcate the former railway siding. These would also allow a continued sense of openness.

26. There are opportunities for the enhancement of this piece of land and for its former historic function and relationship to the hospital site to be better revealed, understood and appreciated. The degraded nature of this part of the site means that, subject to the careful consideration of heritage matters identified above, this site could be developed to some degree without further erosion of heritage values.

Napsbury Park



Plan shows area bounded by:
features as lines is no evidence of a property boundary.

OSGridRef: TL1639 436. The representation of a road, track or path is no evidence of a right of way. The representation of

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Heritage Constraints and Opportunities

North of Napsbury Hospital

5 March 2021

Introduction

1. This heritage advice note has been prepared by Heritage Collective, part of HCUK Group on behalf of Trans Link London Ltd. It is intended to provide heritage related advice to consider if, and to what extent, the proposed land North of Napsbury Hospital can be developed and identify any constraints or opportunities. The site is under consideration by St Albans City and District Council for inclusion as a strategic site for development in its Local Plan and this note will assist in providing initial heritage information to assist in their process. Further information and advice will be provided should any scheme for the site be developed in more detail.

Context

2. The proposed site is located to the north of Napsbury Hospital. The whole site is c.100ha and is bounded to the east and north by Shenley Lane, to the west partly by the main London to St Albans railway line and on the other sides by former agricultural land that formed part of the hospital site.
3. The site is within the Napsbury Hospital, a grade II Registered Park and Garden. It falls outside but immediately north of the Napsbury Conservation Area. There is no built form currently on the site, which historically formed an area of kitchen gardens and orchard. A modern housing development was built from c.2002 - 2008 to accommodate 550 new houses within the former hospital grounds and abuts the site to the south.

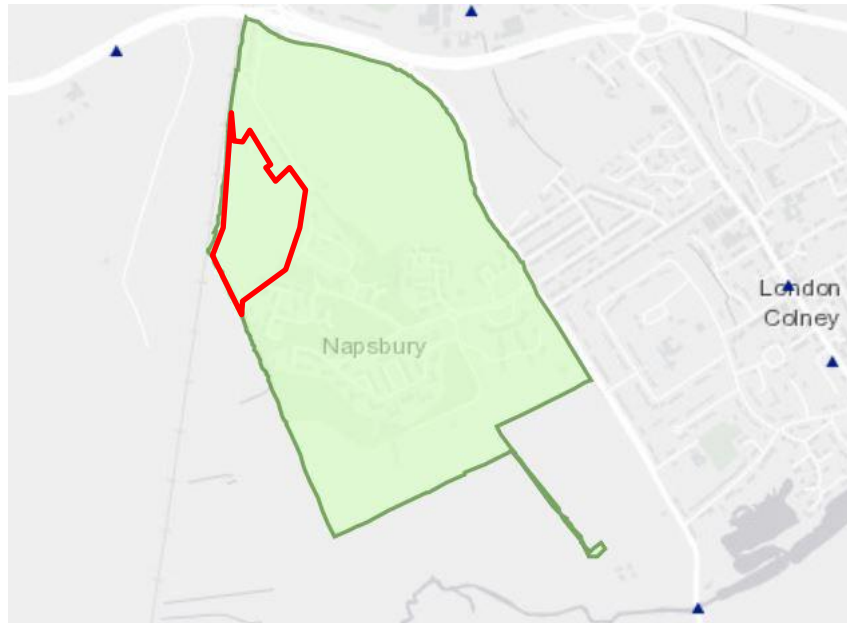


Figure 1: Napsbury hospital Registered Park and Garden outline, approximate site outline. (Historic England Statutory List: <https://historicengland.org.uk/listing/the-list/map-search?clearresults=true>)

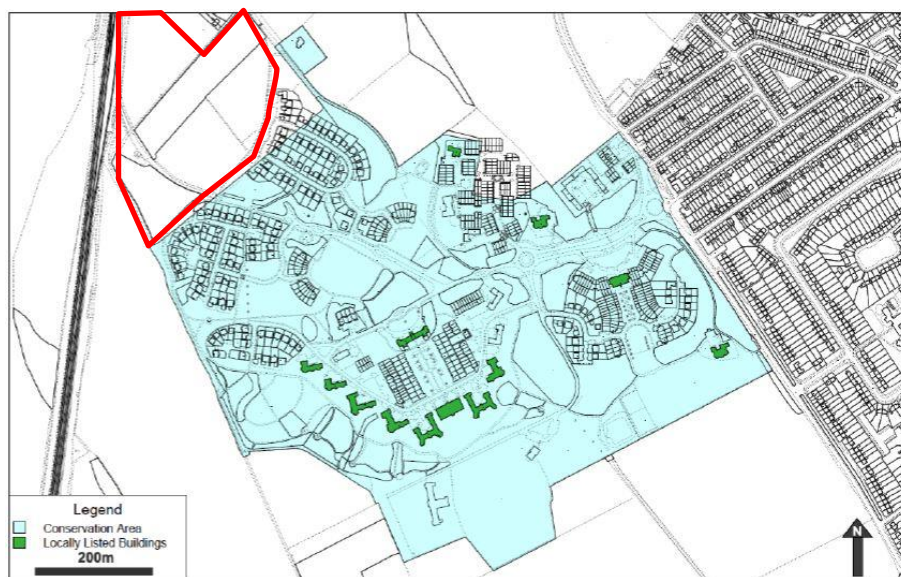


Figure 2: Napsbury Hospital Conservation Area, approximate site outline. (St Albans City and District Council)

Historic Context of the Site

4. The proposed site formed part of the Napsbury Hospital grounds. Napsbury Manor Farm was purchased in 1898 for the construction of a new asylum. It was designed by Rowland Plume (n.d) in 1900 to serve Middlesex. The design of the new hospital was based upon visits conducted by Plume to Scotland to consider a new

type of design for asylums which was inspired by the continental colony system.¹ This included the use of detached villas in addition to the more traditional echelon-plan main buildings. The original hospital was designed to house 1,152 patients.

5. Some of the farm buildings were repurposed for hospital use and the farm land was utilised to provide therapy for the inmates of the hospital.
6. An arrangement was made with the Midland Railway Company to provide a station on the Company's line. A new branch line was built to provide access to the main buildings and a siding included near to the boiler house to bring coal.²

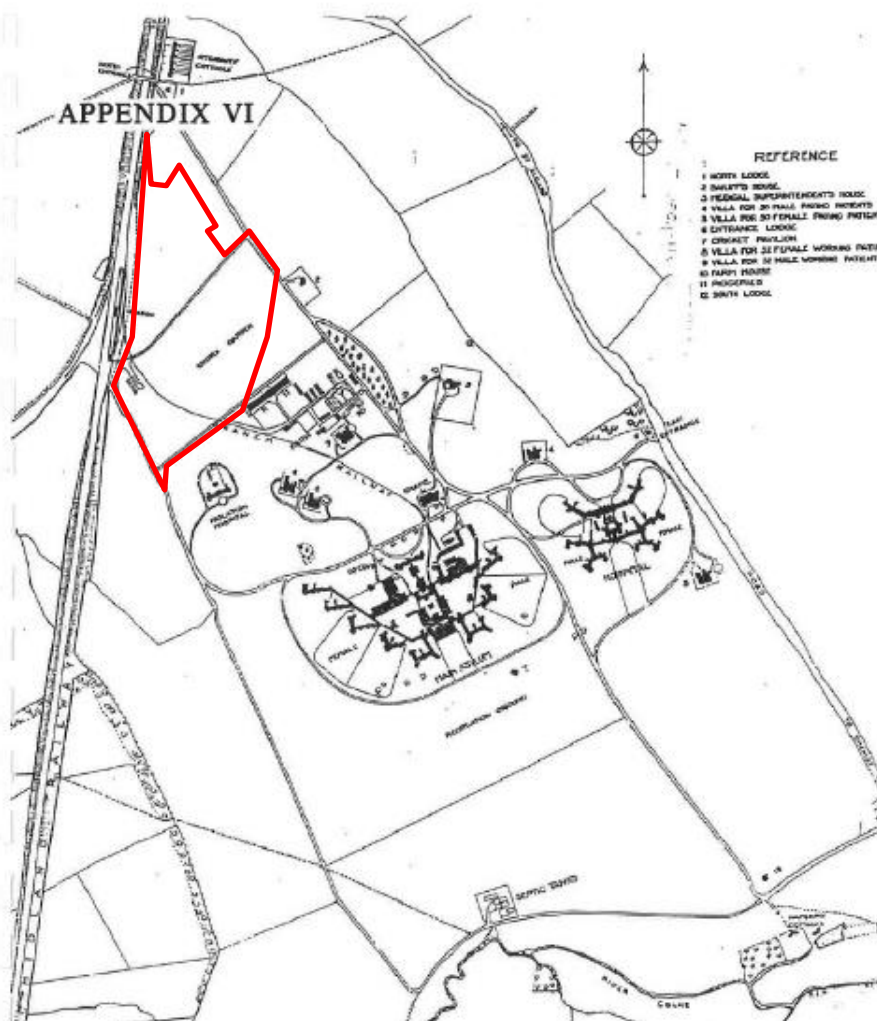


Figure 3: Layout of the Hospital buildings with the approximate site area indicated.

¹ H. Richardson, *Napsbury Park, formerly Middlesex County Asylum* via <https://historic-hospitals.com/2016/09/20/napsbury-park-formerly-middlesex-county-asylum/> [Accessed 24 February 2021]

² Ibid.

7. The grounds of the asylum were designed by William Goldring (1854-1919). These were laid out with consideration to guidance contained within the "Suggestions and Instructions of the Commissioners in Lunacy" (revised 1898). This suggested the inclusion of wide paths, garden shelters, lawns and orchards. The layout of informal paths can be seen on the Ordnance Survey (OS) Map of 1922-3 (Figure 2).

8. To the north of the hospital, the area of the proposed site is shown as two parcels of land (the northern a triangular shape, the southern more rectangular with a building on the east) divided by a broad strip with parallel rows of trees indicated. The railway station on the main line is clear with the sidings providing access for supplies to be delivered to the hospital gently curving across the site area towards the south and east. There is no longer any evidence of the sidings and station on the site. It is interesting to note that the map shades an area of land to the east of the approach road from the north with a map convention for 'parkland'. Contrast between the ostensibly open area of the site and the much more wooded areas around the hospital buildings are also striking.

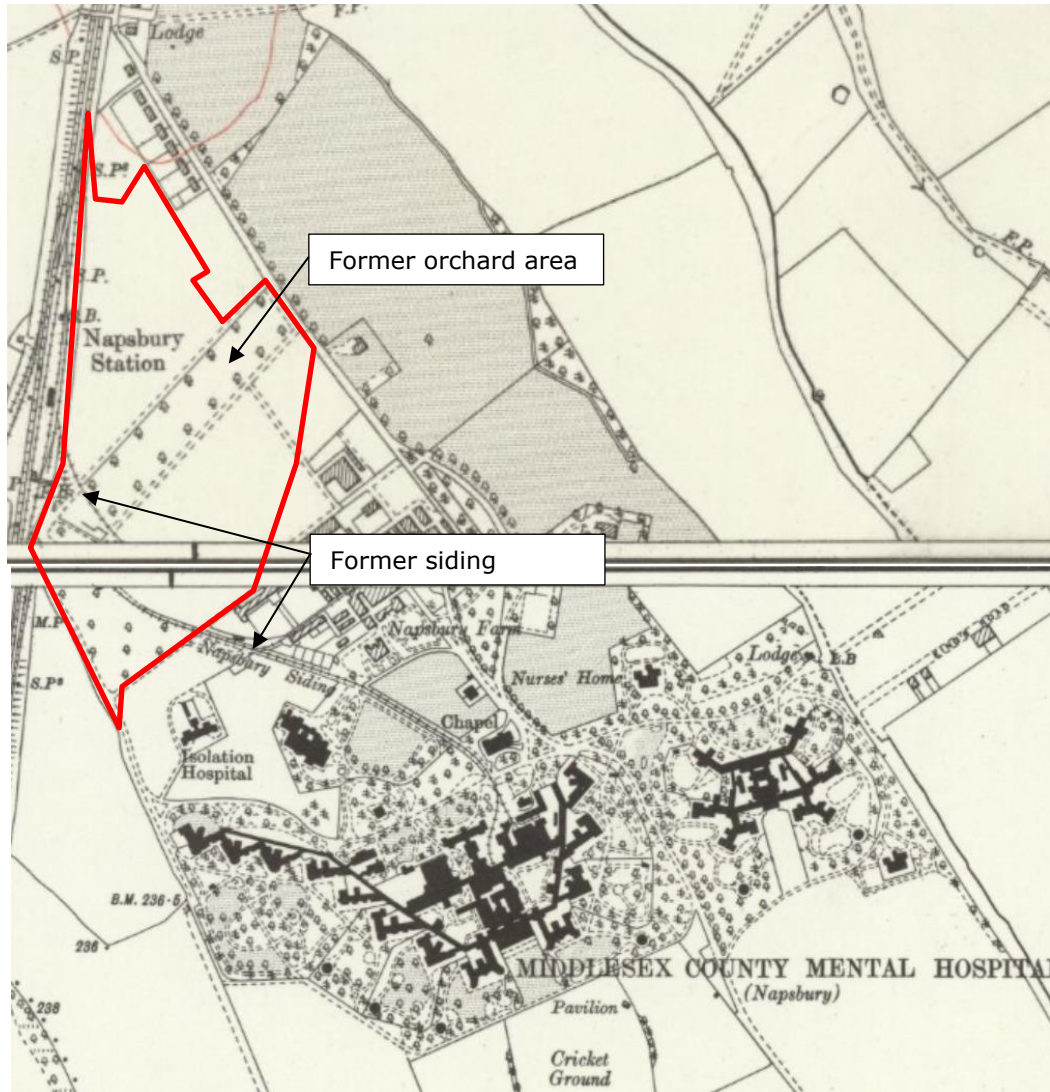


Figure 4: 1922-1923 OS Map with approximate site outline (crossing two map sheets).

Site as Existing

9. Currently the site is an area of scrub with mature trees sporadically around it. There are views to the nearest housing built to the north of the asylum in 2002-2008 from within the southern part of the site, and views to the roofs from the more northerly region. There are views to the village of Napsbury from within the north of the site.
10. There is very limited evidence on the ground of the railway siding appreciable within the site. It is not raised up or otherwise visible on the ground, and no readily apparent evidence of the former use as a kitchen garden, though the generally

overgrown condition of the site may be screening features. The former orchard is largely gone, though a fence line appears to replicate its northern edge. The following photographs (figures 6-9) demonstrate the current character of the site. With a google earth image at Figure 10 indicating that in aerial view some features remain legible even where they are not apparent at ground level.

11. At present the site is undeveloped and open in nature. This contributes to the green, semi-rural character which was an important consideration of the new housing development to the south when it was built in 2002-2008. The site was originally intended to be used as a kitchen garden and to provide access for the railway to the main hospital. Its historic function was not one of specifically undeveloped land intended to provide a purely green backdrop to the asylum, it was not overtly open pasture or parkland; it had a more functional and practical use, including a railway line, which is no longer obvious.

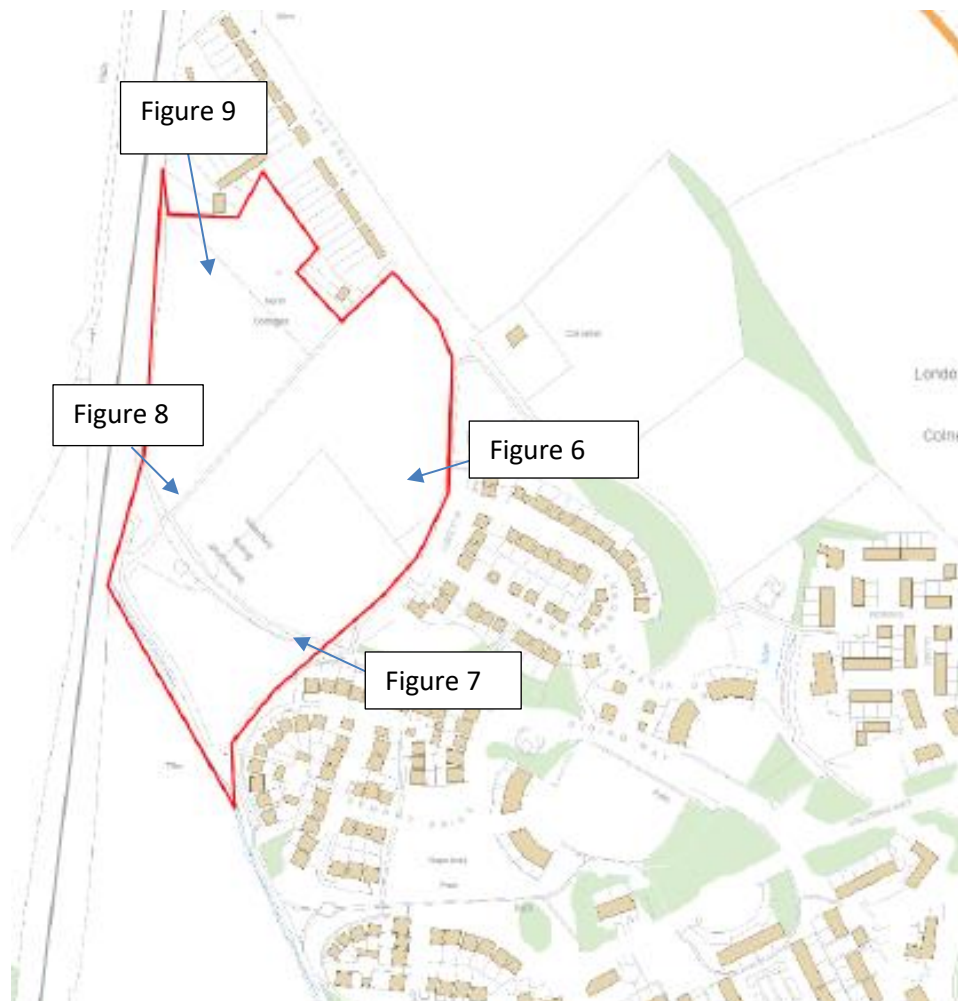


Figure 5: Site location and viewpoints of following photographs



Figure 6: Proposed site facing west from outside of the site. Modern boundary fence reflecting the end of the housing development from 2002 -2008



Figure 7: View across the southern part of the site facing south-west. No appreciation of the historic sidings, fencing or orchard are appreciable in this view.



Figure 8: View from the northern portion of the site facing south-east. No discernible features in this view but the roof of the modern housing can just be seen beyond the existing mature vegetation (highlighted by arrow).



Figure 9: View from the north of the site facing south. In this view the modern housing is visible and demonstrates a lack of historic features currently appreciable.



Figure 10: Aerial view (Google Earth) with relic lines of former features indicated.

Significance of the Napsbury Conservation Area

12. St Albans City and District Council have produced a detailed Conservation Area Appraisal for Napsbury Park (February 2019). It summarises the significance of this asset as:
 - Its history as a hospital site with large buildings, formal layouts and extensive parkland;
 - Mature trees within the parkland which have been retained despite the recent housing development;
 - Mature landscape setting of the surroundings;
 - Relationship between the hospital buildings and the landscape;
 - The modern housing development has retained a sense of the original Victorian development in the materiality and layout; and
 - Views noted in the conservation area appraisal are to the south where there are long views to the countryside beyond.

13. In summary the character and appearance of the conservation area is dependent upon its relationship with the former hospital buildings and the mature landscape both within the conservation area and within its setting. The recent housing

development which dates to c.2002-2008 is an important element of the current built form which has respected the original character of the hospital buildings. Its design and layout has ensured the new buildings are grounded in the landscape with a strong green character, mature tree planting and a semi-rural appearance.

Napsbury Hospital RPG

14. Napsbury Hospital is a grade II registered park and garden, first designated on 26 August 1998. A summary of its significance is provided below:

- William Goldring designed the grounds in an informal style incorporating the existing mature trees into the design to create an established landscape. There is associative interest with him as a garden designer;
- The main building is the Echelon styled mental asylum, designed in 1900 by Roland Plume (n.d) and opened in 1905, surrounded by grounds in informal style designed c.1902 by William Goldring;
- One of only two known public landscapes designed by Goldring and his only surviving hospital landscape design giving it rarity value;
- Buildings within the site which contribute to its architectural and historic interest include the original hospital accommodation which includes the main building, central administrative and service block and the water; and
- Landscaped airing courts were principally to the south of the two main buildings and incorporated recommendations by the Commissioners in Lunacy including the use of gardens, orchards and lawns with shelters and wide paths.

15. The former kitchen gardens, orchard and glasshouses which were located to the north of the hospital buildings have since been largely lost or hidden beneath mature vegetation – evidential and illustrative values that these areas once had are heavily eroded today. They are identified within the list description as follows:

KITCHEN GARDEN/FARM The former kitchen garden and farm buildings lie along the west side of the north drive. The kitchen garden, surrounded by hedges and now derelict, lies 400m north of the main asylum, the southern section containing derelict glasshouses. An orchard runs along the north side

of the former kitchen garden, extending from the railway to the north drive, with an open field to the north.

Contribution of the Potential Site

Contribution of the Potential Site

16. At present the site is overgrown and unmanaged with mature vegetation which appear to be an invasive species (scrub including hawthorn) of no overt historic merit. It is now difficult on the ground to gain any appreciation or experience of the kitchen gardens or railway sidings that used to be on the site as seen by the historic map (Figure 4). There is some mature tree planting, perhaps some being remnants of the former orchard, but means of understanding historic character and function on the ground is today heavily compromised and eroded.

Contribution to the RPG

17. Within registered park and garden, the proposed site has a notably different character from that described in historic sources and surviving areas of better preserved historic landscape elsewhere within the designated areas. It does not have a parkland aspect, there is no real means of appreciating or understanding the former railway sidings or station from the ground. Almost all legible evidence of the presence of the orchard and kitchen gardens have been lost.
18. The current site, although undeveloped and relatively open, is considered a neutral or very low contributor to the heritage values of the RPG. Its former function is no longer clearly legible and this has eroded any contribution to historic values. The only architectural features legible within this area or its immediate surroundings are later residential development to the north and south, not the designed hospital buildings. It does not facilitate or enable means of appreciating or experiencing either the historic built forms or the more formal surviving landscape attributes that survive to a greater degree to the south and offers very limited means of appreciating the historic character or function of this area.
19. The site today does not reflect the historic situation to any great degree and because of the loss of this past character, it now makes little or no contribution to the heritage values of either the registered park or the conservation area's setting. The evidence for the kitchen garden areas and the important transportation links to the railway are now best reflected in the historic maps and

other documentary evidence, or aerial views to a degree. The site's neglected character does not make a positive contribution to the overall character and appearance of the conservation area. Though westward views from Lovatt Road, which cross the southern part of the proposed site, are highlighted within the conservation area appraisal as being 'extensive', they are not particularly long or distant and the flat topography here and elevated line of the main railway line, combined with the poor quality of the land itself, make them markedly lower quality than the truly 'extensive' views afforded down the sloping topography of mature and well maintained parkland to the south of the hospital.

Contribution to the Conservation Area

20. The site makes up part of the setting of the conservation area but enables no 'experience' of the historic core of the hospital complex at all. Neither does it offer means of understanding the historic railway access or kitchen garden history. It has become separated from the legibility of the core part of the conservation area. The modern housing to the south, which although part of the conservation area, is partly visible and appreciable from the site but this is an experience of the latest element of the former hospital's history rather than its key historic elements. Similarly views of the rear of properties to the north suggest that the proposed site is not open or pristinely rural as other areas of the setting are (those areas to the south of the hospital for example). As an area that has historic links and functional association with the hospital the Site is of interest, but because of the low survival of these elements it offers limited means of understanding those links and associations. It does not currently better reveal or reinforce a sense of the historic character and appearance of the core of the conservation area. Nor does it conform to the character of the wider setting, identified as being a mature rural landscape. This area is ostensibly neglected, poorly maintained scrub with little sense of either long term agricultural use and no sense of the historic kitchen garden role reflected in documentary evidence.
21. The site today makes up a neutral element of the setting of the conservation area because of the known historic links and associations. If the documentary evidence were not in place to explain the links to the main hospital site, the current condition of the area alone might lead to it being viewed as a detracting element of setting.

Constraints and Opportunities

Constraints and Design Guidance

22. Given the parkland character and the importance of landscape setting to the hospital buildings, conservation area and registered park and garden, any new development on the site will need to respect the characteristics which contribute to their heritage interest. The following constraints will need to be considered for any future development:

- Openness – The conservation appraisal document notes the importance of openness within the conservation area and identifies the value of the semi-rural setting. The north western character area of the conservation area has 'outward views' for the houses on the perimeter, some of which are over the proposed site, and there are also substantial open landscaped areas within this corner of the development too. At present the site is overgrown and the views there are, are relatively poor. Any future development on the site will need to consider how a sense of openness can be maintained within the design, much as openness was built into the previous development to the north of the historic hospital.
- Quantity and Density – The quantum of development would need to be carefully considered to ensure that mature tree planting, landscaping and a sense of historic features were all preserved or even enhanced in the future proposals and that density and scale of housing or other development is appropriate within the historic context;
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- An opportunity for presentation boards could be explored to help explain the history of the site and provide context to the site and wider

development. This would enable intellectual access to the historic past of the site and its relationship to the asylum.

Summary

24. In summary, although the conservation area appraisal considers the sense of openness on the Site to be important and a restriction on further development, the assessment of the specific qualities of this space contained within this note suggests that development could be acceptable. Further development may have an impact on openness, but this might not give rise to any specific further erosion of heritage values subject to the specific design proposed. The proposed site for new housing is currently not making a meaningful contribution to the character and appearance of the area and its development would allow for improvements to heritage character as well as securing maintenance of the area, permeability and connectivity and with careful design the retention and inclusion of the existing mature tree planting.
25. Public open green space could be provided to give a sense of the former kitchen gardens and footpaths/a road could demarcate the former railway siding. These would also allow a continued sense of openness.
26. There are opportunities for the enhancement of this piece of land and for its former historic function and relationship to the hospital site to be better revealed, understood and appreciated. The degraded nature of this part of the site means that, subject to the careful consideration of heritage matters identified above, this site could be developed to some degree without further erosion of heritage values.