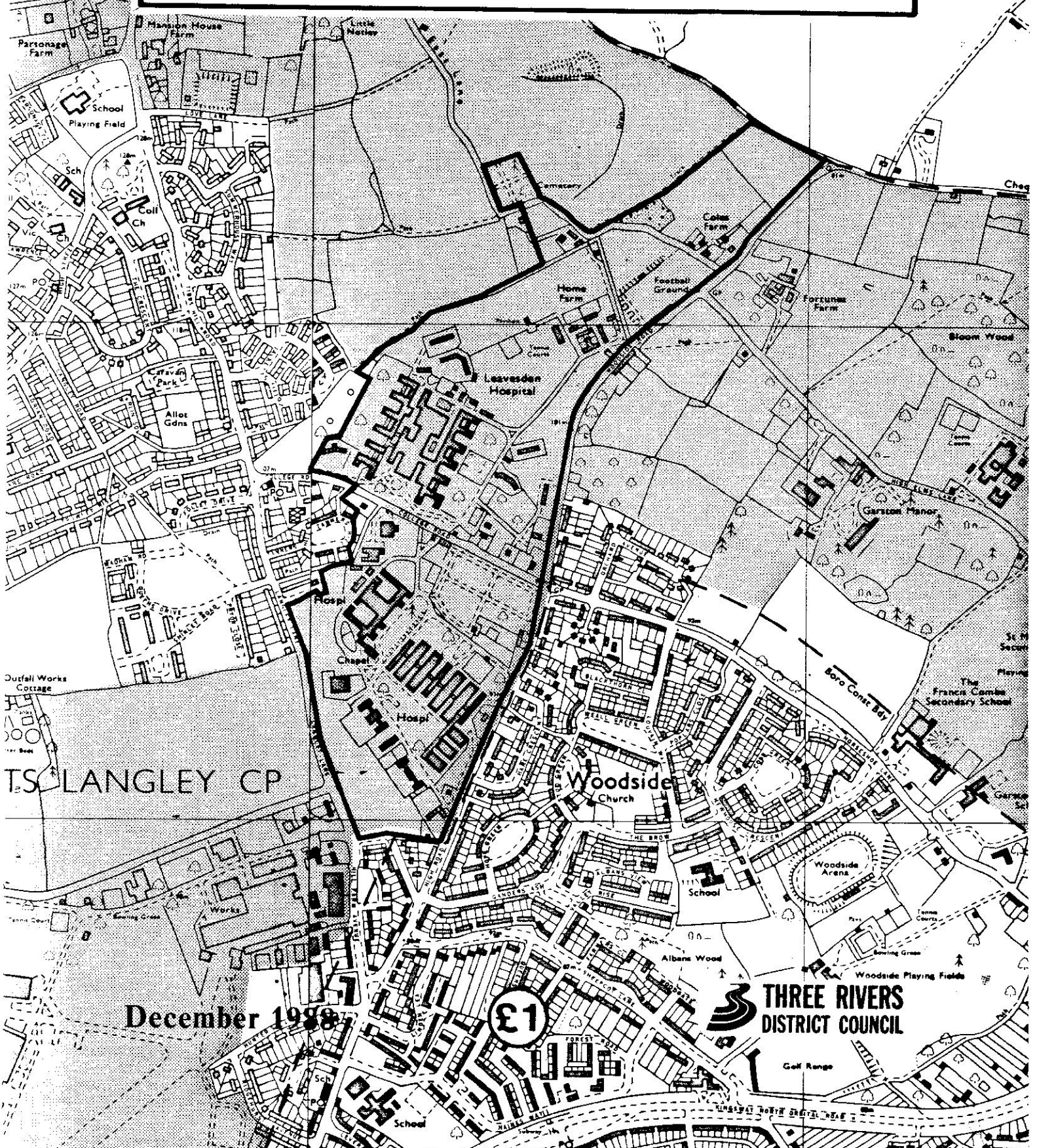


THE ABBOTS LANGLEY AND LEAVESDEN HOSPITALS

Draft Planning Brief



TS LANGLEY CP

December 1988

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 **THREE RIVERS DISTRICT COUNCIL**

THE ABBOTS LANGLEY AND LEAVESDEN HOSPITALS

(Land Off Langley Lane, High Road, College Road and Woodside Road)

Draft Planning Brief

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THE ABBOTS LANGLEY AND LEAVESDEN HOSPITALS

(Land Off Langley Lane, High Road, College Road and Woodside Road)

Draft Planning Brief

1. Background

Introduction

This report sets out the Council's planning requirements in the event of any development/redevelopment of hospital land at Abbots Langley and Leavesden.

This section details the quite involved background to the development/redevelopment of the hospital sites.

Areal measurements set out in the text below are at this stage to be taken as indicative only but point to the scale of development considered acceptable by the Council.

Brief Area

The brief area shown in Fig. 1 covers approximately 55 ha. and divides broadly into two parts;

- a. existing hospital buildings and immediately adjoining land (34ha.).
- b. farmland and informal recreational areas to the north east (21 ha.).

Both areas are covered by the brief to ensure a comprehensive approach to development.

Three Rivers District Plan, 1982

The brief has been prepared with regard to the current statutory plan for the District, the Three Rivers District Plan, 1982.

When the District Plan was prepared against the backcloth of the Hertfordshire County Structure Plan 1979, the closure of the Abbots Langley/Leavesden hospitals was not anticipated. The local plan sets out therefore only in general terms policies affecting the area - it does not make specific proposals for the development of the land for housing.

Hertfordshire County Structure Plan, 1986.

The Hertfordshire County Structure Plan 1986 Review was approved with modifications by the Secretary of State on 9th. May 1988. Structure plan policies relevant to the Abbots Langley area and the hospital land include;

- a. Policy 1 (Green Belt) states inter alia;

IT IS THE COUNTY COUNCIL'S POLICY TO MAINTAIN A GREEN BELT IN THE

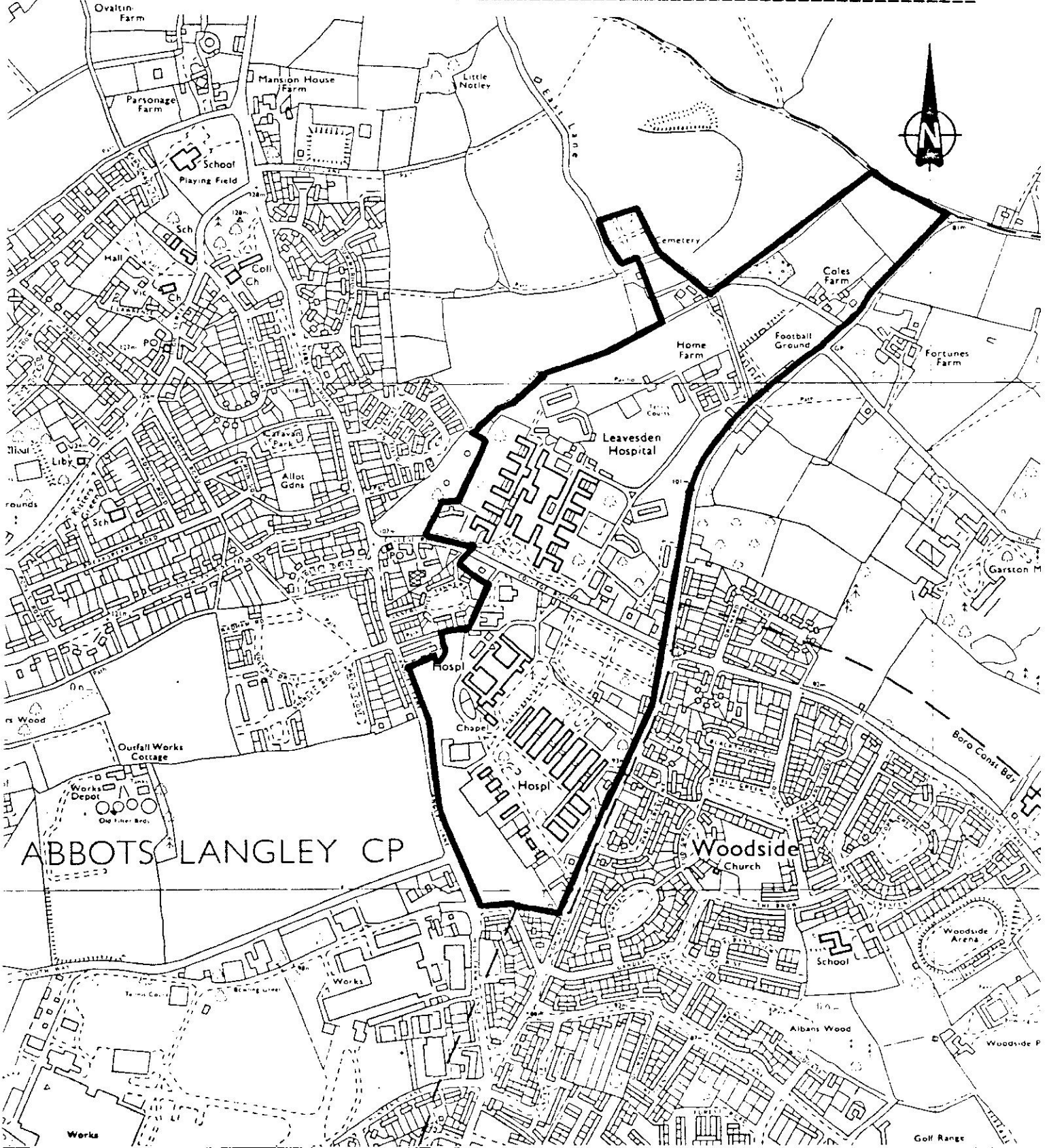
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FIG. 1

Brief area.

scale 1:10,000



SOUTH OF THE COUNTY...THE PRECISE BOUNDARIES OF THIS GREEN BELT ARE DEFINED IN DISTRICT LOCAL PLANS.

WHERE DEFINING THE BOUNDARIES OF THE GREEN BELT AROUND SETTLEMENTS THIS WILL BE DONE BY REFERENCE TO THE DEGREE OF LONG TERM EXPANSION OF THE BUILT UP AREA ACCEPTABLE IN THE CONTEXT OF THE STATED PURPOSE OF THE GREEN BELT.

WITHIN THE GREEN BELT, EXCEPT FOR DEVELOPMENT IN GREEN BELT SETTLEMENTS REFERRED TO IN POLICY 51 OR IN VERY SPECIAL CIRCUMSTANCES, PERMISSION WILL NOT BE GIVEN FOR DEVELOPMENT FOR PURPOSES OTHER THAN THAT REQUIRED FOR MINERAL EXTRACTION, AGRICULTURE, SMALL SCALE FACILITIES FOR PARTICIPATORY SPORT AND RECREATION, OR OTHER USES APPROPRIATE TO A RURAL AREA; OR THE USE FOR HOSPITALS OR SIMILAR INSTITUTIONAL PURPOSES OF EXISTING LARGE RESIDENTIAL BUILDINGS SITUATED IN EXTENSIVE GROUNDS, PROVIDED (a) THE BUILDINGS ARE NOT SUITABLE FOR CONTINUED RESIDENTIAL USE, AND (b) THE PROPOSED USE IS NOT SUCH AS TO LEAD TO A DEMAND FOR LARGE EXTENSIONS OR FOR ADDITIONAL BUILDINGS IN THE GROUNDS.

THE CIRCUMSTANCES AND LOCATIONS IN WHICH DEVELOPMENT WILL BE ALLOWED WILL ALSO HAVE REGARD TO THE OTHER POLICIES OF THIS PLAN.

b. Policy 47 (character and structure of Hertfordshire) states;

THE LOCAL PLANNING AUTHORITIES WILL, AS A KEY ELEMENT IN THE STRATEGY FOR HERTFORDSHIRE, PROTECT AND ENHANCE THE EXISTING SETTLEMENTS AND THE ESSENTIAL CHARACTER OF THE COUNTY'S URBAN AND RURAL AREAS. IN ASSESSING PROPOSALS, THE LOCAL PLANNING AUTHORITIES WILL HAVE REGARD NOT ONLY TO THE IMPACT OF THE INDIVIDUAL DEVELOPMENTS, BUT WILL ALSO TAKE INTO ACCOUNT THE CUMULATIVE EFFECT OF DEVELOPMENT.

c. Policy 48 (form and fabric of settlements) states inter alia;

THE COUNTY COUNCIL WILL SUPPORT DISTRICT COUNCILS AND OTHER AGENCIES IN SECURING AND GUIDING DEVELOPMENT LIKELY TO CONSERVE AND ENHANCE THE QUALITY AND VIABILITY OF THE BUILT ENVIRONMENT AND THE PATTERN OF OPEN AREAS WITHIN TOWNS AND SETTLEMENTS.

d. Policy 50 (specified settlements) states inter alia;

IN THE FOLLOWING SPECIFIED SETTLEMENTS, WHICH ARE INDICATED ON THE KEY DIAGRAM AND WHOSE SURROUNDING GREEN BELT BOUNDARIES ARE DEFINED IN DISTRICT LOCAL PLANS, DEVELOPMENT WILL BE LIMITED TO THAT WHICH IS COMPATIBLE WITH THE MAINTENANCE AND ENHANCEMENT OF THEIR CHARACTER AND THE MAINTENANCE OF THEIR GREEN BELT BOUNDARIES...

THREE RIVERS ABBOTS LANGLEY, KINGS LANGLEY (PART).

e. Policy 53 (inner boundaries of the green belt) states inter alia;

NOTWITHSTANDING THE PROVISIONS OF POLICY 1, PROPOSALS FOR THE REUSE AND REDEVELOPMENT OF REDUNDANT HOSPITAL LAND AND BUILDINGS AT LEAVESDEN/ABBOTS LANGLEY... WILL BE CONSIDERED IN THE LIGHT OF THE GUIDANCE IN DOE CIRCULAR 12/87.

f. Policy 60 (housing programme) - this policy allocates 3200 dwellings for Three Rivers over 1981-1996 plus a general County

wide figure of 2500 units for hospital land.

One purpose of this brief is to give expression to these provisions of the structure plan.

DoE Circular 12/87

Circular 12/87, on "Redundant Hospital Sites in Green Belts: Planning Guidelines", was issued on 29th April 1987. It describes the approach to the development and redevelopment of hospital land with specific regard to green belt policy advice contained in Circular 14/84.

Circular 12/87 is one factor to be taken in to account in the preparation of a brief for the Abbots Langley/Leavesden hospitals.

Paragraph 4 of Circular 12/87 states;

In planning for the future of these buildings and their sites the aim should be to use them for purposes compatible with the green belt as set out in Circular 14/84, which can include institutional uses. The size, layout and form of the buildings may, however, make them unsuitable for such purposes. In such cases it will be necessary to consider whether, in the terms of the green belt circular, "very special circumstances" exist that would warrant the change of use of the buildings or the construction of new buildings.

Circular 12/87 guidelines for the future use of redundant hospital sites in the green belt state;

1. Re-use of the existing buildings for purposes within the accepted Green Belt categories (as set out in DOE Circular 14/84) is the preferred option, especially where the buildings are of architectural and historical importance. There may in particular be scope for re-use by institutions.

2. However, if there is little or no prospect of viable re-use within those categories, then other uses are preferable to allowing the buildings to remain empty or grossly under-occupied. The aim should be to achieve redevelopment for other suitable uses by conversion of the existing buildings.

3. If the existing buildings, or part of them, are unsuitable for conversion, then redevelopment should not normally occupy a larger area of the site nor exceed the height of the existing buildings. The location of the new buildings should be decided having regard to the main features of the landscape and the need to integrate the new development with its surroundings (e.g. it may be more appropriate to site new development closer to existing development).

4. The amenity value of the site should be

retained or enhanced where practical by preserving mature trees and keeping or laying out landscaped areas, and if possible opening them to public access with adequate provision for their maintenance.

5. Redevelopment should not normally involve additional expenditure by the public sector on the provision of infrastructure (e.g. on roads and sewerage) nor should it overload local facilities such as schools and health care facilities.

6. Local planning authorities should where appropriate include policies on these lines in their development plans.

Guideline 3 of the Circular states that "redevelopment should not normally occupy a larger area of the site...". The DoE indicate that "any redevelopment should be confined to the existing extent of the buildings...(and)...accord with...the acreage of land occupied by the existing buildings on-site". (source - Three Rivers District Council letter dated 14th April 1987 and DoE reply 11th May 1987. The correspondence, reproduced at appendix a., indicates that redevelopment should not be based upon the gross floor space of existing buildings, the gross floor space and adjoining land or some permutation of the above).

From this it would appear that Circular 12/87 has a limiting effect on the redevelopment of hospital land in the green belt. This is because Circular 14/84 provides for the development of green belt land only under exceptional circumstances. (Circular 42/55, para. 5). It is considered that Circular 12/87 sets out the exceptional criteria against which any redevelopment should occur.

The interpretation of these criteria clearly rests with local Councils as indicated in the Secretary of State's statement of reasons for the proposed modifications (September 1987). Paragraph 2.6 states;

"As the Circular makes clear, the Secretary of State recognises that it may not always be possible to make use of such sites for purposes compatible with the green belt. Where this is the case... each site will have to be looked at individually by the local planning authority who will need to consider whether very special circumstances apply to justify its future development for purposes normally inappropriate to the green belt."

Since the Circular is not site specific it follows that the interpretation of its guidelines must also take into account local circumstances in determining the developable area within hospital sites. Local planning and environmental factors which will have a bearing on the area of hospital land that could be developed at Abbots Langley/Leavesden are;

- i. The close proximity of the built up areas of Abbots Langley and North Watford.
- ii. The location of green belt boundaries immediately adjoining the hospital land.

iii. The existence on-site of tracts of mature planting and landscaped amenity areas.

iv. The land fall of the hospital sites.

The Council has had regard to each of these factors in the preparation of a further five guidelines for the development / redevelopment of the hospital land.

Concept

a. Location of new development.

The Three Rivers District Plan, 1982 designates the hospital land metropolitan green belt, separating the settlement of Abbots Langley and the larger urban area of North Watford. In the event of any development/redevelopment of the hospital land, it is essential that these settlements should continue to be physically separated so that Abbots Langley does not become absorbed within the built up area of Watford, and Abbots Langley is able to retain its character and identity.

Guideline 1. Any development of the hospital land should:-

a. ensure that the urban areas of Abbots Langley and North Watford do not coalesce and,

b. round-off neighbouring built-up areas to allow for a continuous wedge of open land to separate Abbots Langley from North Watford. Any wedge to be centrally located between new development.

The developable area shall be defined by extrapolating green belt and physical boundaries on adjoining land through the brief area. Development will be confined along north western and south eastern boundaries with no new building to extend upon open land towards Home Farm (this limit defined by extending the boundaries of neighbouring Orchard Avenue and Jacketts Field through the brief area).

With regard to the present extent of development in areas surrounding the hospital land, it is evident that some parts are more built up than others. The Abbots Langley/Annexe site may be more vulnerable to encroachment than land to the north of College Road.

Guideline 2. To prevent the coalescence of Abbots Langley and North Watford it will be important to control the level of development taking place on the Abbots Langley/Annexe hospital site, south of College Road, to allow a reasonable spread of development over the area as a whole and minimise the impact of new building to the south of College Road.

Upon the Abbots Langley/Annexe site;

a. the majority of new development to be located to

the south and south east of the developable area.

b. development will be discouraged to the north west margin except-

i) for a small development off Langley Lane as described in the text below, and

ii) in connection with proposals for the redevelopment of adjoining Health Authority land in order to avoid the piecemeal development of land adjacent to the brief area.

b. Location of Open Land (green wedge)

The function of any green wedge should be to create a physical break in development between Abbots Langley and North Watford. A secondary purpose of the green wedge would be to help break up development within the site itself. In this connection, it is important that any green wedge should include as much existing mature planting on site as possible.

Guideline 3. Established planting on the hospital land, particularly along the margins of the brief area and alongside public highways, should, as far as possible, be retained in any development. Planting also to be incorporated within the open wedge of land separating Abbots Langley from North Watford.

The brief area is gently sloping along a broad east-west axis. The central portion of the site, coinciding with the existing area of landscape value, lies above the 100m. contour. Only the southern tip of the brief area and farmland to the north east are lower lying.

Guideline 4. Subject to other constraints upon broad layout, new development to be located upon lower slopes of the brief area. The siting and scale of any development upon higher ground will have general regard to existing land form and landscape features. More detailed design guidance to be provided in the brief.

Guideline 5. In recognition of the landfall and setting of the site area, and subject to the above guidelines, the height of any new building in the brief area should not exceed three storeys in order to reduce the impact of development in the locality.

2. New development

i. Developable area.

Gross residential area

Guidelines contained in Circular 12/87 suggest that the developable area of the Abbots Langley/Leavesden hospitals could be taken as the footprint area of the buildings alone which cover some 54,159 sq. m. or 5.42ha. If this is taken as a gross area for residential development, at an average density of 15 dwellings per acre (dpa), this would allow development of upto 200 dwellings.

Development on this scale would not necessarily justify school, health care and large retail provision.

Consideration of local planning and environmental factors however suggests that development of the Abbots Langley / Leavesden hospitals could occur over a slightly wider area than that suggested in Circular 12/87. The developable areas defined in Fig. 2 cover some 11.3 ha. of land.

Consistent with the guidelines contained in this brief, the 11.3ha. (28 acres) figure shall be taken as a gross residential area for development, defined as including land covered by dwellings and gardens, roads, local shops, primary school and open space. This gross area excludes any employment uses in the development (see also 2(viii) below). The gross measurement also excludes the structural wedge of open land in the overall building layout. (Derived from 'Residential Areas. Higher Densities'. Planning Bulletin 2. MHLG., 1962).

Within the 11.3 ha. gross residential area, any land allocated for local shop(s), a primary school site and health care facilities could amount to a total of 5 acres or approximately 2 ha., and would leave a net residential area of 9.3 ha. The average density of new housing development shall not exceed 15 dwellings per acre (net residential density includes dwellings and gardens, incidental open space and half the width of surrounding roads (or up to a maximum of 20')).

Development including the community facilities mentioned above could accommodate around 345 dwelling units within the gross area.

The boundaries shown in Fig. 2 are not, as appropriate, to be taken as definitive limits to development, to allow some degree of flexibility in the layout of new housing areas and their design.

Distribution of new housing.

The distribution of new housing in any development/redevelopment will be subject to guidelines contained in this report and variations in housing density over the sites. Until the need for and location of community facilities is confirmed, it is not possible to provide a guide to the distribution of dwellings. Subareas of the hospital land may however be defined as follows

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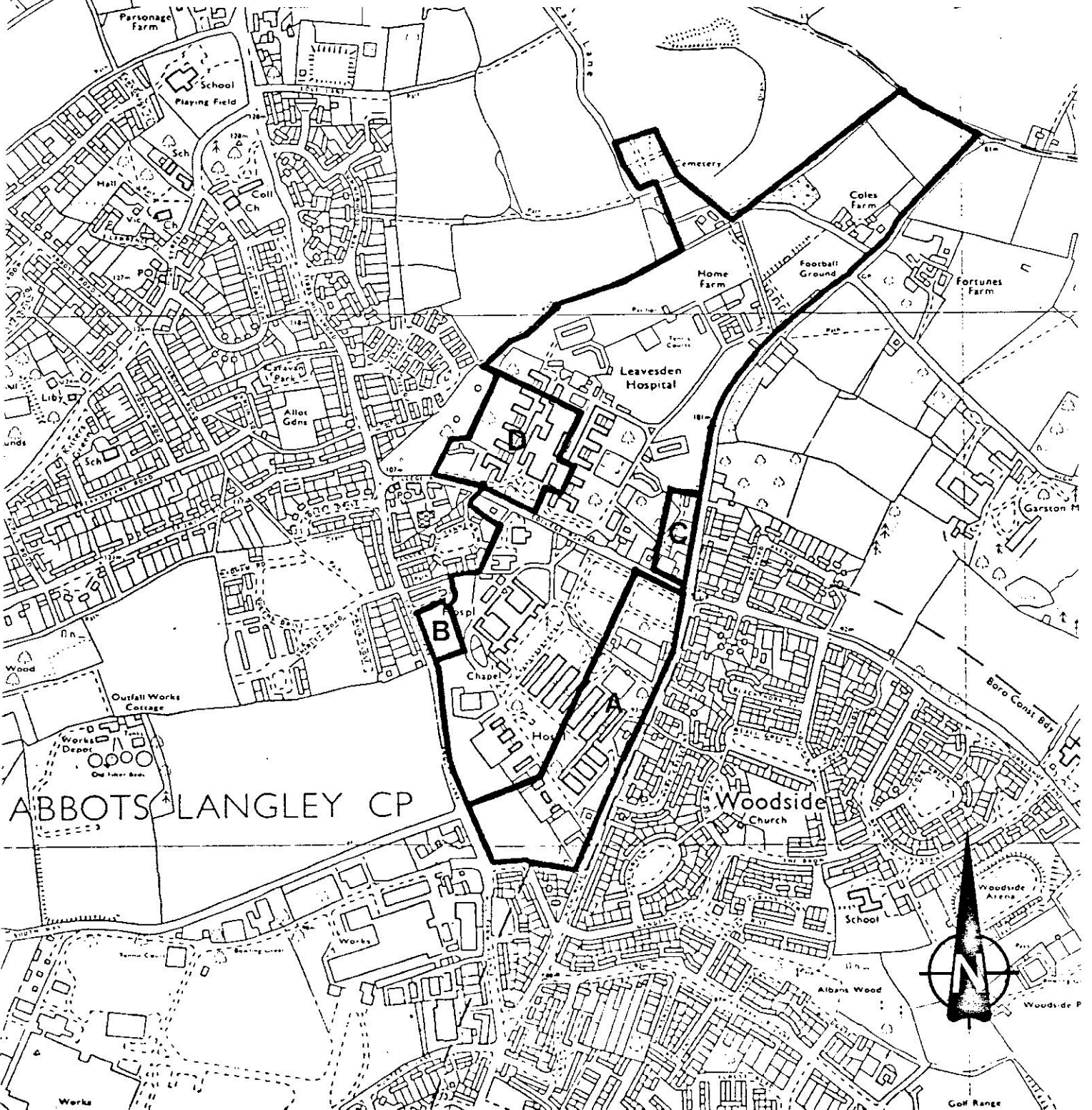
FIG. 2

Developable area;
Gross residential areas for development.

boundaries indicative only

diagrammatic representation only

scale 1:10,000



(Fig. 2 refers);

1. Abbots Langley/Annexe site, South East - 6.9 ha.
(17 acres, area A)
2. Abbots Langley/Annexe site, North West - 0.6 ha.
(1.5 acres, area B)
3. Leavesden Hospital site, Woodside Road - 0.6 ha.
(1.5 acres, area C)
4. Leavesden Hospital site, North - 3.2 ha. (8 acres,
area D)

With development dispersed in this way, new building will have the effect of adding to existing neighbourhoods in the area. New development should be properly integrated with existing residential areas. The focus for each of the 4 new communities in the development as a whole will be the green wedge which is to remain as open land.

As a general guide, the new household population of the area will be expected to draw upon existing community facilities. Exceptions to this are considered under section 2(viii) below.

The funding of infrastructure and other service and community provision in all major developments shall be borne by the developers and this should be taken into account at the time the land is acquired for development.

ii. Housing Mix

Dwelling Types

District Plan Policy 5 states that;

"In order to attain the objectives of the Plan the size and type of proposed dwellings, whether by new building or conversion, will be examined and developers encouraged to provide to meet local housing needs."

The development to provide for a range of households including 1 and 2 bedroom houses and flats, and larger 3 and 4 bedroom family sized homes. The Health Authority has indicated that, notwithstanding the programmed closure of the hospital complex by 2001, further to the implementation of Government 'community care' policies, it will seek to retain small areas of land for new staff accommodation/patient facilities. This requirement to be taken in to account in any development.

The location of different types of dwelling in the development to have regard to design guidance contained in section 2(ix) below and the following;

i. the character and architectural style of the adjoining residential area. Provision for the elderly to include sheltered accommodation to be located along Hill Farm Avenue or High Road in Area A.

ii. the location and alternative use made of buildings to be retained in the development. The identification of existing

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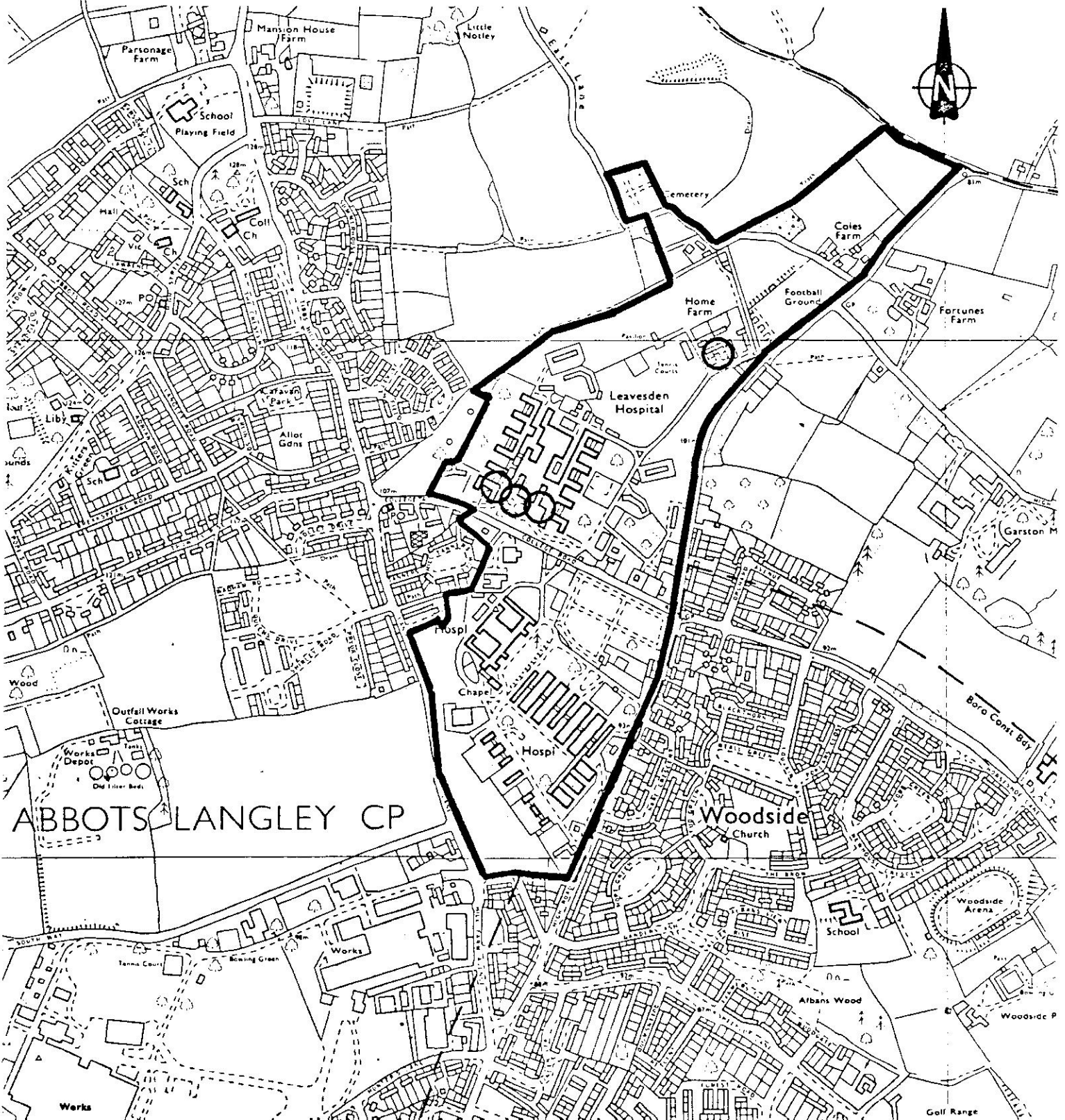
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FIG. 3

Buildings/groups of buildings identified for retention.

diagrammatic representation only

Scale 1:10,000



buildings to be retained after the closure of the hospitals may impose a constraint upon the layout, and to a lesser extent, the mix of new housing in the brief area. Groups of buildings for retention (Fig.3) are:

- a. Area C: Residential unit/s along Woodside Road to be retained by the Health Authority for staff accommodation.
- b. Area D: Leavesden Hospital main administration building plus adjoining offices, chapel and hall.
- c. Farmland: Main buildings of the Home Farm complex.

The Leavesden Hospital building and adjoining offices to be converted to residential use. The conversion and alternative use to be made of the other buildings is examined below.

iii. applications made by the Health Authority under Circular 18/84. Recent applications have been made for an educational centre and therapy units. Both proposals have been made in respect of land (Fig.4) which is unlikely to be brought forward for development until the early-mid 1990's. The educational centre may be retained after hospital closure. The Council will resist development within the area earmarked as green wedge.

Dwelling Size

The emphasis in any new development should be towards smaller accommodation with an allocation over the site as a whole of 60% one and two bedroom units and 40% three and four bedroom dwellings. A mix of house types shall be provided in different phases of the development.

Densities

The District Plan states "in taking account of the site and its surroundings it is important to emphasise that the density of the surrounding area is an important factor in the consideration of any development or redevelopment proposal, but density is not the only consideration to be applied". (Para. 5.4).

The overall density of the development shall not exceed 15 dpa.

Housing densities will vary over the brief area according to the siting of dwelling types. Lower densities of between 8-15 dwellings per acre will be appropriate for low rise housing with densities rising to between 15-25 dwellings per acre for flatted development.

Phasing

The phasing of housing development in the brief area will be subject in turn to the phased closure of the hospitals. Development within each phase will be subject to the provisions of the brief such that it conforms with the broad layout and development guidelines for the brief area as a whole.

iii. Amenity Areas

There will be a hierarchy of open space in the development of the brief area. A green wedge will separate Abbots Langley from North

Watford. Amenity areas, however, will have a different role i.e. the provision of open space within areas set aside for development. Areas of amenity space will be used to blend new housing development with existing neighbouring areas and the green wedge.

The Three Rivers District Plan requires the following amenity area provision for children in new housing development;

"A standard of 2 sq m. for each two or three bedroomed home and 3 sq. m. for four bedroom and larger houses will be supplied... the size of gardens and the density of layout will be taken into consideration in determining the amount of play space to be provided. Amenity space standards will not however apply to homes designed for the elderly or infirm, or one or two bedroom dwellings not designed to be extended".

iv. Roads and traffic

Guidelines

Any development/redevelopment of the hospital land must have regard at the outset to up-to-date and comprehensive knowledge of the existing level and pattern of road traffic movements. Both Langley Lane and College Road are secondary distributor roads. The former runs along the western edge of the brief area whilst College Road bisects the hospital land. High Road to the south east is a local distributor road. These roads shall remain the principal links in the highway network between Abbots Langley, Leavesden and North Watford.

Policy 34 of the District Plan states

"In considering planning applications, the Council will have regard to traffic generation and road safety, and in order to improve environmental and traffic conditions, the Council will exercise its powers to effect measures to improve traffic flows as appropriate and in accordance with its financial priorities".

The location of new points of vehicular access, the layout of estate roads and the need for off-site improvements to the highway network, will be influenced by (i) the proximity of the existing built up areas of Abbots Langley and North Watford and (ii) the broad layout of development within the brief area. The general aim should be to distribute road traffic generated by any new development at a number of new points of access onto the highway network around the perimeter of the brief area. No new spinal road to traverse the Abbots Langley/Annexe site to minimise the impact of development in this area.

To maintain the width of the green wedge and to ensure that its open aspect is uninterrupted by new road provision, no points of vehicular access serving new housing or other development will be allowed within the green wedge. Neither should the estate road layout intrude upon the green wedge. Up to six new points of vehicular access to be provided in the brief area in accordance with Fig.5.

The location of vehicular access points and the suggested framework of estate roads are described for each sub area below (Fig.5 refers);

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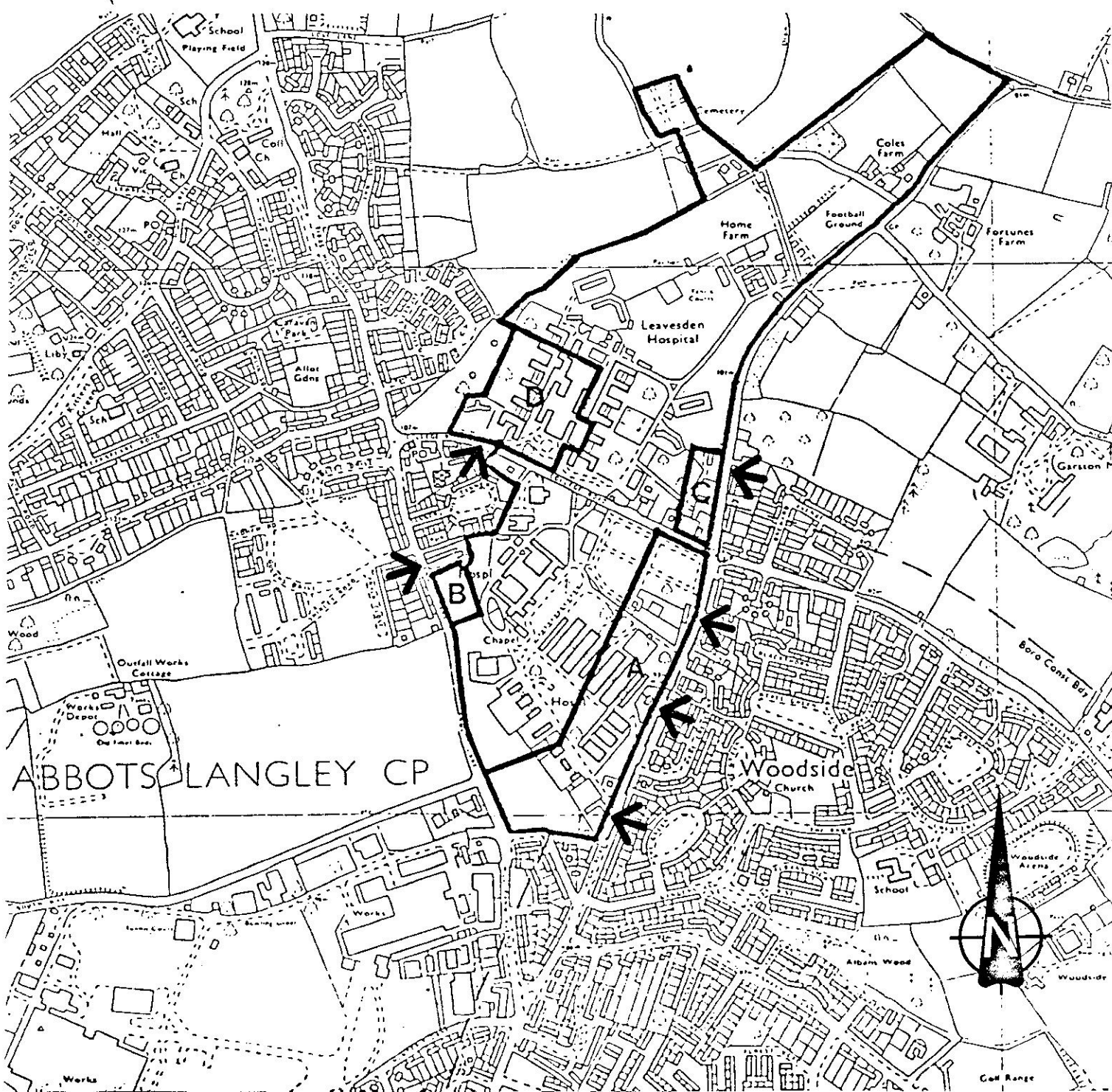
FIG. 5

Gross residential areas for development showing preferred points
of vehicular access by subarea (subject to further investigation
and eventual arrangement of land uses).

boundaries indicative only

diagrammatic representation only

scale 1:10,000



Sub Area A: Abbots Langley/Annex Hospital Site, S.E., 6.9 ha.

Up to three points of vehicular access to be taken off High Road. Site to be served by local collector roads each serving up to 120 units. Access off Hill Farm Avenue to Langley Lane not acceptable. Off-site improvements (i) roundabout to be provided at the junction of College Road, Woodside Road, Horseshoe Lane and High Road. (ii) Widening/improvements along High Road.

Sub Area B: Abbots Langley/Annex Hospital Site. N.W., 0.6ha.

A spur road (serving up to 20 units) taken off an upgraded Stewart Close to the south. Off-site improvement: (i) upgrading the present length of Stewart Close to transition road status (ii) Stewart Close/Langley Lane junction improvement.

Sub Area C: Leavesden Hospital Site, Woodside Road, 0.6ha.

A spur road to serve up to 20 units. Access to be taken from Woodside Road in a position as close as possible to the northern boundary of the sub-area (consistent with the requirements of the highway authority). Off-site improvements: as for A above.

Sub Area D: Leavesden Hospital Site, N, 3.2ha.

A single local collector road to serve new development on this land. No access to be taken through the Jacketts Field development. The access to be sited on the brow of College Road, suitably distanced from the nearest access on the same side of the road. Standard of junction to be determined at a later date.

Off-site highway improvements identified above to be implemented in accordance with the phasing of development within each sub area and as set out in section 5.

Costs

Estate road layout and construction to meet with the general guidelines and more specific standards laid down in "Residential Roads in Hertfordshire", Hertfordshire County Council, 1982. The cost of road provision and off-site improvements to be met in full by the developer. In addition, the developer to contribute to the cost of improvements to the junction of High Road and Hill Farm Avenue which is included in the County Council's Transport Policies and Programme submission. The developers contribution in this case to reflect the increase in traffic attributed to that generated by new development.

The Council to adopt estate roads and associated open spaces for maintenance, as agents for the Hertfordshire County Council.

Full account should be taken of existing and future pedestrian movements in the area as a result of development and in accordance with other provisions contained in these guidelines.

v. Car Parking

The provision of car parking spaces for housing and any other development shall be in accordance with the Council's adopted standards (1986). It should be noted that these standards update

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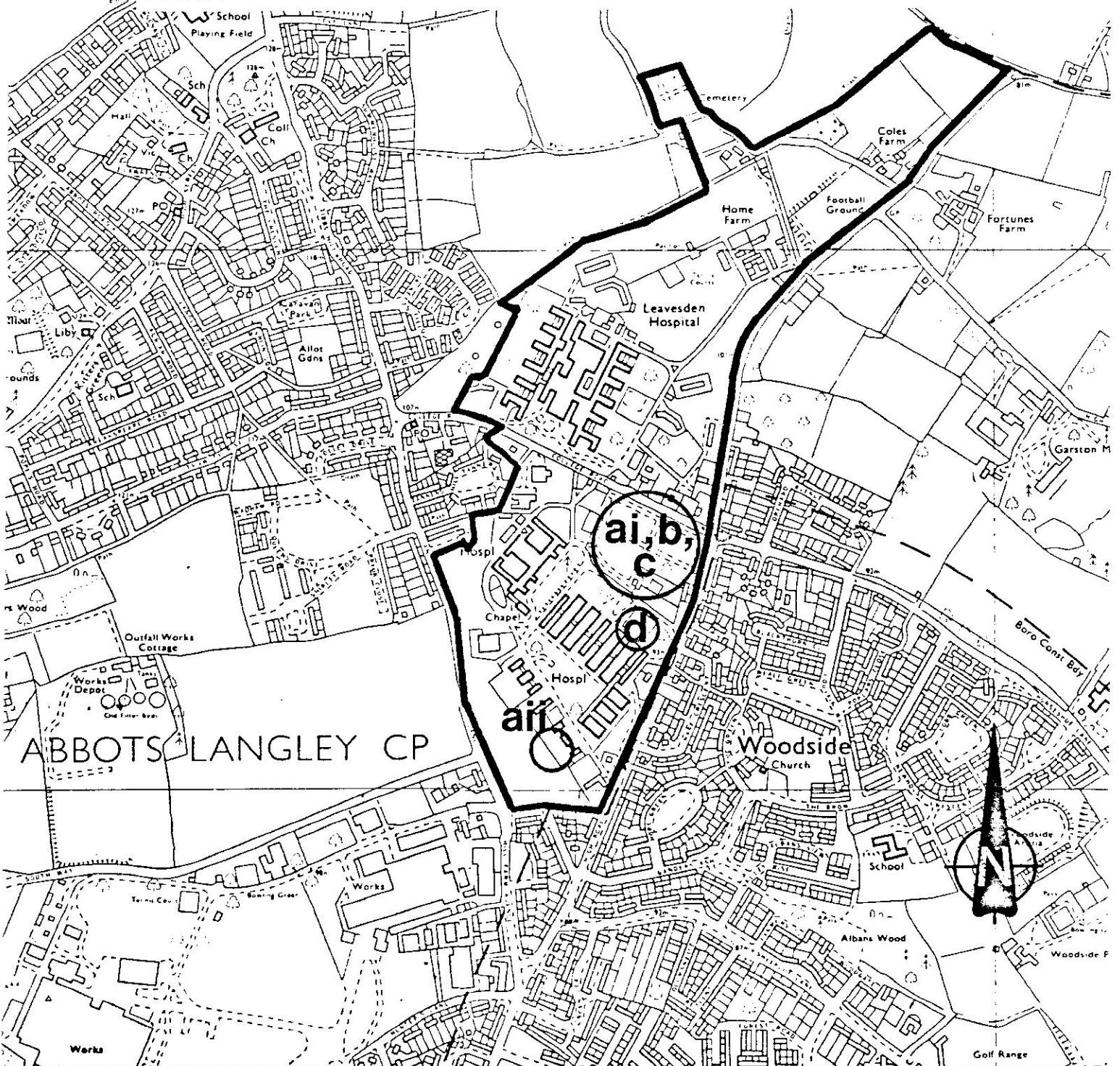
FIG. 6

Provisional land reservations;

- (a) school site at i. or ii.
- (b) health care facilities
- (c) retail provision
- (d) recreation: bowling green

diagrammatic representation only

scale 1:10,000



and therefore replace those contained in the District Plan. The standards provide design guidelines on the integration of car parking areas in new schemes of development.

vi. Traffic Management

Traffic management measures arising from development of the brief area to include;

- i. pedestrian crossing facilities over College Road.
- ii. the upgrading of the College Road underpass
- iii. appropriate lay-by provision along estate roads and College Road for any new school

Measures proposed for that part of the highway located in the green wedge are discussed under section 3 below.

vii. Public Transport (Buses).

Policy 24 of the District Plan states;

"Where it is agreed that a bus service is necessary to serve a new development the route of the service shall be determined as part of the planning application and be of such design, construction and dimensions to permit the safe and convenient operation of that service."

Paragraph 4.23.2 states that "in the case of new development containing 80 or more dwellings the Council, in liaison with the Hertfordshire County Council and bus operators, will examine the need for a bus service to be provided within the plan period."

There is unlikely to be a significant increase in demand for bus services arising from the development of the Abbots Langley/Leavesden hospitals. Following the deregulation of bus services, the provision of new or the extension of existing services will depend to a large extent upon opportunities identified by private operators. The Council will keep bus services in Abbots Langley under review.

viii. Community Uses

Education - land to be reserved for a one form entry primary school upon a site of approximately three and a half acres. (Fig. 6). Location of school subject to further investigation. New school buildings to be situated within the area designated under the brief for development and not in the green wedge. Vehicular access yet to be determined. Where appropriate, lay-by facility to be provided alongside the school to accommodate waiting traffic. As appropriate, school facilities so provided to be subject to dual use arrangements.

Social Services - land to be reserved for a dental clinic and doctor(s) surgery off College Road (Fig.6) subject to social service demand.

Shopping - Paragraph 4.17.6 of the District Plan states "the provision of new retail development could, if not carefully controlled have an undesirable environmental impact through an increase in traffic problems, effect on neighbouring properties

and general detriment to the visual amenity of the surrounding area." Policy 13 of the District Plan states;

"The District Council will ensure that new development, redevelopment and extensions provide adequate servicing facilities including car and cycle parking and, where possible, make provision for improvement of servicing to existing retail premises, and the shopping environment generally".

An adequate range of shops exists nearby and will go some way towards meeting the needs of the new development. The brief will have regard to the mix of the new household population likely to be accommodated in the area ie. including provision for the elderly and those without private transport. Provision to be made within the development for small retail units (Fig.6). The gross floor space of all retail units provided in the brief area not to exceed 1000 sq. metres (10,760 sq. ft.).

Employment

It has been suggested that the development could provide for some employment uses to offset job losses arising from the closure of the hospitals. An opportunity was identified to retain and convert to office use the Leavesden Hospital administration building. The allocation of this site and adjoining land for office use and associated car parking must, however, be measured against the number of potential dwellings displaced from this land. It is proposed instead that the site occupied by the administration block would be better put to residential use, possibly some form of flatted development.

Recreation

i. Hall and chapel adjoining the Leavesden Hospital Administration block to be retained in the development. The hall to be converted to provide an indoor sports facility. The chapel to be retained for religious/community use.

ii. Bowling Green to be retained and incorporated in new housing development upon land off High Road (Fig.6).

ix. Design

Design guide - A design guide to be prepared by consultants on layout, the massing and proportion of new development, materials, garden spaces etc. and to incorporate the design criteria set out below. A scale model to be made depicting proposed building layout and form.

Design principle - The design and layout of new residential areas shall be of a high quality and should follow the general principle of creating self contained environmental areas. Design features to be retained on site include ornamental ironwork (railings) and dovecote.

Space about residential buildings - Standards adopted by the Council (November 1986).

Internal space standards for new dwellings - Standards adopted by the Council (May 1984).

Daylight and sunlight - within the overall layout of development the positioning of buildings and their relationship to each other and the site boundary should have regard to the recommended standards on daylight and sunlight published by the DOE. The District Plan states "the orientation of the main elevation in public view shall take account of or relate to the dominant features of the site and surroundings" (p.123).

Building heights - the height of new building in the brief area should have regard to adjoining properties. Subject to the guidance contained above, building heights will not normally be permitted to exceed the height of existing buildings on site.

Permitted Development - permitted development rights could lead to the encroachment of space about the dwelling and distort the design of residential areas and their interrelationship with amenity areas and landscaping. Permitted developments may also have an adverse affect upon neighbouring properties and adjoining roads thereby detracting from the overall quality of the environment. The District Plan states under Policy 113:

"As appropriate, the Local Planning Authority will remove permitted development rights by a planning condition, as provided for by Article 3 of the General Development Order, as appropriate to the nature of the proposed layout, or the character of the area in which the site is located."

Access for the disabled - The provisions of the Chronically Sick and the Disabled Persons (Amendment) Act 1976 and the Disabled Persons Act 1981 generally apply in respect of buildings to which members of the public are admitted. Provision for the disabled to include means of access both to and within the building and, where appropriate, parking facilities and sanitary conveniences. Instances where provision for the disabled is considered to be essential:

- i. Health Authority community care provision
- ii. other wider community uses
- iii. shops and applications submitted for shop fronts.

The network of routes to be provided in the development to be suitable for wheelchair use.

Landscaping - new development will be separated by a green wedge which, as described later, will take the form of a new recreational area/parkland in a countryside setting. This intention, to create a rural landscape, should be considered in landscaping new housing development. The District Plan states (p. 120) "...the amount of development in rural areas will form a very small proportion of new building. When it does take place, reference should be made to the existing...groups of buildings, and the siting of new buildings such that they merge into the landscape. In urban areas it is essential that:

- a. sufficient space is left about buildings
- b. space is used for landscaping in addition to hard surfaces and outbuildings".

Policy 110 of the District Plan states;

"In the development of all sites and to maintain and enhance the physical environment of the district, the local planning authority require that as part of the site analysis undertaken by a developer the existing land form and vegetation be included and that the layout permits the retention of existing trees together with additional planting as appropriate".

Further to the above, the Council will require developers to pay special attention-

i. to the laying out and the question of maintenance of landscaping new development fronting internal estate roads and highways surrounding the brief area.

ii. to new planting within areas set aside for housing and other development to provide a break between built forms.

iii. conservation of existing mature planting (see also Fig.10).

Services - developers to enquire of the appropriate statutory undertakers regarding the provision of water supply and the capacity of the foul and surface water drainage system. Developers to bear the full cost of infrastructure works associated with the development.

-

3. Green wedge

i. Area

A green wedge of land to be excluded from housing and other development is shown in Fig. 7 and will form the recreational and public open space focus of development within the area as a whole.

ii. Landscape Plan

A recreation/landscape plan to be prepared for the green wedge to co-ordinate proposals for the improvement, enhancement and management of this area. A scheme to be produced by consultants in conjunction with the County Council and District Council. The purpose of the plan will be to make provision for a range of formal and informal recreation facilities taking advantage of the countryside setting of this belt of open land. Para. 4.33 of the District Plan states that "the local planning authority will encourage and promote the interests of informal recreation in the countryside...where proposals do not conflict with the primary agricultural and environmental interests of the metropolitan green belt."

The aims of the landscape plan:

- i. to identify buildings for retention and conversion to leisure use.
- ii. to incorporate existing recreational facilities with other proposals for the green wedge.
- iii. to identify other areas of recreational potential within the green wedge.
- iv. to provide public access.
- v. to enhance the landscape of the green wedge.
- vi. to prepare an environmental area (traffic) scheme where the green wedge is bisected by College Road.

Set out below are proposals for inclusion in a plan for the green wedge.

iii. Proposals

District Plan - the Three Rivers District Plan states in para. 4.21.3 that, "there is support for a concentration of local authority resources on adequate provision of public open space... (sic) ... The dual use (i.e. out of school hours) of school playing fields is widely supported by the public, as they provide safe play areas with little additional financial outlay."

Existing buildings - (Fig.3). The complex of buildings at Home Farm to be retained for recreational use e.g. model farm / demonstration centre/centre for the handicapped. All other buildings within that part of the green wedge not falling inside the redrawn green belt boundary, and not required by the Health

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(Land off Langley Lane, High Road, College Road and Woodside Road
Abbots Langley).

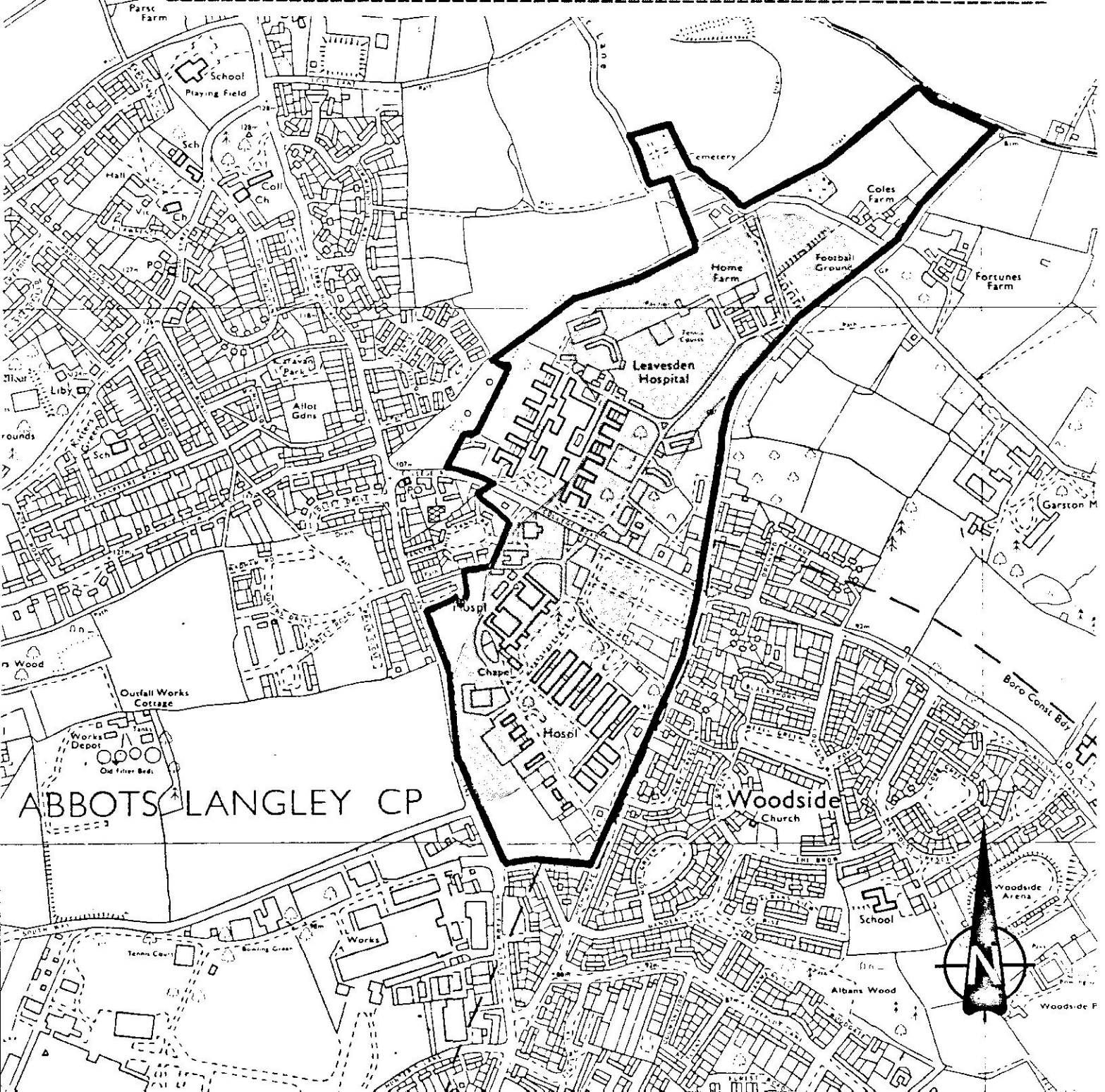
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FIG. 7

Location of green wedge of open land
boundaries indicative only

diagrammatic representation only

scale 1:10,000



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FIG. 8

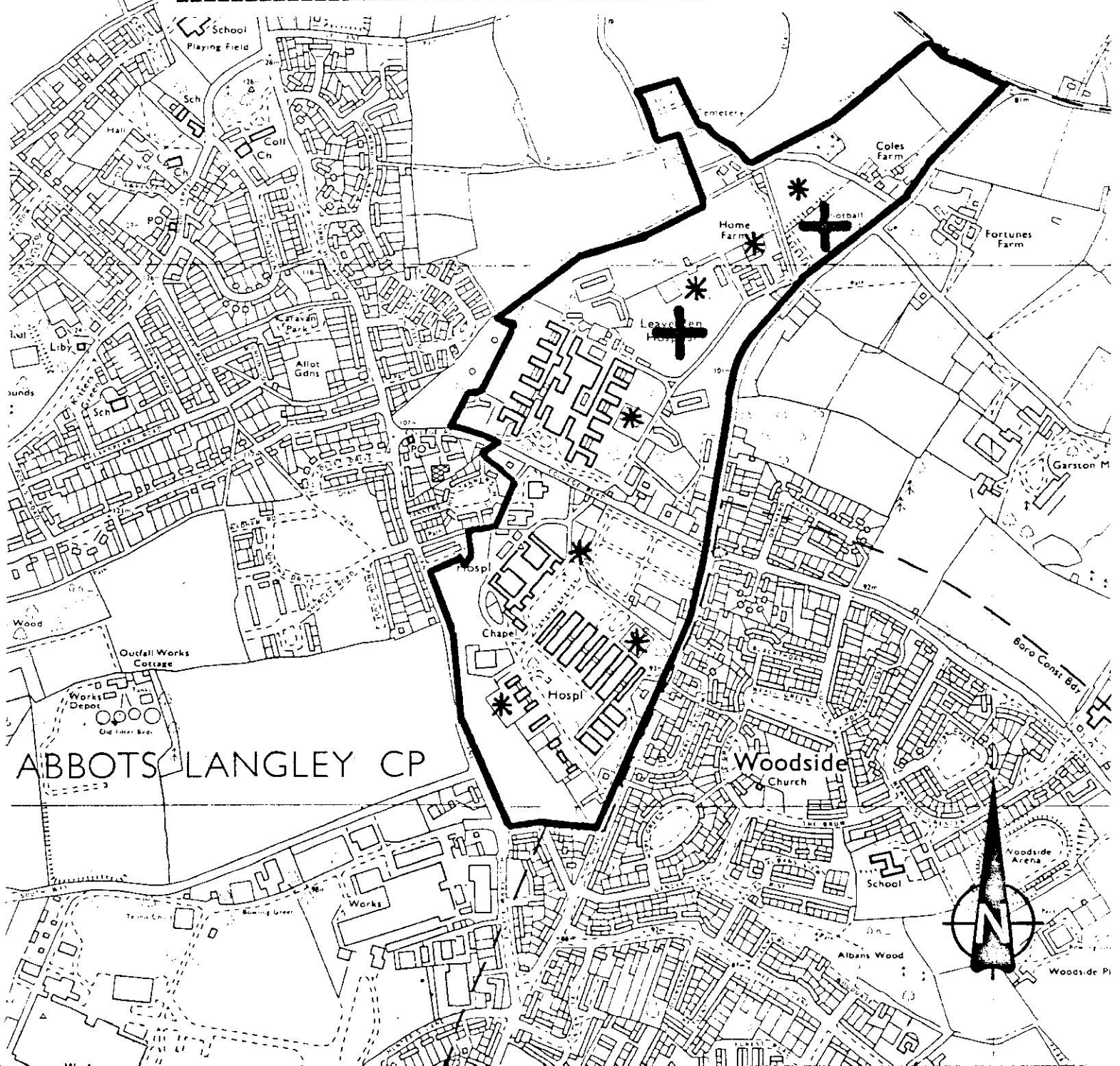
Recreational areas;

- (a) Existing +
- (b) Proposed *

subject to further investigation

diagrammatic representation only

scale 1:10,000



Authority, to be removed.

Existing recreational areas - (Fig.8).

i. Sports ground and tennis courts to be retained and upgraded where necessary.

ii. Football ground and pavilion along Woodside Road to be retained and, where necessary, improvements made.

New Recreational Areas - (Fig.8).

i. School playing fields and associated open space provision.

ii. Further tennis court provision to be made adjoining that existing.

iii. Picnic area provision.

iv. Landscape gardens/arboretum.

v. Site for adventure playground.

Footpaths - (Fig. 9). Policy 88 of the District Plan states;

"The local planning authority will ensure that existing footpaths and rights of way are safeguarded where development, redevelopment and change of use of land or major road schemes take place."

The green wedge to be crossed by a newly created statutory footpath extending from Langley Lane in the south west up to footpath 64 to the east of Home Farm. The route to be hard surfaced with appropriate materials to provide a clearly visible and formal link. This path to be connected by a number of informal routes from amenity areas located within new residential estates located along the margins of the site.

Bridleways - The District Plan states on page 96 that "the eventual aim will be to establish a network of bridleways in the district with an emphasis on longer or 'circular' routes". A circular route to be created by extending bridleway 30 into that part of the brief area north of College Road.

Landscape - under para. 4.44 of the District Plan "The District Council will ensure the continuance and development of a satisfactory overall landscape which is economically efficient but at the same time attractive and ecologically balanced."

Established planting identified in Fig. 10 to be preserved. Where appropriate, surgery to be undertaken to ensure the continued health of mature trees.

Further to Policy 110 and previous comments made in respect of areas for housing development, new planting -

i. to be provided along the fringe of new development to blend these areas with the wedge of open land.

ii. along the outer fringes of the brief area falling inside the green wedge.

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FIG. 10

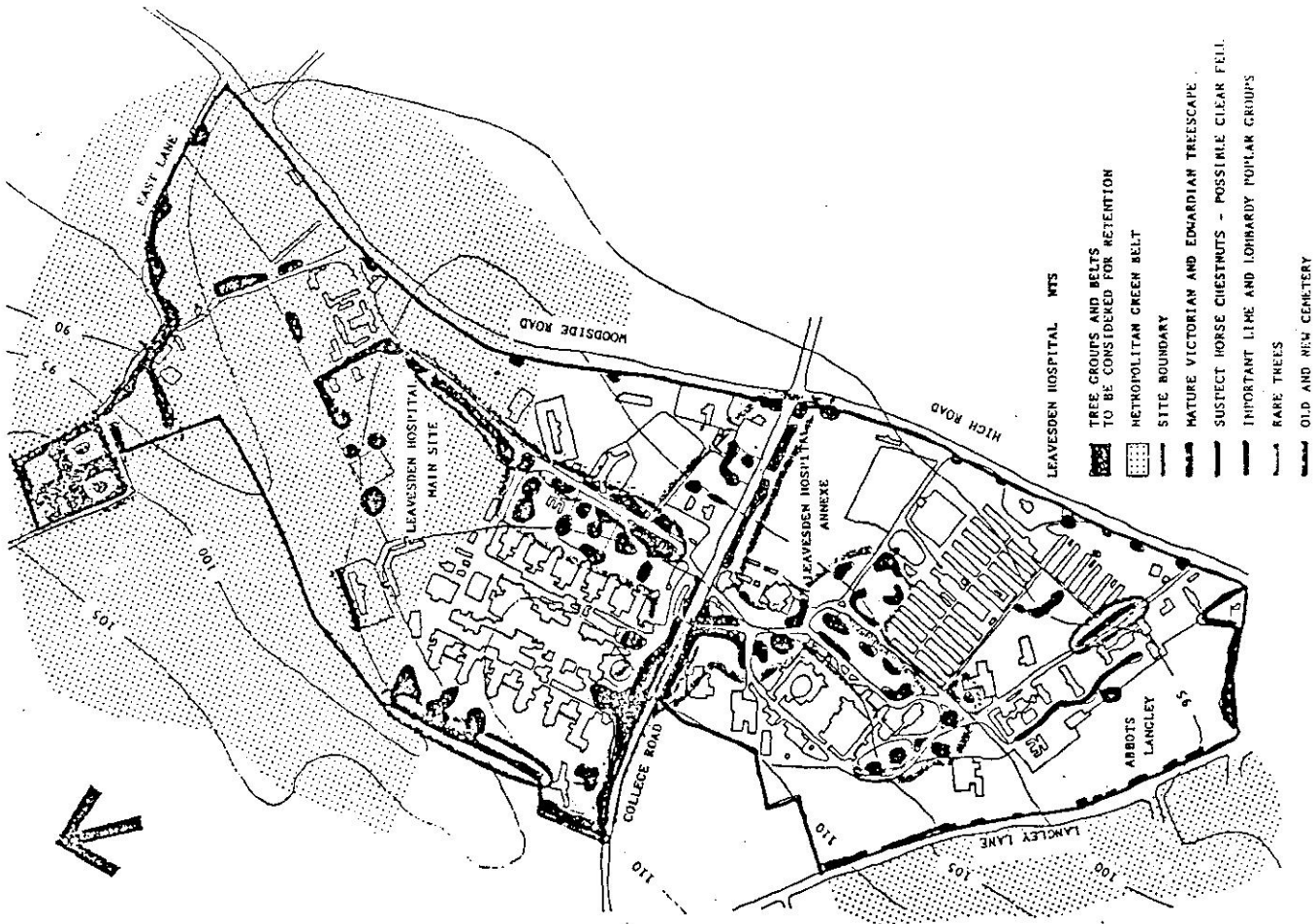
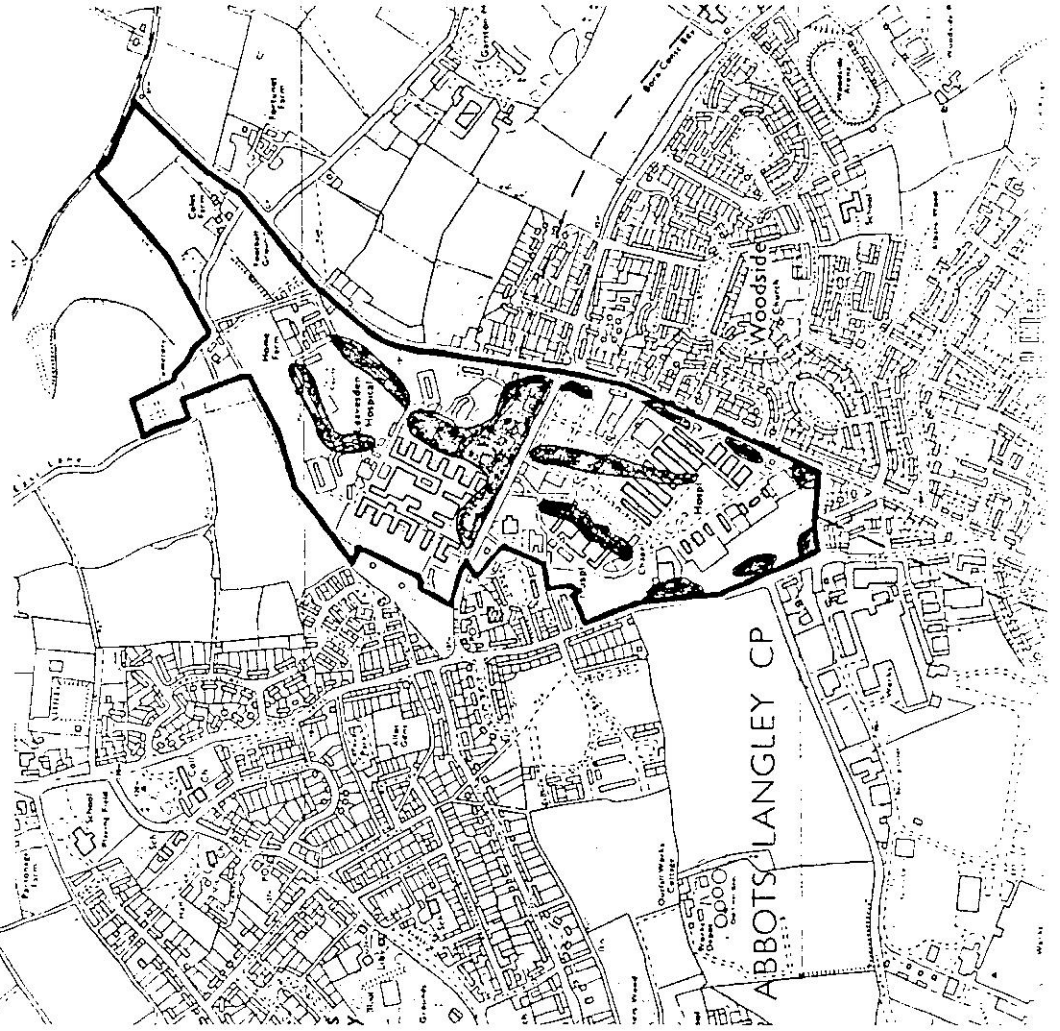
Landscape.

A. Existing planting to be safeguarded

B. Location for new planting

diagrammatic representation only

scale 1:10,000



- LEAVESDEN HOSPITAL MTS
- TREE GROUPS AND BELTS TO BE CONSIDERED FOR RETENTION
- METROPOLITAN GREEN BELT
- SITE BOUNDARY
- MATURE VICTORIAN AND EDWARDIAN TREESCAPE
- SUSPECT HORSE CHESTNUTS - POSSIBLE CLEAR FELL
- IMPORTANT LIME AND LONHARDY POPULAR GROUPS
- RARE TREES
- OLD AND NEW CEMETERY

iii. within the green wedge itself to supplement existing mature planting.

The green wedge is characterised by a number of slight changes in level which add interest to the area. These features to be preserved upon the removal of hospital buildings marked for demolition.

Environmental Area - (Fig.11). An environmental area scheme to be prepared by consultants for that part of College Road situated in the green wedge where there are likely to be conflicts between vehicular traffic and pedestrians. The scheme to include pedestrian crossing facilities across College Road, the upgrading of College Road underpass, the resurfacing (to a suitable colour tone) of College Road, and adjoining pavements, and the widening of footways along College Road.

iv. Implementation

The consultants plan for the green wedge to provide a cost breakdown of proposals for the area. The cost of proposals to be borne by the developer. Implementation of the scheme will be subject to the disposal of hospital land by the Health Authority and the means by which the proposals will be funded (yet to be determined). It is envisaged that the green wedge proposals could be implemented in three stages;

i. Stage 1 - this would follow completion of housing development upon the Abbots Langley/Annexe hospital site south of College Road.

ii. Stage 2 - implementation of proposals north of College Road for that part of the green wedge which will remain in the metropolitan green belt. (In so far as they would not be adversely affected by construction traffic).

iii. Stage 3 - this would occur after the completion of development upon the Leavesden Hospital administration block post-1996.

Once implemented, the area designated green wedge in Fig. 7 to be dedicated to the District Council. The Council to make appropriate provision in its revenue estimates for future maintenance. Responsibility for future maintenance to be shared with the Watford Borough Council. Converted buildings and adjoining land at Home Farm to be dedicated to the County Council.

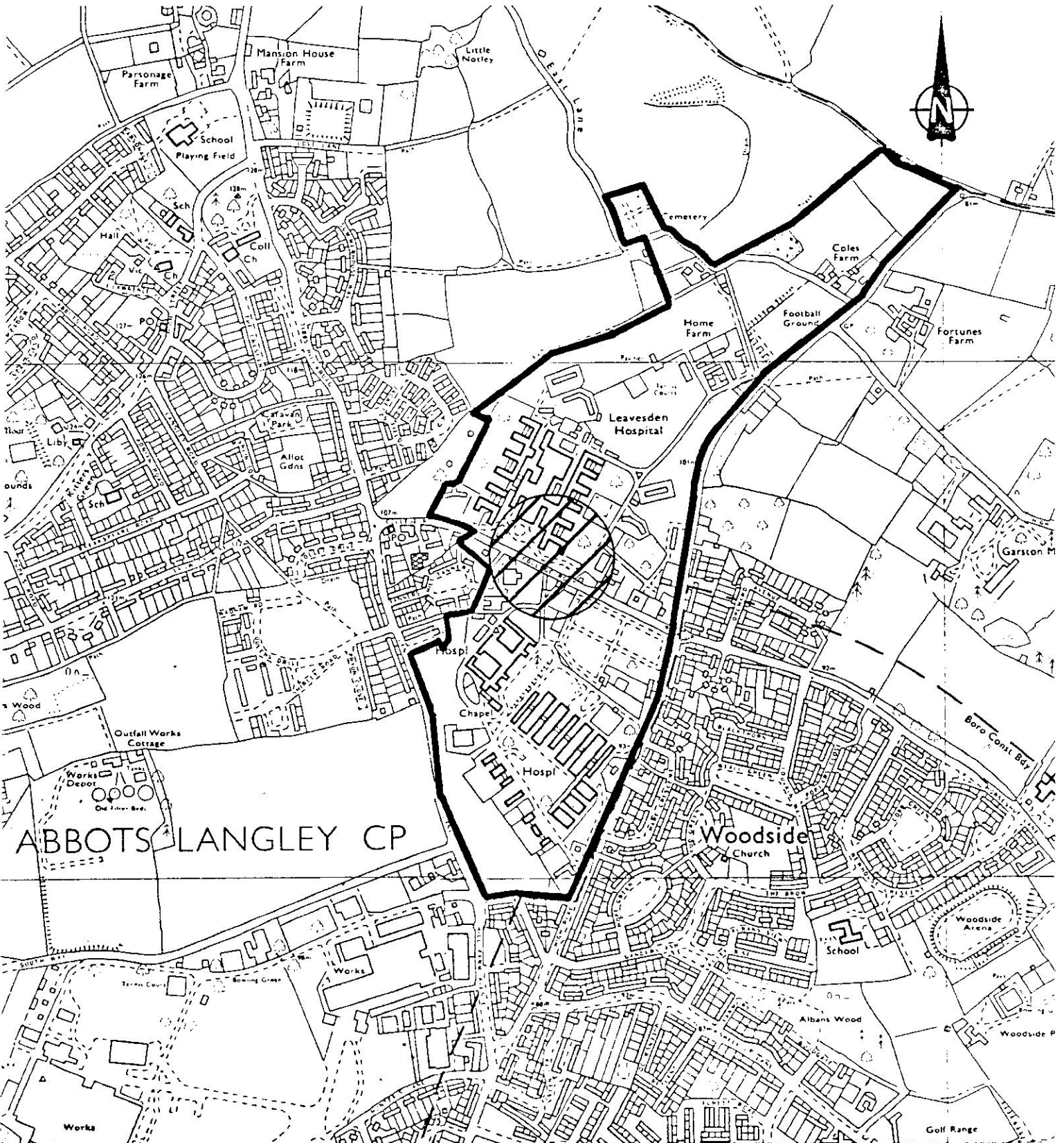
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FIG. 11

Environmental area (traffic) scheme to be prepared for that part
of College Road in the proposed green wedge.

scale 1:10,000



4. Land Excluded from the green wedge and development

Two areas of land not part of the green wedge or development areas include;

a. consecrated graveyards to the north of the brief area. The cemetery to the north of East Lane is no longer in use. That to the south is used for the burial of ashes from cremation. Both areas to be dedicated to the District Council.

b. site of Coles Farm and adjoining land off East Lane to be sold privately by the Health Authority.

-

5. Implementation

i. Phasing

The phasing of any development in the brief area subject to the closure of the Abbots Langley/Leavesden hospitals. Dates set out below are provisional and indicate the likely availability of land for development (source NWHHA, Development Control plan, June 1986) (Fig. 12 refers);

1. implementation of offsite highway improvements pre 1990
 - a. roundabout at junction of Collge Road, Woodside Road, High Road and Horseshoe Lane.
 - b. widening of High Road
 - c. Hill Farm Ave./Langley Lane TPP schemecommencement of site priming infrastructural works
2. development/redevelopment, land off High Road (subarea A)
 - a. Orchard site: land reservation/construction of primary school, health care facilities, shops, with the land use mix yet to be determined- 1990
 - b. Abbots Langley hospital site- 1991
 - c. Annexe Villas and departments site- 1992
3. implementation of offsite highway improvements: upgrading of Stewart Close including junction improvement with Langley Lane- 1992
4. development/redevelopment of land off Langley Lane/College Road (subarea B)- 1992
5. formation of green wedge; post 1992
 - a. land to the south of College Road
 - b. within the area to be designated metropolitan green belt, north of College Road.
6. development/redevelopment of land off College Road/Woodside Road (subarea C)- 1993
7. development/redevelopment of Leavesden Hospital Main Administration Block (sub area D).Provision of community facilities- post 1996
8. Formation of remainder of green wedge to the north of College Road- post 1996
9. Construction of school buildings- post 1996

ii. Planning Procedure

Planning applications will have to be made for development proposed within the brief area. The Council will wish to consider development of the hospital land on a comprehensive rather than piecemeal basis. An outline application submitted for the whole brief area will give the Council the opportunity to

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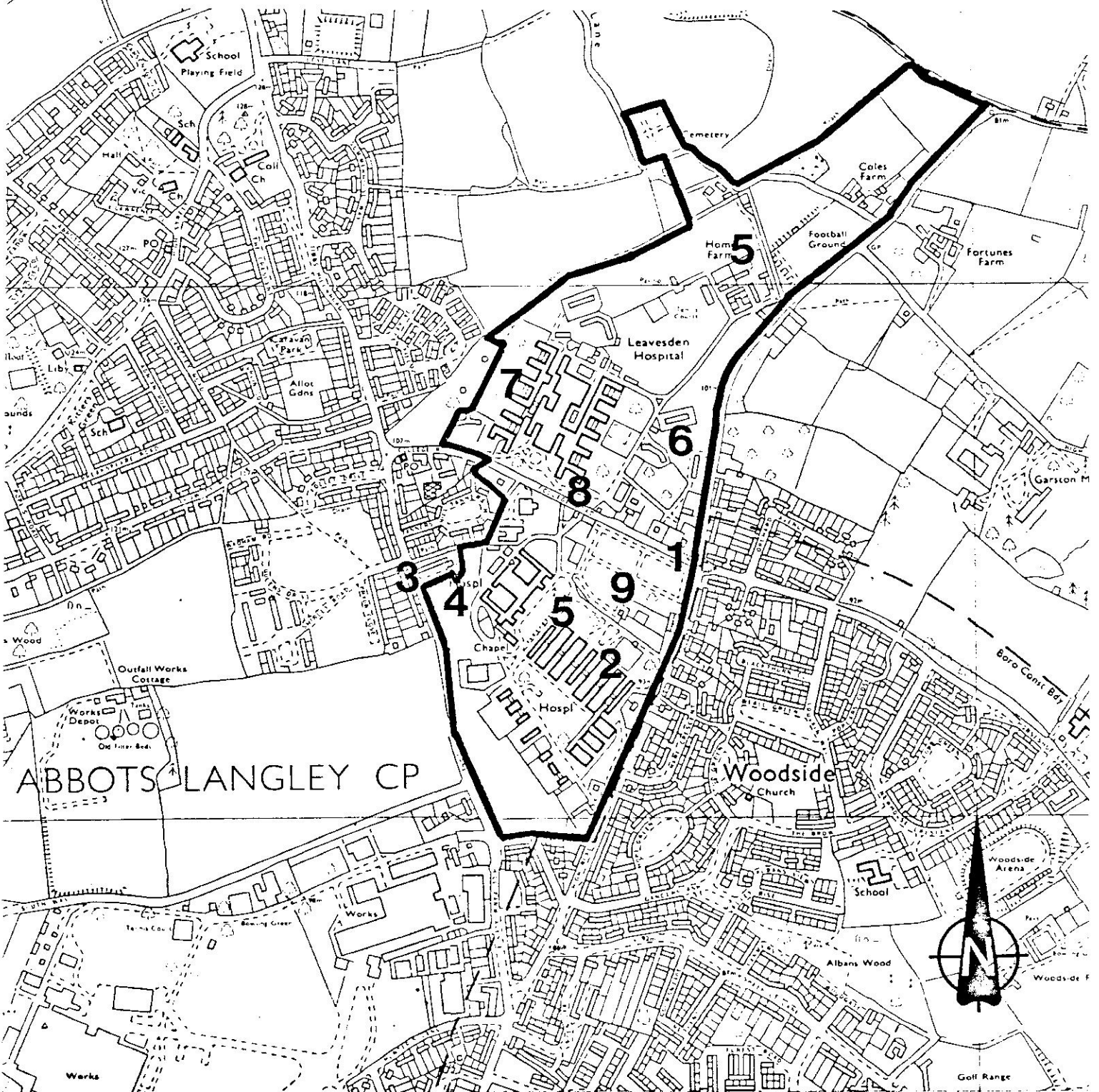
FIG. 12

Phasing

numbers on map refer to text under section 5(i)

diagrammatic representation only

scale 1:10,000



examine the extent to which provisions of the brief have been incorporated in development details.

Fig. 13 shows land to be disposed of by the Health Authority. The hospital land is likely to be sold with the benefit of outline planning permission. Prior to the submission of any application the Council will seek to secure the provisions of the planning brief by means of either;

i. informal agreement between the Council, County Council and Health Authority.

ii. formal legal agreements under planning/other legislation, as appropriate.

iii. planning conditions to be attached to any grant of planning permission.

iii. Summary of Requirements

New Development (in addition to the development plan)

a. Up to 11.3 ha of land to be allocated for development defining the limits to development of the hospital land (excluding the green wedge). This area to be taken as the gross residential area.

b. Average density of the development not to exceed 15 dpa.

c. The distribution of housing over the brief area;

i. Sub Area A, 6.9ha.

ii. Sub Area B, 0.6ha.

iii. Sub Area C, 0.6ha.

iv. Sub Area D, 3.2ha.

d. The Leavesden hospital main administration building and adjoining offices to be retained and converted in to residential use in the development.

e. On -site road/access provision associated with new development to be funded by the developer.

f. Off-site highway improvements;

i. Roundabout to be provided at the junction of College Road, Woodside Road, High Road, and Horseshoe Lane to be funded by the developer.

ii. Widening/improvements to High Road to be funded by the developer.

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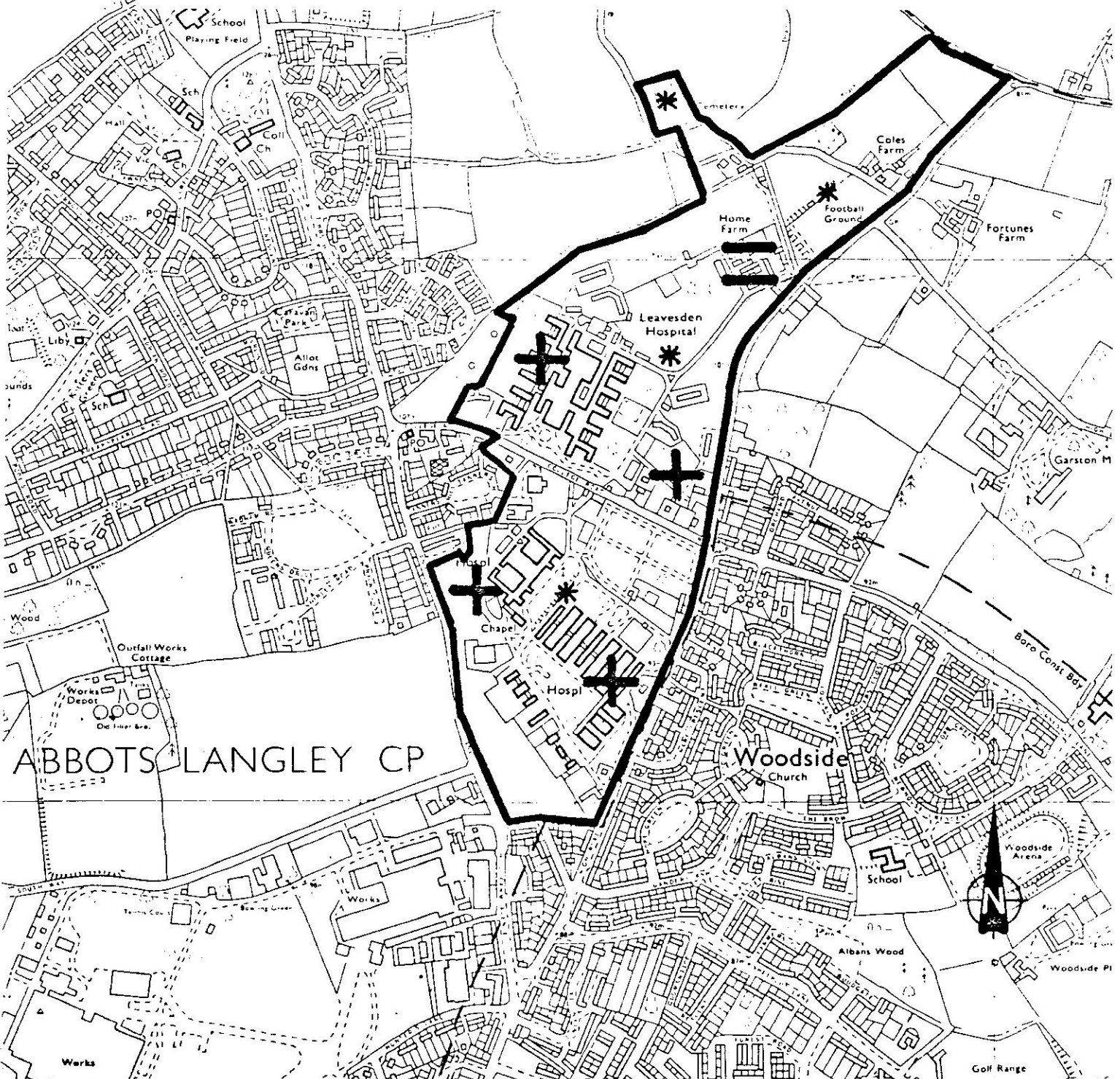
FIG. 13

Likely land sale programme.

- + private sector
- * 3RDC
- = HCC

diagrammatic representation only

scale 1:10,000



iii. Upgrading of Stewart Close and junction improvement with Langley Lane to be wholly funded by the developer.

iv. The developer to contribute to the High Road/Hill Farm Avenue TFP scheme. Contribution based on the increase in traffic attributed to that generated by the new development.

g. Traffic management measures. Scheme to be prepared and implemented at the cost of the development.

h. Community facilities.

i). Land to be reserved for a one form entry primary school upon a three and a half acre site to be provided at the cost of development, plus capital sum contribution towards the construction of school buildings.

ii). Social services: land to be reserved/construction of dental surgery and doctors clinic to be funded by the developer.

iii). Provision of retail units up to a provisional maximum of 1000 sq. m. gross floor space to be funded by the developer.

iv). Retention of hospital hall and chapel buildings upon the main hospital site and these buildings to be reserved for community use. Conversion to be funded by the developer.

i. Design

- Preparation of Design Guide and model

-Adherence to Council Standards and Policy Guidelines and advice contained within the brief.

j. Provision of infrastructure associated with the development and the formation of a green wedge to be wholly funded by the developer.

Green Wedge

i. Allocation of land for the formation of the green wedge.

ii. Landscape plan to be prepared to guide the implementation of proposals within the green wedge.

iii. The following proposals to be funded by the developer;

- Complex of farm buildings at Home Farm to be retained and converted to leisure use, to be dedicated to the Hertfordshire County Council at no cost.

- Existing recreational areas to be retained and incorporated within the green wedge.

- Formation of new recreational areas.

- Formation of public rights of way.

- Formation of parkland landscape.

- Preparation of environmental area (traffic) scheme.

Land excluded from the green wedge and main development areas.

Cemeteries to be dedicated to Three Rivers at no cost.

-

Appendix A

JH

THREE RIVERS DISTRICT COUNCIL PLANNING DEPT.
RECEIVED 15 MAY 1987
PASSED TO: P.G. ACKED

Department of the Environment
2 Marsham Street London SW1P 3EB
ROOM C14/14



Direct line 01-212 0848
Switchboard 01-212 3434

Three Rivers District Council
46 High Street
Rickmansworth
Herts
WD3 1EJ

Your reference
Our reference
MA1/PH/5/4/15.3 Vol 2
Date
11 May 1987

Mr. N. Ide
14th April 1987

MA1/PH/5/4/15.3 Vol.2

Dear Sir/Madam

Planning Guidelines for redundant hospital sites in Green Belt.

Environment News Release No.173 on the above commented on page 4F "(11) If the existing buildings, or part of them, are unsuitable for conversion, then redevelopment should not normally occupy a larger area of the site nor exceed the height of the existing buildings". In connection with on-going work of this Authority on hospital land, I would be grateful if you could indicate whether the term "site" in this context means either

1. The acreage of land occupied by the existing buildings on-site or;
2. The gross floor space of existing buildings, or;
3. Gross floor space plus adjoining land within the curtilage of the property, or;
4. Some permutation of "1", "2" and "3" above.

I note in the Planning Newspaper, Issue No.713, (copy enclosed) that "the Government was anxious to give both developers and planning authorities a clear statement of Government policy to avoid a series of planning appeals without a clear declared policy context". Up to the present time, the policy context has been established with the framework of the Approved Development Plan system. Government advice contained in the guidelines however, which I understand is to be embodied within a Departmental Circular, will relate to specific parcels of land and does not appear to strike the right balance in providing precise yet broad policy guidance for hospital land. The Council notes with concern that the advice note provides what amounts to be site specific guidance for development to some extent therefore abrogating the role of both the County and Districts in these matters.

Yours faithfully

Director of Planning

M.A. Fuhst
Planning Policy Division
Department of the Environment
2 Marsham Street
London
SW1P 3EB

For the attention of Mr N Ide

Dear Sir

REDUNDANT HOSPITAL IN THE GREEN BELT

Thank you for your letter of 14 April to M S Fubst to which I have been asked to reply.

Our intention, when we drafted the guidelines, was to prevent the complete coverage of a Green Belt site with new buildings. However, we were aware that many of the sites are extensively built on and we considered that any redevelopment should be confined to the existing extent of the buildings. This, I think, accords with number 1 of your alternatives.

With regard to your final paragraph, I do not believe that our guidelines abrogate the role of the county or the district. Both have considerable responsibility in deciding the future of any of the sites, both in terms of their use, and layout of any new buildings that may be constructed.

Yours faithfully

K. Jennings

KATE JENNINGS

APPENDIX A

Interpretation of guideline 3
DoE Circular 12/87