

Hertsmere Local Development Framework

Development Plan Document

# **Revised Core Strategy**

Matter 1 Statement: Overall Strategy and Housing  
Provision

(RCS generally, Policies CS1, CS3, CS22)

**Hearing: 1<sup>st</sup> May 2012**

April 2012



## Issues

1. **Is the RCS consistent with national policy and in general conformity with the East of England Plan (while it remains part of the development plan)? Has the evidence base for the East of England Plan been appropriately taken into account in preparation of the RCS?**
  - 1.1 The RCS is consistent with national policy and in general conformity with the East of England Plan (RSS). The Council has prepared a topic paper self-assessment of the conformity of the RCS with national and regional policy as well as the Hertsmere and Hertfordshire Sustainable Community Strategies.
  - 1.2 The Self-Assessment document (CD/23) considered the conformity of the RCS within the remit of PPGs and PPSs. Since the production of the Self-Assessment, the National Planning Policy Framework (NPPF) has been published. Having reviewed the NPPF, the Council believe that the RCS is consistent with it. A separate statement will be submitted to demonstrate this and recommend any minor amendments. The Core Strategy (RCS) and its strategic vision are in compliance with the NPPF, as both documents encourage sustainable development in appropriate locations, protection of the Green Belt and the provision of housing and economic development within environmental designations.
  - 1.3 The Council recognises that the current position at law, as a result of the series of "Cala Homes" decisions in the High Court and the Court of Appeal, is that it is unlawful for a Local Planning Authority (LPA) in preparing its Core Strategy to take into account as a material consideration the Government's intention to abolish Regional Strategies. The RSS provides the long term strategic spatial planning context for the region including the overall vision for the management of growth. It identifies major infrastructure requirements and sets the housing requirements for the Borough. The RSS is part of the development plan for the area by virtue of Section 38(3) of the Planning and Compulsory Purchase Act 2004. The RCS interprets the strategic requirements of the RSS at the local level and should therefore be consistent with its provisions.
  - 1.4 Paragraphs 2.28-2.32 of the RCS sets out the contextual framework between the RSS and the RCS.
  - 1.5 The evidence base for the RSS and the draft RSS 2031, have been appropriately integrated into and supported the production of the RCS.

Appendix M1.A illustrates a number of the evidence base documents and how they have been incorporated within the RCS.

2. **In general, is the RCS based on a sound assessment of the socio-economic and environmental characteristics of the borough and its relationship with adjacent areas? Does it take proper account of the strategies and plans for those areas? Has the duty to co-operate been satisfied?**
  - 2.1 Throughout the production of the RCS, and wherever possible the Council has worked collaboratively with the County Council, neighbouring authorities (both in Hertfordshire and London), and key stakeholders. The Council has well established arrangements for joint working, consultation and discussions.
  - 2.2 The Council acknowledges its duty as a LPA to cooperate in relation to the planning of sustainable development, as contained within the Localism Act 2011 with regard to the preparation of development plan documents. The Act requires the council to engage *constructively, actively and on an ongoing basis* in this work (Section 110). Paragraph 178 of the NPPF emphasises that public bodies have a duty to cooperate on planning issues that cross administrative boundaries, particularly those which relate to the strategic priorities set out in paragraph 156. The Government expects joint working on areas of common interest to be diligently undertaken for the mutual benefit of neighbouring authorities.
  - 2.3 The Council regularly produces joint evidence base with neighbouring authorities. The London Commuter Belt Strategic Housing Market Assessment, The Gypsy Accommodation Needs Study and the Accommodation needs of Gypsies and Travellers in South and West Hertfordshire, The Central Hertfordshire Employment Land Review Hertfordshire London Arc Jobs Growth and Employment Land, Development Economics Study and the Hertfordshire Green Infrastructure Plan were all prepared on this basis.
  - 2.4 Appendix 2 of the RCS illustrates the key development proposals and policies within adjoining authorities DPD documents. It illustrates any potential impacts that these might have on Hertsmere.
  - 2.5 Chapter 5 of the Statement of Representation Regulation 30(e) (CD/21) illustrates some examples of joint working, evidence base production and regular meetings. These have helped to inform the production of the RCS, and allowed for cross boundary issues to be discussed.
  - 2.6 During the production of the RCS the Council has given full consideration to strategic planning issues that have cross boundary implications and has

been active in consulting and collaborating with neighbouring local planning authorities in developing the policies of the RCS and its associated evidence base. Spatial planning issues are limited in their extent but it is considered that the Council has made a proper and proportionate response and the issues arising have been fully addressed in the RCS.

2.7 The Council believe that the duty to cooperate has been satisfied. It has worked closely with neighbouring authorities within the context of the appropriate regional frameworks. Hertsmere Borough Council (HBC) has not requested that its housing requirements are provided within other authorities and has not received requests from adjoining authorities to accommodate their housing requirements as specified in the East of England Plan and London Plan.

**3. Is there a sound basis for the overall housing target? In particular, is it based on robust assessments of local need and demand, the implications for affordable housing supply, economic growth and other relevant factors? Is it clear how the target figure in the RCS has been selected? In summary, is the RCS consistent with national policy for housing provision?**

3.1 The Council recognises that the current position at law, as a result of the series of "Cala Homes" decisions in the High Court and the Court of Appeal, is that it is unlawful for a LPA in preparing its Core Strategy to take into account as a material consideration the Government's intention to abolish Regional Strategies. Thus any Core Strategy submitted before the abolition of Regional Strategies has been prepared on the basis that it is required to be in general conformity with the relevant Regional Strategy. It is noted that no statutory definition or national policy guidance exists in relation to what the phrase "in general conformity" means. Footnote 41 of NPPF states that Regional Strategies remain part of the development plan until they are abolished.

3.2 Paragraph 2.28 of the RCS recognises that a range of other options exist which could plan for greater or reduced levels of growth over the 15 year period of the Core Strategy, derived from the evidence base for the draft RSS to 2031, which itself had been subject to an options/scenarios consultation. Higher housing numbers, based on greater provision for economic growth (5,295 new homes) and significantly increased rates of domestic and international migration (6,750 homes), generate increased potential housing targets over 15 years. Conversely, a number of other runs of the Chelmer model, based on zero net migration, produce targets as low as 2,300 (153 dpa) new homes, although these would not be consistent with either the adopted RSS or the targets in the draft RSS to 2031. The SHLAA (CD/94 & CD/95) and Infrastructure Topic Paper

- (CD/77), as outlined below, provide a clear context for how the housing growth can be delivered and supported.
- 3.3 The housing target within the RCS is based on the RSS requirement for the Borough. The RCS proposes a 15 year target (2012/13 to 2026/27) of 3,550 (237 dpa) new dwellings, reflecting the requirements of the East of England Plan and seeking to focus this on previously developed sites, taking account of the Green Belt constraints which exist in the Borough. Between 2001/02 and 2026/27 this equates to 6,125 new dwellings. This is approximately a 6% reduction from the RSS, and is consistent with the approach in the adjoining Hertfordshire borough of Three Rivers, where the Core Strategy was adopted with a housing target of 4,500 compared to 5,000 in Policy H1 of the RSS. This housing figure was a return to the original ("Option 1") figure set out in the Draft East of England Plan, which was also based on an assessment of urban capacity in Three Rivers.
  - 3.4 The draft East of England Plan (2004) contained the option 1 figure for Hertsmere which was based on urban capacity and proposed a requirement of 4,200 (210 dpa). The Panel Report (2006) increased the housing figure by 19% as a rounding up, but specifically did not advocate a Green Belt Review in Hertsmere. The proposed housing requirement in the RCS is considered to be in general conformity with the RSS as it seeks to provide housing requirements, focused principally on the capacity of existing built up areas, as demonstrated by the SHLAA (CD/94) and without encroaching into the Green Belt.
  - 3.5 SHLAA update (2011) (CD/95) demonstrates there is anticipated to be sufficient land from existing commitments, identified sites and, subsequently, urban broad locations to enable the housing target to be met without a need to release land in the Green Belt for development. The social, environmental and economic effects of this approach are clearly articulated in the Sustainability Appraisal report (CD/17). The approach taken in the submitted RCS was considered to be the most sustainable of the options tested during the production of the RCS in respect of their social, environmental and economic impact and given the clear constraints in an area such as Hertsmere.
  - 3.6 The SHMA (CD/96) indicates that an average of 229 new affordable homes are required every year. The Council does not consider that delivery of this level of affordable housing is achievable, when considered against other economic, social and environmental considerations.
  - 3.7 The SHMA produced with other districts in the housing sub-market area brings together population, income and housing market trends to arrive at estimates of future Affordable Housing requirements. However, because of the many uncertainties in modelling future demand, it is considered

most relevant as providing an overview of key housing issues rather than target setting in development plan policy. Paragraph 12.33 of the SHMA states that it might be considered that policies aimed at unblocking turnover of second hand housing might also make a contribution to the overall housing requirement. It is readily apparent from the SHMA study that in both affordable and market housing there is overcrowding and under-occupation and that many households will be unable to move to more suitable housing either because of affordability or lack of suitable supply. The Hertsmere Housing Strategy (2008) and Local Investment Strategy (2012), produced with the HCA, provide the basis for the delivery of affordable housing and seek to maximise additional affordable housing stock, in addition to new build, through, for example, reducing empty homes and making best use of existing stock.

- 3.8 The NPPF includes a presumption in favour of sustainable development, which is a focus for both plan-making and decision-taking. For plan making it states that Local Planning Authorities (LPA) should meet their development needs within their area, unless specific policies within the NPPF restrict this. The NPPF reiterates the protection of the Green Belt and prioritises the effective use of land which has been previously developed land. Protection of the Green Belt around urban areas is one of the 12 principles that planning should include, which is itself consistent with the RSS in south west Hertfordshire which did not advocate a local Green Belt review for Hertsmere.
- 3.9 Paragraph 47 of the NPPF requires LPAs to use their evidence base to ensure that their Local Plan meets the full, objectively assessed needs for market and affordable housing in the housing market area, as far as is consistent with the policies set out in this Framework. 80% of Hertsmere is Green Belt, representing a clear policy constraint which shapes how and where growth can occur in the borough.
4. **Is the overall housing target deliverable? Is there adequate justification for the supply that is expected from existing commitments and identified sites in the Strategic Housing Land Availability Assessment? Is the assumed windfalls contribution soundly based? Is there sufficient evidence that the supply expectations are consistent with the need to protect employment land expressed in the RCS?**
- 4.1 The Council considers that its housing target is deliverable and has produced an up-to-date Strategic Housing Land Availability Assessment (SHLAA) (CD/94) to demonstrate when and where sites will come forward. The SHLAA Update Report (CD/95) explains the Council's reasoning for including various sources of supply within the housing trajectory. The Council's methodology in estimating housing supply to 2026/27 is

consistent with the NPPF and government issued SHLAA Practice Guidance (2007).

- 4.2 Committed sites include all of those that were under construction, allocated in a local plan, or had full / outline permission, or permission subject to a S.106 agreement. Other specific sites were identified from a range of sources, and then surveyed and assessed to establish their suitability for residential development, deliverability and likely housing yield. To ensure that this assessment of likely supply is realistic, the Council has discounted its projection by 6%. This reflects the average proportion of permissions that have lapsed before being implemented between 2001/02 and 2007/08.
- 4.3 The deliberately conservative, estimation of windfall housing supply from broad locations – explained further in the Council's response to early matters (12/03/2012) (EC/02) – has been calculated using average annual completion rates taken from historical data and updated to ensure that it reflects changes in the annual rate of housing delivery, pattern of redevelopment and market conditions. It is also only applied to the final 5 years of the 15-year housing supply period to avoid double-counting housing yield from committed / specific sites, none of which, with the exception of the Elstree Way Corridor, are allocated to this period. Although the NPPF allows for windfall supply to be more easily included at an earlier stage during the plan period, the Council's SHLAA does not make such an allowance during the first 10 years.
- 4.4 The Council feels that its expectation in terms of delivering housing supply from brownfield sites is consistent with the approach to protecting designated employment land. Policies CS8 and C10 of the RCS generally resist the use of such land for non B-class uses, unless it can be adequately demonstrated that a site is vacant or surplus. The SHLAA does assign some designated employment land to the housing trajectory; however, in line with policy, this is only the case where it is considered that there is a robust justification for a site's release. To compensate for any such losses of designated employment land, Policy CS8 of the RCS safeguards areas of Green Belt for employment use. Thus, the Council's approach – as set out within the Employment Site Allocations Report (CD/74) – will allow it to protect existing employment areas, respond to the market, and meet any future need for employment land.

5. **Is the reliance on the Elstree Way Corridor for housing supply in the plan period justified? Has it been given appropriate priority in the RCS and is the policy area clearly identified? What is the current timescale for adoption of the AAP? Does the reference in Policy CS22 to the Elstree Way Supplementary Planning Guidance give reasonably clear guidance for development in the interim period? What is the status of the Feasibility Study (2011)?**
- 5.1 The Elstree Way Corridor (EWC) and immediately adjacent areas have already seen a number of sites brought forward for significant residential development in recent years. Despite the current economic conditions development interest for sites in and immediately adjacent to the EWC remains high. A series of residential led schemes have come forward in the past five years (including Foster House, Studio Plaza, and the redevelopment of the former Oaklands College site). Additionally, a number of schemes for residential development on sites adjoining the Elstree Way Corridor are at either advanced stages of pre-application discussion or awaiting determination.
- 5.2 The EWC comprises a number of sites owned and operated by public sector agencies including the Council and Hertfordshire County Council, many of which are currently not used/developed to their optimum potential. The Chief Executives of both the Council and Hertfordshire County Council have formally set out their support for the project following the initial feasibility work undertaken by Colin Buchanan, a commission led by the HBC Chief Executive. Copies of these letters are included in Appendix M1.B. Following extensive engagement with landowners within the corridor, and as part of the on-going discussions regarding the areas redevelopment, the Council is aware that several of the agencies are in the course of reviewing their service delivery requirements. This has seen proposals come forward on other assets owned, for example by Hertfordshire County Council and the Police, in Hertsmere. Developer interest in the EWC remains very strong and the Council has been approached by a number of speculative developers following the EWC Feasibility Study (CD/90) prepared by consultants Colin Buchanan in 2010 including a major housebuilding group which has expressed an interest in leading the comprehensive redevelopment of the entire EWC area.
- 5.3 The priority of the EWC to reinforce a local sense of place, provide a range of housing, employment, community and cultural facilities is recognised within the Spatial Objectives for Borehamwood during the plan period. Policy CS22 (Elstree Way Corridor) and the supporting paragraphs 6.20 – 6.23 are specific to the Corridor area. The Council's intention to prepare an Area Action Plan (AAP) DPD for the Elstree Way Corridor over the next year demonstrates the significance and importance placed on the



area and is reflected in the resources which have been allocated to the work.

- 5.4 The policy area is historically well-established and is clearly defined in the Elstree Way Planning and Design Brief Supplementary Planning Guidance (SPG) (CD/89). The 2010 Feasibility Study followed focused upon the same identified area and the AAP will set the detailed planning parameters for the delivery of individual sites and areas within the EWC.
- 5.5 Significant progress has been made on the preparation of The Area Action Plan which will provide a comprehensive planning framework for the Elstree Way Corridor. The Table 5.1 illustrates the timetable for production and has been taken from the Local Development Scheme (CD/27).

**Table 5.1: Timetable for production**

<b>Stage</b>	<b>Timescale</b>
Pre-production / survey, including preparation of a Sustainability Appraisal (SA) scoping report.	Studies undertaken during 2005/06. Hold initial discussions with developers, landowners and the community to identify and consider site specific proposals
Prepare Issues and Alternative Options	March – December 2006. Consultation period February – March 2007 (six weeks)
Public Participation/Consultation (Regulation 25)	May/June 2012
Publish DPD and invite representations on the "soundness" of the Plan (i.e. whether it is justified, effective and consistent with national policy)(Regulation 27/28)	October 2012
Submit DPD to Secretary of State - Examination begins	December 2012
Examination Period (Regulation 34)	March 2013
Receive Inspector's Report	April 2013
Adopt and publish DPD (Regulation 36)	May 2013

- 5.6 The Council has specifically appointed a new Senior Planning Officer to lead on the preparation of the AAP. A series of meetings with landowners, key stakeholders and technical officers from the Council and County Council have been programmed where detailed options for different

phases of EWC will be agreed. A copy of the EWC AAP Project Plan is included in Appendix M1.C.

5.7 Policy CS22 states that residential development must be in accordance with the SPG. The SPG provides a design framework for development within the area and has been used a material consideration since adoption as an SPG in 2003.

5.8 In recent years a number of developments within the corridor have emerge in a piecemeal way, which has resulted in a poorly related built form. The need to deliver an improved EWC resulted in key landowners commissioning follow-up studies on feasibility and transport by Colin Buchanan and Partners for a housing-led regeneration of the corridor. These explored options for property disposals and consolidation and the possible need to improve the highway network including the removal of the large roundabout at the junction of Elstree Way and Shenley Road. The purpose of the study was to prepare viable master plan scenarios for the redevelopment of the corridor. The Elstree Way Corridor Feasibility Study (2010) forms part of the Issues and Alternative Options stage of the AAP. The Feasibility Study (CD/90) was subject to consultation with key stakeholders within the study area.

**6. Is the proposed phasing of housing supply (Policy CS3) justified and likely to be effective?**

6.1 The proposed phasing of housing supply is based on the Housing Trajectory, which is included within the SHLAA (Update) and AMR.

6.2 The trajectory is based on an evidence-based, estimate-led approach to projecting when new homes are likely to be completed. This includes SHLAA sites, Elstree Way Corridor, and Broad Urban and Rural Locations. This methodology, which was itself subject to stakeholder consultation, is compliant with the SHLAA Practice Guidance (2007) and as a result the proposed phasing is considered to be appropriately justified.

6.3 The Core Strategy is flexible and was produced within the paradigm of Plan, Monitor and Manage. Chapter 9 encourages the regular review and monitoring of the RCS. However, to provide additional clarity, the Council has proposed amendments to Chapter 9 and Table 17 of the RCS. The amendments are set out in the Council's Matter 7 Statement. The proposed contingencies section includes an approach to housing delivery, affordable housing delivery, affordable housing mix, and the location of housing development. The proposed text sets out how policies will be monitored, the triggers for contingencies and the measures these will take. These are also incorporated within proposed amendments to Table 17. To

ensure that Policy CS3 is effective, the Council proposes an amendment to the policy and to paragraph 3.19 and paragraph 3.20. This is set out in Appendix M1.D of this statement. The change provides a monitoring target for Policy CS3 to ensure that its effectiveness is reviewed and the basis for contingencies, if required, is set out in Chapter 9.

## **Appendices Content Page**

**Appendix M1.A** East of England Plan evidence and how it has informed the Revised Core Strategy

**Appendix M1.B** Elstree Corridor Way Area Action Plan Correspondence

**Appendix M1.C** Elstree Corridor Way Area Action Plan Project Plan

**Appendix M1.D** Paragraph 3.19, 3.20 and Policy CS3 amendment

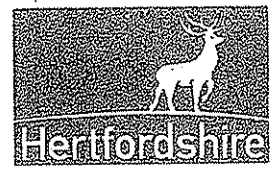
## Appendix M1.A East of England Plan evidence and how it has informed the Revised Core Strategy

East of England Plan Evidence Base	How it has informed the Core Strategy
The East of England Capacity Delivery Strategy Study (December 2006)	This study has informed the production of the Infrastructure Topic Paper and the Councils discussions with Thames Water. Hertsmere Borough Council is working closely with Thames Water on this matter.
East of England Plan Sustainability Appraisal (November 2004 and December 2006) and Sustainable Futures The Integrated Regional Strategy for the East of England.	The Sustainability Appraisal of the Core Strategy takes account of the sustainability work undertaken to support the East of England Plan. The Hertsmere SA objectives were produced in consistency with the objectives within the East of England Plan and from the East of England Plan Sustainability Appraisals, as illustrated within Appendix B of the Sustainability Scoping 2010.
Advice On Job Growth Policies In The Draft Regional Spatial Strategy For The East Of England, Dr. Graham Gudgin, Regional Forecasts Ltd (August 2005)	This report was used to inform some of the production of the Central Hertfordshire Economic Land Review and the London Arc Employment Study. These two documents form part of the evidence base for the Core Strategy.
Chelmer Model Runs For The East Of England Plan Review (Summer 2009)	The Chelmer model runs were used to inform the formulation of options which were tested and reviewed in the production of the Core Strategy. Paragraph 2.28 of the RCS recognises that a range of other options exist which could plan for greater or reduced levels of growth over the 15 year period of the Core Strategy, derived from the evidence base for the draft RS to 2031, which itself had been subject to an options/scenarios consultation. Higher housing numbers, based on greater provision for economic growth (5,295 new homes) and significantly increased rates of domestic and international migration (6,750 homes), generate increased potential housing targets over 15 years. Conversely, a number of other runs of the Chelmer model, based on zero net migration, produce targets as low as 2,300 (153 dpa) new homes, although these would not be consistent with either the adopted East of England Plan or the targets in the draft RSS to 2031. These were tested as part of the sustainability appraisal.
Hertfordshire Housing Development And Spatial Strategy Audit, Roger Tym & Partners, (August 2004)	The audit evaluated growth potential within Hertfordshire and informed the production of the RSS. It compared the capacity figures generated by the County Council and the District Councils and recommended the most robust dataset to use as the basis for the RPG14 housing targets. It formed the basis for the initial housing target of 4,200 in the draft RSS.
Placing Renewables in the East of England, Arup and White (February 2008)	This document laid the foundation of the production of the Zero Carbon and Renewable Energy Study.
Assessment of Future Regional Requirement	The document informed the SHMA, it did not identify a clear or direct relationship between an

<p>for Affordable Housing, Cambridge Centre for Housing and Planning Research with SQW Consulting Ltd (June 2009)</p>	<p>increased supply of market housing and the need for affordable housing.</p>
<p>Regional Scale Settlement Study, Ove Arup (January 2009)</p>	<p>This study informed the production of the draft RSS to 2031. The study evaluated growth in the East of England and it concluded that large scale growth was appropriate in the Key Centres for Development and Change. It did not advocate a change from the adopted East of England Plan. It supports the approach in the Core Strategy as it recognises the environmental and infrastructure constraints in Hertsmere.</p>

## **Appendix M1.B Elstree Corridor Way Area Action Plan Correspondence**

Chief Executive's Office  
Chief Executive: Caroline Tapster



Dr Donald Graham  
Chief Executive  
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Chief Executive

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Contact: Ms C Tapster  
My ref: CT/MGB/P&T  
Your ref: DG/ab  
Date: 26 August 2011

Dear Donald

**ELSTREE WAY CORRIDOR DEVELOPMENT**

Thank you for your letter of 17 June 2011, from which I note that Hertsmere Borough Council are in negotiations with the Police to move into the Hertsmere Borough Council building and you have me the Chief Executive of Affinity Sutton who wish to relocate to a more appropriate buildings.

Although the Job Centre's land separates the Police and Affinity Sutton's land from the HCC owned Fire and Ambulance facilities, your letter does not include an update on the Job Centre's landowner's position on this proposed development opportunity.

I can confirm that in principle HCC is in agreement to the relocation of the Fire and Ambulance facilities subject to the re-provided facilities being of an acceptable specification and location and on the basis that the sale of the existing Fire and Ambulance facilities would finance the relocation.

HCC's aim would be to secure a re-provided Fire and Ambulance facilities rather than refurbish the existing facilities. HCC's support for the relocation of the existing Fire and Ambulance facilities would be subject to review by Members and Cabinet and would need to be in compliance with EU procurement rules. This re-provision would need to be self-financing and in addition, HCC would also expect to achieve a capital receipt from the latent development value of its land interests.

We would request further detailed information to determine if it would be advantageous for HCC to combine its land with the Police and Affinity Sutton (along with the Job Centre) as 'one offer' for developers.

Yours sincerely

**Caroline Tapster**  
**Chief Executive**



**Chief Executive: Dr Donald Graham BA, MA, CIH**

Caroline Tapster  
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Date: 17 June 2011

Dear Caroline

### **Elstree Corridor Development**

As you are aware we have been exploring the potential for redeveloping this site. A feasibility study was completed by Colin Buchanan in June 2010. Its findings were that despite market conditions the regeneration of the area would be attractive to developers. A key element of this is the fact that the land is owned by public institutions – Councils, the Police and an RSL.

At Hertsmere we are in negotiations with the Police to move into the Council building. I have also met the Chief Executive of Affinity Sutton who has reaffirmed their desire to move into more appropriate buildings. Add to this the County's in principle position to relocate the Fire Station and Ambulance facilities. Together this means that the potential for aggregating a very large piece of land for development is realisable. This would be in accord with the Council's Master Plan and recent government statements about utilising public owned land for housing.

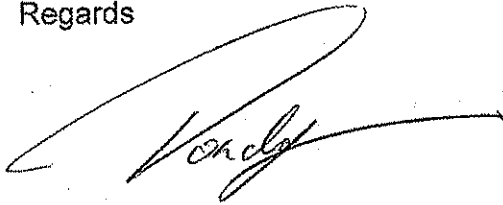
The purpose in writing is to ask HCC to consider whether it would be advantageous to 'package' up its land alongside the Police and Affinity Sutton as 'one offer' for developers. I believe this would be more attractive and enhance the value of each site without prejudicing any parties procurement rules. The Master Plan has already been produced as a joint effort by all public sector bodies including Health. By continuing with this joint approach we could go to the market and provide developers with the confidence that the Partnership could deliver to the market each sector of land.

This would be a win win situation for each partner in strategic and revenue terms. We would have a phased approach to the overarching development; the County would resolve a problem in relation to its current facilities; the built environment would be enhanced; the strategic objective of utilising brown field sites for housing – approximately 200 housing units with corresponding enhancements to infrastructure.

I am writing in similar terms to the Chief Constable/Police Authority and Affinity Sutton. HCC's rep is Peter Tiernan. He will have all the background documents previously held by Colin Cooper. I do appreciate there are levels of complexity and variations in timing that make this proposition challenging. However as no single parties particular interest is being put at risk and the potential for real added value in terms of a capital return and new facilities are being enhanced I hope it is a partnership proposal we could make work.

Let me know your thoughts once you have had time to consider it further. I will let you know the thinking of other partners in due course.

Regards

A handwritten signature in black ink, appearing to read 'Donald', with a large, sweeping flourish above it.

**Donald Graham**  
Chief Executive

## **Appendix M1.C Elstree Corridor Way Area Action Plan Project Plan**

# **Elstree Way Corridor Area Action Plan**

**Project Plan**

**Version 1.2  
April 2012**



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Appendix A – Elstree Way Corridor Site Plan

Appendix B – Related Documents and Policies

## 1. This Document

### 1.1. Document Control

Release	Release Date	Release Notes
Version 1.1	4 April 2012	Draft for internal consultation
Version 1.2	12 April 2012	Draft for sponsor sign off

### 1.2. Document Purpose and Structure

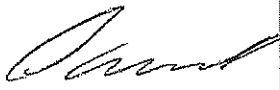
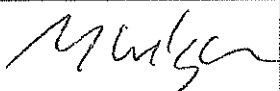
The purpose of this document is to set out a clear structure and timetable for the preparation and delivery of the Elstree Way Corridor (EWC) Area Action Plan (AAP). It builds on the overall parameters for the AAP identified in the Council's Core Strategy and Local Development Scheme.

The document is used to define the arrangements and procedures for managing and controlling the project, the overall engagement plan with key stakeholders and landowners, and the stages for the preparation of the AAP development plan document and subsequent public consultation. This document also provides the basis for monitoring the production of the AAP.

It is a live document and will be updated throughout the project lifecycle.

### 1.3. Document Approval and Sign-off

This document, originally presented in draft form, will be agreed by the project board. This document requires the approvals set out below. Signed approval forms are filed in the project files.

Name	Signature	Title	Date	Version
Glen Wooldrige		Project Sponsor	12/04/12	1.2
Matthew Wilson		Project Manager	12/04/12	1.2

### 1.4. Distribution

This document has been distributed to:

Name	Title	Date	Version
Donald Graham	Chief Executive	12/04/2012	1.2
Sajida Bijle	Director of Resources	12/04/2012	1.2
Polly Harris-Gorf	Head of Planning & Building Control	12/04/2012	1.2

## 2. Project Purpose

### 2.1 Project Definition

The project is to prepare an Area Action Plan (AAP) for the Elstree Way Corridor (EWC) within Borehamwood (as illustrated in Appendix A).

An AAP is a detailed plan for a specific area where significant change is needed. An AAP is a comprehensive strategy for co-ordinated development and design that reflects local aspirations for the future of an area. It establishes a set of proposals and policies for the development of an area. They can be used to deliver planned growth; stimulate regeneration; protect areas that are particularly sensitive to change; resolve conflicting objectives in areas subject to development pressure; or to focus the delivery of area based regeneration initiatives.

The importance of the EWC is recognised within the Revised Core Strategy and specifically within *Policy CS22 Elstree Way Corridor*. The EWC AAP will be a statutory Development Plan document supporting and supplementing the Revised Core Strategy, with the aim of enabling development in the EWC to be delivered in a co-ordinated way.

The AAP will set out clear planning guidance for individual sites within the EWC and in doing so, send a clear signal that the Council places the EWC at the centre of its development strategy over the next 15 years.

### 2.2 Reason

The EWC is located within the defined town centre of Borehamwood. Elstree Way links the A1 to the shopping parades within Borehamwood. The AAP area includes sites between the Manor Road/Studio Way roundabouts to the east and the Tesco roundabout to the west. The EWC provides an important entrance and access to the town. Elstree Way also provides part of a route from the A1 through the town to Elstree village to the west.

The EWC comprises a number of sites owned and operated by public sector agencies, many of which are currently not used/developed to their optimum potential. Along the northern side there is the Borough Council Offices, a large surface level car park and The Venue leisure centre. In addition to the Borough Council's sites, there is the IBIS Hotel, the County Council owned Borehamwood Library and Family Centre, Nursery and the Hertsmere Health Centre. Along the southern side are the Affinity Sutton Association offices, the Police Station, the Job Centre and the Fire and Ambulance Station. In addition along the southern side there is a Shell Petrol Filling Station, Maxwell Community Centre and the privately owned Foster House residential development. A number of other sites, particularly Imperial Place and Elstree Film Studios, relate closely to the EWC

Many of the existing buildings have been developed in a piecemeal manner and do not provide an attractive gateway into the town. Some of the sites are under-utilised and several of the agencies are in the course of reviewing their service delivery requirements. It is considered that there may be an opportunity to initiate a co-ordinated redevelopment scheme along the Corridor.

Despite the current economic conditions development interest for sites in and immediately adjacent to the EWC remains. A series of residential led schemes have come forward in the past five years, including Foster House, Studio Plaza, and Oaklands College (Oaktrees) developments.

In 2003 the Council published the Elstree Way Planning and Design Brief Supplementary Planning Guidance, which sets a number of principles for the development within the corridor, particularly focusing on public realm improvements. However, in recent years a number of developments have continued to emerge in a piecemeal way (within and adjacent to EWC), which has resulted in a poorly related built form.

The aspiration to deliver an improved EWC resulted in key landowners commissioning follow-up studies on feasibility and transport both undertaken by Colin Buchanan and Partners for a housing-led regeneration of the corridor. These explored options for property disposals and consolidation and the possible need to improve the highway network including the removal of the large roundabout at the junction of Elstree Way and Shenley Road. The need to address vehicular and pedestrian traffic issues in this location is identified as a priority in the Borehamwood and Elstree Urban Transport Plan. The Strategic Housing Land Availability Assessment has identified a potential for residential development to be developed on selected sites within the corridor and it is expected that any residential developments meets the appropriate design principles.

The AAP will help to deliver development in a co-ordinate way and provide a degree of certainty for both landowners and developers through the setting out of a statutory planning document for individual sites and the area as a whole. The AAP will need to go through the required public participation/consultation and submission to the Secretary of State, although the participation/consultation will be much more focused than on a conventional borough-wide planning document.

Notwithstanding the need for a collaborative approach with key landowners, the AAP will ultimately be Hertsmere Borough Council's document and adopted as Council policy. However, it will be in the interests of all landowners to engage with the process, given that the document will effectively determine the amount, mix and layout of development on each site.

The EWC AAP will be a Development Plan Document (DPDs) which together with the Core Strategy and other DPDs form the development plan for the Borough as part of Hertsmere's Local Plan.

There will be an element of crossover between the preparation of the AAP and the adoption of the Core Strategy (set for examination May 2011). The production of the AAP will be broadly in parallel with the Site Allocations and Development Management DPD and the revised Borehamwood and Elstree Urban Transport Plan, to ensure consistency and conformity between the documents. The AAP will be produced in conformity with a number of strategies and policies, a number of these are illustrated in Appendix B.

The policies within the AAP will be assessed for their impact on the economy, community and environment and will be appraised for their impact against the Council's sustainability objectives. The sustainability appraisal process will enable the assessment of alternatives including the comparison of impacts.



## 2.3 Options

The following options have been considered:

Option	Reason
Do Nothing – allow development to come forward in an ad hoc fashion, using Core Strategy policies and the existing EWC SPG to guide development.	This option is not considered appropriate given the significance of the EWC for Borehamwood and the future growth of Hertsmere as a whole. The area is expected to undergo significance change in the forthcoming years with existing owners and operators exploring their options. The SPG does not provide a detailed basis for individual sites and development phases.
Adoption of EWC Feasibility Study as material consideration in the determination of planning applications	The feasibility study was not prepared with the purpose of providing planning guidance or policy for developers or for the determination of planning applications, consequently the feasibility study lacks the necessary detailed proposals for individual sites/schemes. An AAP would take the key principles forward go into greater detail and provide site specific guidance. As an adopted development document plan the guidance will have greater weighting as a result of public consultation and examination.

## 2.4 Benefits Expected and Initial Business Case

### Certainty

An AAP will provide certainty for both landowners and developers in bringing forward development in a co-ordinated way, and in doing so will avoid piecemeal or fragmented development. The consultative nature of an AAP will bring together land owners and stakeholders together and should also enable land values / yields to be maximised in a co-ordinated way.

### Coordinated

Such a coordinated approach will better allow for the infrastructure needed to support development to be planned, phased and costed accordingly. It will also allow for the provision of necessary public realms and amenity improvements to be planned and implemented.

**Guidance**

Clear planning policy and a co-ordinated approach to an areas redevelopment limits uncertainty and helps towards de-risking development for both public and private sector partners. While such an approach represents an up-front cost in terms of time, it will ensure that developers are more competitive on the level of profit they require from a scheme, and so may well be clawed back through a stronger negotiation position and a more efficient delivery process.

**Public Real and Infrastructure Improvements**

An AAP will address issues around public realm and infrastructure improvement. It will allow for a planned / phased approach to the provision of essential public realm and infrastructure, and ensure development within the EWC contributes towards this.

**2.5 Risks**

The following initial risks have been identified and mitigation action proposed:

<b>Risk</b>	<b>Mitigation</b>	<b>Ownership</b>
Lack of 'buy in' from major land owners and key stakeholders with the EWC	Positive and continued dialogue between the Council and landowners at a senior level, involvement of landowners and stakeholders as part of the project board	Project Sponsor Project Manager
Proposals within the EWC are undeliverable	Feasibility Study carried out by specialist consultants and cost model prepared. Continued dialogue with landowners via the Project Board and specialist officers via the Technical Officers group	Project Sponsor Project Manager
Proposals and policies are not in conformity with the Core Strategy, emerging revised UTP or other strategic plans	AAP to be prepared in parallel with Borehamwood and Elstree UTP, Technical Officers group to include Officers from Hertfordshire County Council. Project Manager to consider and ensure conformity.	Project Manager

A separate Risks and Issues log is being prepared and will be monitored.

### 3. Project Organisation

Given the scope of the project, cutting across service areas within different organisations and different land owners, a 'project management' approach is recommended involving a Project Board, a Technical Officers Group and identified Project Sponsor and Manager.

#### 3.1. Project Sponsor

*Glen Wooldrige (Director of Environment Hertsmere Borough Council)*

The project sponsor:

- Chairs the Project Board
- Has full authority for the project
- Will provide overall direction
- Is the final arbitrator if the Project Board disagree or cannot come to a consensus decision

#### 3.2. Project Manager

*Matthew Wilson (Senior Planning Officer Hertsmere Borough Council)*

The project manager will:

- Prepare the Area Action Plan (AAP)
- Provide briefings and reports to the Council Executive as requested
- Ensure an acceptable solution is developed
- Coordinate public consultation and stakeholder engagement
- Motivate and lead the project team to a successful project completion
- Ensure internal and external communications are working effectively
- Give direction and guidance to team members (if required)

### 3.3 Project Board

*Comprising of landowners and senior council officers*

The Project Board will:

- Provide Strategic input into the AAP on behalf of their respective organisations
- Consider options and phasing proposals
- Where appropriate identify and agree disposal mechanisms

#### Proposed Project Board

Name	Position	Organisation
Donald Graham	Chief Executive	Hertsmere Borough Council
Glen Wooldridge	Director of Environment	Hertsmere Borough Council
Amanda Grosse	Deputy Head of Estates and Facilities	Hertfordshire Constabulary
Peter Tiernan	Hertfordshire Property	Hertfordshire County Council
Phil Griffiths	Head of Property Regeneration	Affinity Sutton
Justin Spencer	Assistant Director Estates & Facilities	Hertfordshire PCT
TBC	TBC	Telereal Trillium*
Sajida Bijle	Director of Finance	Hertsmere Borough Council
Polly Harris Gorf	Head of Planning and Building Control	Hertsmere Borough Council
Dev Gopal	Head of Finance & Business Services	Hertsmere Borough Council
Mark Silverman	Policy and Transport Manager	Hertsmere Borough Council
Matthew Wilson	Senior Planning Officer	Hertsmere Borough Council

\*Owners of Job Centre Site

### 3.4 Technical Officers Group

*Comprising of specialist council and county council officers*

The Technical Officers Group will:

- Provide specialist input into the Area Action Plan
- Ensure a coordinated approach with wider strategic priorities

Name	Position	Organisation
Mark Silverman	Policy and Transport Manager	Hertsmere Borough Council
Matthew Wilson	Senior Planning Officer	Hertsmere Borough Council
Polly Harris Gorf	Head of Planning	Hertsmere Borough Council
Scott Laban	Area Team Leader (Borehamwood), Development Management	Hertsmere Borough Council
Robert Ambler	Estates Valuer	Hertsmere Borough Council
Aaron Niblett	Area Team Leader, Parks & Open Space	Hertsmere Borough Council
Rupert Thacker	Programmes and Strategy Manager, Hertfordshire Highways	Hertfordshire County Council
Nick Gough	Area Highways Development Control Manager, Hertfordshire Highways	Hertfordshire County Council

### 3.5 Wider Stakeholders

The following individuals and organisations will be consulted as part of wider stakeholder engagement. This is not an exhaustive list and will be added to.

- Local Ward Members
- Paul Fielding Capital Project Manager Oaklands College
- Roger Morris Managing Director Elstree Film Studios
- Graham Taylor Head of Governors Hertswood School
- Legal and General (owners of Imperial Place)
- Owners of Isopad House and Hertsmere House
- Tesco Supermarkets

### 2.4.1 Project Reporting Summary

As the AAP will be a Development Plan document adopted by the Council it will undergo public consultation and examination in accordance with the Statement of Community Involvement (adopted 2006) and Planning and Compulsory Purchase Act (2004) (as amended). The production timetable is as follows:

#### Production Timetable

Progress	Stage	Date
Completed	Pre-production / survey, including preparation of a Sustainability Appraisal (SA) scoping report.	Studies undertaken during 2005/06. Hold initial discussions with developers, landowners and the community to identify and consider site specific proposals
Completed	Prepare Issues and Alternative Options	March – December 2006. Consultation period February – March 2007 (six weeks)
Underway	Initial discussion, research and scoping of AAP	April 2012
	Production of Sustainability Appraisal	
	Public Participation/Consultation (Regulation 25)	April / May 2012
	Publish DPD and invite representations on the "soundness" of the Plan (i.e. whether it is justified, effective and consistent with national policy)(Regulation 27/28)	October 2012
	Submit DPD to Secretary of State - Examination begins	December 2012
	Examination Period (Regulation 34)	March 2013
	Receive Inspector's Report	April 2013
	Adopt and publish DPD (Reg. 36)	May 2013

The production of the document will be reported and reviewed within the Hertsmere Annual Monitoring report. The production timetable will also be reviewed and monitored by the Project Board, any contingency action will or timetable revision will be considered by the board.

### **Agendas and Minutes**

During the lifecycle of the project, any meetings of the project board and technical officers group will be fully documented with agendas and minutes published for every meeting. Documentation for the project and any necessary updates will be reported on the Council's website.

## **4. Project Closure**

On adoption of the AAP, the project manager will complete a project closure report. The sponsor will agree this before the project is closed.

A post project implementation review will also be undertaken to consider the lessons learnt, and success of the project. This will also consider any future delivery mechanisms if required.


Appendix A - Elstree Way Corridor Site Plan

Elstree Way Corridor



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Date: 11/04/2012



## Appendix B - Related Documents and Policies

- Hertsmere Revised Core Strategy
- Hertsmere Local Plan (2003)
- Elstree Way Corridor Feasibility Study
- Elstree Way Corridor Transport Study
- Elstree and Borehamwood Urban Transport Plan
- National Planning Policy Framework
- Hertsmere Community Strategy
- Statement of Community Involvement
- Local Development Scheme
- Annual Monitoring Report
- Planning Obligations SPD
- Affordable Housing SPD
- Parking Standards SPD
- Biodiversity, Trees and Landscape SPD
- Watling Chase Community Forest : A Guide for Developers, Landowners and Users
- Planning and Design Guidance SPD
- Streetscene Manual
- Building Futures (Guide and Website)
- Elstree Way (LDO area)
- Elstree Way Corridor Borehamwood Planning and Design Brief SPG
- Hertsmere Infrastructure Topic Paper
- Local Transport Plan 3
- Roads in Hertfordshire

## Appendix M1.D Paragraph 3.19, 3.20 and Policy CS3 amendment.

### Minor changes to Core Strategy:

*N.B.: Deletions are struck through; insertions are underlined.*

**Paragraph 3.19** -To ensure the sustainable phasing of new housing during the Plan period, where housing completions during any ~~three~~ rolling five year period are projected to exceed the proportion sought in each phase in Policy CS3 by 20% or more, planning permission will also not be granted for schemes in excess of 50 units. This element of Policy CS3 is only expected to apply in exceptional circumstances where there are a number of very large windfall sites emerging in close succession. Exceptionally, a large brownfield windfall site may emerge and where such proposals are accompanied by the required infrastructure requirements on or within the vicinity of the site, there may be scope to relax the phasing requirements set out in Policy CS3.

**Paragraph 3.20** - Similarly, the Council needs to ensure that there is no under-supply of new housing, because of a lack of SHLAA sites coming forward and / or suitable windfall sites being developed. ~~Where housing completions during any following three year period are projected to fall below the proportion sought in each phase by 20% or more, as set out in Policy CS3, it will be necessary to review the phasing of all housing allocations and if necessary, Where housing delivery is more than 20% below the annualised (237 dwellings) housing target over a rolling 5 year period and housing commitments for the next 3 years are subsequently projected to be below the required annualised rate, this will trigger a review of the plan and the Council will implement contingencies as set out in Chapter 9. either bring~~ This includes the potential to bring allocations forward or undertake a wider review of the Strategy, including consideration of land presently designated as Green Belt. Such a review will need to take account of housing land supply and trends in the wider housing market.

**Policy CS3** - To facilitate a sustainable rate of housebuilding within the Borough under the terms of Policies CS1 and CS2, major housing sites will be phased in five year periods from 2011. Based on the findings of Annual Monitoring Reports, allocated land in later phases will be brought forward, if necessary, to maintain the five year supply of land for housing.

To prevent the overdevelopment of housing in the Borough ahead of required infrastructure and community facilities, unimplemented residential land allocations and new residential proposals of 50 units (net) or more will not be permitted where the number of projected completions, as detailed in Annual Monitoring Report housing trajectory, is forecast to exceed 20% of the proportion sought in each phase rolling five year period.

Where housing delivery is projected to fall below the proportion sought required rate over a rolling five year period by at least 20% over and housing commitments over the following three years are projected to fall below the

required annualised rate, a review of the phasing and location of housing allocations will be undertaken including consideration of land presently designated as Green Belt.